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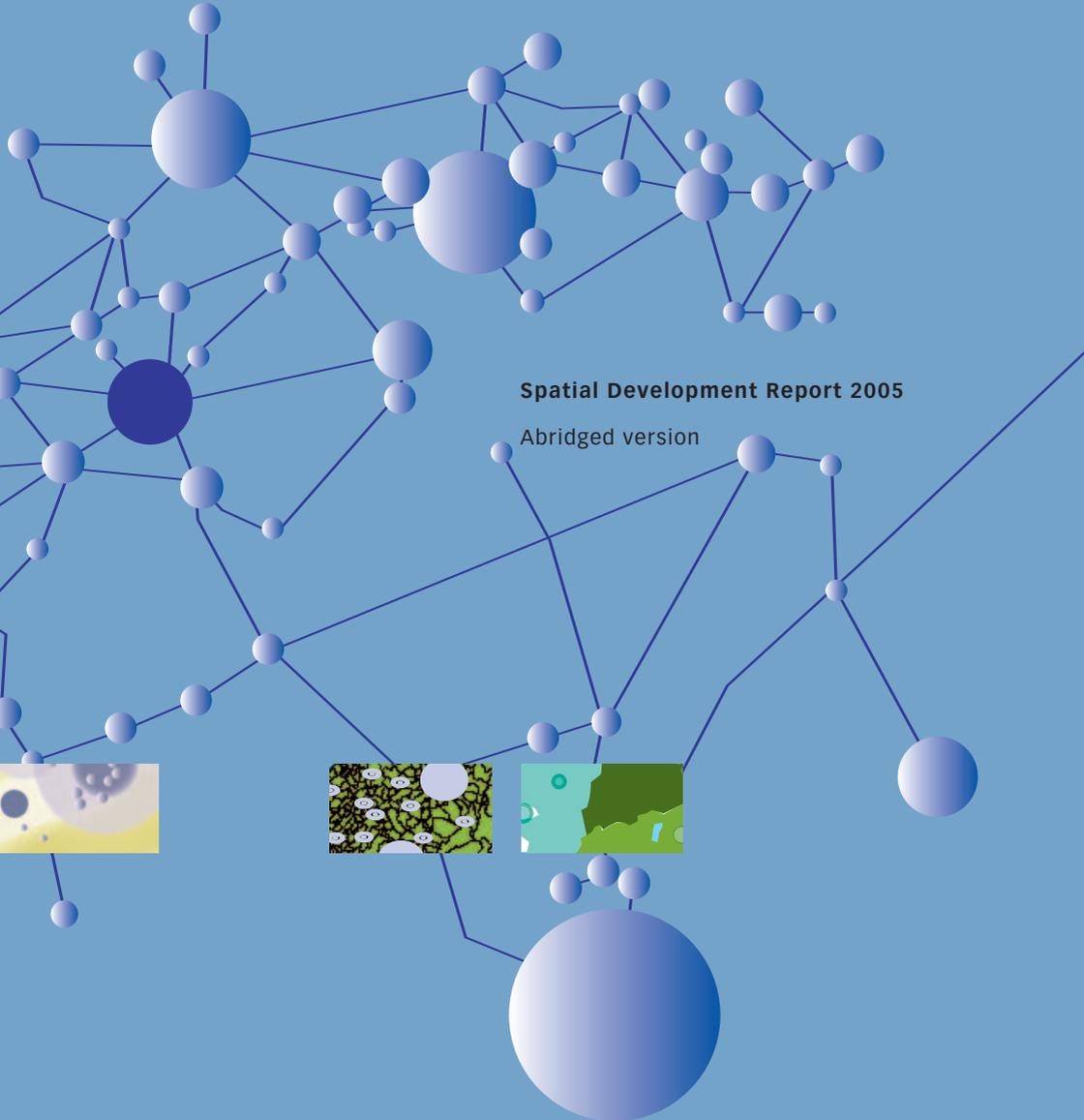
Federal Department of Environment, Transport,
Energy and Communications

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Spatial Development Report 2005

Abridged version



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A Changing Switzerland

Switzerland is undergoing rapid change. This demands decisive action and a creative will to shape the future in the widest range of areas. Spatial planners have so far lacked a cohesive overview of the challenges they face, however.

With its «Spatial Development Report 2005¹», the Federal Office for Spatial Development (ARE) aims to close this gap and instigate a debate about spatial development in Switzerland in the context of sustainable development. The report addresses central issues in the development of Switzerland's agglomerations and rural areas, as well as the balance between them. The report also proposes solutions to

The report addresses central issues in the development of agglomerations and urban spaces, as well as the balance between them.

problems such as the lack of coordination on urban development and transportation, as well as urban regeneration. The «Spatial Concept for Switzerland» section draws together the threads of

what are largely independent problems and specific projects to provide an overview. As such, the concept provides the necessary basis for political debate about the future of Switzerland's urban, suburban and rural spaces.

Discussions surrounding the «Spatial Development Report» 2005 and its «Spatial Concept for Switzerland» will result in the revision of the «Swiss Planning Policy Guidelines» issued in 1996, as well as legislative changes.

Prof. Pierre-Alain Rumley
Director of the Federal Office for Spatial Development ARE

¹ This booklet is an abridged version of the «Spatial Development Report 2005». The full version is available in German, French and Italian. To order, please see details left.



Switzerland Today

Spatial development in recent decades

Urbanisation continues

Recent decades have seen marked changes to ways of life in Switzerland. This has also impacted on how and where people live. Three-quarters of the Swiss population now resides in the country's agglomerations, which extend from their core towns and cities far out into the surrounding area. These agglomerations are surrounded by sparsely populated regions featuring extensive estates of detached housing, unstructured industrial and business zones, shopping centres and leisure parks with enormous car parks.

Business activity is also concentrated in the agglomerations, with 82% of all jobs to be found in these areas. Switzerland's 50 agglomerations and five individual cities occupy a quarter of the country's land area and encompass 979, or one-third, of all municipalities. In recent years, the land area taken up by the agglomerations has been growing faster than their proportion

Much of the countryside has lost its rural character without having gained urban qualities.

of the total population, and they have increasingly been expanding into previously rural areas. As a result, much of the countryside has lost its rural character without having gained urban qualities.

Mobility and the service-based society are the reasons

The growth of the service society is one of the principal reasons behind increasing urbanisation. Businesses, employees and residents alike benefit from the density of infrastructure and resources and the attendant proximity to each other in urban areas. The service society is particularly evident in the three metropolitan areas of the Bassin Lémanique (Geneva-Lausanne), Basel and Zurich. Expanding mobility options are another important factor, as they allow commuters to travel further to work in any given length of time.

Spatial planning has so far failed to align transportation planning and urban development. The uncoordinated nature of the latter is further favoured by heavily decentralised institutional structures.

Consequently, the agglomerations currently represent a collection of municipalities which – instead of working together – pursue often differing or even conflicting individual interests.

Working in town – living in the country

The geographical distances between home, work and leisure have grown in recent decades. In 2001, for example, 56% of all agglomeration jobs were to be found in the core towns, while their populations accounted for just 40% of the nation's total. The separation of home

Young families tend to settle in municipalities on the fringes of agglomerations, as these offer low rents and a better-quality environment.

and workplace has also swelled the ranks of commuters: Between 1970 and 2000, commuter numbers in core towns rose from 81,000 to 216,000 annually.

Since the 1980s, however, we have witnessed a relocation of jobs out of the core towns and into the municipalities which form the first «belt» of the agglomeration. This has in turn resulted in yet more commuting – of a type that is less likely to use public transport.

Young families tend to settle in municipalities on the fringes of agglomerations, as these offer low rents and a better-quality environment. By contrast, the core towns – as well as the first agglomeration belt in larger agglomerations – exhibit concentrations of the weaker groups in society (the poor, old, immigrants, unemployed, etc.), who are served by the anonymity and relatively extensive offering of social services. More recently, however, life in town and city centres has regained its appeal for young, high-earning professionals with no ties. This trend towards reurbanisation is evident, for example, in the redevelopment of old industrial quarters or regeneration of sites close to railway lines.

Agglomerations lack solidarity

Within the agglomerations, core towns exercise a wide range of functions for the agglomeration as a whole, without being sufficiently compensated for doing so. On the other hand, the agglomeration's municipalities, which share the financial burden of the centres, have little influence on the decisions of the core town. Although some



new bodies have been created to address cross-municipality challenges, they are of limited effect in closing existing gaps in collaboration. In 2001, the Confederation therefore instituted agglomeration programmes as part of a more active agglomeration policy aimed at improving coordination and cooperation at agglomeration level, starting with urban development and transportation.

Countryside remains a space for life and business

Although rural areas – unlike their urban counterparts – are characterised by lower densities of population and buildings, a strong economic dependence on the towns and the great importance of nature and the landscape, they remain a space for life and business in which 1.9 million people still live and 660,000 still work. Rural areas are not only home to the majority of agricultural business, but also to many small and medium-sized enterprises (SMEs) in the industrial-commercial or service sectors. Furthermore, rural areas have an extremely important role to play in recreation, leisure and tourism, not to mention ecological balance and the preservation of natural habitats. Although these functions are less lucrative, they are crucial to the sustainable development of the country.

Spreading agglomerations have also changed the size of Switzerland's rural spaces. Today, they cover an area of 31,000 km² (77% of

Since 2001, the Confederation has been pursuing a more active agglomeration policy aimed at improving coordination and cooperation at agglomeration level.

the country's surface). In 1970, there were 2,521 rural municipalities, which were home to 42% of the total population, or 2.7 million people. By 2000, the number of municipalities was 1,917, or two-thirds of the total, accounting for 26.7% of the population. This reduction nonetheless conceals the real dynamic in rural areas, where population growth was stronger than in the towns and cities between 1974 and 1998. Rural areas have since been overtaken by the agglomerations on this front.

Net job creation has been better in the towns and cities than in rural areas, which have weakened in qualitative terms, in particular. For example, those sectors which have remained stable in rural areas have

Types of space

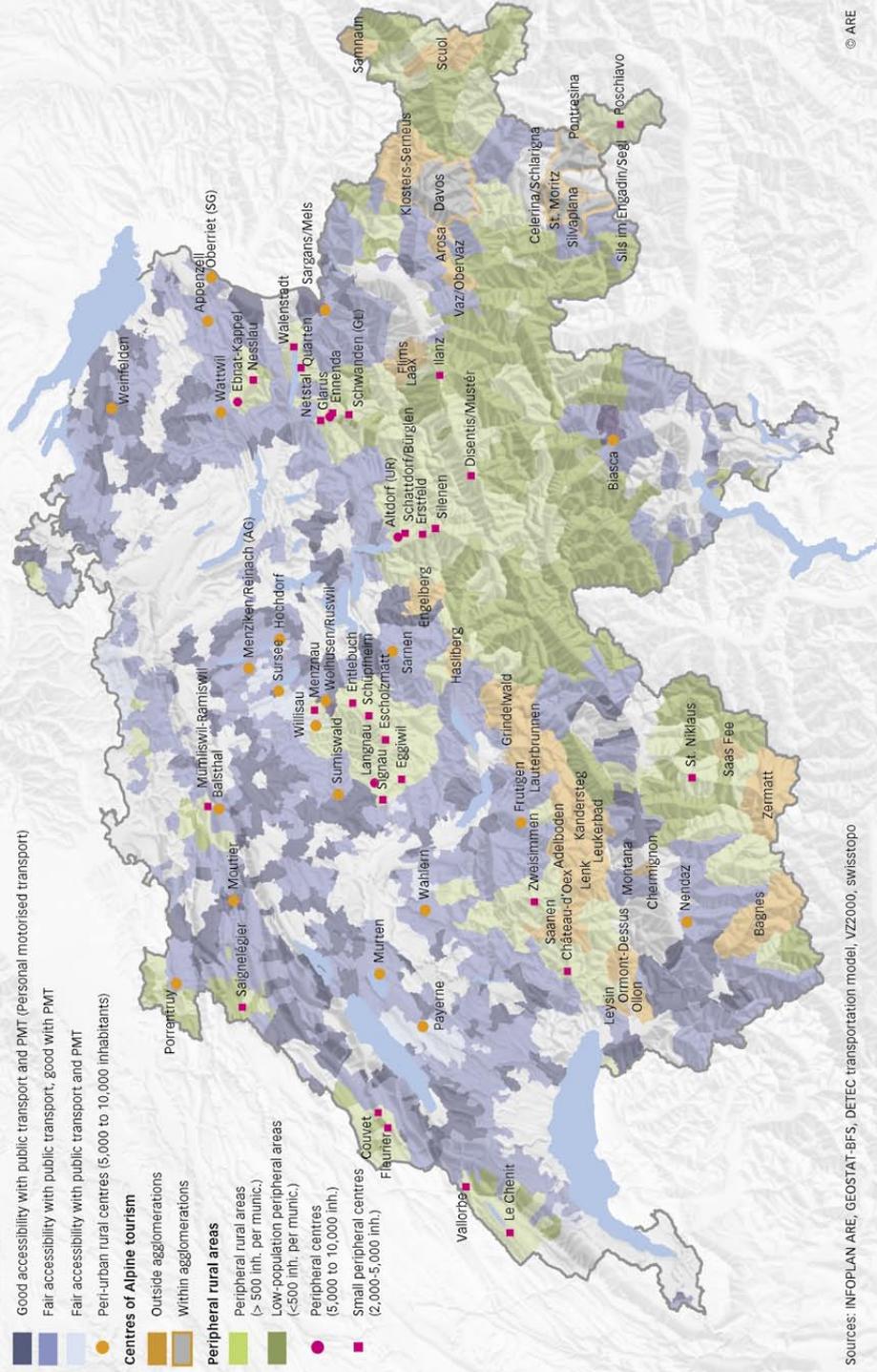
- Towns, cities and agglomerations
- Peri-urban rural areas**
- good accessibility with public transport and PMT (personal motorised transport)
- Fair accessibility with public transport, good with PMT
- Fair accessibility with public transport and PMT
- Peri-urban rural centres (5,000 to 10,000 inhabitants)

Centres of Alpine tourism

- Outside agglomerations
- Within agglomerations

Peripheral rural areas

- Peripheral rural areas (> 500 inh. per munic.)
- Low-population peripheral areas (<500 inh. per munic.)
- Peripheral centres (5,000 to 10,000 inh.)
- Small peripheral centres (2,000-5,000 inh.)





primarily been those which are losing importance or which are under heavy pressure to make cost savings. Meanwhile, those industries displaying considerable value-creation and innovative potential have favoured central locations in the agglomerations.

Manifold challenges in rural areas

There are no indications of any halt to the development of those rural municipalities within the catchment areas of the agglomerations and cities – the *peri-urban rural areas*. The trend towards continued urban spread and faceless, poorly structured residential developments are nonetheless problematic.

With their wide-ranging economic impact, *centres of Alpine tourism* are of particular importance in terms of Switzerland's rural space. Their greatest challenges are to retain their international competitiveness while conserving the unspoiled nature that still remains.

In *peripheral rural areas* beyond the agglomerations' direct catchment areas efforts must be concentrated – despite savings and rationalisation programmes – on maintaining regional infrastructures and a healthy supply of attractive, well-qualified jobs. Peripheral municipalities with low population densities also face the questions of whether they can survive in the long term.

Advancing land use

Switzerland's cities, towns and villages take up some 280,000 hectares, or around 7% of the country's surface area. Around half of this area is occupied by buildings and their grounds, while one-third is accounted for by roads, railways and airports. The

Net job creation has been better in the towns and cities than in rural areas.

last two decades have seen an inexorable expansion in urban spaces – primarily at the expense of agricultural land – at a rate of almost one square metre per second. One-third of the expanded urban space has been used to build detached housing.

Switzerland's legally approved building zones currently encompass an area of 220,000 hectares (excluding roads, railways, airports, etc.).

Of this figure, almost three quarters has largely been developed. The 60,000 ha of building zone that is still undeveloped could provide

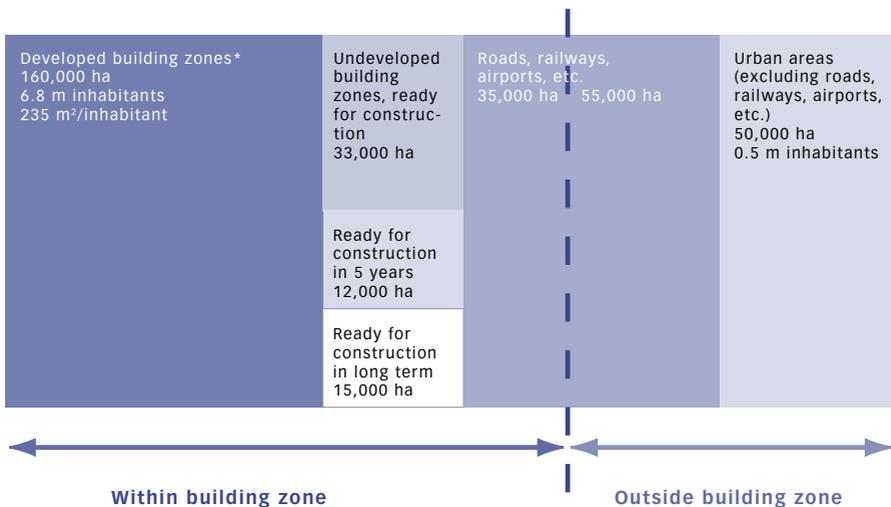
The 60,000 ha of building zone that is still undeveloped could provide living space for 2.5 million people.

living space for 2.5 million people. Relative to the number of inhabitants, the greatest reserves of building land can be found in rural areas, and in tourist

municipalities in particular. This raises the fundamental question of whether the reserves of building land are located in those areas in which the need for construction will be greatest and where urban growth would make the greatest sense.

There are also considerable unnoticed zoning reserves in areas that have already been developed. In Canton Zurich, for example, there are regions in which only just over half of the usable space is actually employed. Former industrial and commercial properties that are now

Legally approved building zones and urban areas



* Building zones excluding reserved areas, zones for military buildings and installations, demolition and dumping zones, garden and horticultural zones
 Sources: INFOPLAN-ARE, digital building zones by canton (2000), building zone survey 1987, site statistics 1992–1997, census 1990/2000 (GEOSTAT).



derelict account for zoning reserves of 15.6 million square metres alone – an area the size of the city of Geneva.

Around half a million people live outside of building zones, where urbanised areas occupy some 105,000 hectares. Despite legal restrictions there is still considerable construction activity outside the authorised zones. Of all of the buildings planned for construction in 2002, approximately 13% of projects were outside building zone boundaries.

Mobility figures rocketing

The years between 1960 and 2000 saw rail traffic double and the number of journeys on Switzerland's roads and motorways almost quintuple. There are many reasons for this marked increase in transport volumes: They include growth in the population, the economy and the country's towns and cities, as well as the expansion of the road and rail network and the falling cost of getting around. Shifts in the way in which people live their lives have also contributed,

Former industrial and commercial properties that are now derelict account for zoning reserves of 15.6 million square metres alone.

with leisure transportation accounting for the lion's share of mobility since 1994. The rise in traffic has gone hand in hand with increasing noise and air pollution and an impairment of rural and urban areas alike.

Since the mid-1970s, public transportation has succeeded in keeping pace with the expansion in traffic volumes in general. In the same period, the greatest erosion has been seen in the proportion of non-motorised traffic (cyclists, pedestrians, etc.), while the share taken by personal motorised transport has risen sharply. Traffic volumes have increased without individuals having to spend significantly longer travelling. The expansion of the road and rail network, in particular, enables greater distances to be covered in any given length of time.

Shifts in mobility habits have not been without their spatial implications, however. The importance of the agglomerations – and especially the major agglomerations of Zurich, Basel, Bern, Lausanne and Geneva

– in attracting commuter traffic has evidently increased. More and more people are living on the edge of the agglomerations and working in the towns and cities at their centre.

Good accessibility guaranteed

Thanks to the extensive European motorway network, Switzerland has excellent road links to the major cities in its neighbouring countries. Rail connections to these cities are not always satisfactory, however.

Within Switzerland, the road network ensures that – with only a few

Within Switzerland, the road network ensures that almost every municipality in the country is an hour at most away from its closest agglomeration.

exceptions – almost every municipality in the country is an hour at most away from its closest agglomeration. Accessibility using public transport is also very good, even though these journeys

are generally longer. High investment in the various regional transportation systems – especially the suburban S-Bahn railway networks – means that journey times in heavily populated metropolitan areas across the country are short.



What is Sustainable Spatial Development?

General objectives of sustainable development; assessment criteria

«Sustainable development» is rooted in Switzerland's Federal Constitution as one of the goals of public-sector action. Taking the «Sustainable Development Strategy 2002» and the relevant legislation as specific points of reference, the ARE has put the importance of sustainability to spatial development in concrete terms.

The ARE's thinking concentrates on key aspects of sustainable development: Socioeconomic elements, urban development, land usage and mobility. The assumption is that sustainable spatial development in this sense will have a positive knock-on effect on sustainability as it relates to other sectoral policies, such as the conservation of the countryside, areas of particular historical or cultural importance and biodiversity.

Requirements for sustainable spatial development

The following conditions must be met in order to achieve this objective:

Target dimension: Economy

- Spatial planning promotes economic growth
- Accessibility is optimised
- Costs of urban development remain affordable

Target dimension: Society

- The development of rural and peripheral regions is geared primarily to regional centres
- The protection of human health, and in particular the protection of the population from harmful emissions and natural hazards, is assured
- Quality of life is improved, specifically that in urban residential areas

Target dimension: Environment

- Spatial planning promotes the use of the most environmentally friendly modes of transport and reduces forced mobility for all sections of the population
- Non-renewable natural resources are conserved as far as is possible
- The use of existing buildings will be favoured over the construction of new buildings

These requirements cannot all be met in full and at the same time, however. As is true of sustainable development in general, spatial planning also frequently faces conflicts of interest – especially between public and private concerns – that must be weighed up against each other.

Spatial development is unsustainable in its present form

Measured against the criteria described above, the spatial development that Switzerland has seen in recent decades is unsustainable. Its weaknesses include the following:

- The competitiveness of metropolitan areas is suffering to the same extent as that of key tourist destinations
- The fabric of the economy in some rural areas is being eroded
- There has not been the necessary improvement in rail connections to large cities in neighbouring countries
- Population and jobs alike are concentrated too heavily on Switzerland's major cities
- The agglomerations are witnessing social and functional fragmentation
- The agglomerations are continuing to expand
- Spatial planning in its current form increases forced mobility
- The costs of urban development in its present form are very high and are placing an ever greater burden on the public purse
- The urban sprawl outside building zones continues, even though its pace has slowed
- Building zones are too large and are also in strategically suboptimum locations in some cases.



Switzerland in 2030: How Will the Future Look?

A look ahead using the scenario approach

What sort of course needs to be set to make sustainable spatial development possible? In the interests of instigating a debate on what would be a desirable future for Switzerland, the ARE opted to draw up a number of scenarios and thereby explore alternatives to the present reality. From a combination of several strategic key variables, the ARE derived scenarios illustrating how things might look for Switzerland in 2030. Four scenarios, which might be considered representative of future circumstances, were ultimately selected as the basis for further work.

Scenario 1 – «Metropolis Switzerland» – shows where Switzerland's current trends might lead by the year 2030 if no corrective action is

Four scenarios which might be considered representative of future circumstances were ultimately selected as the basis for further work

taken. The three other scenarios are made up on the basis of hypotheses. Each scenario takes into account international context, domestic policy trends and economic drivers, as well as

their impact on urban growth, transportation and tourism. Combined they form a coherent system of hypotheses. The main emphasis is on socio-economic factors, although the actions of the authorities and the major institutional drivers are also recognised as being of crucial importance.

Scenario 1 (2030):**«Metropolis Switzerland» – the trend scenario**

Maxim: Concentration on economic centres

Economy: Moderate economic growth

Domestic policy: Three metropolitan areas as de-facto leaders; major inequalities within metropolitan areas, as well as between metropolitan and other areas

Key factor: Strong growth in metropolitan areas, peripheral regions losing appeal

Spatial development: Urban areas expanding rapidly

Transportation: Marked increase in mobility

Tourism and leisure: Metropolitan areas dominate

Of the four scenarios, Scenario 1 is the one most heavily influenced by current trends. The power of the three metropolitan areas – Zurich, Basel and Lausanne-Geneva – where the country's most important driving forces are concentrated, means that growth in these regions is guaranteed. These cities are therefore able to secure strong positions for themselves globally. But concentration comes at the expense of small and medium-sized towns, rural regions and the environment. Furthermore, there is a high price to pay both within and outside these major cities, especially in terms of society, transportation and infrastructure. Rather than guaranteeing sustainable development, the «Metropolis Switzerland» scenario is based on a continuation of current trends towards even more intense competition that will further exacerbate economic, social and ecological disequilibria.



Scenario 2 (2031):

«Urban sprawl» – the decline of the towns

Maxim: Withdrawal into personal space

Economy: Weak economic growth

Domestic policy: Weaker centres without any simultaneous strengthening of other areas

Key factor: Urban sprawl

Spatial development: Very rapid expansion in urban areas, low development density, marked urban sprawl, declining quality of life

Transportation: Sharp increase in overall mobility, especially personal motorised transport

Tourism and leisure: Decline

Scenario 2 – «Urban sprawl» – is based on a clear decision in favour of individual initiative. It is initially regarded as a means of releasing economic momentum and reducing public-sector spending. This scenario ultimately makes losers of us all, however: The towns and cities lose both people and jobs; they stagnate or even go into decline. An urban sprawl covers Switzerland's central plateau and infrastructure networks are inadequate, which further weakens the economic output of the corporate sector. As Switzerland's general appeal decreases, tourist regions see visitor numbers drop sharply. Over this thirty-year period, the country has become poorer and conditions have deteriorated for all.

Scenario 3 (2031):

«A polycentric, urban Switzerland» – a networked system of towns and cities

Maxim: Switzerland focuses on momentum and balance

Economy: Dynamic economic growth

Domestic policy: Strong growth of towns and agglomerations; rural and urban areas complementing each other to an increasing degree

Key factor: Networking of urban agglomerations

Spatial development: Urban regeneration strongly encouraged; improvement in urban quality; urban areas expanding only modestly

Transportation: Greater mobility, more efficient public transport

Tourism and leisure: Boost to Switzerland's overall image

A favourable economic climate and a clear framework laid down at Confederation level have allowed Switzerland's towns and cities to thrive. The way in which they are networked makes it possible to bring economic momentum, social solidarity and ecological equilibrium into harmony with each other. The rural areas located in the densest parts of the system are conserved, although vitality is lacking in the more remote rural areas.

Scenario 4 (2031):

«Regional Switzerland» – territorial solidarity

Maxim: A new regional institutional level

Economy: Moderate economic growth; sharp increase in energy prices

Domestic policy: New public-sector body; solidarity between agglomerations, regional centres and regions

Key factor: Regions with strong internal cohesion

Spatial development: Urban development becomes dense and concentrated (regeneration), decentralised growth

Transportation: Low increase in mobility

Tourism and leisure: Increase in domestic tourism

As the traditional smaller-scale structures (cantons and municipalities) were finding it almost impossible to meet the challenges of international competition and sharply rising energy prices, Switzerland strengthened its federalism by creating larger units and introducing a new structure of eleven regions. These have the necessary critical mass to cope with the challenges they face while at the same time ensuring internal cohesion. This spatial organisation means that the life of the population is once again geared largely to their own region.



A Spatial Concept for Switzerland

Strategy and action for sustainable spatial development in Switzerland

Managing growth together

The main trends that we are currently seeing in spatial development are leading to a «metropolisation» of Switzerland that would place the

The aim is a dynamic and cohesive Switzerland – a Switzerland that builds on the vision of its citizens and the vitality of its economic forces while ensuring the balanced distribution of wealth across all parts of the country.

major cities at far too great an advantage relative to the rest of the country. At the same time, the urban sprawl would continue. Only concerted action on the part of the authorities can effect a turnaround to more balanced and sustainable development. The Confederation

must use all of the means at its disposal and work with the cantons, towns and municipalities to instigate this reorientation at all levels.

With this objective in mind, the ARE developed the «Spatial Concept for Switzerland», which puts the principles of sustainable development into concrete terms and outlines possible ways of attaining the set goals.

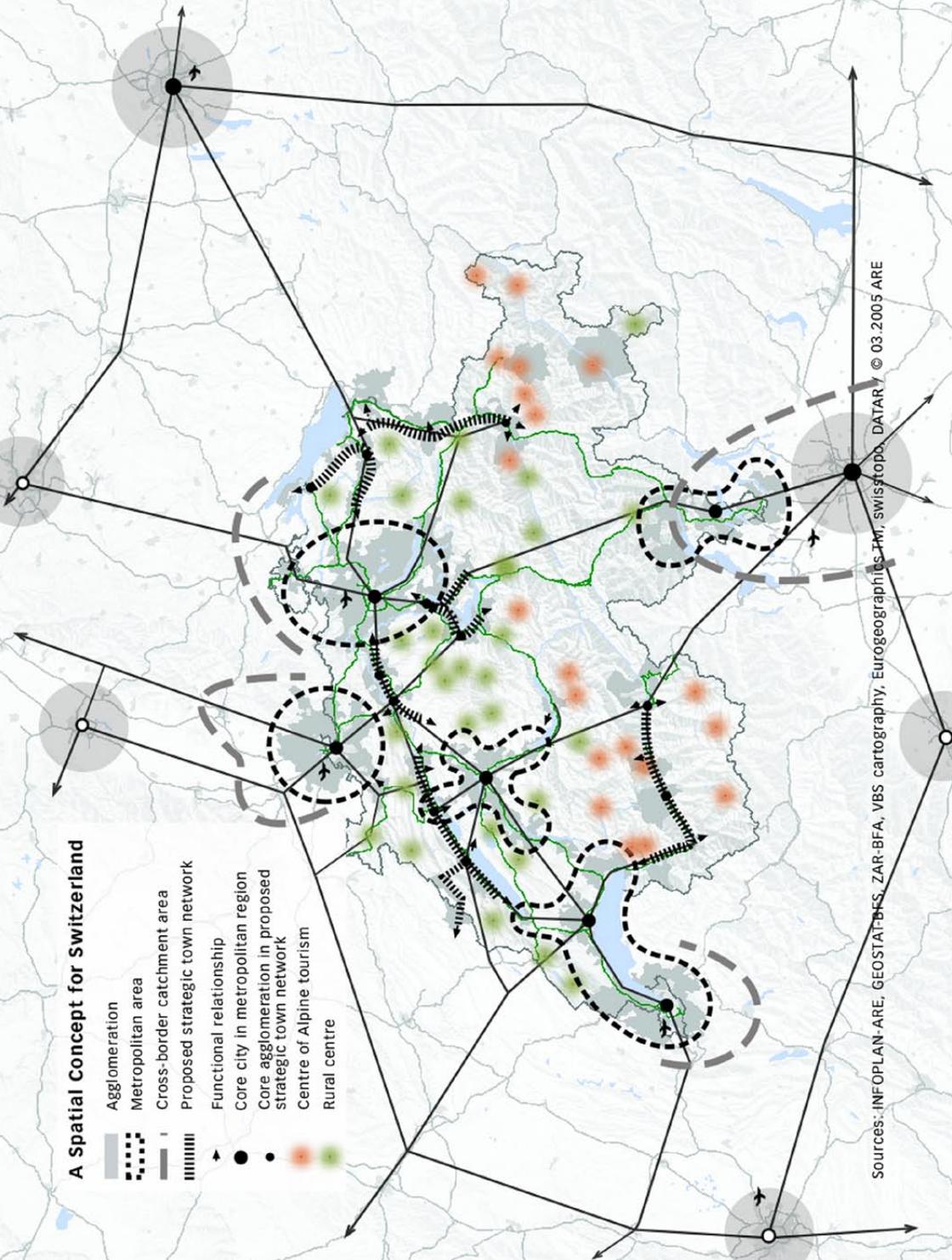
The aim is a dynamic and cohesive Switzerland – a Switzerland that builds on the vision of its citizens and the vitality of its economic forces while ensuring the balanced distribution of wealth across all parts of the country.

A polycentric Switzerland

The «Spatial Concept for Switzerland» rests, like Scenario 3, on a polycentric Switzerland encompassing a number of networks of different-sized cities, towns and villages interspersed with open rural areas and unspoiled nature. It differs in this respect from the vision of «Metropolis Switzerland», which would function in the same way as a large agglomeration by virtue of a highly efficient transportation system. Urban regeneration is intended to prevent urban sprawl.

A Spatial Concept for Switzerland

- Agglomeration
- Metropolitan area
- Cross-border catchment area
- Proposed strategic town network
- Functional relationship
- Core city in metropolitan region
- Core agglomeration in proposed strategic town network
- Centre of Alpine tourism
- Rural centre





The «Spatial Concept for Switzerland» comprises both **nationwide framework strategies** and **specific spatial strategies** for urban and rural areas alike.

The future of the Alpine space

The Alps and surrounding area occupy some 60% of Switzerland's surface area. The future of this space will be determined largely by federal and cantonal policies – and specifically by metropolitan solidarity policies – as well as by developments in the Alps as a whole.

Alpine Convention supports sustainable development

The Alpine countries are parties to the Alpine Convention, which pursues the aim of sustainable development in the Alpine space. It comprises a framework agreement and several protocols. Several of these protocols are intended to achieve reasonable economic growth in order to preserve existing jobs and create new ones. Among other things, they call for specific measures such as the retention of a regional policy, the introduction of financial equalisation measures and support for farming in mountain areas. The Alpine Convention and its protocols are fully aligned with the concept of sustainable development.

The Spatial Development Report shows that the Alpine Convention and its protocols are fully aligned with the concept of sustainable development.

The sustainable development of the Alpine space can be assured. Although it may not be possible entirely to prevent the gradual population and employment decline, it should be possible to slow this trend right down and thus prevent the most damaging of its effects.

Key measures here are:

- Maintaining basic service provision in all parts of the country
- Upholding and improving accessibility
- Continuing an active regional policy
- Supporting mountain farming
- Retaining measures against natural hazards
- Maintaining financial equalisation programmes
- Adjusting a variety of framework conditions, especially those relating to spatial planning
- Developing an agglomeration policy

The sustainable development of the Alpine space can be assured.



Spatial Concept for Switzerland: General Strategies

Strategy	Selected key points
Spatial integration into Europe	<ul style="list-style-type: none"> – Connect to the European high-speed rail network – Contribute to European spatial development programmes
Contribution to economic growth	<ul style="list-style-type: none"> – Support and promote existing businesses – Provide business sites in suitable locations – Strengthen agglomeration policy – Improve legal certainty with regard to planning and construction – Limit infrastructure costs – Improve framework conditions for secondary employment in agriculture
<p>Economical land use</p> <p>The sparing use of the key resource of land is one of the fundamental principles of Swiss spatial planning. Too little attention has been paid to this principle in the past.</p>	<p>Housing construction: Incentives for high-quality, higher-density residential developments in the first and second agglomeration belts as an alternative to detached housing on the periphery; minimum usage coefficient of 0.4</p> <p>Industrial and commercial buildings: Target denser development with a minimum usage coefficient of 0.8; critical review of the use of building land reserves for corporate expansion</p> <p>Urban regeneration: Use of inner building land reserves and conversion of derelict industrial sites</p> <p>Second homes: Use existing buildings as second homes in regions with declining populations. Regulate the construction of second homes in areas under heavy urban pressure (e.g. quotas)</p>
Improve the quality of the urban space	<p>Redevelop public spaces; ensure that public spaces are accorded high priority in spatial planning</p>
Improve coordination between urban and transportation development	<ul style="list-style-type: none"> – Urban development mainly in areas already easily accessible by public transport – Denser development of quarters around railway stations – Appropriate parking space management in towns and cities – Promotion of non-motorised transport

Strategy	Selected key points
Greater regard for the landscape	Systematically include countryside-related considerations in spatial planning processes
Protection against natural hazards	Spatial planning must ensure that potential losses in risk areas are reduced over the long term

Strategies for urban areas

Strategy	Selected key points
Agglomerations	
Governance in the agglomerations	Develop a democratic and compulsory form of collaboration in agglomerations
Agglomeration programmes	Further enhance and implement agglomeration programmes. Expand to other specialist fields (in addition to urbanisation and transportation)
Urban development projects	Develop urban projects with particular areas of development focus; derelict industrial buildings or particular quarters as strategic concerns for the entire agglomeration
Metropolitan areas	
Maintaining competitiveness	Maintain strengths such as accessibility, rural qualities and location of international companies. Eliminate weaknesses – e.g. by raising the importance of tourism, as well as trade fairs and congresses and inclusion into research networks
Network of metropolitan areas	Strengthen Switzerland's metropolitan areas as a network in themselves
Metropolitan governance	Search for a suitable form of political leadership
Strategic town networks	
Creation of strategic town networks	Strategic town networks are for towns that do not belong to any metropolitan area but which are of central importance because they will find it increasingly difficult to act independently. Six strategic town networks are proposed



Strategies for rural areas

Strategy	Selected key points
Peri-urban rural areas	
Restrict urban growth	Halt urban sprawl between towns and villages
Conserve and protect the countryside	Conserve undeveloped countryside and its multifunctionality (agriculture, leisure and recreation, ecological balance)
Collaboration with agglomerations	<ul style="list-style-type: none"> – Involvement in the agglomeration programme and the model projects of the closest agglomeration – Incentives for collaboration with municipalities close to agglomerations
Strengthen peri-urban rural centres	Restructure infrastructures, revive employment opportunities
Revitalise traditional industrial locations	Special efforts are required in the municipalities along the Jura arch, in particular
Centres of Alpine tourism	
Consolidate international competitiveness	Clear market positioning; coordinated development of offering, coordinated nationwide marketing activities
Long-term conservation of countryside capital	Conserve characteristic cultural and countryside features, improve environmental quality; expand infrastructures, with priority given to areas that are already developed
Closer networking	Supplement with the offerings of smaller tourist destinations as part of a common marketing strategy
Strengthening as regional centres	Strengthen their function as centres, with infrastructures, regional services and employment opportunities
Control urban expansion	Denser development of urban areas, restrictions on the construction of second homes, better occupancy of second homes
Improve transport connections with the agglomerations	Improve accessibility from agglomerations and airports
Regional spatial development projects	Positioning in tourism market, determine development direction and the need for investment and infrastructure

Peripheral rural areas

Strategy	Selected key points
Consolidation of peripheral rural centres	Optimise and regionalise existing infrastructures
Cooperation with municipalities	Cooperation between/merger of municipalities with very low populations
Cooperation with centres of Alpine tourism	Places with tourist infrastructure and accommodation to collaborate with the tourism centres
Peripheral areas with low populations	Promote activities that enable sustainable development
Implementation of federal policy	Use the possibilities afforded by regional policies, wildlife and nature conservation and forest and agriculture policy
Innovative solutions for basic service provision	Search for cost-efficient solutions to grocery supplies, postal and financial services
Development of regional centres of excellence	Strengthen existing regional platforms



What Can Be Done?

Guidelines and measures for implementing the «Spatial Concept for Switzerland»

More sustainable spatial development doesn't just happen – it demands a joint, coherent and harmonised approach from both public and private sectors. A variety of public resources must play a part if this is to succeed:

- Closer cooperation at all levels
- Greater coherence between sectoral policies
- Use of market and financial instruments
- Changes in the law.

The challenge of cooperation

One of the greatest challenges facing Swiss spatial planning activities in the coming years is to bring about greater cooperation and

One of the greatest challenges facing Swiss spatial planning activities in the coming years is to bring about greater cooperation and coordination at all levels.

coordination at all levels. All too often, municipalities and cantons compete to attract companies, shopping centres, wealthy tax-payers, etc. Competition between locations is proper and healthy, but it is just as important to find a balance between competition and complementation.

ance between competition and complementation.

The following action should be taken:

- Increase existing forms of cooperation: Strengthen the tripartite agglomeration conference (TAK), create a comparable platform for rural areas, instigate agglomeration programmes and promote cooperation in mountain areas
- Modify responsibilities in respect of urban development: Include the Confederation, harmonise and strengthen cantonal structural plans, promote cross-municipality cooperation
- Strengthen equalisation mechanisms: Compensation for the burdens borne by core towns in their capacity as centres; municipalities affected by regional industrial and commercial zones to share in their costs and profits.

The cantons and municipalities, in particular, are called upon to develop solutions in this area. The Confederation, meanwhile, can offer support and advice. Measures are also proposed in the document

Spatial planning policy is expected to improve coherence between sectoral policies.

setting out financial equalisation and the division of tasks between the Confederation and the cantons². In addition to setting out means of evening out the geographical/topographical and sociodemographic burdens, this document also provides for closer intercantonal collaboration.

A policy with a common goal (coherence)

Policy areas such as agriculture, transportation, environment, housing, regional policy, tourism, national defence, infrastructures, energy, communications and social policy, etc. have an impact – sometimes significant – on space within a country. The implementation of such space-relevant policies is often perceived as poorly coordinated or even contradictory. Spatial planning policy is expected to improve coherence between the sectoral policies mentioned.

Efforts must be made to bring the following areas, in particular, more into line with each other at federal level:

- Spatial planning and environmental conservation (noise prevention, measures to combat air pollution)
- Spatial planning and agriculture (supplementary, non-agricultural paid employment)
- Spatial planning and regional policy
- Spatial planning and transportation (sectoral transport plan expected in 2006)

² «Neugestaltung des Finanzausgleichs und der Aufgabenteilung zwischen Bund und Kantonen – NFA»/«Réforme de la péréquation financière et de la répartition des tâches entre la Confédération et les cantons (RPT)»



Market and financial instruments

More sustainable spatial development cannot become a reality without a significant increase in the financial resources that the Confederation and the cantons devote to spatial planning policy.

If Switzerland does not become aware of the strategic importance of spatial planning it will begin to lose its appeal. The Federal Office for Spatial Development (ARE) estimates that the task requires several million Swiss francs annually. This might be drawn from the regular budget, from increasing added-value levies or perhaps from environmental taxes.

Subsidies for cantonal and municipal measures are not targeted. Instead, the resources that are used should allow the experience that has been gathered from the agglomerations' model projects to be continued profitably and extended to rural areas.

Increasing value-added levies on planning gains

The spatial planning legislation that is currently in force requires the cantons to redress the balance of any significant advantages or disadvantages which arise from planning measures. The system has been largely unused to date, however. This instrument should be looked into once again from the point of view of sustainability principles. By increasing the value-added levies on new building zones and urban

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regeneration, spatial planning policy would generate financial resources which could make it easier to control development trends

Support for umbrella programmes

Financial aid from the Confederation should increasingly be concentrated on support for umbrella programmes, such as the redevelopment of an entire residential area which factors in energy consumption, subsidised housing, integration and social assistance. This would enable the greatest possible efficiency to be achieved. Furthermore,

Confederation aid should be tied to certain conditions, as is already the case for agglomeration programmes.

Further market-related measures

The greater use of market instruments is also conceivable. Examples might be the acquisition of rights to develop land more densely by buying the corresponding building rights, or the creation of tradable development certificates. Measures such as these require more detailed investigation, however.

Legislative changes in a variety of policy areas

In addition to spatial planning, other policy areas can also help to gear spatial development in Switzerland more closely to the concept of sustainability – in the context of the Spatial Concept for Switzerland. In particular, these are regional policy, transport policy, wildlife and nature conservation (regional nature parks and countryside adventure parks), and agriculture (the *Agrarpolitik/Politique agricole* 2001 programme).

Proposals for the revision of spatial planning legislation

The Swiss spatial development act (*Bundesgesetz über die Raumplanung*) was passed in 1979 and entered into force in 1980. Since then, however, Switzerland has undergone fundamental change. This change must be taken into account in modifications to the available spatial planning instruments. To this end, the ARE has drawn up a range of proposals. They are examined in detail in the full version of the Spatial Development Report 2005.

Financial aid from the Confederation should increasingly be concentrated on support for umbrella programmes.



The most important concerns include:

Consideration of towns and agglomerations

The most serious gap in the current spatial planning legislation is that it does not take account of Switzerland's towns and agglomerations, even though 75% of the population lives in urban areas.

Review of spatial planning instruments

Urban development

Land policy remains a central element of any active spatial planning policy.

Appropriate action must be taken if urban development is to be structured along more sustainable lines in the future. Efforts must be directed towards making better use of existing urban and residential areas and improving the quality of these areas.

Proposals here include:

- Tougher requirements for cantonal structural plans
- A national urban development plan, drawn up in partnership with the parties involved
- Quotas for building zones and urban land area
- Review of building zones
- Framework conditions for the development of building zones
- Requirements for the accessibility of urban areas by public transport
- Introduction of minimum land usage coefficients
- Creation of an urban regeneration plan.

Construction outside building zones

The provisions governing construction outside building zones display certain shortcomings. As a result, they are both inadequately applied and unpopular.

Proposal:

Create a strategy for construction outside building zones.

Among other things, this should:

- Take into account the country's diversity
- Ensure intercantonal cooperation
- Take the countryside into account
- Restrict new buildings outside building zones, or reduce them over the long term
- Create incentives for the demolition of unused buildings.

Land policy

Land policy remains a central element of any active spatial planning policy. Its objective is not for municipal authorities to dominate or control the market for land, however. Instead, steps should be taken to prevent developed building land from being kept off the land market (land hoarding).

Efforts must be made to further simplify planning activities; this would speed up the formulation of spatial planning instruments, in particular.

Proposal:

Draft a reference document that sets out land policy and best practices.

Approach

Despite the efforts of recent years, the permit process is still taking too long. For this reason, efforts must be made to further simplify planning activities; this would speed up the formulation of spatial planning instruments, in particular.

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