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Train to Local Agenda 21 implementation

The case of Switzerland

Working Paper

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St. Gallen, 20. Dezember 2006

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Abstract

The Working paper collects different reports and results of an ongoing European research project promoted by the Leonardo da Vinci- programme of the EU: *Train to Local Agenda 21 Implementation*. The project is to develop and test training products (courses and didactic materials) targeting the various professionals involved in LA21- processes.

Starting point for the project is the idea that there is a general need for competent personnel, not only in the thematic areas of sustainability and LA21, but also in the process facilitation skills that are crucial to the success of this multi-stakeholder activity (good governance). Additionally, knowledge on local management issues, including the local political system, competences and decision-making processes and local specific sustainability questions are necessary for successful LA21- implementation.

In order to accommodate the needs of various regions and target groups, the LA21 courses will be developed with a flexible modular structure. The quality of the courses and materials will be tested in the partner countries via pilot training actions at the local/regional organizations included in the partnership (test partners). The test phase will be followed by evaluation and improvement of the courses and materials, which will be published on line in the partners countries' languages and in English.

For more information about the project see our website <http://www.traintola21.org/>

The Working paper describes the first Work package of the project: the analysis of Local Agenda 21 activities in Switzerland and especially in the Canton of Zurich with regard to knowledge and competencies.

- The analysis starts with some basic information of the development in Switzerland: How did the Swiss political system and other actors deal with the concept of sustainable development?
- The second part is an analysis of the situation within the Canton of Zurich. The empirical analysis concentrates in a first step on needs and offers of LA21- actors regarding (further) education.
- In a second step five concrete LA21- processes has been analysed to work out a kind of 'typical structure' which can help to identify basic competencies which can be used from a lot of different actors.

The regional analysis shows a specific situation connected with the way of policy making in Switzerland. There are a lot of different and competing approaches how to implement a Local Agenda 21. We have a very broad range of starting points of LA21- processes – citizen's initiatives, political goal-setting, research and consultancy – and also a lot of different actors participating in the process with different needs of competencies.

Therefore the Swiss results of the regional analysis focus on a proceeding which centres the networking of the institutions of (further) education on the basis of the results of the regional analysis.

Das Projekt Train to LA21 (Train the facilitators for Local Agenda 21 Implementation)

Das Projekt 'Train to LA21' wird vom Programm Leonardo da Vinci der Europäischen Union finanziert, die Finanzierung der Schweizer Beteiligung erfolgt durch das Bundesamt für Bildung und Wissenschaft BBW.

Ziele und Zielgruppen und Partner des Projekts

Ziel:

Der Erfolg von Lokale Agenda 21-Prozessen hängt davon ab, wie viele lokaler Akteure und Anspruchsgruppen beteiligt und einbezogen werden können. Deshalb braucht es Moderatoren solcher Prozesse mit guter Kenntnisse im Bereich nachhaltiger Regionalentwicklung und mit notwendigen Kompetenzen zur Förderung von Viel-Parteien-Dialogen und kreativen Problemlösungen.

Train to LA21 soll zur Entwicklung der notwendigen Kompetenzen und zur Bewusstseinsbildung unter den Akteuren regionaler und lokaler LA21-Prozesse beitragen.

Dazu werden Weiterbildungskurse und anderes didaktisches Material entwickelt und getestet. Sie sind das Instrumentarium für Personen, die beruflich mit Lokale Agenda 21- Prozessen beschäftigt sind. Damit fördert Train to LA21 eine Nachhaltige Entwicklung auf der lokalen Ebene.

Die Weiterbildungen umfassen sowohl den inhaltlichen Aspekt von Nachhaltigkeit und Agenda 21 als auch die notwendigen Prozess- und Methodenkompetenzen. Zudem soll auch das notwendige Wissen über das lokale politische System (Akteure, Kompetenzen, Entscheidungsverfahren) erweitert werden:

Zielgruppe:

Personen, die bei der Umsetzung von lokalen oder regionalen Agenda 21 Prozessen aktiv sind oder zukünftig aktiv sein sollen:

- Trainer: Beschäftigte von Weiterbildungsinstitutionen (z.B. Volkshochschulen, NGOs, Vereine, Beratungsunternehmen), die Angebote im Bereich LA21 machen wollen.
- Trainees: Beschäftigte und politische Entscheidungsträger aus Gemeinden und regionalen Körperschaften und

Ergebnisse des Projekts sind:

- Eine ausgearbeitete Struktur für Weiterbildungen zu Lokale Agenda 21 Prozessen und dazugehörige Lehrpläne, die aus einzelnen Weiterbildungsmodulen bestehen.
- Ausgewählte, überarbeitete und neu entwickelte Materialien für die Weiterbildung der Zielgruppen. Die Materialien werden in elektronischer und teilweise auch in gedruckter Form und in den Sprachen der beteiligten Länder und in englisch erhältlich sein.
- Ein Handbuch für Moderatoren von LA21-Prozessen, mit verschiedenen Modulen, die je nach lokalem Bedarf kombiniert werden können.
- Pilotkurse in den sechs beteiligten Regionen und Gemeinden für die Mitarbeiter und Entscheidungsträger, und für Mitarbeiter interessierter Weiterbildungsträger.

Projektpartner

Die Projektpartner der Kerngruppe sind:

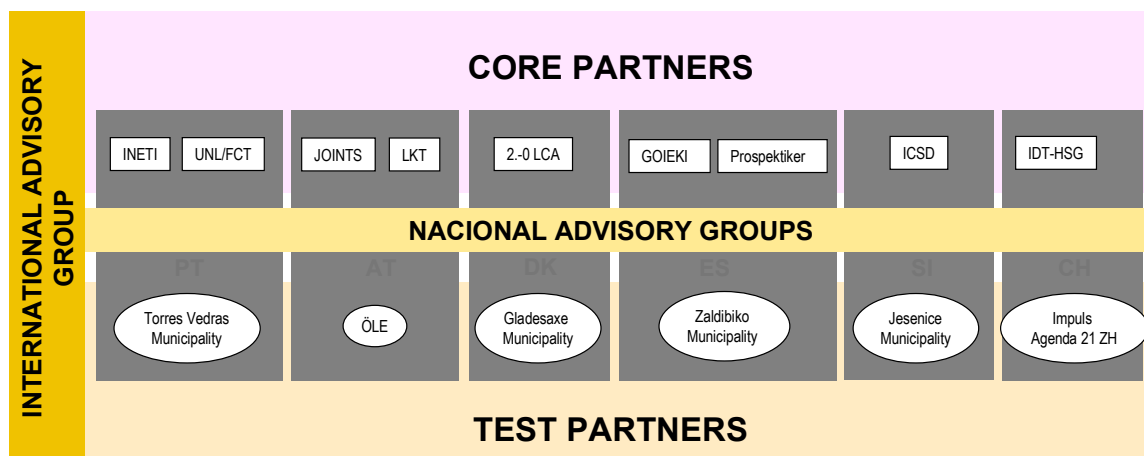
- INETI, Lissabon, Portugal (Projektleitung)
- IDT-HSG, Institut für öffentliche Dienstleistungen und Tourismus, St. Gallen, Schweiz
- Faculdade de ciencias e tecnologia da universidade nova de Lisboa, Portugal
- Joanneum Forschungsgesellschaft - MBH Institut für nachhaltige Techniken und Systeme (JOINTS), Graz, Österreich
- LKT Laboratorium für Kunststoff- und Umwelttechnik, Wien, Österreich
- 2-0 LCA Consulting, Kopenhagen, Dänemark
- Prospektiker, Instituto europeo de prospectiva y planificacion estrategica, Baskenland, Spanien
- Goieki, Agencia de desarrollo comarcal del Goierri, Baskenland, Spanien
- International Center for Sustainable Development, Ljubljana, Slovenien

Projektleitung:

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Testregionen sind:

- Impuls Agenda 21 ZH (Kanton Zürich, Schweiz)
- Gemeinde Torres Vedras, Portugal
- ÖLE, Ökologische Landesentwicklung, Hartberg, Österreich
- Gemeinde Gladsaxe, Dänemark
- Jenice Municipality, Slovenien
- Zaldibiko Municipality, Baskenland, Spanien



Projektplan: Zeitplan, Arbeitspakete

Das Projekt läuft von Oktober 2004 bis März 2007:

Fehler! Es ist nicht möglich, durch die Bearbeitung von Feldfunktionen Objekte zu erstellen.

Der Ablauf:

Arbeitspaket 1: regionale Analyse (Angebot und Bedarf)

Analyse des Bedarfs der Testpartner und der existierenden Weiterbildungsmaterialien (good practices); Bestimmung des Inhalts, der Ziele und des Formats der neuen Weiterbildungsmaterialien:

- Analyseraster für die empirischen Erhebungen in den Regionen
- Analyse des Bedarfs durch Interviews/Workshop mit Personen, die die LA21 implementieren sollen
- Analyse von existierenden Weiterbildungen zu LA 21
- Identifizierung der lokalen Anspruchsgruppen und der Akteure, die im Beirat der Testregion vertreten sein sollen (z.B. Regionalentwicklungsagenturen, Gemeinden und Gemeindeverbände, Weiterbildungsträger, Vereine (Wirtschaft, Sport, Kultur, Natur etc.)

Zeitraum: Oktober 2004 - Februar 2005

Treffen: Kick-off Meeting in Lissabon

Leitung: 2.0-LCA, Analyserahmen LaRat unter Mitarbeit des IDT-HSG, Beteiligte: alle

Arbeitspaket 2: Ergänzung der Analysephase und Entwurf der Weiterbildungsmaterialien

- LA21- Prozesse als Ausgangspunkt (LA21- Prozesse in landestypischer Ausprägung), Struktur der Module
- Entwicklung von Weiterbildungsmaterialien für vier Themenbereiche: Design der Train to LA21 Weiterbildungsprodukte, Erarbeitung einer Testversion (Kurse und Materialien)
 1. Konzept der Nachhaltigkeit und lokale Agenda 21 (ökologische, ökonomische und soziale Aspekte); Datenbank für Beispielen gelungener LA21 Projekte
 2. Institutionelle Rahmenbedingungen und der Entscheidungsprozess (jeweils landes- und regionalspezifisch)
 3. Planung eines LA21 Prozesses, Bestimmung der Ziele und Massnahmen
 4. Methoden und Instrumente für Konsultation, Beteiligung und Befähigung zur Teilnahme (Projektmanagement, Evaluation, Konfliktmanagement, Moderation und Kommunikation)

Zeitraum: Februar - Dezember 2005

Treffen: Projekttreffen in Graz

Leitung: JOINTS, Beteiligte: Partner der Kerngruppe

Arbeitspaket 3:

Test der Weiterbildungsprodukte in Pilotkursen und praktischer Anwendung:

- Die Partner bestimmen gemeinsam, welche Kursinhalte in welchen Regionen getestet werden sollen. Die Testpartner wählen die Mitarbeiter aus, die in den Testkursen geschult werden sollen.
- Die Testpartner analysieren ihre Tätigkeiten, die mit der LA21 zu tun haben, um Anwendungsmöglichkeiten des erworbenen Wissens aus den Schulungen für ihre Angestellten zu finden.
- Die Partner der Kerngruppe arbeiten für die Pilotkurse eng mit den Testpartnern zusammen. Die Kernpartner sind verantwortlich für das Halten der Kurse. Eventuell werden für bestimmte Kursinhalte Unterauftragnehmer verpflichtet.

Zeitraum: Dezember 2005 - Mai 2006

Projekttreffen in Zarautz, Spanien (für Arbeitspakete 3 und 4)

Leitung: UNL/FCT (Universität Lissabon), Beteiligte: alle

Arbeitspaket 4:

Evaluation der Weiterbildungsprodukte:

Parallel zur Erstellung der Weiterbildungsprodukte erstellen die Partner der Kerngruppe die Evaluationsinstrumente (Fragebögen etc.). Die Weiterbildungsmaterialien werden während der Pilotkurse evaluiert durch Feed-back der Teilnehmer und Trainer und Feed-back von der praktischen Umsetzung.

Zeitraum: Dezember 2005 - Juli 2006 (parallel zu Arbeitspaket 3)

Leitung: Prospektiker, Spanien und IDT-HSG, Schweiz (v.a. SQM), Beteiligte: alle

Arbeitspaket 5:

Überarbeitung und Veröffentlichung

Überarbeitung und Veröffentlichung der Weiterbildungsprodukte (incl. Übersetzungen, Erstellung der elektronischen Versionen)

Zeitraum: Juni 2006 - März 2007

Leitung: International Center for Sustainable Development, Slowenien, Beteiligte: v.a. Partner der Kerngruppe

Arbeitspaket 6:

Verbreitung der Ergebnisse:

Bestimmung der Zielgruppen für die Verbreitung der Ergebnisse, Betreuung der Begleitgruppen, Projektwebseite, Projektnewsletter, Artikel für nationale und internationale Zeitschriften, Workshops

Zeitraum: gesamte Projektlaufzeit

Leitung: INETI, Portugal, Beteiligte: v.a. Partner der Kerngruppe

Arbeitspaket 7: Projektmanagement

Zeitraum: gesamte Projektlaufzeit

Leitung: INETI, Portugal, Beteiligte: v.a. Partner der Kerngruppe

Regional analysis Switzerland

The Agenda 21 in Switzerland

The implementation of the Agenda 21 in Switzerland is based on the Brundtland Commission's definition of sustainability, on the three-dimension concept of sustainability and follows the World Bank's capital stock model, in relation to which it represents a position of «weak sustainability plus». Switzerland's commitment to the principle of sustainability also is based on its federal constitution.

(see <http://www.are.admin.ch/imperia/md/content/are/nachhaltigeentwicklung/16.pdf>)

History 1992 - 2006

In 1992 the Swiss government published a report to the UNCED-conference on Environment and Development in Rio de Janeiro. The report mainly has been restricted on environmental topics (situation, goals and instruments from an national and global point of view). After the Conference a final report of the Swiss delegation and some protocols, speeches and documents has been published. Also in 1992 Switzerland started the national 'Priority Programme Environment' SPPU as a 'scientific advice for politics oriented towards sustainability' (http://www.snf.ch/SPP_Umwelt/Overview.html).

In March 1993 the Federal Council established a directorate-level interdepartmental committee, known as IDARio, to oversee follow-up activities. The committee formulated 'Elements for a Concept of Sustainable Development' (1995). The document was the first input for public discussion but so far there was no consensus between the 17 departments involved. The concept of sustainable development also entered the federal legislative planning 1995 - 1999. In the meanwhile some Swiss NGOs dealing with issues of environment and development formulated a report on the actual situation in Switzerland concerning the concept of an 'ecological footprint'. IDARio published in 1996 the report 'Sustainable Development in Switzerland' (1996) on the national most important chapters of the Agenda21 and the second Phase of the 'Priority Programme Environment' started.

In 1997, the year of the Rio + 5- conference a lot of activities have been done. IDARio published three Reports on Sustainable Development in Switzerland: State of the Realization, Action Plan and Swiss Strategy. Main objectives for Switzerland has been formulated and economic and social issues gain importance:

- International commitment,
- Energy,
- Economy,
- Sustainable consumption
- Ecological tax reform
- Federal expenditures
- Implementation and controlling

Also in 1997 the most important ecological NGOs published 18 theses on sustainability to influence the discussion on the reform of the federal constitution. The theses refer to all three dimensions of sustainability. The Swiss relief organisations also released a statement with in

special emphasis on the north - south relations. In parallel the Swiss scientific community worked out 'visions for a policy on science and research'.

There are other documents from different federal departments (agricultural policy, environment & nature conservation) and a ten years- action plan 'environment and health' was agreed with an emphasis on nature, mobility and housing.

In 1998 a Swiss commission 'Strategies on Environmental Research and Sustainable Development' compiles measures in research policy. In 1999 a first document on Local Agenda 21-processes was published by the Swiss Agency for the Environment, Forests and Landscape (SAEFL) which refers to the 40 chapters of the Agenda 21 from Rio de Janeiro.

An important step in 1999 has been the revision of the federal constitution and the integration of an article on sustainable development. Article 2 («Object») of the Federal Constitution declares sustainable development to be a national objective, while Article 73 («Sustainability») calls upon the Confederation and the cantons to strive for «a balanced relationship between nature and its ability to renew itself, on the one hand, and the demands placed on it by the human race, on the other.»

In the same year the work on a national indicator system started with a pre-study, using the set of indicators and methodology of the United Nations. All these activities has been integrated and merged in a new federal strategy.

Sustainable Development Strategy 2002

In the run-up to the Rio + 10- World Summit in Johannesburg, the Federal Council adopted a revised sustainable development strategy in spring 2002. It is based on the provisions of the new Federal Constitution and aims to integrate the principles of sustainable development into as many policy areas as possible. It also lays down the content and procedural framework for the Federal Council's sustainable development policy over the coming years. The strategy starts from some conceptual guidelines:

Guidelines for sustainable development policy

- Fulfilling our responsibility towards the future
- Equal consideration to the environment, economy and society
- Recognizing the individual characteristics of the dimensions of sustainable development
- Integrating sustainable development into all policy areas
- Improving coordination between policy areas and enhancing coherence
- Achieving sustainable development on the basis of partnership

The strategy also contains a total of 22 action programmes in ten fields:

Action areas and measures

- | | |
|--|---|
| 1. Economic policy and public services | 6. Environment and natural resources |
| 2. Financial policy | 7. Spatial and settlement development |
| 3. Education, research, technology | 8. Mobility |
| 4. Social cohesion | 9. Development cooperation and the promotion of peace |
| 5. Health | 10. Methods and instruments |

The 22 action programmes are described in greater detail in a technical appendix to the strategy (see also <http://www.are.admin.ch/imperia/md/content/are/nachhaltigeentwicklung/strategie/7.pdf>).

For more information see <http://www.are.admin.ch/are/en/nachhaltig/definition/index.html>, see also list of documents and programmes in annex (in German language only)

Organisational Structures

Political responsibility for the strategy rests with the Federal Council. In general terms, no new, additional structures are envisaged for the implementation process. Instead, the measures will be put into action via the Administration's existing structures. Both the drafting and implementation of the 2002 sustainable development strategy are embedded in the mandate of the *Interdepartmental Sustainable Development Committee (ISDC)*.

Responsibility for ensuring that the strategy is rigorously pursued lies with the IDARio/ISDC, which will take on the following tasks:

- Ensuring the coherence of the policies of the various federal agencies.
- Analyzing assessments on behalf of the Federal Council.
- Submitting proposals for improvements, if necessary.
- Defining common principles for the provision of information and communication regarding the strategy and the measures in question.

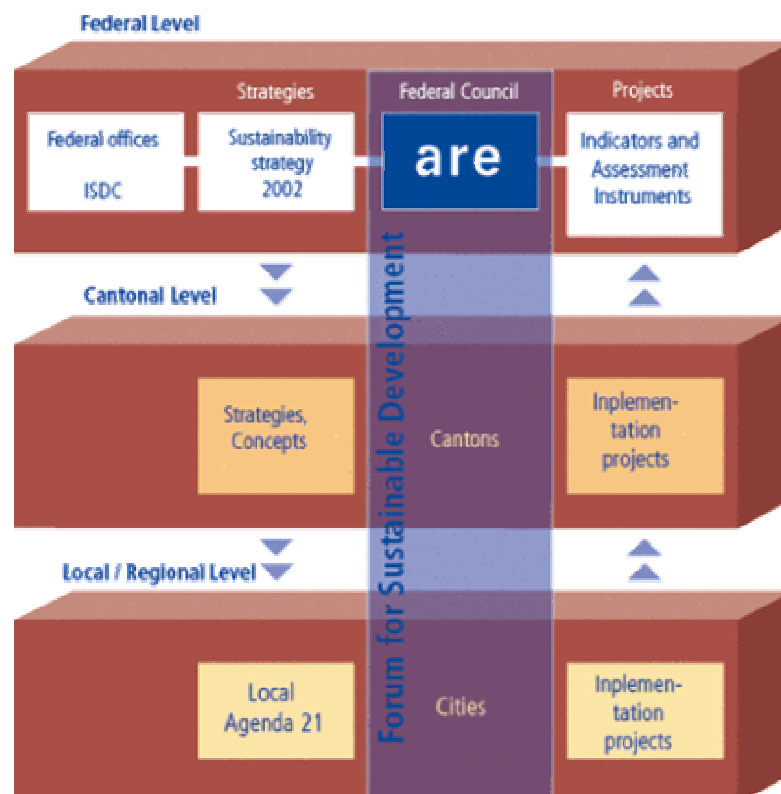


Figure: The political organisation to implement the Agenda 21 in Switzerland (from <http://www.are.admin.ch/are/en/nachhaltig/are/index.html>)

The IDARio thus serves as an information, coordination and discussion platform with regard to all federal activities and processes of relevance to sustainability. To this end, the committee will hold regular meetings, chaired on a rotating basis by the State Secretariat for Economic Affairs (seco), the Swiss Agency for Development and Co-operation (SDC), the Swiss Agency for the Environment, Forests and Landscape (SAEFL) and one of the offices of the Federal Department of Home Affairs. The Board of the IDARio, comprising representatives from these institutions and from the Federal Office for Spatial Development (ARE), prepares decisions for plenary meetings and is responsible for transparent communication.

The process is managed by the *Federal Office for Spatial Development (ARE)*, which is - as part of government reforms in 2000 - the federal government's coordination platform for sustainable development policy in Switzerland.

The ARE act as the secretariat of the IDARio/ISDC. It performs the following tasks:

- Ensuring liaison between federal agencies, e.g. by organizing meetings of the IDARio/ISDC.
- Drawing up a detailed strategy implementation programme.
- Reporting on the progress of implementation on the basis of communications from the agencies concerned, and coordination of evaluation efforts.
- Engaging other partners, especially the cantons and towns, in a closer dialogue (Forum for Sustainable Development).
- Communicating the strategy both horizontally, at the federal level, and to the other parties involved.
- Establishing and maintaining interchange with European partners regarding national strategies.

Fundamental questions of sustainable development are discussed by the Council for Spatial Planning (ROR), appointed by the Federal Council. Responsibility for the secretariat of this extra-parliamentary body is shared by the ARE and seco.

Statistics

In 2003, the Sustainable Development Forum for cantons and towns guided by the Federal Office for Spatial Development (ARE), in collaboration with IDHEAP and sanu, launched a national survey of the towns and some of the smaller municipalities concerned. In July 2003, 94 municipalities had embarked upon sustainable development programmes in the spirit of Agenda 21, and that a further 29 municipalities were intending to launch one in the short or medium term (a summary of the study can be found here:

<http://www.are.admin.ch/imperia/md/content/are/nachhaltigeentwicklung/la21/4.pdf>).

Facts and statistics on the 'sustainable level' of Switzerland can be found in the final report 'Monitoring Sustainable Development' which gives an overview about the actual situation in Switzerland (see next chapter or

<http://www.are.admin.ch/imperia/md/content/are/nachhaltigeentwicklung/indikatoren/41.pdf>)

Quality criteria and requirements

The Sustainable Development Strategy 2002 is designed to cover a period of six years. An interim report on the status of implementation was fixed at the end of the 1999–2003 legislative period. Afterwards the strategy became extended for another four years and incorporated into the plans for the 2004–2007 legislative period.

While the agencies concerned are responsible for monitoring the effectiveness of the measures implemented, the ARE had to produce an annual report, with a concise summary of the results, on the basis of the information that these agencies provide. Having been reviewed by the IDARio, this information will be made available to the Federal Council, Parliament and the Federal Administration. To facilitate an interim assessment at the end of 2003 and the in-depth evaluation of the strategy in 2007, a system of indicators is to be developed on the basis of the project on the monitoring of sustainable development in Switzerland. This system of indicators was planned to give an indirect indication of the extent to which the measures specified by the federal strategy are targeted correctly and whether any adjustments would be necessary. The system of indicators should also permit international comparisons.

With the aid of national and international studies, the following system of indicators was elaborated

1. the indicator-based «Monitoring sustainable development» project, which has been run by the Swiss Federal Statistical Office (SFSO), the Swiss Agency for the Environment, Forests and Landscape (SAEFL) and the Federal Office for Spatial Development (ARE) since 2003;
2. and – the project «Sustainability assessment: Conceptual framework and basic methodology», developed by the Federal Office for Spatial Development (ARE) in 2004.

Monitoring sustainable development

The Swiss Federal Statistical Office (SFSO), the Federal Office for Spatial Development (ARE) and the Federal Agency for the Environment, Forests and Landscape (SAEFL) joined forces to create the MONET measuring system. The MONET indicator system offers an instrument for measuring sustainable development in Switzerland. This monitoring tool facilitates regular reporting on the status and progress of sustainable development throughout the Swiss Confederation. Intended for both the general public and policymakers, MONET provides over 120 regularly updated indicators. The system is based on a set of postulates that indicate the direction to be taken in order to create and maintain a sustainable society. A short version with 17 main indicators provides clear and concise information on the progress in Switzerland.

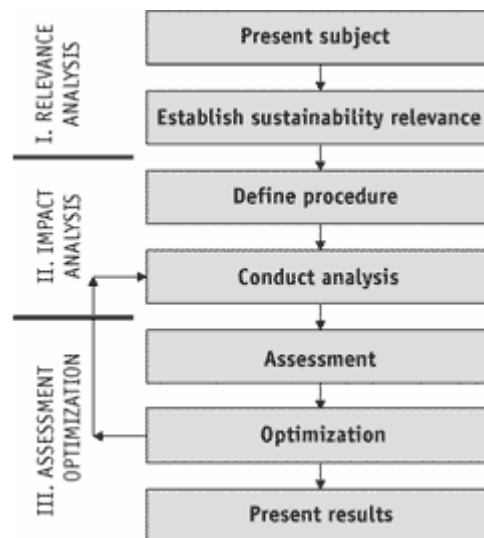
(see

<http://www.are.admin.ch/imperia/md/content/are/nachhaltigeentwicklung/indikatoren/39.pdf>
and <http://www.monet.admin.ch>)

Sustainability assessment

The Sustainability assessment is aimed at the federal government's strategic, programmatic and conceptual activities and projects, such as its legislation, programmes, strategies and concepts. The central focus is less on whether a project is sustainable or not in itself, and more about optimising activities and projects in the light of sustainable development factors. The framework concept proposes three stages of work:

- (1) Relevance analysis, which should clarify a project's relevance in sustainability terms in a straightforward way.
- (2) Impact analysis, which investigates a project's impact on the three dimensions of sustainability (in outline or in detail, as necessary) and analyses where objectives conflict with each other.
- (3) The assessment, which applies specific criteria to the impacts that have been identified – such as whether an irreversible trend might be triggered.



The methodology was tested using the agriculture example in the context of the 2005 Agricultural Report and the 2011 Agricultural Policy. Other case studies (sectoral transport plan (programme section), structural planning, aviation, ethanol as fuel) are also tested and developed. Meanwhile, further analysis is required of where sustainability assessments touch on and display synergies with other existing or planned assessment tools.

Legislation

Sustainable development is a tenet to which the Swiss Confederation and the cantons are bound. Article 2 defines the overarching purpose of the Confederation. This includes the promotion of common welfare, sustainable development, inner cohesion and cultural diversity (Para. 2), as well as efforts to safeguard the long-term conservation of natural resources and to promote a peaceful and just international order (Para. 4). The promotion of sustainable development is thus acknowledged to be one of the national objectives of the Confederation.

According to Article 73 (Sustainability), which imposes a binding requirement for action on all levels of government, the Confederation and the cantons are to «strive to establish a durable equilibrium between nature and its capacity».

Since no direct supplementary legislation has been enacted in support of these constitutional provisions, their primary role is as a vision to guide future action.

Financial regulations

The Sustainable Development Strategy 2002 includes the following statement on financial resources:

"Essentially, sustainable development is to be achieved not by expanding government activities but primarily through the prioritization and reallocation of existing resources. The aim is thus to reorient existing Administration activities towards sustainable development. However, implementation is only viable within the framework of a sustainable financial policy.

No decisions on financing are associated with the present report. Details of the costs and financing of measures are to be elaborated for individual cases as the work progresses. Financing of individual measures must be secured via ordinary budgetary processes."

The ten years- action plan 'environment and health' allows the funding of concrete projects as well as the ARE can support pilot actions within cantonal, regional and local Agenda 21-processes.

Annex: Switzerland's Agenda 21 documents and programmes at the federal level

Autor: <i>Politics</i>	<i>Scientific community</i>	<i>NGOs</i>	year	Document/programme with abstract
BUWAL			1992	UNCED 1992 - Bericht der Schweiz Bericht zur Konferenz von Rio (Struktur der Schweiz, Umweltsituation in der Schweiz, Ziele und Instrumente der Umweltpolitik, globale Umweltprobleme, der UNCED-Prozess und die Schweiz)
DEH			1992	Die Schweiz und die Konferenz von Rio über Umwelt und Entwicklung Schlussbericht der Schweizer Delegation sowie diverse Reden, Protokolle und Dokumente
	Schweiz. National- fonds		1992 - 95	Schwerpunktprogramm Umwelt SPPU Wird als das "wissenschaftliche Begleitprogramm für die Politik der nachhaltigen Entwicklung" bewertet. Es gibt 7 Module, die sich am Nachhaltigkeitskonzept orientieren: Umweltdynamik mit Schwerpunkt Klima, Biogeochemische Prozesse, Biodiversität, umweltgerechtes Denken und Handeln, Umweltwirtschaft, Umwelttechnik, Entwicklung & Umwelt.
IDARio			1995	Elemente für ein Konzept der nachhaltigen Entwicklung Diskussionsgrundlage für die Operationalisierung - es fehlt noch der Konsens zwischen den beteiligten Ämtern.
		WWF, SBN, Green- peace, SGU, SES, Erklärung von Bern, AG Swissaid/ Fasten- opfer/ Brot für alle/ Helvetas/ Caritas	1995 / 96	Zukunftsfähige Schweiz 1994 fanden sich in der Schweiz verschiedene Umwelt- und Entwicklungsorganisationen zusammen, um an der europaweiten Kampagne für ein Nachhaltiges Europa teilzunehmen. Als Grundlage dafür sollte ein nachhaltiger Entwicklungspfad bis zum Jahr 2010 - respektive 2050 - nach dem Konzept des Umweltraums erarbeitet werden. Daraus entstand ein Bericht über den 'ökologischen Fussabdruck' der Schweiz.
IDARio			1996	Nachhaltige Entwicklung in der Schweiz (Bericht) Allgemeine Informationen zur Nachhaltigkeit und zur Konferenz von Rio, Aufzählung der national wichtigen Themen aus der Agenda 21 sowie der jeweilige Handlungsbedarf. Immer noch starker Umweltbezug: internationale Solidarität, Gesundheit, biologische Vielfalt, Biotechnologie, Energie, Klima, Ozonschicht, Luftreinhaltung, Verkehr, Boden, Landwirtschaft, Wirtschaft, giftige Chemikalien, radioaktive und andere Abfälle, Wissenschaft und Forschung.

Autor: Politics	Scientific community	NGOs	year	Document/programme with abstract
Bundesrat			1996	Legislaturplanung 1995 - 1999 Enthält die Aussage, dass die Erfordernisse einer nachhaltigen Entwicklung in allen politischen Bereichen berücksichtigt werden sollen.
	Schweiz. National- fonds		1996 - 99	Schwerpunktprogramm Umwelt SPPU 2. Phase In der zweiten Phase wurden grosse integrierte Projekte zu folgenden Themen gefördert: Klima, Biodiversität, Abfall, Boden, Ernährung sowie 'Strategien und Instrumente für eine nachhaltige Entwicklung'.
IDARio			1997	Nachhaltige Entwicklung in der Schweiz (Stand der Realisierung) Weiterführung der Themen aus dem Bericht (Was tut die Schweiz bisher schon, was müsste noch ergänzt werden), Würdigung der politischen Beteiligungsstrukturen. Aktionsplan steht noch aus.
	Conseil du développe- ment durable	Conseil du développement durable	1997	Nachhaltige Entwicklung. Aktionsplan für die Schweiz Grundbegriffe, Situationsbestimmung, Handlungsgrundsätze und Aktionen. Die Themenschwerpunkte sind Internationales Engagement, Energie, Wirtschaft, Konsumverhalten, Ökologische Steuerreform, Bundesausgaben, Umsetzung und Erfolgskontrolle. Der Aktionsplan war der Input für die Strategie 'Nachhaltige Entwicklung in der Schweiz'
		SGU, Pro natura, VCS, WWF	1997	Umwelt - Wirtschaft - Soziales: 18 Thesen zur nachhaltigen Entwicklung. Ein Diskussionsbeitrag Beitrag zu einer Diskussion um die anstehende Reform der Schweizer Bundesverfassung. Die Thesen behandeln 4 Themenbereiche: Staat & Gesellschaft, Wirtschaft & Soziales, Umwelt & Technik sowie Durchsetzung & Controlling und decken damit alle drei Dimensionen der Nachhaltigkeit gleichermassen ab.
IDARio			1997	Nachhaltige Entwicklung in der Schweiz (Strategie) Ausgewählte Massnahmen zur Umsetzung auf der Grundlage des Aktionsplans des 'Conseils de développement durable'. Ökonomische und soziale Themen gewinnen an Bedeutung, die Themen sind: Internationales Engagement, Energie, Wirtschaft, Konsumverhalten, Sicherheitspolitik, Ökologische Steuerreform, Bundesausgaben, Umsetzung und Erfolgskontrolle.

Autor: Politics	Scientific community	NGOs	year	<i>Document/programme with abstract</i>
	CASS und ProClim		1997	Forschung zu Nachhaltigkeit und Globalem Wandel - Wissenschaftspolitische Visionen der Schweizer Forschenden Reflexion der Wissenschaft bzgl. ihres Beitrags zu einer nachhaltigen Entwicklung: Methodische Voraussetzungen, der Beitrag der Wissenschaft, vom Wissen zum Handeln. Die 18 Thesen sind das Ergebnis eines ausführlichen Konsultationsprozesses unter Schweizer WissenschaftlerInnen.
BUWAL			1997	Die Schweizer Landwirtschaft auf dem Weg zur Nachhaltigkeit Situationsbeschreibung und Darstellung einzelner Beispiele. Die multifunktionale Landwirtschaft war - neben den Berggebieten - ein Arbeitsschwerpunkt der Schweizer Delegation vor und während der Konferenz von Rio de Janeiro.
BUWAL			1997	Nachhaltige Entwicklung fünf Jahre nach Rio (BUWAL-Bulletin 2/97) Überblick über wichtige Themen und laufende Projekte sowie die Schweizer Nachhaltigkeitspolitik insgesamt. Ankündigung eines Förderprogramms mit jährlich bis zu 50.000 CHF auf drei Jahre.
	AG Fasten-opfer, Brot für alle, Helvetas, Caritas		1997 / 98	Was heisst Nachhaltige Entwicklung? Leitlinien für eine zukunftsfähige Schweiz Gemeinsame Stellungnahme der Hilfswerke, enthält eine allgemeine Situationsbeschreibung unter dem Blickwinkel der Nachhaltigkeit und '21 Thesen zur Rolle der Schweiz auf dem Weg ins 21. Jahrhundert' (Nord/Süd- Manifest für Nachhaltige Entwicklung). Die Thesen sind in 5 Themenbereiche gegliedert: Politik, Wirtschaft, Zivilgesellschaft, Individuen sowie "gemeinsam lernen - gemeinsam überleben".
BAG & BUWAL			1997 - 2001	Aktionsplan Umwelt und Gesundheit Auf 10 Jahre angelegter Aktionsplan mit den Schwerpunktthemen Natur & Wohlbefinden, Mobilität & Wohlbefinden sowie Wohnen & Wohlbefinden. Ziele und Massnahmen sollen gleichzeitig Wirkungen auf die Gesundheit und die Umwelt entfalten. Mit Querverweisen zur Strategie 'Nachhaltige Entwicklung in der Schweiz'. Eine Projektförderung ist möglich.

Autor:	Scientific community	NGOs	year	Document/programme with abstract
BUWAL			1997	Der Weg zur nachhaltigen Schweiz Der ökologische Teil der Strategie 'Nachhaltige Entwicklung in der Schweiz', enthält eine Rio-Rückblende, ökologische Handlungsebenen in der Schweiz (Energie, Verkehr, Umwelt, Agrar/Forst, Natur & Landschaft, internationale Zusammenarbeit) und einen Überblick über die gesamte Strategie des Bundesrats.
	Schweizerischer Wissenschaftsrat		1998	Konzept Umwelt- und Nachhaltigkeitsforschung Vorschläge der Kommission 'Strategie Umweltforschung und Nachhaltige Entwicklung' im Auftrag des Eidg. Dep. des Inneren. Das Konzept beschreibt den Ist-Zustand und umfasst forschungspolitische Ziele und Massnahmen, darunter die Einführung eines Forschungsprogramms 'Nachhaltigkeit' und eine Nachhaltigkeitsprüfung für Bundesforschungsprogramme.
BUWAL			1999	Lokale Agenda 21 - für eine nachhaltige Entwicklung der Schweiz Wie kommt man von den globalen Forderungen zum lokalen Handeln - gegliedert nach den 40 Kapiteln der Agenda 21 von Rio de Janeiro. Auf der Grundlage der Kurzfassung der Agenda 21 mit Bezug zur Schweiz, die vom Umweltamt der Stadt St. Gallen erstellt wurde.
Schweiz. Eidgenossenschaft			1999	Bundesverfassung In die revidierte Bundesverfassung wurde ein Artikel zur Nachhaltigen Entwicklung aufgenommen. Art. 73 lautet: "Bund und Kantone streben ein auf Dauer ausgewogenes Verhältnis zwischen der Natur und ihrer Erneuerungsfähigkeit ein, einerseits und ihrer Beanspruchung durch den Menschen andererseits an." Der Artikel befindet sich im 4. Abschnitt ("Umwelt und Raumplanung").
BfS, BUWAL			1999	Nachhaltige Entwicklung in der Schweiz. Materialien für ein Indikatorensystem Eine Pilotstudie unter Verwendung der Methodik der UN-Kommission für nachhaltige Entwicklung (CSD). Die UN-Indikatoren werden für die Schweiz evaluiert, das Konzept durchläuft eine Anhörung im Wissenschaftsbereich.

Autor:		year	Document/programme with abstract
Politics	Scientific community		
BAG & BUWAL		2001	Aktionsplan Umwelt und Gesundheit (Neuaufgabe, Jahresberichte 1997 - 2001) Bei der Neuaufgabe wurden die Visionen zu den drei Themen des Aktionsplans weggelassen. Beschreibung der Pilotregionen, Ausschreibung einer Starthilfe für innovative Projekte
ARE		2001 - ??	Förderprogramm für die Nachhaltige Entwicklung Das Förderprogramm unterstützt Projekte, welche Prozesse der Nachhaltigen Entwicklung auf kommunaler, regionaler und kantonaler Ebene initiieren und sich auf die Strategie Nachhaltige Entwicklung abstützen. Das Programm dauert an.
Bundesrat		2002	Strategie Nachhaltige Entwicklung 2002 - Bericht des Bundesrats Erneuerung der Strategie 'Nachhaltige Entwicklung in der Schweiz' im Hinblick auf die 'Rio + 10'- Konferenz. Nationaler und internationaler Kontext, sechs allgemeine Leitlinien, Handlungsfelder und Massnahmen, Umsetzung und Begleitmassnahmen. Es gibt insgesamt 22 Massnahmen zu den Themen: Wirtschaftspolitik & Service Public, Finanzpolitik, Bildung / Forschung / Technologie, gesellschaftliche Kohäsion, Gesundheit, Umwelt & natürliche Ressourcen, Raum- und Siedlungsentwicklung, Mobilität, Entwicklungszusammenarbeit & Friedensförderung, Methoden & Instrumente. Ökologische Themen sind noch stärker integriert bzw. weniger ausgeführt.
BfS / BUWAL / ARE		2002	Nachhaltige Entwicklung messen. Einblick in MONET - das Schweizer Monitoringsystem Im Hinblick auf die 'Rio plus 10'- Konferenz" in Johannesburg wird MONET als "Mass der Nachhaltigen Entwicklung" präsentiert. Den Indikatoren sind Postulate zur nachhaltigen Entwicklung vorangestellt, neben dem umfangreichen Indikatorenkatalog werden 12 Einzelbeispiele exemplarisch erklärt.
ARE	idheap	2003	Bestandesaufnahme der Prozesse zur Nachhaltigen Entwicklung auf Gemeindeebene Ein Überblick über die Lokale Agenda 21- Prozesse in der Schweiz, ihre räumliche Verteilung, ihre wichtigsten Merkmale und ein Europäischer Vergleich.

Autor:	Scientific community	NGOs	year	Document/programme with abstract
IDARio			2004	Schweizerische Aktivitäten für eine Nachhaltige Entwicklung: Bilanz und Perspektiven 2004 Beschreibt den Stand der Umsetzung der 'Strategie Nachhaltige Entwicklung' 1997 / 2002 nach den jeweiligen Handlungsfeldern sowie den Stand der Folgearbeiten vom 'Rio+10'- Gipfel in Johannesburg Dazu kommen Empfehlungen für die weitere Umsetzung und eine Konkretisierung des CH Beitrags zu den 'Millenium Development Goals'
DEZA / ARE			2004	Die Nachhaltige Entwicklung in der Schweiz: Methodische Grundlagen Die methodischen Grundlagen für die verschiedenen Konzepte des Bundes orientieren sich am sog. 'Kapitalstockmodell' der Weltbank. Damit soll ein Mittelweg zwischen starker und schwacher Nachhaltigkeit beschritten werden.
ARE			2004	Nachhaltigkeitsbeurteilung: Bestandesaufnahme und Orientierungshilfe Ein Überblick über verschiedene Instrumente zur Nachhaltigkeitsbeurteilung und Kriterien für die Wahl des geeigneten Instruments
ARE			2004	Nachhaltigkeitsbeurteilung: Rahmenkonzept und methodische Grundlagen Verständnis der nachhaltigen Entwicklung, Ziele und Grundsätze einer Nachhaltigkeitsbeurteilung, Leitfaden (Beispiele im Anhang)
ARE			2005	Kernindikatoren für die Nachhaltige Entwicklung in Städten und Kantonen Der Schlussbericht des 'Cercle Indicateurs', dem verschiedene Städte, Kantone und Bundesämter angehörten. Er erarbeitete jeweils ein Set von Kernindikatoren für Kantone und für Städte und Gemeinden, die neben einem Monitoring auch das Benchmarking ermöglichen.
ARE			2005	Qualitätskriterien für Nachhaltigkeitsprozesse. Orientierungshilfe für die Akteure der Nachhaltigen Entwicklung in den Gemeinden. Eine idealtypische Beschreibung eines Nachhaltigkeitsprozesses (LA21- Prozess) sowie ein Überblick über verschiedene Instrumente zur Prozessevaluation.

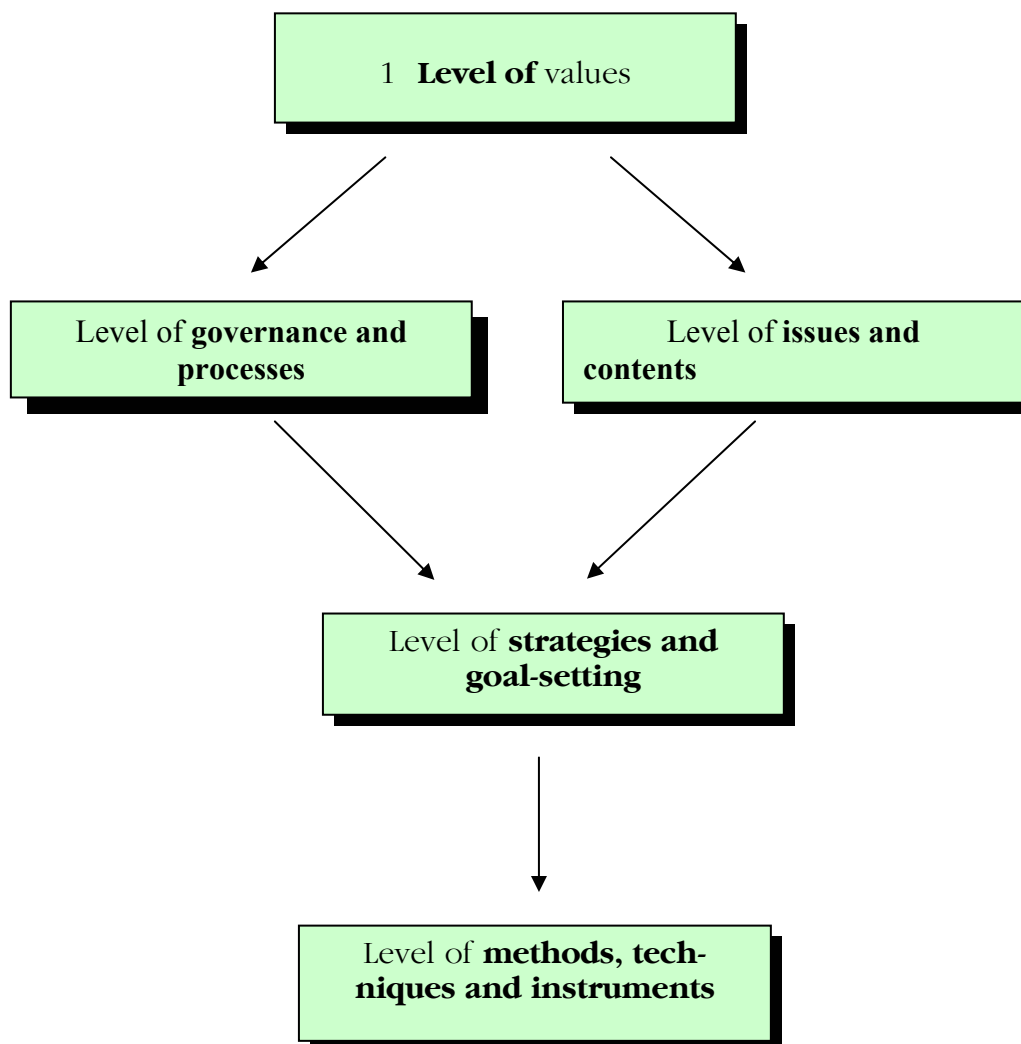
Abbreviations:

ARE	Amt für Raumentwicklung
BAG	Bundesamt für Gesundheit
BFS	Bundesamt für Statistik
BUWAL	Bundesamt für Umwelt, Wald und Landschaft
CASS	Konferenz der Schweizer Wissenschaftlichen Akademien (SAGW, SAMW, SANW und SATW)
DEH	Direktion für Entwicklungszusammenarbeit und humanitäre Hilfe
IDARio	Interdepartementaler Ausschuss Rio (17, später 20 Bundesämter, im Okt 2004 in Interdep. Ausschuss Nachhaltige Entwicklung IDANE umbenannt)
idheap	Institut de hautes etudes en administration publique
ProClim	Forum für Klima und Global Change, Schweiz. Akademie der Naturwissenschaften
SBN	Schweizerischer Bund für Naturschutz
SES	Schweizerische Energie-Stiftung
SGU	Schweizerische Gesellschaft für Umweltschutz (heute: equiterre)
VCS	Verkehrsclub der Schweiz
WWF	World Wildlife Fund Schweiz

The regional analysis in the Canton of Zurich

To analyze the needs and offers in the Canton of Zurich and all the other partner regions in Europe a common structure for the analysis was necessary. This should be at the same time the fundament of the training materials and curricula. The following structure has been elaborated:

Levels of action in LA21- processes to be covered by modules of training courses:



This structure has been elaborated in a very sophisticated tool called LaRat. The structure of the levels is described as follows.

Structure of analysis LaRat – justification of the levels

1. Ethics and values

1.1 Sustainability in general:

What are the roots and the genesis of the concept of sustainability? What is the historic and cultural background? What is the legal foundation, what are the international rules and institutions...

- 1.1.1 Definition and evolution of the concept of sustainability ○
- 1.1.2 Institutions, international agreements and documents with relevance to the concept of sustainability
- 1.1.3 The use of Local Agenda 21 – processes to implement sustainability ○

1.2 Paradigms of the society

What are the patterns of societal organisation with relevance to the concept of sustainability? Sustainability is not only a new way of planning and decision-making. The implementation of sustainable development needs long-term and deep-rooted changes in society - a paradigmatic change which is subject to a lot of barriers and options at the same moment.

- 1.2.1 The concepts of human rights and dignity
- 1.2.2 The political system and the political culture influencing LA21- processes
- 1.2.3 The embedding of mankind within the biosphere (dealing with global basic problems like the climate change and so on)
- 1.2.4 Culture, religion and traditions as local roots for a LA21- process
- 1.2.5 The individual and collective patterns of consumption and quality of life (differences between basic needs and actual consumption)
- 1.2.6 The concept of life-long learning/ local and regional learning
- 1.2.7 The assessment of risks and uncertainty
- 1.2.8 The spatial patterns of society and mobility
- 1.2.9 The ethical discourse on distribution between regions, generations and groups

1.3 Global relations

What are the main challenges of global interrelationship? A local Agenda 21 tends towards navel-gazing. Also training offers should stress global interrelationships.

- 1.3.1 Global dependencies between nations and cultures
- 1.3.2 Aspects of globalisation in general
- 1.3.3 Globalisation versus regionalisation – two actual trends

2. Governance and processes

2.1 Organisation and decision-making

To address political issues one should know, how politics function. Actors should analyse the main organisational principles of local development processes following the principles of subsidiarity, diversity and participation. In the centre of the stage there are questions of the dynamics of decision making- processes and the political organisation. The offers enable citizens to deal with the main actors and steps of local decision making.

- 2.1.1 Tasks and responsibilities of local council as well as local administration

- 2.1.2 Integration of LA21 in political decision-making (what's about the responsibilities of elected bodies in the co-operation with citizens within a LA21?)
- 2.1.3 The impacts of different styles of governance on LA21- processes (dealing with different kinds of logic: bargaining, hierarchical, trust... – how can these policy-styles co-operate?)
- 2.1.4 Chances and limits of citizens participation in local governance
- 2.1.5 New approaches of management and organisation of the local structures

2.2 Legal framework

LA21- actors also need to know about the legal framework conditions of local government. These are the framework conditions for their own work as well. This is especially important if actors are not used to act in local politics.

- 2.2.1 Legal foundations of local government
- 2.2.2 Legal foundation of citizen's participation in the local decision-making process
- 2.2.3 Legal foundation of interagency cooperation and subsidiarity

2.3 Co-ordination of LA21 processes

Another important point is how to integrate different groups of interest - the well organised but also the ones which are not or could not be organised. This is not only a technical question of participation but needs a lot of knowledge about interests, motivation and organisational logic.

- 2.3.1 The relationship between LA21 and other programmes for community development and citizen's participation
- 2.3.2 The identification of different interests in the LA21 process
- 2.3.3 The co-operation between stakeholders and the creation of partnerships
- 2.3.4 Interdepartmental co-operation

2.4 Participation

The last point of this level deals with the goal of participation within political processes – what is about the possibilities and limitations of a broad public participation and what are conditions of success: which kind of participation is useful and necessary for which goals and steps of the political processes.

- 2.4.1 Ways to promote and support participatory decision-making
- 2.4.2 Ways of citizen's participation
- 2.4.3 Development of relevant personal capacities to LA21 process
- 2.4.4 The integration of weak organised and minority interests

3. The dimensions of sustainability

Dealing with the traditional 'triangle of sustainability' there is no further explanation necessary.

3.1 Biophysical environment and development

- 3.1.1 "Cleaner production" and environmental product and process innovation
- 3.1.2 Business environmental management
- 3.1.3 Ecological product acquisition and procurement of products
- 3.1.4 Mobility and transportation
- 3.1.5 Carrying capacity of the environment and the ecological footprint/ space
- 3.1.6 Nature protection and biodiversity

- 3.1.7 Renewable resources
- 3.2 Economic environment and development
 - 3.2.1 Sustainable entrepreneurship
 - 3.2.2 Innovation and technological development towards sustainable development
 - 3.2.3 Fair trade
 - 3.2.4 Sustainable consumption
 - 3.2.5 Networking, clusters and regional circular flow economy
 - 3.2.6 Regional marketing
- 3.3 Social Environment and development
 - 3.3.1 Health care and safety in the private sector and in institutions
 - 3.3.2 Gender mainstreaming
 - 3.3.3 Financial management (investments and loans) which are aimed at sustainability
 - 3.3.4 Intercultural cohabitation and integration
 - 3.3.5 Innovative approaches on the job market

4. Strategies and goal-setting

On the strategic level the actors should be able to work out or support a process of real development. Therefore they have to know the main characteristics of such a process.

4.1 Elements of strategy

Important to know are main elements of a strategy. Which elements should be taken into account while formulating a working program to ensure the commitment of all relevant actors. In which way one can deal with the concept of sustainability in a consistent and efficient way.

- 4.1.1 Management of processes – how does it function
- 4.1.2 Social capital: Networking and participation
- 4.1.3 Guidelines and visions, shared values as a basic principle of a strategy
- 4.1.4 Strategic planning and the “vision –mission – goal – approach”
- 4.1.5 Thematic integration and “holistic view” (economy, ecology and social fabric)
- 4.1.6 Public support and legitimisation by political decisions
- 4.1.7 Concrete goals, (self-)assessment and controlling the progress
- 4.1.8 Working between stable and non-stable situations means to know how to continue in spite of uncertainty concerning phases and structures
- 4.1.9 Transdisciplinarity in problem formulating and solving means to integrate different professional views as well as the view of the broad public
- 4.1.10 Indicators of sustainable development

4.2 Framework conditions

To implement a Local Agenda 21 strategy sometimes some institutional reforms would be fruitful which underline the importance of the concept. The reforms are aimed at material and non-material resources to broaden the option of actions.

- 4.2.1 Structures of support and motivation, incentives, free space and arena to discuss
- 4.2.2 Integrative quality management in decision-making

- 4.2.3 Institutional / organisational learning in politics, administration and institutions
- 4.2.4 Political commitment
- 4.2.5 Financial background

4.3 Creation of political awareness

But the most important resource to effect paradigmatic changes is the political awareness. Therefore on the strategic level the local actors should be able to form the most promising 'lines of attack'.

- 4.3.1 Sustainable development as a long-term goal to the politics and to the public
- 4.3.2 Relevance of sustainability for everyday life
- 4.3.4 Potential of dynamics of the LA21- process in terms of societal range, effectiveness, flexibility and so on
- 4.3.5 Basic desires of mankind to be served with respect to LA21- processes

5. Methods, techniques and tools

This is the level of operational knowledge - contrary to the levels of structural and strategic knowledge.

5.1 Project

- 5.1.1 Development
- 5.1.2 Management
- 5.1.3 Evaluation
- 5.1.4 Fundraising
- 5.1.5 Administration

5.2 Communication

- 5.2.1 Moderation / facilitation and meeting management
- 5.2.2. Emotional intelligence
- 5.2.3 Group dynamics and teambuilding
- 5.2.4 Conflict management and mediation, direct and indirect negotiation
- 5.2.5 Mass media communication, public relations, writing skills, personal presentation, rhetoric and public speaking

Experiences with the structure of the analysis

The tool LaRat (Analyseraster für ein LA21- Curriculum) seems to be rather complete. For non-professionals it is slightly difficult to handle because of its length and its packed form. Some problems exist according to the structure (overlapping of certain areas). Here as well examples would be useful.

But the mayor problem which we recognised too late is the design of the work package within the TRAIN to LA21- project: The regional analysis tool was created in this complex way because it is oriented towards 'professionals' – the trainers. But it is not sure, whether the trainers know the needs of the trainees exactly.

Especially in the field of sustainable development the assessment of the needs often is superposed by personal belief and normative aspects – in our opinion a reason why many educational offers don't function very well.

How to use La Rat depends on the structure of the pilot region. If it is a single community one can analyse the pilot region with 5-6 interviews. In our case (the Canton Zurich has nearly 170 communities being part of the agglomeration of Zurich, several institutions of (further) education and so on) the picture would be not complete. We identified for about 40 offers in a very different quality. A lot of LA21- experts participated but none of them has the heart to say: "this overview is complete".

Another question (maybe a special case in our pilot region) is about the institutions offering such education. In our region we have some universities of Applied Science and Academies around the city of Zurich mostly dealing with issues out of our list. We restricted the analysis on all these curricula in the analysis referring explicitly to issues of sustainability and Local Agenda 21. The same is with most educational institutions, because in Switzerland the level of the cantons is responsible predominantly for the policy of education.

A third question arose on the offers from outside the region which can be used from regional actors. A lot of (further) education for SD and LA21 is offered from institutions which serve Switzerland as a whole (or at least the whole German, French or Italian speaking part of Switzerland). It would be extremely expensive to integrate all these offers in La Rat – we concentrated on the German speaking part of Switzerland.

Another problem arose using the form to describe the offers: It is focussed on formal education units with curriculum, certificate and so on. In this way it hardly can be used to describe the lots of single events to promote LA21- processes which also can be summarised under the headline 'training for LA21- processes'. And often the trainers have to use such events because of the 'price performance ratio' – at least in Switzerland LA21- processes often are coached by private consultants, NGOs or scientific institutions by order of the local authorities. On the other hand it is very difficult to differentiate between an 'ordinary information evening' and an event directed towards (informal) further education. We separated the different types of offers in the overview.

How to continue with LaRat

Maybe for further use a self-explanatory version would be useful as it has been considered in the first phase: for every topic: introduction, fields to mark status and needs and a possibility to give additional information on both; examples on the topics. It may be much more extensive but it allows also the trainees to reflect their needs.

We made very good experiences with such a tool to implement an community quality management within the Lake of Constance- Region.

Training needs in the Canton of Zurich

In the canton of Zurich there is a latent demand on educational offers towards LA21, but it is not yet clear, how to meet the relevant people. As we can see in the analysis of the offers, we have a very strong 'market situation' in Switzerland. The whole education market with relevance to sustainability and Local Agenda 21 is very complex and not so easy to grasp.

It is remarkable that some of the most ambitious offers especially designed to improve the LA21 movement didn't take place because of a lack of registrations. This affects offers from NGOs as well as offers from educational institutions / universities. For our project it will be the main challenge to design pilot courses meeting the demand. From the experts view (and all experts of the advisory group deal with such offers) this assessment is not quite simple.

The first rough assessment brought some input for the discussion on the demand. The points of interest are for example:

- How to improve the co-operation and co-ordination between specialists, departments and branches?
- How to develop sustainable structures and networks and to integrate multipliers?
- How to use LA21- processes to improve local budgeting?
- What are the basic principles and grass-roots of local sustainable development?

Therefore the providers are forced to assess the needs of their clients and look for their niche. We can distinguish between offers using different „trends“ for their marketing:

1. offers using a trend towards qualification and job-related benefits (an incentive for the individual career)
2. offers using a trend towards motivation with a normative claim (an incentive for people acting as ‚ambassadors‘)
3. offers using a trend towards the solution of existing problems which cannot be solved satisfactorily with conventional structures and mechanisms (an incentive for decision-makers)
4. offers using a trend towards innovation and curiosity (an incentive for „discoverer“ and entrepreneurs)

The compilation of the needs analysis (NAG- meeting and phone interviews) looks in the following way:

Sustainability in general:

Basics are important and should always part of the offers – it is also a contribution to raising awareness within the canton

Local Agenda 21:

Main issues of further education should be: what are the goals of a LA21- process, how to proceed.

Maybe some practical approaches to start such an process could be topic of an offer: The budget of a community or unemployment of young people and similar topics as a starting point.

Governance and processes:

How to create the first phase of a LA21- process?

How to develop structures with less investment (but including empowerment)? What kind of knowledge is necessary to understand processes?

How to network (actors and issues), especially pooling important decision-makers, stakeholders and multipliers?

Coaching as the case arises, considering concrete examples out of the personal background of the trainees

Methods

Fundraising

Management-tools (esp. strategic management)

Type of offers

One evening or during working-time, each oriented towards specific target groups

Single events, short and intensely.

Target groups

Different offers for different target groups – the co-operation between different providers can be useful. Each provider has its own familiar target-group...

Main target group in the sense of effectiveness (how to promote LA21-processes) are members of the local administration (esp. "Gemeindeschreiber") and politicians at the level of the canton.

One additional idea is a cycle of seminars for LA21- responsables and their partners.

Training with respect to LA21- processes actually offered within the Canton of Zurich

The following table shows the Training offers as a result of an internet- investigation and additional phone interviews. We differentiate between three types: regularly offers (often with certificate), occasional offers and single events.

Overview on the analysis of product forms (detailed description of offers - see annex)

issues	regularly, often with certificate																								from time to time							single events						
Number of offer (title and detailed description in annex)	1	6	7	11	12	20	24	27	28	29	30	32	33	34	2	3	5	8	10	15	16	19	21	22	25	26	31	4	9	14	17	18	23					
1. Ethics and values																																						
1.1 Sustainability in general	3	2	2	1	1	2		2			3	2			1	3	3		1		3				3		3	3	1	1			3					
1.2 Paradigms of the society							1	3				1					3				1						3					2						
1.3 Global relations									1				1										1															
1.4 Basics of the system theory															2																							
2. Governance and processes																																						
2.1 Organisation and decision-making						3		1	2	3	1																2	1										
2.2 Legal framework	2									3		3																										
2.3 Co-ordination of LA21 processes											3	2							1					1				1				2						
2.4 Participation						3		3		3								3										1			3		2					
3. The dimensions of sustainability																																						
3.1 Biophysical environment and development						3	3	2		3		2	3					1	3	1	3	2	1			3	2											
3.2 Economic environment and development						1	2	1	2	1	1		1	1				1			3	2	1	1			1											
3.3 Social Environment and development						1		1	1						1					2	1																	
4. Strategies and goal-setting																																						
4.1 Elements of strategy	3					1		1		1		3	1	1			1				3	1				3	1		1	1								
4.2 Framework conditions														1																			2					
4.3 Creation of political awareness	3					1											2														1	1						
5. Methods, techniques and tools																																						
5.1 Project	1		2	3		2		1	2			1	3	1				2	2	3		1	2			1	2		1			1						
5.2 Communication	3		3	3		3			3											3		3			3				1			3						

numbers / colours show the degree of importance of the issues within each offer

Interpretation of the overview

The quality of the results in general

The results are hardly complete but strongly sufficient for the regional analysis. Together with the descriptions (see product forms on www.traintola21.org) they give a very good overview on the landscape of LA21-education. It would be interesting to publish these results for the regional and national providers of this type of education.

The results are not so easy to interpret, for example:

What is the meaning of the 'wholes' in the landscape? Is there a need for further offers or is there a sufficient supply according to the importance of the area? Or if a topic is covered by single but well done offers – is it enough? And should we differentiate also between different target groups or between different offers with respect to the access authorisation (for example regarding post graduate courses and other certified offers)?

Interpreting the overview

At first glance there is a lack of offers regarding level two and four. Level one (except for the basic of systems theory), level three and level five are covered well. Interpreting only the offers regularly provided one can see the gaps mainly on level four (and the social dimension of level three).

Some first considerations:

Many offers either cover level two or level three, but both levels - structures and topics - should be handled together. They are at the same stage within the chart. The link between area one and area two (Basic knowledge and structures) is much more frequent. The 'market situation' in Switzerland (as described above) seems to create a strong emphasis on certified courses connected with an emphasis on individual needs and specialists' knowledge. Offers directly aimed at LA21- professionals often deals with level two, the level of governance and processes.

Comparing needs and offers – conclusions for Work Package 2

The National Advisory Group NAG discussed the regional offers and needs analysis with the following result:

At first we don't define new offers for the Canton of Zurich because it is not yet clear, what is really missing. We have to do the following steps:

- We go on with the discussion on different types of Local Agenda 21 processes and their relevant components and people concerned (we started the discussion already).
- We try to link the different components with the existing offers out of the regional analysis (what offer for what purpose exist?)
- In a third step we add new offers if necessary – but maybe we assess the whole offering as adequate. If we see the need to develop a new offer we will work it out

together with the appropriate trainer who is specialised on the topics and target group.

The proceeding outlined has some consequences for the timetable: we need more time to complete the regional analysis, because we finalise the results we have together with the existing providers of further education.

At the moment the emphasis is on transfer and procurement of existing offers which promote the transition towards sustainable communities. It also is a kind of providing a service for the well established institutions of (further) education. It is also a kind of service for the trainees - they get an overview and a gain in transparency. And at least it is a service for the pilot region and its local communities.

The proceeding is aimed at an improved integration of the different institutions serving the area of sustainability and Local Agenda 21. It is not to minimise the competition but to upgrade it. An example for this structure are the 'virtual factories', a kind of networking on expertise. The members of such a network are competitors but they co-operate in well defined fields. Therefore they are able to serve the LA21 market in a better way, to generate additional demand and so on.

Annex: Short description of the offers

Including some tools and manuals which are not really an offer for (further) education but should be used in this way

No.	Title	Short Description	Institution
1	Vision quality of life (and other expert workshops)	Vision quality of life' and other expert workshops: motivation, basic questions, main issues and strategies, methods and instruments planned workshops: "Consequences of the LA21 article in the constitution of the canton of Zurich" and "triplebudgeting in Thalwil"	Evangelische Akademie Boldern
2	Events with different issues about sustainability	Events about: sustainability in business, cross cultural encounter between 13 nations, future research conference, development of mission statements	Evangelische Akademie Boldern
3	Components to corporate development	Events to work on issues of components to corporate development (constitution, globalisation, Money market and finances, old-age provisions, work-life-balance etc.)	Evangelische Akademie Boldern
4	Modules for "local sustainable development and LA21"	Goals: information about the backgrounds of a sustainable development, methods and tools and success factors and crucial points	a Evangelische Akademie Boldern / Verein Impuls Agenda 21ZH
5	Course "Sustainable Development"	Introduction to the 3 dimensions of sustainable development, practical examples, definition of own competencies to support the sustainable development	Fachverein Arbeit und Umwelt
6	Seminar "ecology in the building industry"	Specialised course: ecology in the building industry	Schweizerische Baubiologie/Bauökologie Interessengemeinschaft
7	Academic further education	Creates methodical and didactical abilities to public relations and physical education theory, improves knowledge about the sustainable development, discussion about the personal relationship to the nature	Silviva, Organisation für Umweltbildung und Wald, Hochschule Wädenswil

8	Introduction to project management	Introduction seminar to project management for staff Verein der Zürcher Gemeindeschreiber und Verwaltungsfachleute	
9	LA21, the example of Illnau Effretikon	Seminar about the implementation of LA21 in Illnau Verein der Zürcher Gemeindeschreiber und Verwaltungsfachleute	
10	Course: participative processes in city and regional development	Landwirtschaftliche Beratungszentrale Lindau	
11	Courses to improve sustainable development seminar about regional nature parks in rural space	Landwirtschaftliche Beratungszentrale Lindau	
12	Education science in environment and ecology	The subjects are part of the education of Primary Pädagogische Hochschule Zürich school teacher students, sustainable development is a topic in divers subjects in the ranges of ecology, health promotion and political education	
13	Ecologization of school and environmental education	Academic further education	Pädagogische Hochschule Zürich
14	Annual meeting	The topic of one meeting was the implementation of Schweizerische Akademische Gesellschaft the LA21 in Illnau-Effretikon	für Umweltforschung Ökologie
15	Umwelt 04 / Umwelt 06	Ecology fair with seminars about the topic. Focus on Secumedia environment technology	
16	Regional dialogue	Issues for example: sustainability reporting, indicators, Sustainability Forum Zürich sustainability marketing, mobility, sustainability and capital markets	
17	Sustainable development reporting	Conference about actual issues in sustainable Sustainability Forum Zürich development reporting	
18	Business ethics	Post graduate course	Zentrum Sustainability der ZH Hochschule Winterthur / Institut for Business ethics University of St.Gallen
19	Different events	NGO with consulting tasks	Equiterre
20	NDS development of cities and municipalities	Post graduate course	HSA Lucerne; HSW Lucerne

21	Different thematic conferences	No real connection to LA 21 processes because of ÖBU business focus, but useful	
22	Introduction in management systems for sustainable business management	ÖBU	
23	Training for Ambassadors for LA21	Verein LA21	
24	Workshop education for sustainable development	PH Solothurn	
25	Sustainable development in the municipality, Guideline for the assessment of the sustainable development in municipalities and case studies how to assess	PUSCH-Schweiz	praktischer Umweltschutz
26	Sustainable procurement	Sustainable procurement in the municipality	PUSCH-Schweiz praktischer Umweltschutz
27	seminars	1 day seminars for core actions to be implemented	SANU / Community of Biel
28	Seminars "experts in ecology and nature conversation"	Not directly linked to LA 21. General education in SANU ecology and nature conversation	
29	Responsible for sustainable development	One day seminar	SANU / Community of Biel
30	Erste int. Begegnungsplattform zur nachhaltigen Städteentwicklung	Networking platform for meeting and exchange of interest people, to create and maintain between int. organisations, local, regional and national politicians and technical staff and companies	
31	Further education sustainable development different courses	Course titles: Introduction in measuring concepts for IKAOE, Uni Bern the success of sustainable development in local systems, implementation of sustainable development on a national basis, implementation of sustainable development on a regional basis, implementation of sustainable development in your life (personal basis), sustainable development - implementation in the area of mobility	
32	Licentiate / Master with Minor in Ecology	General Further education in sustainability, not directly linked to LA 21 processes	Uni Bern

33	Environmental consulting and communication	One year training program for environmental consulting and education, it's out of the 7 following modules	WWF Bildungszentrum / Ecopolitics GmbH
34	Workshop lobbying	Introduction to lobbying	

Additionally some tools, manuals...

35	Sustainability management in partnership	Web-based platform and advisory service demand	ÖBU
36	Online Manual for LA21 processes	Not yet online. NF/SPP environment - support for IKAOE, Uni Bern concept-building, operating resources in acquisition. Planet 21 wants to create an online tool/platform for the following topics: Online reference to exchange and gain knowledge, act as a broker between experts, exchange of experiences	
37	Toolset for LA 21 processes	Consulting of LA 21 processes with own Toolkit. From Ökozentrum Langenbruck the Beginning of the process to the implementation in the community. Tailored to the customers needs. No education offer	
38	Local Agenda on the road: mobile and flexible	Toolkit, but no further education offer. Consulting of Verein LA 21 local LA 21 processes, mainly at the start	
39	Unternehmen 21	Quality management tool for cities and villages developed in Vorarlberg (A) and implemented in the Lake of Constance- Region (including the canton of Zurich). It concentrates on the quality of processes of community development and also on the assessment of all kind of projects	Bodensee Agenda 21
40	Handbuch LA21	A manual to implement LA21- processes step by step	Verein LA 21
41	Leitfaden zur Nachhaltigkeitsbeurteilung	survey on different tools to secure the quality of LA21- processes	Amt für Raumentwicklung Schweiz

Annex: Planning and executing - the interview plan for the Canton of Zurich

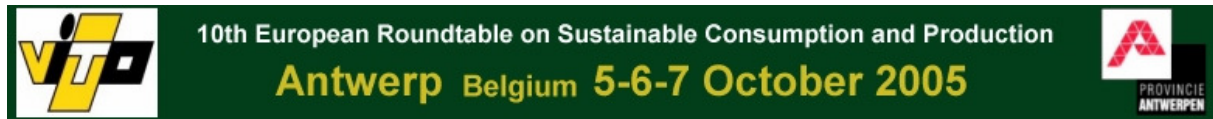
Name	Date	Type of organisation	Function	Interview method
Ueli Nagel	10 th March 2005 9 th May 2005	PHZH (Teacher Training College Zurich)	Head of the section 'environmental education'	Phone Interview on existing offers and individual assessment of needs (LaRat as background sent in advance) Regional Workshop on results of LaRat
Karin Marti	10 th March 2005 April 2005	topos (private consultancy)	Owner of consultancy with main focus on Local Agenda 21 processes	Phone Interview on existing offers and individual assessment of needs (LaRat as background sent in advance) Written questioning / filling LaRat via E-Mail
Michel Roux	10 th March 2005 April 2005 9 th May 2005	Swiss federal institut for forest, snow and landscape research (national research institute)	Dept. Communication and Marketing, also responsible for the LA21 Illnau Effretikon (NGO)	Phone Interview on existing offers and individual assessment of needs (LaRat as background sent in advance) Written questioning / filling LaRat via E-Mail Regional Workshop on results of LaRat
Andrea Meier	16 th May 2005	Bundesamt für Raum-entwicklung (ARE) which is responsible for the Swiss implementation of A21	Responsible for education	Phone Interview on existing offers and individual assessment of needs (LaRat as background sent in advance) Regional Workshop on results of LaRat
Erich Renner	11 th March 2005	Züricher Hochschule Winterthur (University of Applied Sciences)	Head of the center of sustainability	Phone Interview on existing offers and individual assessment of needs (LaRat as background sent in advance)

Daniel Holz	Schmid-	11 ^{te} 2005 22 ^{te} April 2005 9 ^{te} May 2005	March	Evangelische Boldern academy)	Akademie (protestant)	Head of conferences and studies	Phone Interview on existing offers and individual assessment of needs (LaRat as background sent in advance) Additional phone interview on different offers and the 'sustainable education market' Regional Workshop on Results of LaRat
Ruth Kaufmann		15 ^{te} 2005	march	University of Bern		Head of Interfakultäre Koordinationsstelle für Allg. Ökologie (IKAÖ)	Phone Interview on existing offers and individual assessment of needs (LaRat as background sent in advance)
Pirmin Knecht		15 ^{te} 2005 22 ^{te} April 2005	March	Baudirektion Zürich, responsible for the implementation of LA21 activities within the canton of Zurich	Kanton Zürich, responsible for the implementation of LA21 activities within the canton of Zurich	Coordinator for environment protection	Phone Interview on existing offers and individual assessment of needs (LaRat as background sent in advance) Additional phone interview on needs of the municipalities in the canton Zurich
Thomas Held		9 ^{te} March 2005	March 2005	Held für Planung und Nachhaltigkeit (private consultancy)		consultant	Phone Interview on existing offers and individual assessment of needs (LaRat as background sent in advance)
Jürg Kurtz		April 2005	April 2005	Gemeinde Stäfa (municipal- ity)		Member of the LA 21 Team (NGO)	Written questioning / filling LaRat via E-Mail
Marc Münster		April 2005	April 2005	sanu, Partner für Umwelt- bildung und Nachhaltigkeit (NGO)		Project leader, responsible for further education	Written questioning / filling LaRat via E-Mail

How to be Familiar with Local Agenda 21- Initiatives?

Some Hypotheses on the Importance of Co-operation and Trust in Switzerland and Other European Countries

The results of the second part of the analysis presented at the



Abstract

The success of Local Agenda 21 (LA21)- initiatives depends on whether they can influence political agenda-setting. Starting from Luhmanns theory on public opinion the paper describes LA21- processes as political topics showing a typical life cycle. To make such processes lasting engaged actors play an important role.

Comparing five LA21- processes in Switzerland one can see different actors acting as driving forces at different stages of a LA21- process. The actors perform different tasks within such a process. This is one of the most challenging task within a LA21- process to balance these differences. It is also subject of the ongoing debate on local and regional governance.

The paper shows the importance of these questions to put the Local Agenda 21 on the political agenda and to keep the topic running. For this the five case studies are related to the results of another research project on the institutional stabilisation of LA21- processes.

Keywords: Local Agenda 21, public opinion, local governance, institutionalisation

Theoretical framework

In daily politics the process of a Local Agenda 21 (LA21) is one topic beside others. And in times of economic bottlenecks it may be not the most important topic. To promote and support LA21- processes it is necessary to know more about the political agenda- setting and the possible role of different actors. Therefor the main part of this paper is on the description of such processes in terms of actors and organisational structures.

But what kind of mechanisms cause the political agenda- setting? Luhmann (1971) analyses it from a systemic point of view [1]. In politics predominantly the public opinion is responsible for the importance of a topic. 'Attention rules' control the rise and fall of topics and each of them has its own 'life story'.

At first a topic remains in a latent phase where only adept and well-informed actors know about the relevancy. Some topics attract attention because of the commitment of engaged actors. If the topic reach the perception of the broad public it is able to structure the political communication. To reach this stage some unexpressed 'attention rules' work: maybe the topic is related to important values or to an important status of the sender. Or the topic can be related to an upcoming crisis or catastrophe, to a very new information or to other mechanisms of pain and/or curiosity. If the topic come into fashion it can influence decision making. A lot of actors jump on the bandwagon and its legitimacy is high. In this phase the topic should reach its goals because afterwards new topics define the political agenda. Every topic shows symptoms of

fatigue after a while. Maybe it remains as a ceremonial element or even it sinks into oblivion. After this it is hardly possible to reactivate the topic in the same way. It remains again in the latent phase as described above and only the well-informed actors are working on it. As Luhmann states: "If a topic had not been able to solve its problem it must be reincarnated as a new one."

The question arises whether the Local Agenda 21 can be defined as one of these topics of political agenda-setting. Looking at the development of LA21- processes in different countries it also can be analysed such kind of life cycles.

Eckerberg and Lafferty classified in 1998 the LA21-processes within different countries into four groups based on the time of implementation and the number of Agenda processes carried out: (1) the pioneers — Sweden, UK, and the Netherlands; (2) the adapters — Denmark, Finland, and Norway; (3) the late-comers — Austria and Germany; and (4) the laggards — Spain, Italy, Ireland, and France. [2]

Switzerland also can be defined as a laggard, first LA21- processes has been started in 1997 and the first area-wide investigation took place in 2003. As a result 3,3 % of all municipalities are owner of a LA21- process but these municipalities cover for about 25% of the Swiss inhabitants (Switzerland has a lot small and smallest villages). [3]

Much better documented are the LA21- processes in Germany where such a up-and-down can be seen: In 1996 there has been less than one hundred LA21- processes in whole Germany. In the turn of the century the LA21- topic came into fashion among the German communities: 1.400 processes in March 00, 1900 processes in March 01 and 2.300 processes in March 02. Afterwards the LA21- topic as a whole stagnated more or less. At the moment (July 05) Germany lists 2.600 LA21- processes which covers 20 % of all municipalities. [4]

It seems that Luhmann's theory of the public opinion can be verified also for LA21- processes at first glance. To underpin this first assessment much more data are necessary but for the moment it is fair enough – the theory also correspond with everyday experiences.

Now the question arises from the perspective of the LA21- processes how to influence the political agenda-setting successfully. Luhmann describes in his theory as a pre-condition for the public perception the importance of engaged actors who help to get the topic accepted. And also these actors remain working on a topic if it loses its importance or better: its public relevance and legitimisation. Therefore they can be the obstetricians for a reincarnation of the topic.

For this we will have a look on five LA21- processes in Switzerland. They represent very different types of processes according to the federal political structure of Switzerland. There are also other types of processes with their own specifics and structures but the five processes can show the broad range of approaches. [5]

Some insights into LA21- processes

In this section the LA21- processes are described with an emphasis on the different actors being engaged at different stages of the process and the organisational structures developed.

LA21 Illnau-Effretikon: a participatory approach

In Illnau-Effretikon (15.000 inhabitants) a private association and the mayor of the city are the motor of the LA21- process. The LA21- process is based on a contract between the municipality and the private association. The actors distinguish between four phases of the process: 1)

sensitisation,

2) decision making, 3) developing the process, 4) implementation.

Initiating the process

At the very beginning a scientific NGO (Swiss Association of Ecological Research SAGUF) interviews different local stakeholders in 1997. The actors showed less knowledge on sustainability but a huge interest on such questions therefor the SAGUF started a first workshop on goals, criteria of success and projects. The local actors decided to start a LA21-process ("programme of action") after local elections in March 1998.

Building an organisational structure

The local government saw the participation of the citizens as the pre-condition of starting the process. The FORUM 21 was founded. It is a NGO and the representative of the civil society within the LA21- process and act as a kind of development agency on a contractual basis. The main actors placed emphasis on a representative participation of as much relevant actors as possible to increase the importance of the NGO.

After starting the process a lot of public events took place. Beneath the stakeholders joining the FORUM 21 and the public events a most important workshop reflected the main fields of action the LA21-process wanted to start with. For about 400 citizens has participated.

Vision, mission, goals and measures

There was no guidelines or vision at the beginning. On didactical grounds one of the basic arguments of the approach was to start from concrete projects instead of formulating new visions. The LA21- process mainly is located at the strategic level of the local community (but oscillating between the normative and the implementation level).

The NGO worked out five main fields of action which had been widened into six fields during the big workshop in November 1999. The phase of implementation was restricted on 1,5 years 1999 – 2001. It was to translate the six fields of action into concrete goals, partnerships and projects (existing projects as well as new ones). The result should be used as a 'programme of action' as well as a concrete instrument for daily work.

Decision Making

At a very early stage of the process after the elections in March 1998 the mayor accepted the LA21-process within the new political programme of the election period. After the treaty between local government and NGO the proposal for the city council has been worked out. In this phase the NGO mostly took the responsibility of the whole process. The city council accepted the programme and a 'message to the administration' about how the LA21-process could be used as an instrument of local development. It was reworked by the city council and published in Feb. 2001.

After finishing the phase of implementation the NGO invited the political parties to review the mandate of the NGO. All political parties agreed in the opinion that the NGO should work on with new tasks. The actors arrived at the conclusion that the LA21 needs more profile and especially institutionalisation. The new role of the NGO now is a promoter of projects. The actors give advise and support for approximately 10 projects every year within the 6 fields of action. At the moment the NGO supports the city council on the implementation of core indicators. In general the division of labour between politics and NGO is a real public-private partnership.

General assessment

Looking at the patterns of the system one can see a kind of jigsaw, in which the whole picture of sustainability can be recognised.

The decision-makers worked in partnership with private actors who had initiated the whole process. An important role played the scientific consulting and support. The elected body has been involved continuously and all concrete decisions have been decided separately to keep the political control of the process. A coalition between progressive decision-makers and private actors developed this proceeding to start the process. The integration of different groups of interest and local authorities within the FORUM 21 supported the process as well as the broad participation and a lot of publicity.

Main resources of the LA21- process has been 1) the knowledge of the SAGUF, 2) the support of The LA21 from a transdisciplinary research project with workforce, 3) the personal commitment of the actors involved and 4) the patronage through the mayor of the city.

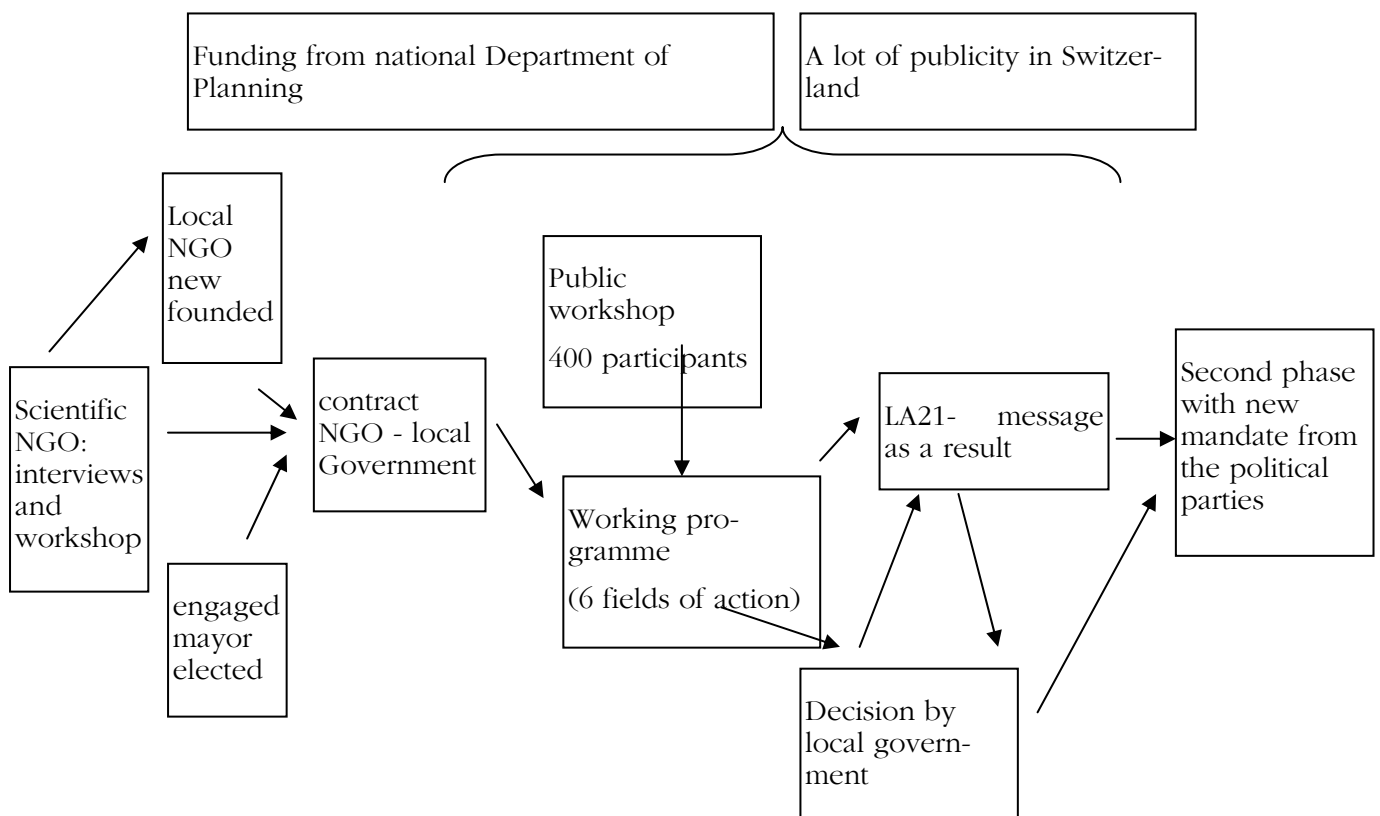


Figure 1: The structure of the LA21-process in Illnau-Effretikon

LA21 Bubikon: a top down- approach

Main actors in Bubikon (nearly 6.000 inhabitants) are the local decision-makers. The process has been started without any citizens involvement. It is based on the national sustainability strategy and tries to implement the strategy within the local political system. The LA21- process is really a top down- approach.

Initiating the process

The initiative came from one member of the elected body of the municipality. She has been encouraged by a regional NGO to promote the LA21 and also through the Swiss Agenda 21-strategy.

Building an organisational structure

There is no new organisational structure beyond politics and administration. Further participation of citizens and interest groups depends on the individual case. Local groups of interests and NGOs are incorporated in concrete projects and measures. Politics in Bubikon are said to have a rich experience how to integrate people in this way. The goals of the political programme are widely formulated so there is a lot of work on the concrete design left.

Vision, mission, goals and measures

The analysis of the actual state and the formulation of strategic goals and measures was subject of a two-day workshop of the town council. The local government defined goals for the election period 2002 – 2006 as the basis for the decisions of the elected body. The goals and measures has been structured according to their contribution to the three dimensions of sustainability and cover nine fields of action. The goals has been published by the local government. All this is part of the daily work of politics and administration.

Decision Making

The formulation of the political programme of the election period was the first step. Now the idea of sustainable development is fixed in an article of the local government code. The publication of the new political programme also was to create public motivation and legitimisation. All members of the elected body has presented the programme on the occasion of a local fair to the broad public. After the forthcoming elections a new meeting in conclave of the elected body is planned.

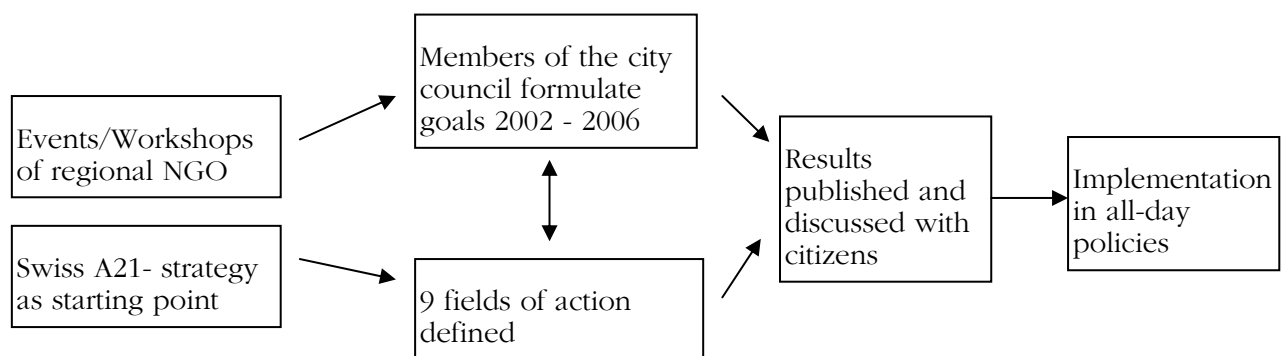


Figure 2: The structure of the LA21-process in Bubikon

General assessment

The typical top down- approach shows a certain understanding of political steering. Sustainability is seen as a development to be reached by using the adequate methodology of planning and decision making. It is task of the local government to set the goals and implement projects. Citizens and organised interests are involved as the case arises. "Sustainable development only will function if the local government is committed" as one of the council's members said.

LA21 Stäfa: a bottom up- approach

In the case of Stäfa (11.500 inhabitants) the private activities were predominant to initiate a LA21- process. An existing NGO (with the original goal of environmental protection) was re-organised and a new association was founded, but at the beginning the image and strains of the former NGO remained partly. The NGO developed a strategy to promote a LA21- process but the implementation begun difficult. Nevertheless first projects has been started and meanwhile the co-operation with the local decision-makers works well.

Initiating the process

The LA21- process started as the effect of a crisis of a local NGO called 'Mankind - Environment - Traffic' because of its widely exclusion from local policies. The NGO reflected its situation with a kind of 'Future Search Conference' together with a professional consultant. The consultant at first gave the impulse to re-organise the NGO towards sustainability (FORUM 21 Stäfa). The first phase was aimed at creating a consensus which enables the persuasion of a broad spectrum of actors. Also in this phase a lot of one-to-one interviews have been held. In the meantime the FORUM 21 Stäfa is important for the village and Stäfa has a good reputation in the LA21- community.

Building an organisational structure

The new founded NGO has a lot of working groups and task forces to promote the LA21- process. The FORUM 21 Stäfa co-operates with the local government based on an agreement. A special area of action is the LA21- partnership with a mountain region (Taminatal).

Vision, mission, goals and measures

The analysis of the actual state has been done especially in the first phase of self-discovery. There exists some working papers but no systematic analysis. Also an overall vision don't exist. The NGO works with the strategy of 1) the orientation towards projects and 2) the attempt to implement the LA21- process within the political decision making process.

There also exist no schedule of concrete goals and measures but a basic document deals with the LA21- issue in general. The annex contains some fields of action which seem to be suitable for the community and also some criteria for sustainable projects developed by the national department.

Decision Making

At the early beginning the local government has been cautious - either due to the experiences with the former NGO or concerning the whole issue of sustainability. But soon the agreement between local government and the FORUM 21 Stäfa has been elaborated to clarify the roles. In the meantime both partners concluded the agreement three times. In the agreement it was recorded to promote the LA21- process together whereas the local government give financial and personal support to the NGO. The local government founded its own working group as a 'gate in and out' which includes the mayor and his deputy. NGO and working group co-operate very informal and ad-hoc in open-end sessions. Today also the local government approaches the NGO.

The first attempt of evaluation is the further development of an assessment tool originally developed by the Canton of Bern. NGO and local government together discussed the result and now the phase of implementation should start.

General assessment

The case of Stäfa shows the difficulties if citizens try to initiate processes without the commitment of the political staff at the beginning. It also shows that a LA21- process don't start from point zero but is charged with personal and institutional relationships. But nevertheless it seems that a lot of work and enough staying power connected with first results can force political barriers.

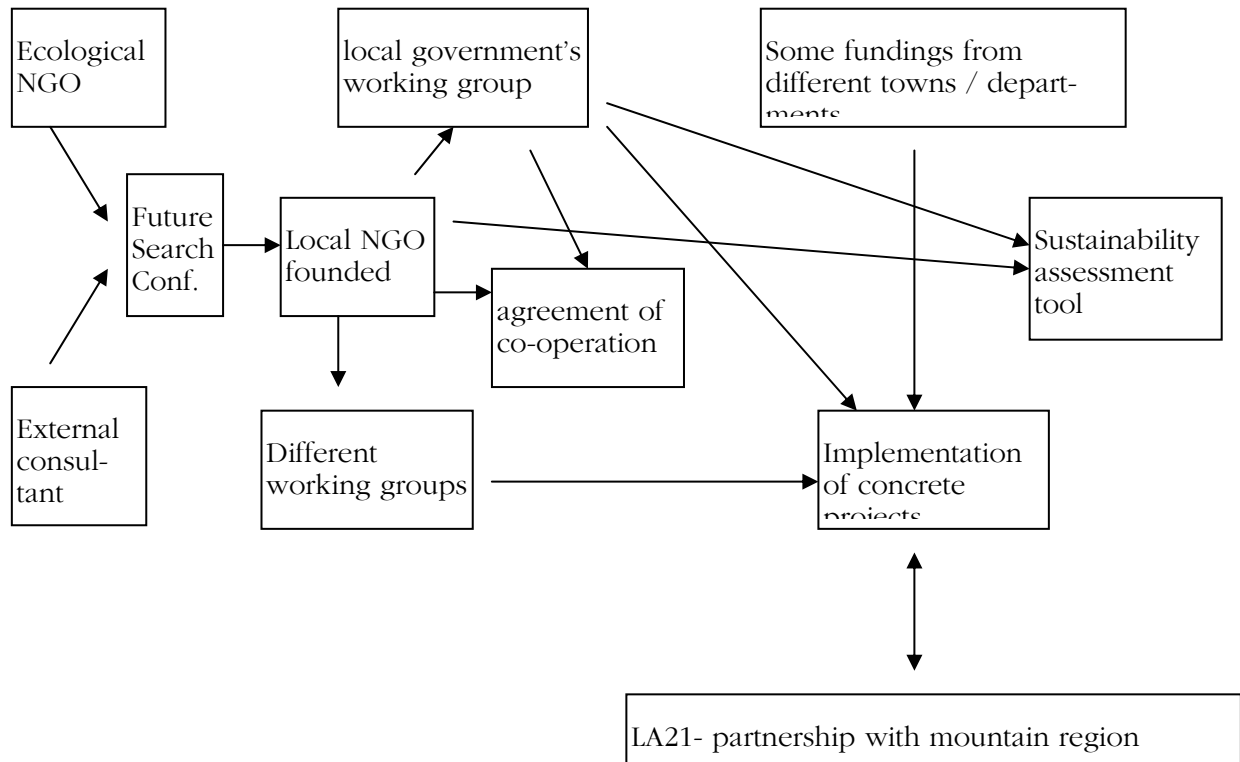


Figure 3: The structure of the LA21-process in Stäfa

LA21 Thalwil: a planning approach

The LA21- process of Thalwil (16.000 inhabitants) has three pillars: The steering commission, the round table and the instrument of triple budgeting. The LA21- process was initiated by a NGO but in the meanwhile the process is handled with a slight prevalence of the administration. They developed an instrument to evaluate policies and public activities towards sustainability with scientific support.

Initiating the process

The starting point has been a Future Search Conference initiated by a local NGO (Community of Interest Thalwil). A result of the conference has been an interpellation to the local government to integrate the LA21- process in their political programme of the election period. The other result was a new founded NGO Ökolopolis with different working groups. The main task of the new NGO is communication and creating commitment.

Building an organisational structure

A steering committee for the LA21- process was created which includes four members of the city council (including the mayor and his deputy) and four members of the NGO.

Beneath this structure a roundtable has been initiated triggered by the University of Applied Science Rapperswil within the Swiss programme 'dialogue research and society' (Science et Cité). The roundtable should demonstrate exemplary how to integrate sciences and daily life within a concrete project. But after three years of working some of the participant criticised the lack of concrete impacts out of the roundtable's results. Between both organisations there is no overlapping apart from individual people.

The third part of the LA21- organisation is within the local government a LA21- contact point connected with different activities, especially the triple budgeting as a planning tool for local policies. This part of the organisation is well connected with the steering committee of the LA21- process.

Vision, mission, goals and measures

One of the main visions within the local government is to save money in the long run by analysing the effects of a project in all dimensions of sustainability. The steering committee worked out an inventory concerning the sustainability of the community as a collection of data and facts. The inventory defines an 'ideal state' of Thalwil and will be reworked every two years. The inventory is not public available to avoid covetousness.

There is no formulated system of goals or action plan but the continuing policies are oriented towards the inventory on the one hand and towards the instrument of triple budgeting on the other hand. Triple budgeting means a way to plan projects looking at their impacts in all dimensions of sustainability. It is a simulation programme which ends up with budgeting the economic, ecological and social compatibility of the project. Beneath these public activities there are a lot of concrete projects done by the working groups of the NGO.

Decision Making

The local government decided to run a LA21- Process in 1998 with the requirement to work out a new organisational structure as described above. In 1999 a directive has been worked out. The political actors proposed the LA21- process into the local administration.

To enhance the personal basis of the process together with the University of Applied Science Rapperswil the roundtable was established. But the politics defined from the beginning that the planning from the roundtable is to collect ideas, not to be implemented as a whole.

With the instrument of the triple budgeting the local administration worked out a planning tool also together with the University of Applied Science Rapperswil. The EDP-based tool forces a lot of political decision making in an early stage of planning to be able to calculate the impacts. From the point of view of the local administration the instrument avoids useless and black-and-white-style discussions on concrete projects because it shows the outcome of different alternatives. It forces the elected political body as well as the organised interests to appoint which results are really desirable and of value for them. It is an attempt of making policy more rational. The instrument gains a lot of publicity in whole Switzerland.

One of the next steps is to integrate a system of sustainability indicators within the local policy. The indicators are the result of a student research project and will be checked according to the data availability in the next months. The elected government has announced to complete the system of indicators with objectives in the way of a preferable range for each indicator. But it is

clearly formulated that in the end the elected body is responsible for decision making and sustainability is only one of the criteria.

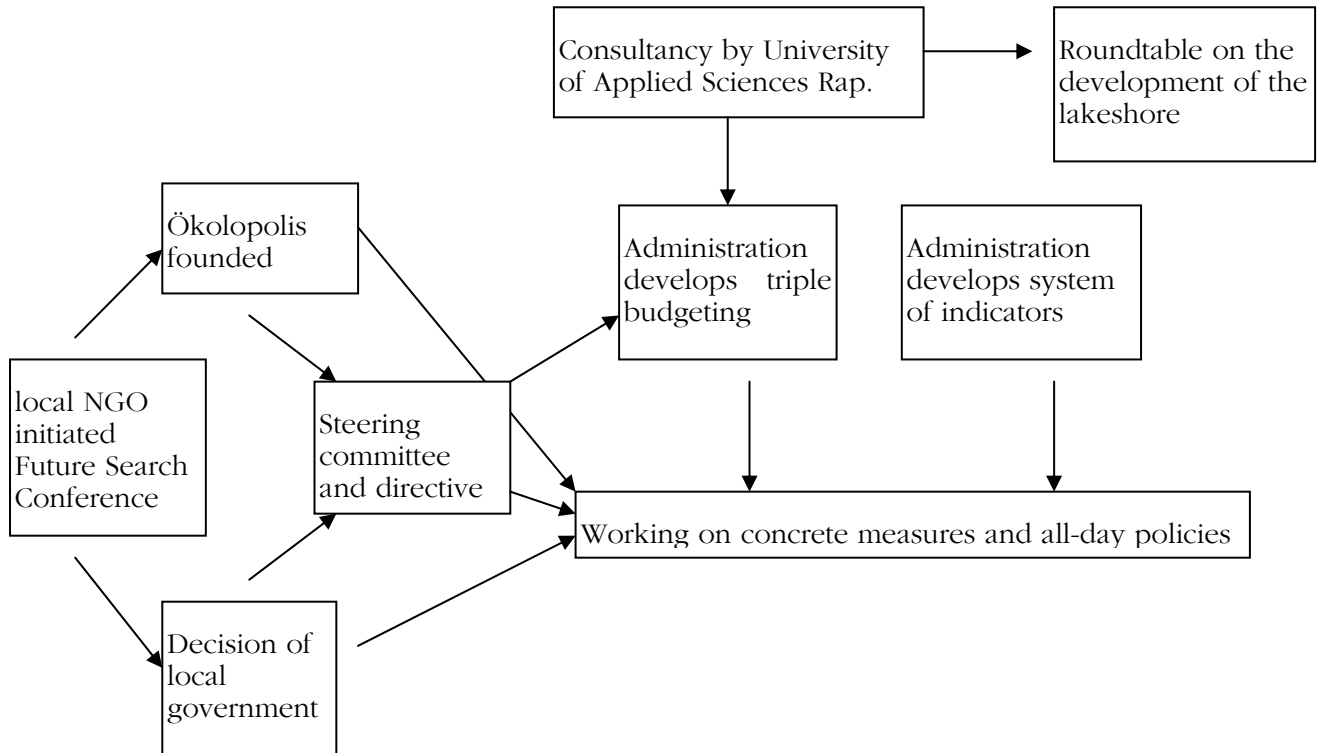


Figure 4: The structure of the LA21-process in Thalwil

General assessment

Although started by the initiative of a local NGO the LA21- process in Thalwil shows a predominance of the local administration. A lot of activities are done by the administration to change processes of (political) planning. Using the process of budgeting – and therefor starting with the problem of resources - shows a good understanding of the roots of the sustainability concept. But the result with the predominance of rationality could result in a more technical way of political steering

The Way of Eggiwil: a systemic approach

The case of Eggiwil is different. It is a co-operation between a private consultancy from the Canton of Zurich and a local government from the Canton of Berne. The "Way of Eggiwil" connect different projects aimed at a sustainable development of the community as well as of the region and uses a systemic approach. It is not called a LA21- process but it is also not far away.

At the moment they implement three main activities: a project of integration, an annual symposium and a 'university of the rural space'. The project evolved from a local to a regional partnership (the Upper Emmental Region has for about 2.600 inhabitants).

Initiating the process

The development process in Eggiwil (Canton of Berne) called the 'Way of Eggiwil' was initiated by a private consultancy (Atelier ASPOS) which is located within the Canton of Zurich. Starting point to work on such subjects has been some professional observations on the interrelationship between global economic decisions and some local indications of crisis concerning the individual development of young people. The Atelier ASPOS contacted the municipality of Eggiwil with the proposal of a concrete project (INtegration).

The whole "Way of Eggiwil" is based on three components. Services, education and research. Therefor much public events, discussions, lectures and so on take place. Most participation is connected with the project INtegration because the young people live in farmer's families in Eggiwil and the region. Until today the discourse between very different actors is one of the requests of the whole "Way of Eggiwil".

Building an organisational structure

Driving force is the private consultancy Atelier ASPOS. The project INtegration stood at the beginning. It is driven by a new founded NGO with recently has changed into a foundation.

The large amount of publicity of the project caused the establishment of the "Eggiwiler Symposium", an annual conference on subjects of the city - country - co-operation which is by the same public and private actors organised in a private association.

Out of these events the "Eggiwiler Institute" has been founded, a kind of 'university in the countryside'. It is also run by the municipalities and the region together with the private consultancy.

Vision, mission, goals and measures

The location of the project is the result of an analysis of potentials. Also the projects are aimed very much on existing under-utilised resources as well as new resources mainly coming from new co-operations especially between city and countryside. In this way the project demonstrates a specific way of development adapted for this region.

The approach concentrates on the city - country - relationships and is modelled on the "Steinbacher Weg" (Way of Steinbach) which is the development concept of the small town of Steinbach in Austria.

The first project (INtegration) was designed from te Atelier ASPOS based on the professional background of the main actors. It is a youth welfare network and works with children and adolescents from urban areas who are psychosocially at risk. They get the possibility to life for a time in the countryside with professional support. The project works in two phases: In the first Phase a municipality can apply for partnership within the project and has to perform certain criteria. In the second phase the integration of the local public starts to communicate the goals and conditions and to find farmer's families and other actors to be involved.

One concrete follow-up of the Eggiwiler Institute is the project 'money and mind'. It is to renew exiting structures which do not work any more: the globalisation of markets, the problems of SMEs and the lack of will of the financial institutions to invest in SMEs lead to the breakdown of former value creation chains which should be replaced by new partnerships. The first measure is to support a new kind of using local wood in the construction sector.

Decision Making

Concerning 'governance' the "Way of Eggiwil" is a public - private - partnership at its best. Driving force are the private actors. It is a work in progress. The research and education structures will create new ideas and projects and new partnerships.

General assessment

This project which is not explicitly announced as a LA21- process is a most sustainable process. The connection between different goals and levels of action and the emphasis on building partnership and public awareness are valuable. The approach shows a kind of 'regional innovation system'. The high quality of the implemented projects in terms of dealing with different issues of sustainability shows the benefit of a systemic view.

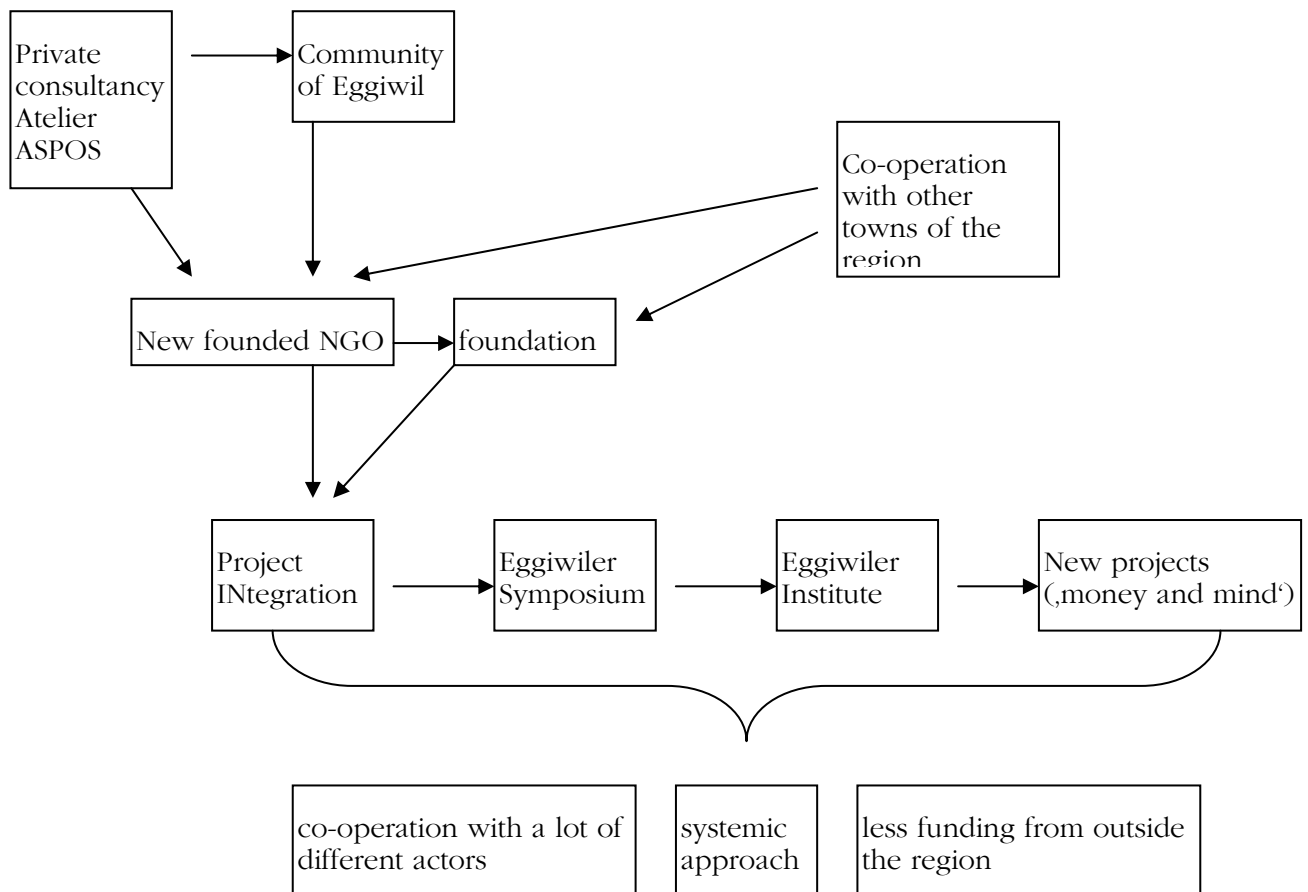


Figure 5: The structure of the „Way of Eggiwil“

The results with respect to agenda-setting

The analysis of the five processes shows a lot of differences but also a lot of common results. For our project 'Train to Local Agenda 21' it is most important how to get the LA21 on the political agenda and how to keep it in spite of tendencies of fatigue which come along with every political topic. This is one of the starting points to analyse what competencies different actors need at different stages of the LA21- process.

Entering the political agenda

The five LA21- processes described represent a very broad range of actors at the starting point as well as during the whole LA21- processes – citizen's initiatives and NGOs, political goal-setting, administrative planning, research and consultancy. The results show that agenda-setting can be done successfully by very different actors. And they also show that the main actors can change during the process according to the increased commitment by other groups apart from the beginners.

The following table shows main actors– certainly also other actors are involved in each stage:

	Illnau-Effretikon	Bubikon	Stäfa	Thalwil	Way of Eggwil
Initiating	NGO and political staff	Political staff	NGO and consultant	NGO	consultant
Proposal of goals (before political decision)	NGO and broad public	Political staff	NGO	NGO, political, technical and scientific staff	consultant and political staff
Planning the strategy	NGO and political staff	Political staff	NGO and political staff	Scientific and technical staff	consultant and political staff
Implementing concrete measures	NGO and political staff	Political staff	NGO, political and technical staff	NGO, technical and political staff	All together

Table 1: different kind of actors at different stages of a LA21- process

Looking at the attention rules Luhmann has formulated the case of Switzerland it is not a matter of pain or crisis. Most of Swiss citizens are economically well situated and can play an active role within the Swiss political system.[6] Looking at the five processes it plays the most important role that the topic is related to very important values and high-level agreements (Agenda 21 and Swiss national strategy).

Also it can be stated that the input from outside is pretty helpful for entering the political agenda. In four processes the external consulting by NGOs, scientific institutions or private actors has been very important.. This corresponds with another attention rule: the status of the sender of a message.

Keeping the topic on the agenda

Analysing the five LA21- processes it can be stated that in all cases it was possible to institutionalise the process. This is the precondition for keeping a topic on the agenda. To highlight the matter of institutionalisation I refer to the results of a research project implemented in Germany. [7]

The case studies carried out in the research showed the following conditions to stabilise LA21-processes:

1. Political integration and legitimisation: Good examples are the LA21- process in Bubikon with the city council as owner of the process or the LA21- process in Illnau-Effretikon where the mayor is an important driving force. Especially the case of Illnau-Effretikon shows how to act with a well-defined division of functions connected with a process of political decision-making at the end of every phase of the process. With the exception of Bubikon a clear definition of the roles of the different actors has been helpful.
2. Thematic integration: To deal with all three dimensions of sustainability demonstrate for example the LA21- processes in Bubikon (political programming) and Thalwil (Triple budgeting). Another helpful strategy can be analysed with the “Way of Eggwil”. A systemic view on under-utilised resources and new partnerships can create very new structures within a local or regional area.
3. Networking between different interest groups: Main strategy of the “Way of Eggwil” is to build new partnerships between different groups of interest. Also the LA21- processes of Illnau-Effretikon and Stäfa concentrated in the first phase on building up coalitions with important stakeholders.
4. Efficient management of the process: Part of an efficient management of such processes is a professional moderation of working groups as for example in Stäfa or the Roundtable in Thalwil. Another part is the existence of a contact point and/or steering committee like most of the processes have.
5. Raising public awareness: Whether top-down or bottom-up – all processes focus on raising public awareness as an most important task in the Swiss political culture.
6. Participation and engaged citizens: Also participation at a very early stage of the process is a basic strategy (except for the process in Bubikon where participation is promoted as the case arises). The LA21- processes in Stäfa and Thalwil for example started with a Future Search Conference.
7. Regional networking: All the LA21- processes analysed benefit from experiences of other processes and institutions (Eggwil from the “Way of Steinbach”, Bubikon from the regional LA21 network, Stäfa from the LA21- partnership with a mountain region and so on).
8. Controlling and evaluation: In Thalwil and Stäfa systematic instruments for controlling and evaluation are used to analyse the ongoing process. Thalwil even uses the instrument of triple budgeting as well as a new elaborated set of indicators.
9. Supporting framework conditions: The national Agenda21-strategy and the funding of pilot projects from the Federal Office for Spatial Development supported for example the proc-

esses in Illnau-Effretikon, Bubikon and Stäfa. Another supporting framework conditions are the results of scientific research on such processes.

Conclusion

Comparing these nine factors of success to keep the LA21- topic in the agenda by institutionalising the process with the five well-established LA21- processes show a lot of consistency. The empirical results in Switzerland and Germany show a mutual strengthening despite of differences in the political system and culture.

The consideration of the attention rules at the beginning of the process as well as the factors of success to institutionalise such processes can be substantiated by empirical findings. Both results seem to be an important groundwork for the Train to LA21- project to identify main competencies for all actors to deal successfully with LA21- processes.

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- [5] The analysis of the five LA21- processes is part of an European project funded by the Leonardo da Vinci programme: *TRAIN to LA 21 – Training the Facilitators for Local Agenda 21 Implementation* (www.traintoLA21.org). The project started in November 2004 and will be concluded in April 2007.
- [6] In Switzerland the citizens are the political sovereign and act with plebiscites as the opposition against an all-parties-government. This type of 'direct democracy' causes a culture of co-operation with a lot of formal and informal rules how to integrate citizens in a very early stage of decision-making.
- [7] Brand K-W et. al. Brand K-W, et. al. *Bedingungen institutioneller Stabilisierung lokaler AGENDA 21-Prozesse*. Münchner Projektgruppe für Sozialforschung MPS, B.A.U.M. Consult, University of Bremen ZWE. Agenda 21 Baustein Nr. 6. Bayerisches Landesamt für Umweltschutz (ed.) München 2001.

Some results with regard to WP 2: draft of the training material

We have a very broad range of starting points of LA21- processes – citizen's initiatives, political goal-setting, research and consultancy – and each of these types needs other competencies (of course a lot of competencies are important for all such processes in general). Also on every stage of a LA21- process we have different actors with different needs of competencies. The following table shows the main actors of some main activities – certainly also other actors may be involved in each stage:

The following table gives an overview on which competencies seem to be helpful to deal with the different factors of success:

Factors of Success	Train to LA21- Competencies
1. Political integration and relevance:	very important: 2.1.1 Tasks and responsibilities of local council as well as local administration 2.1.2 Integration of LA21 in political decision-making 4.1.6 Public support and legitimisation by political decisions 4.2.4 Political commitment also important: 2.1.5 New approaches of management and organization of the local structures 4.2.3 Institutional / organisational learning in politics, administration and institutions 4.3.1 Sustainable development as a long-term goal to the politics and to the public - Political flair
2. Thematic integration:	very important: 1.1 Sustainability in general 1.2 Paradigms of the society 2.3.4 Interdepartmental cooperation 3 The dimensions of sustainability (or different parts of them) 4.1.4 Strategic planning and the “vision –mission – goal – approach” also important: 1.4 Basics of the system theory 2.2.3 Legal foundation of interagency cooperation and subsidiarity 2.3.1 The relationship between LA21 and other programmes for community development 4.1.3 Guidelines and visions, shared values 4.1.5 Thematic integration and “holistic view” (economy, ecology and social fabric) 4.3.5 Basic desires of mankind to be served with respect to LA21- processes 5.2.3 Group dynamics and teambuilding 5.4.3 Create knowledge sharing
3. Networking between different interest groups	very important: 2.1.5 New approaches of management and organization of the local structures 2.3.2 The identification of interests in the LA21 process 2.3.3 The cooperation between stakeholders and creation of partnerships 4.1.2 Social capital: Networking and participation 4.2.1 Structures of support and motivation, incentives, free space and arena 5.2.1 Moderation / facilitation and meeting management 5.2.3 Group dynamics and teambuilding 5.2.4 Conflict management and mediation, direct and indirect negotiation 5.4.2 Create dialogue 5.4.5 Conflict resolution

	also important: 1.2.6 The concept of life-long learning/ local and regional learning 2.4.4 The integration of weak organised and minority interests 4.1.5 Thematic integration and “holistic view” (economy, ecology and social fabric) 4.2.3 Institutional / organisational learning in politics, administration and institutions
4. Efficient management of the process	very important: 2.1.1 Tasks and responsibilities of local council as well as local administration 2.1.5 New approaches of management and organization of the local structures 4.1.4 Strategic planning and the “vision –mission – goal – approach” 4.2.1 Structures of support and motivation, incentives, free space and arena 4.2.5 Financial background 5.1.2 Management 5.1.5 Administration 5.4.1 Political flair also important: 1.4.1 The principles of self-organisation, circular flows and reciprocity 2.2.3 Legal foundation of interagency cooperation and subsidiarity 2.3.4 Interdepartmental cooperation 4.1.3 Guidelines and visions, shared values 4.2.2 Integrative quality management in decision-making 4.2.3 Institutional / organisational learning in politics, administration and institutions 4.3.4 Potential of dynamics of the LA21- process in terms of societal range, effectiveness, flexibility and so on 5.1.4 Fundraising
5. Raising public awareness	very important: 1.1 Sustainability in general 1.2 Paradigms of the society 4.1.6 Public support and legitimisation by political decisions 4.2.1 Structures of support and motivation, incentives, free space and arena 4.3.2 Relevance of sustainability for everyday life 5.2.5 Mass media communication, public relations, writing skills, personal presentation, retorics and public speaking also important: 1.3 Global relations 4.1.3 Guidelines and visions, shared values 4.1.9 Transdisciplinarity in problem formulating and solving 4.1.10 Indicators of sustainable development 4.3.1 Sustainable development as a long-term goal to the politics and to the public 4.3.4 Basic desires of mankind to be served with respect to LA21- processes 5.2.2 Emotional intelligence
6. Participation and engaged citizens	very important: 1.1 Sustainability in general 2.2.2 Legal foundation of citizen's participation in the local decision-making process 2.4 Participation 4.2.1 Structures of support and motivation, incentives, free space and arena 4.2.4 Political commitment 4.2.5 Financial background 4.3 Creation of political awareness 5.2 Communication methods, techniques, tools 5.4.4 Citizen involvement also important: 2.1.4 Chances and limits of citizens participation in local governance 3.3.4 Intercultural cohabitation and integration 4.1.9 Transdisciplinarity in problem formulating and solving 5.1.4 Fundraising

7. Regional network- ing	very important: 1.1.2 Institutions, international agreements and documents with relevance to the concept of sustainability 1.1.3 The use of Local Agenda 21 – processes to implement sustainability 2.1.5 New approaches of management and organization of the local structures 4.1.2 Social capital: Networking and participation 5.4.2 Create dialogue 5.4.3 Create knowledge sharing also important: 1.3 Global relations 2.2.3 Legal foundation of interagency cooperation and subsidiarity
8. Controlling and evaluation	very important: 2.1.2 Integration of LA21 in political decision-making 2.1.5 New approaches of management and organization of the local structures 3 The dimensions of sustainability 4.1.7 Concrete goals, (self-)assessment and controlling 4.2.3 Institutional / organisational learning in politics, administration and institutions 5.3 Academic methodes, techniques, tools also important: 4.1.10 Indicators of sustainable development 4.2.2 Integrative quality management in decision-making 5.1.3 Evaluation (projects)
9. Supporting framework condi- tions	very important: 1.1.2 Institutions, international agreements and documents with relevance to the concept of sustainability 4.1.6 Public support and legitimisation by political decisions 4.2.5 Financial background also important: 2.2.3 Legal foundation of interagency cooperation and subsidiarity 4.3.1 Sustainable development as a long-term goal to the politics and to the public

The five case studies from Switzerland show a lot of competencies which seem to be necessary (or useful) for a successful LA21- process. But the emphasis is on the process much more than on the material dimensions of sustainability.

But as told at the beginning describing the five LA21- processes: It is interesting to compare the different types of processes but it is not sure whether it's useful to define some most important competencies for WP 2 in this way. The exercise showed that the range of variations is too broad to filter out a handsome set of competencies to work on.

Also the discussion within the National Advisory Group left a lot of uncertainty regarding promising starting points for additional offers of further education. Therefore the Swiss experts recommended a proceeding which centres the networking of the institutions of (further) education on the basis of the results of the regional analysis. This kind of service can lead to a harmonised range of products as a precondition for the identification of the gaps within the region.