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ALPINE SPACE INTERREG IIIB PROGRAMME



ALPINE SPACE PROSPECTIVE STUDY

SUSTAINABLE TERRITORIAL DEVELOPMENT IN THE ALPINE SPACE: TOWARDS LONG TERM TRANSNATIONAL COOPERATION

EXECUTIVE SUMMARY

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November 2005

This report represents the opinion of the independent Expert Group and does not necessarily reflect the views of the Alpine Space Interreg IIIB Programme organisational structures.

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Preface

The present document is the Executive Summary of the *Alpine Space Prospective Study*, which the Alpine Space Interreg IIIB Programme organisational structures have commissioned in December 2004 to an independent and transnational Expert Group as a survey on *Sustainable territorial development in the Alpine Space: towards long term transnational cooperation*. This Executive Summary recalls the main results of the *Prospective Study* Full Report, which is set in a separate volume.

Briefly, the *Alpine Space Prospective Study* is based on three distinct analyses (chapter 1), which the Expert Group has carried out on current economic, social and territorial trends (§ 1.1), on spatial policies in the Alpine area (§ 1.2) and on the outcomes of the Alpine Space Interreg IIIB programme (§ 1.3). The results of the analyses have then been combined in overall findings (chapter 2), which are organised in substantive key issues (§ 2.1), procedural key issues (§ 2.2) and key actors (§ 2.3). Finally, analyses and findings have given rise to the proposals for a possible Alpine Space territorial cooperation programme in the EU Structural Funds programming period 2007-2013 (chapter 3): these consist in a set of shared scenarios for the Alpine territory (§ 3.1), in proposals for improving cooperation after 2006 (§ 3.2) and in the emerging suggestions for potential strategic projects (§ 3.3). The requested proposals of immediate strategic projects (i.e. to be launched before 2006) are attached to the Full Report, which includes the list of scientific and informative references of the study as well.

In particular, the terms of reference of the *Prospective Study* required that this should lead to answer to a series of specific questions. These are taken up in the preface of the Full Report in order to highlight the overall results of the study and to indicate how the mentioned topics may be retrieved within the report.

In conclusion, however, the *Prospective Study* argues that a long term transnational cooperation will be able to pursue the sustainable territorial development in the Alpine Space only at the condition of a substantial improvement of the current experience. This regards an increased awareness of the complexity of issues and challenges currently at stake in the Alpine area but especially, in this light, the capacity of involving all relevant institutional and socioeconomic stakeholders in the building of shared transnational strategies. Ultimately, stepping into the limelight, the "red thread" of this study indicates that sustainable territorial development in the Alpine Space cannot be automatically ensured by a survey on its relevant features, which the study has carried out. It requires, first and foremost, a more widely shared agreement (i.e. much beyond the borders of the programme organisational structures) on its practical meaning and consequently on the aims, targets and strategies of a common programme for proactive cooperation.

1 Analyses

1.1 Economic, social and territorial trends

The trend analysis has been oriented towards the identification of *developments, which are likely to have strong and longer lasting positive or negative impacts* on the Alpine area. These trends may be characteristic of the whole EU, the Alpine territory or single spatial types of the cooperation area. The latter have been identified as the *mountainous area of the Alpine core space*, the *mountain cities* and the *peri-alpine area with the metropolitan cities*. Trends have been classified according to the three categories of sustainable development paradigm: (a) *natural resources and biodiversity*, (b) *economy*, (c) *culture and social welfare*. A fourth dimension has been added, namely (d) *spatial development*, in order to accommodate developments of a more narrowly defined territorial character.

An evaluation of the identified territorial trends with reference to their potential territorial impacts, dynamics and duration has pointed out the *predominant emphasis of developments connected with natural factors*. Dynamic increase of natural hazards, loss of habitats and biodiversity, diminishing variety of landscapes as well as increasing pressure on natural resources and on natural heritage are expected to mark most strongly the future territorial developments of the Alpine area. Moreover, *accessibility to infrastructures and knowledge as well as various aspects regarding the transportation sector development* have been highlighted among trends in the field of economy. As for culture and society, *demographic problems such as over-ageing of population, as well as threats and opportunities presented by the higher education and R&D*, have been rated as the most pertinent. Spatial development will supposedly be most influenced by *economic concentration in the EU and the potentially growing territorial imbalances* connected with it.

Looking at the three *spatial types of the Alpine Space, four trends are expected to have considerable impacts* on all of them. They are *increasing transportation volumes*, whereby road transport will gain further significance, while rail transport is expected to experience further decline; *growth in migration*, due both to urban population seeking opportunity to live in peri-urban or rural areas close to the larger cities and to immigration to the larger cities; *dynamic increase of natural hazards*; and *economic concentration in the EU accompanied with growing disparities*. Moreover, the *mountain core areas* are expected to be affected also by processes of over-ageing of population, further depopulation, growing competition in agriculture and tourism, decline in state aid funding and rising energy consumption. *Mountain cities* could gain from urban growth phenomena and cultural tourism, but will potentially be affected also by their position regarding accessibility to infrastructure and knowledge and by the urbanisation and counter-urbanisation processes taking place in the whole Europe as well as in the Alpine territory.

The identified trends, which have been assessed as highly significant and influential in the long term may serve as a *basis for definition of potential cooperation fields* for a possible Alpine Space programming document for the period 2007-2013 (Table 1).

Category	Main field	Subfield
Natural resources and biodiversity	Habitats and biodiversity	Preservation and sustainable use of habitats and biodiversity
	Air pollution and climate	Prevention and mitigation of environmental damages due to transport
	Cultural landscape	Preservation of variety of cultural landscapes
		Potentials for sustainable development and use
	Natural heritage	Preservation of natural resources and natural heritage by acting on pressure factors
	Natural hazards	Prevention and mitigation of natural hazards
	Nature protection	Protected areas
	Water resources	Improvement of water resource quality
		Alpine water reserves as a future asset
Economy	Knowledge economy and accessibility	Knowledge economy and society development in the Alps
		Accessibility to infrastructure and knowledge as development factors
	Transportation	Innovative solutions to transportation problems
		Paths to lower external costs of transport
	Energy	Renewable energy as an opportunity for local and regional economies
	Agriculture	
	Tourism	New concepts in Alpine tourism
		City and cultural tourism as an opportunity for Alpine cities
Culture and social welfare	Cultural heritage	Cultural heritage in the Alps in view of the increasing cultural consumption
	Population	Spatial development instruments to curb depopulation
		Experience with immigration and policies in the Alps
	Science, technology and education	Alpine cities as R&D locations
		Alpine universities cooperation: new trends as opportunities
Spatial development	Economic concentration	Strategies for the Alpine core area, Alpine cities and the peri-alpine belt
	Spatial disparities	Regional differences of job opportunities and unemployment
	Urbanisation processes and urban-rural relationships	

Table 1 – Potential transnational cooperation fields as a result of the trends analysis

However, on the basis of literature survey, further observations may improve the discussion on the future of *the Alpine Space as a transnational cooperation area*:

- By results of statistical analyses, the *internal coherence of the Alpine Space cooperation area is graded as high*, since only two out of the 32 NUTS II concerned regions do not share the common indicator profile. Highest degree of similarity regards factors as economic growth potential, unemployment and demographic characteristics. On the other hand, higher variability regards factors as accessibility and research and development.
- NUTS II regions of the Alpine Space cooperation area share, in a European comparison, a *common profile* featured by the indicators: average number of flood events, natural surface as the share of the total area, R&D personnel in business sector, GDP per capita and youth unemployment.

1.2 Spatial policies in the Alpine area

Spatial policies may be defined as the institutional representation of needs for public action on spatial development recognised by policy communities. At least *five different levels of spatial policy* concur in shaping the destiny of the Alpine area, namely: *supranational*, *national*, *regional*, *cross-border and local*. At any of these levels, the specific features of the Alpine area (a valuable mountainous territory strictly connected with its surrounding urbanised lowlands, which is also a barrier / bridge between Central Europe and the Mediterranean basin and between Western and Eastern Europe) implicate the existence of *a great variety of sectoral and integrated policies* both directly and indirectly influencing spatial development.

The fact that *a distinct transnational level* of spatial policy has been established by EU initiative leads to take account of the specific values of EU territorial governance processes. In this light, one should consider not only that EU territorial governance is multi-level and multi-sector, but also that governance processes are proved to be effective as far as they are capable to *valorise the connections among all policy communities* concerned, at different levels, by the same territory.

The analysis carried out has let emerge a complex set of spatial policy aims in the Alpine area, which has been scrutinised both in the horizontal dimension of *policy sectors* and in the vertical one of *policy levels*.

One emerging result is that, given the high complexity of the Alpine area, any attempt of deciding aims and strategies of a transnational spatial programme via scientific legitimation would risk to weaken the effectiveness of the programme itself (aims and strategies would be perceived as imposed to policy communities). This emerging result implicates a clear indication of method for deciding aims and strategies of a future Alpine Space programme: *the involvement of policy communities at the different levels of territorial governance in the design of aims and strategies is a decisive requirement* in order to obtain an effective transnational programme. Such involvement shall therefore be carefully structured and accompanied through appropriate technical capacities.

A second result regards the ways of approaching policy aims, wherever a wider involvement of policy communities may lead to, namely:

1) *to promote the integration of different sector polices*, since this produces value added especially in complex territories like the Alpine area;
2) *to combine the policy aims of different levels, from supranational to local*, according to relevant transnational key concepts (Table 2), instead of reducing "transnationality" to the negotiation of only national views.

More specific indications emerging from the analysis regard the opportunity of:

a) to dedicate a special attention to the *involvement of regional governments in the elaboration of transnational strategies*, being regional plans the primary tools of territorial governance in the most of the Alpine area;
b) to envisage *a joint strategy of coordination with cross-border programmes*, in order to increase synergies of cooperation; and
c) to consider *the existing projects established at the different policy levels* as a possible multi-level grid of reference to individuate or to elaborate transnational strategic projects.

These proposals, too, cannot be managed through improvisation and shall require the recourse to specific technical knowledge in order to obtain effective results.

Levels of spatial policy				Key concepts for transnational spatial policy
Supranational	**National**	**Regional**	**Cross-border**	
Spatial policies	Spatial development, regional and urban planning (1)	Spatial planning and territorial governance (1)		Spatial approach
Policies for competitiveness	Improvement of competitiveness (2)	Increase of regional competitiveness (2)	Economic cooperation and development (1)	Competitiveness
Environmental policies	Environment and natural preservation (5)	Preservation of natural and cultural resources (4)	Sustainable development (2)	Sustainable development
	Cooperation and participation in planning process (3)	Social cohesion and reduction of disparities (3)		Social cohesion
Infrastructure policies	Infrastructures and networks (4)			Infrastructures and networks
		Valorisation of local traditions (5)	Reinforcing of local identity and attractiveness (3)	Local identity
	Management of rural areas (6)			Rural dimension

Table 2 – Key concepts for transnational spatial policy according to multi-level policy aims

1.3 The Alpine Space Interreg IIIB programme

All the 53 existing projects of the programme were analysed in order to understand the *concrete dynamics of transnational cooperation* in the Alpine Space and to identify *possible ways of improvement* of this process.

A *gap analysis* of projects was developed on the basis of data provided by the programme Joint Technical Secretariat and supplemented by interviews with selected project leaders and partners and other key actors (e.g. the secretary of the Alpine Convention). The analysis also benefited of the transnational seminars of Rosenheim (25-26 November 2004), Innsbruck (6-7 April 2005), and Venice (16-17 June 2005), where many projects and intermediary results were presented, and various issues regarding transnational cooperation have been raised.

Briefly, the analysis leads to the following conclusions:

1. The *running phase of transnational cooperation* (2000-2006) looks generally coherent with what was expected and shows many similarities, in terms of strength and weakness aspects, with other Interreg IIIB programmes. In particular, since transnational territorial cooperation requires long term commitment, it is understandable that operating in a transnational dimension has to be further deepened in future action. Especially the private actors are difficultly mobilised. Therefore, the fact that *connections among the projects are weakly developed*, *determining also the limited impact of the*

programme as a whole, is not surprising. Such weaknesses, however, shall be corrected in a future programme.

2. A clear shortfall against the declared objectives concerns especially the *programme priority 2* (Development of sustainable transport systems with particular consideration of efficiency, inter-modality and better accessibility), particularly measure 2.1 (Perspectives and analyses). This might be explained by the programme players approach to the key issues of accessibility, which appears to be too much focused on infrastructures and heavy investments, and not enough on the overall aspects of mobility and of travel services (*management of the mobility chain*). The states and their relevant ministries cooperate currently in the heavy infrastructures field through other means than the Interreg programmes, like the Zurich Committee or other intergovernmental conferences. Therefore, it seems that this priority can be better tackled in future by *considering the overall topic of mobility, and not its technical branch of infrastructures and transport, a possible aim of a territorial cooperation programme*.
3. Beyond the specific contents of projects, the analysis brings out its principal shortcomings as far as the *transnational cooperation procedures, actors and overall objectives* are concerned. In particular, it seems that the recurring question of *strategic projects* should not be approached from the side of possible contents, but from the one of *final aims of territorial cooperation*, of the organisation of transnational action and of the relevant key actors to be involved. Indeed, if on the one hand the substantive topics of spatial development in the Alpine Space pertain to the field of political decision, a technical discussion on strategic projects should focus on the involvement of key actors who have not yet been sufficiently or correctly mobilised, and on the methods of organising the transnational action as well as of the appropriation and diffusion of relevant results.

2 Findings

2.1 Substantive key issues

Substantive key issues may be defined as topics to be considered with great attention because of the existence of *economic, social and territorial trends* revealing particular sensitivity in the Alpine area (§ 1.1) and of *multi-level political calls for action on spatial development* (§ 1.2). The Alpine area, which constitutes *a well defined territory in the centre of Europe*, is indeed characterised by specific development challenges as a result of territorial trends and political objectives which are continuously redefined from the EU to the local level.

First and foremost, however, the analysis cannot disregard the fact that the future Alpine Space territorial cooperation programme shall be established in the framework of the *new cohesion policy* for period 2007-2013, which is primarily oriented towards the implementation of the *Lisbon and Gothenburg strategies*. These are indeed the cornerstone of the new European Commission financial proposals, the Third Report on Economic and Social Cohesion, the draft Structural and

Cohesion Funds Regulations for the next programming period and the more recent *Commission communication on Community Strategic Guidelines*.

By this the identification of substantive key issues has to reflect the aim of territorial cohesion and the recent discussions on how to make this concept operational. A *matching analysis of the Alpine Space relevance of territorial cohesion topics*, as these are proposed by the DG Regio (Interim Territorial Cohesion Report), has shown that a future Alpine Space programme can contribute to the overall aim of territorial cohesion as a *full-scale laboratory of sustainable development and low scale applied R&D networks*. As a space of interface, transit and circulation it offers a broad variety of possibilities for transnational cooperation in a special context of solidarity between cities and mountain rural areas. Moreover, the strong coherence with the European spatial development priorities offers high potentialities of a strong EU added value. All this cannot cancel the fact, however, that the current needs of sustainable spatial development remain mostly heterogeneous between the regions, the MEGAs or the Alpine core area.

Therefore, a review of substantive key issues concerning the Alpine Space leads to propose a revised framework of current priorities and measures of the Alpine Space programme (Table 3).

Priority	Measures	Focus
I. The Alpine Space as an innovative, competitive and attractive living and economic space in the scope of a polycentric spatial development	Common perspectives of territorial development: the centre-periphery issues	a. Network Alpine MEGAs – periphery b. Network Alpine SMC – periphery
	Competitiveness: economic key sectors and their importance to regions	a. Services, i.e. tourism and healthcare b. handicraft, agriculture, forestry
	Society: culture and identity	a. resolving the polarity of conserving and modernising Alpine culture
II. Improving transmissibility and accessibility of the Alpine Space	Alpine transport of passengers and cargos	a. strengthening efficiency of cargos transport b. sustainable passenger transport
	Alpine telecommunication	a. accessibility in peripheral regions b. accessibility to disadvantaged people c. use of GPS based information technology in mountain areas
III. Wise management of nature, landscapes and cultural heritage, promotion of the environment and the prevention of natural disasters	Cooperation in the field of natural risks	a. climate change strategies b. technical cooperation preventing natural hazards
	Good management and promotion of landscapes and cultural heritage	a. promoting authentic Alpine services and products b. creating additional income sources to agriculture and forestry
IV. Promoting Alpine innovation capabilities and ensuring an equitable repartition of factors of competitiveness	R&D centres with Alpine relevant knowledge	a. networking of Alpine R&D centres b. innovation in the field of health care, sports, handicraft technology
	Innovation capabilities	a. supporting Alpine SMEs by know-how exchange b. public private partnerships in the field of R&D

Table 3 – A revised framework of the Alpine Space priorities

In particular, the former *three priorities can be seen as an update* of the existing Alpine Space programme priorities in the light of the evolving debate on territorial cohesion. The *fourth priority reflects specifically the aim of "improving knowledge and innovation for growth"* as one relevant core topic laid down recently by the European Commission communication on Community Strategic Guidelines.

The above framework is proposed as a concrete contribution to the definition of the future Alpine Space programme priorities. Given the remaining high complexity of this transnational area, however, the final definition shall lean on a strategic scenario shared by all relevant institutional and socioeconomic stakeholders.

2.2 Procedural key issues

Accordingly with the analyses carried out (especially § 1.2 and § 1.3), a major lever to make the Alpine Space transnational cooperation programme more effective with regard to the established aims and more efficient with regard to Community policies resides in the way of building cooperation. The evidence of this, which has emerged also in the context of the most of other Interreg IIIB programmes, may lead to point out some *suggestions for a better definition and implementation of a programme strategy*, which has to precede the identification of strategic projects.

The Alpine Space programme, is indeed subject to the well known *phases of team building: forming / storming / ruling / performing*. After passing the phases of *forming* (i.e. the establishment of the Community initiative) and of *storming* (i.e. the experimental phase of Interreg II and Pilot Action programmes in 1997-1999), this programme appears now to be affected by an excessive worry for *ruling* tasks, which may affect a fully satisfactory development of the *performing* aims. If so, a revision of current procedures, according to overall principles of simplification and efficiency, could help the programme to develop its performing aims in future.

In particular, the following *four groups of key issues* have been identified, each of them responding to a respective phase of programme implementation:

1) programme preparation: rules, structures, strategies;
2) programme management: effectiveness;
3) projects management: facilitation and optimisation;
4) programme networking: "cooperation between the cooperation worlds".

In particular, the following activities are suggested as *possible contributions for improving the efficiency of programme and projects*:

a) a *systematic recognition of the transnational dimension* in all actions at every levels, also including the relations possibly established outside the Alpine Space area;

b) the *creation of some "learning organisation"* which may contribute to the effectiveness of the programme and to the prosecution of the established activities and networks also beyond the programme duration;

c) the *improvement, simplification and consolidation of rules and practices* of programme and projects management;

d) the assistance to project leaders by *appropriate training and coaching activities*.

2.3 Key actors

Accordingly with the spatial policies analysis (§ 1.2), *territorial governance is a dimension of particular importance and difficulty* for a cooperation area like the one concerned by the Interreg IIIB Alpine Space programme, where a multitude of different administrative and cultural experiences, diverse hierarchical levels, and public and private partners are involved together in a complex cooperation process. Not only *different tasks* are ascribed indeed to each participating group of subjects, but also all the involved actors may have *distinct understanding* of their respective roles in the cooperation process. Besides, their *perceptions of the main trends* affecting the Alpine area (§ 1.1) and, more generally, of the substantive key issues at stake (§ 2.1) may differ also radically, accordingly to their respective roles in the game.

Moreover, a lot of findings arising from the analysis of the Alpine Space programme (§ 1.3) may be influential for a redefinition of the key actors roles in a future programme. In particular, they suggest that *innovative management and communication patterns* have to be sought beyond the approach experienced so far (§ 2.2), involving in a way or another the actors of spatial development at all levels.

In this light, *to redefine the overall framework of the effective and potential key players* in the Alpine Space, and of their specific roles in the game, is a necessary point of departure for the preparation of a future programme. In particular the following types of actors are expected or suggested to take a key role in a future Alpine Space programme:

1. The *European Commission* (in the person of the DG Regio officers who will be assigned to the supervision of the Alpine Space territorial cooperation programme) shall be regarded not simply as the formal contracting body of the programme, but as the primary interpreter of EU policies, particularly of the *territorial cohesion* aim.
2. As assigned by the Structural Funds regulations, the *national authorities* (in particular the respective national coordination units) have to fulfil the task of promoting and coordinating transnational spatial policies in the EU policies framework. This task should be interpreted not only as the promotion of the respective national strategies, but especially as the *enhancement of a concrete multi-level territorial governance process* in the Alpine Space.
3. According to the analyses carried out, the *regional authorities* (Swiss cantons, Austrian and German Länder, French and Italian regions, and to some extent also Slovenian statistical regions) are the *primary key actors of territorial governance* in the Alpine area. Therefore, *to assign them a strategic role in the building of the Alpine Space strategies* (not simply in project implementation) would not mislead the overall aim of transnational territorial cooperation, but it would rather strengthen the effectiveness of a future programme. For the same reasons, they should play a central role in the proposal and implementation of strategic projects.

4. The established *international organisations* concerning the Alpine territory, like the Alpine Convention or CIPRA, should be regarded as key actors at programming level as well. In particular, they are expected to foster the connections between EU, national and regional strategies in the elaboration of a joint programme and in the implementation of strategic projects.
5. *Intermediary agencies*, like national and regional management institutions, have attained only limited relevance in the Alpine Space programme up to now but should be seen as *key actors of project implementation* in future. They could especially *support the networking between national, regional and local actors* within the aim of transnational cooperation.
6. A special attention as strategic project developers at a sub-regional level should be addressed to the *innovative groups of stakeholders* like the existing *action groups* and *networks* (some of them deriving from Community initiatives, like the Leader Local Action Groups, some others from local participation activities, like the Local Agenda 21 processes, some others else from the interregional cross-border cooperation organisations like the Euregios).
7. A special attention as strategic project developers at local level, especially for the enhancement of cities participation to the Alpine Space programme, should be addressed to the existing *networks of municipalities* established in the Alpine area (e.g. Alpine cities; Alliances in the Alps, Network of protected areas etc.).

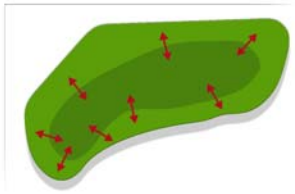
3 Proposals

3.1 Shared scenarios for the Alpine territory

According to the framework of the present study, possible shared scenarios for the Alpine territory are proposed as the answer to an apparently simple question: given the current activities of the Interreg IIIB Alpine Space programme on the one hand (§ 1.3), and the substantive key issues arising from main territorial trends and policies in the Alpine area on the other (§ 2.1), what strategic vision of the area should be agreed in order to guide the priorities of a future programme?

Experience has shown however that *defining a strategic vision for transnational cooperation is matter of consensus-building* on the foundation of multiple and often divergent viewpoints, more than of assuming beforehand a unique conception of the future which may be desirable for a territory. Therefore, the pursuit of one shared scenario must necessarily pass through the possible combinations of the existing different views as a starting point for building convergence.

3.1.1 Alpine core and the MEGAs



Key words: metropolisation, attractiveness, global sustainability, protection, city/mountain solidarity, international tourism…

Context and perspective: the metropolitan areas surrounding the Alps will continue to grow and the concomitant urban sprawl will put increasing pressure on mountain spaces. At the same time, these metropolitan areas are becoming centres of competitiveness which will drive the entire Alpine economy. The Alpine Space as a whole should be drawn into these phenomena, with the aim of intersecting the interests of metropolitan areas as the primary economic force and the ones of mountain zones as a resource to be protected, facing all inherent contradictions.

Strategic stakes: to protect the mountainous Alpine core, as defined in the Alpine Convention, while encouraging competitiveness of and networks between metropolitan areas; to address the economic interrelation between the core mountain area and the MEGAs (Metropolitan European Growth Areas).

Substantive key issues:

- common perspectives for territorial development dealing with the centre-periphery issue (a. network Alpine MEGAs / peripheral territories; b. network Alpine small and medium cities / peripheral territories);
- cooperation in the field of natural risk (a. strategies to face the climate change effects; b. technical cooperation for preventing natural hazards).

Procedural key issues: cooperative approach; necessity of organising transnational cooperation in connection with other existing forms of cooperation.

Key actors: regions, addressing the values of core Alpine areas; thematic actors as for nature protection, traffic problems etc.; the Alpine Convention general secretary and other Alpine networks; urban authorities (cities and metropolis).

3.1.2 Regional diversity: puzzle and "coopetition"



Key words: "coopetition" (combination of cooperation and competition), territorial systems, multi-level governance, clusters, cultural partnerships, regional heritage, local development...

Context and perspective: cross-border and transnational cooperation has produced and will continue to produce regional sub-zones dealing with sets of issues specific to their respective area. The cultural and linguistic links, the geographic and historic proximity will foster the emergence of several distinct systems of action within the Alpine Space, and, though interconnected the one to the other, yet most efficient on their own scale. This diversity will encourage productive cooperation as well as competition among the regional sub-zones: the Alpine Space should result energised by this dual movement of cooperation and competition among cross-border spaces with strong individual identities.

Strategic stakes: to support the emergence of Euro-regional systems of action within the Alpine Space, while at the same time balancing them in order to make cooperation and competition all over the Alpine Space compatible.

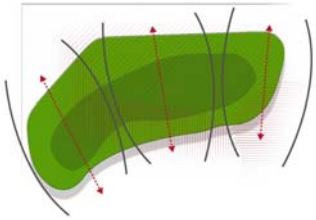
Substantive key issues:

- competitiveness: economic key sectors and their importance for regions (a. services, e.g. tourism and healthcare; b. handicraft, agriculture, forestry);
- society, culture and identity (to resolve the polarity between conservation and modernisation of the Alpine cultures);
- good management and promotion of landscapes and cultural heritage (a. promoting genuine Alpine services and products; b. creating additional income sources from agriculture and forestry);
- innovation capabilities (a. supporting the Alpine SMEs by know-how exchanges; b. public-private partnerships in the field of R&D).

Procedural key issues: bottom-up approach; cooperation projects limited to 2-3 countries.

Key actors: national authorities (with regard to the coordination between the overall spatial policy and national spatial strategies); regional authorities; intermediaries including private partners (for the link of levels, project development and local support) especially in the economic field; local authorities (cooperation of municipalities, thematic cooperation, contributions to regional programmes).

3.1.3 North-South mediation



Key words: transit routes, governmental cooperation, infrastructures, impacts, ports and airports, technological risks…

Context and perspective: the Alpine Space will be increasingly concerned by North-South European mediation, in the heart of the continent's economy. The reinforcement of highway tunnels and of high speed transit infrastructures will shape this mediation into three main transalpine corridors (West, Centre and East), each corresponding to a specific North-South European economic axis. The Alpine Space should be promoted into this logic.

Strategic stakes: to organise and to capitalise the transit economy of each of the major Alpine routes, while at the same time ensuring the overall solidarity so as to prevent side effects and imbalances among the Alpine territories.

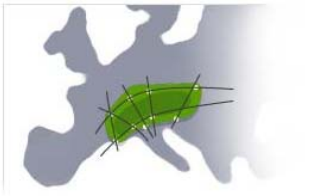
Substantive key issues:

- Alpine transport of passengers and cargos (a. strengthening the efficiency of cargos transport; b. sustainable passengers transport);
- cooperation in the field of natural risk (a. strategies to face the climate change effects; b. technical cooperation for preventing natural hazards).

Procedural key issues: top-down approach; cooperation projects limited to 2-3 countries; necessity of organising transnational cooperation in connection with other existing forms of cooperation.

Key actors: national authorities (particularly referring to transport policy); regional and local authorities; local stakeholders; private partners.

3.1.4 Networks, corridors, connecting elements



Key words: polycentrism, distribution, knowledge networks, mobility management…

Context and perspective: the Alpine Space will be structured primarily by the polycentric network of its metropolitan areas, each located at the crossroads of major North-South and East-West axes in Europe. This network will foster the ability of the Alpine Space to participate in the knowledge economy, an economic engine for the Europe of tomorrow. The quality of connectivity, accessibility to services and mobility management in the Alpine Space should determine the conditions for progress throughout the whole geographic area.

Strategic stakes: to promote metropolitan polycentrism, while at the same time ensuring an effective distribution of the dynamics and benefits throughout the territory thanks to the relay with small and medium-size towns.

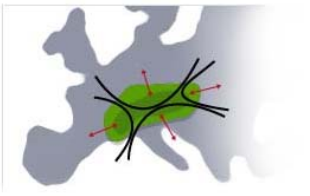
Substantive key issues:

- common perspectives for territorial development dealing with the centre-periphery issue (a. network Alpine MEGAs / peripheral territories; b. network Alpine small and medium cities / peripheral territories);
- Alpine telecommunication (a. accessibility in peripheral regions; b. accessibility for disadvantaged people; c. use of GPS-based information technologies in mountain areas);
- R&D centres with relevant Alpine knowledge (a. networking of Alpine R&D centres; b. innovation in the field of healthcare, sports, handicraft technology);
- innovation capabilities (a. supporting the Alpine SMEs by know-how exchanges; b. public-private partnerships in the field of R&D).

Procedural key issues: cooperative approach.

Key actors: all possible actors dealing with knowledge development and networks building; metropolitan development subjects and networks of Alpine cities as the structuring forces of this process; networks at lower levels important to create linkages internal to this framework and to supply connecting elements; managing authorities of the more important transport infrastructures.

3.1.5 Openness and enlargement



Key words: river basins, openness, enlargement, "little Europes", solidarity, Alpine experience…

Context and perspective: the Alpine Space will become increasingly open in all directions due to the structuring of its major European river basins (Rhine, Rhone, Po and

Danube). This extraversion will shift the stakes for territorial development from the heart of the Alps towards a greater coordination with peri-Alpine regions and even further: Mediterranean Europe, Rhine Europe, Carpathian Europe, Balkan Europe. The entire Alpine Space should be structured according to the functioning of these major basins and to the upstream and downstream solidarity which they imply.

Strategic stakes: to broaden the scope of transnational cooperation outside the Alpine Space, with the aim of expanding the specific Alpine know-how, added values and expectations.

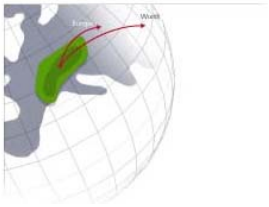
Substantive key issues:

- R&D centres with relevant Alpine knowledge (a. networking of Alpine R&D centres; b. innovation in the field of healthcare, sports, handicraft technology);
- innovation capabilities (a. supporting the Alpine SMEs by know-how exchanges; b. public-private partnerships in the field of R&D);
- society, culture and identity (to resolve the polarity between conservation and modernisation of the Alpine cultures).

Procedural key issues: top-down approach; necessity to involve partners from outside of the Alpine Space (i.e. full use of the Structural Funds 20% rule); possibility of organising restricted calls for proposals targeted on objectives seen as strategic in this view.

Key actors: national authorities, addressing cooperation between the Alpine Space and other neighbouring countries; regional authorities as for the implementation phase.

3.1.6 Positioning: we and the others



Key words: globalisation, international tourism, alpine amenities, global competition, image, joint promotion...

Context and perspective: the Alpine Space will be caught up in the global competition of territories which will continuously destabilise its position and major functions. Alpine tourism, technology, socioeconomic networks and productive systems will be all challenged by the logic of competition well beyond the European scale. After learning to distinguish its own identity and role, in each of the member countries before and within the EU later, the Alpine Space should learn now to rebuild and to communicate its identity and role looking at much broader horizons and at the global scale.

Strategic stakes: to build and to promote a global and competitive identity suitable to address the specific features and challenges of the area as a whole and to exploit the comparative advantages of the Alpine Space.

Substantive key issues:

- common perspectives for territorial development dealing with the centre-periphery issue (a. network Alpine MEGAs / peripheral territories; b. network Alpine small and medium cities / peripheral territories);

- Alpine telecommunication (a. accessibility in peripheral regions; b. accessibility to disadvantaged people; c. use of GPS-based information technologies in mountain areas);
- R&D centres with relevant Alpine knowledge (a. networking of Alpine R&D centres; b. innovation in the field of healthcare, sports, handicraft technology).

Procedural key issues: top-down approach; search for projects federating all the 7 countries of the Alpine Space; possibility of organising restricted calls for proposals targeted on objectives seen as strategic in this view.

Key actors: regional authorities with regard to economic performance, amenity provision and global attractiveness; European Commission and other EU institutions, in view of the contribution of the Alpine Space to European global competitiveness and attractiveness, as a worldwide example of sustainable development policy process; great economic actors.

3.1.7 Towards a strategic scenario

The six scenarios above presented are not (nor they could be) thought as capable to sum up and to rank all possible futures of the Alpine territory. They show rather that the analyses carried out by the present study can offer equally good argumentations to support different spatial orientations, to each responding respective development strategies. In other words, future is not univocal, not simply because it is hardly predictable, but especially because *players into the game of spatial development are too numerous and their needs and interests cannot be easily ignored*.

Therefore, the only serious way to build a strategic scenario for the Alpine Space transnational spatial development (i.e. capable to guide the actors intentions) is *to frame an appropriate public discussion on the proposed visions among the real institutional and socioeconomic decision-makers at stake*. Indeed, any attempt of imposing a desirable scenario by authoritative or scientific legitimation would easily weaken the guiding capacity of such vision, for the simple reason that nobody is motivated to share a scenario which he did not contribute to set up.

3.2 Proposals for improving cooperation after 2006

3.2.1 Contents of cooperation

As previously mentioned (§ 2.1), the *new cohesion policy*, established for period 2007-2013, is primarily oriented towards the implementation of the Lisbon and Gothenburg strategies. In this framework, other concepts beside the ones addressed to by the ESDP become relevant for future programmes of *European territorial cooperation*, which is expected to take the place of current Interreg III Community Initiative as the new Structural Funds mainstream objective no. 3.

As far as the territorial cooperation objective is concerned, *the emerging concept of "territorial cohesion" is of primary interest*. According to the Third Cohesion Report, territorial cohesion may be seen as a translation of the concept of sustainable development into the spatial dimension by means of polycentric development, an

aim which was already introduced by the ESDP. As a concept complementing the economic and social dimensions of cohesion, it is expected to contribute to the implementation of the Lisbon and Gothenburg strategies especially throughout *the value added of territorial integration and of cooperation between regions*.

Therefore, the territorial trends of main importance for the Alpine area (§ 1.1) and the political calls for action on different levels of territorial governance (§ 1.2), as they have been mutually interconnected as substantive key issues (§ 2.1), shall be addressed towards territorial cohesion in the future Alpine Space territorial cooperation programme. In this light, special attention should be addressed to the evidence that, especially in a complex territory like the Alpine area, *specificities and differences between local territories are an immense potential towards innovative capacities of competitiveness*. This means that transnational cooperation in the Alpine Space will be able to contribute to the overall EU territorial cohesion objective according to its effective capacity *to valorise local development potentialities throughout transnational opportunities* (i.e. overcoming the limitations due to national separations).

On the contrary, the outcomes of the Alpine Space Interreg IIIB programme (§ 1.3) have shown that transnational cooperation so far has been developed in many aspects as a framework for the negotiation of distinct national options. *This attitude has to be avoided in future*, since it lead to inhibit local development capacities and, consequently, the success of the next Alpine Space programme and its contribution to EU territorial cohesion and to the Lisbon and Gothenburg aims.

The present study offers offer a vast array of themes and of methodological suggestions which, according to an hopefully agreed development scenario, decision-makers may decide to combine and diversify in view of the preparation of next Alpine Space territorial cooperation programme. Particularly, Table 1 (§ 1.1), Table 2 (§ 1.2) and Table 3 (§ 2.1) are of greater interest for deciding on priorities and measures of future Alpine Space cooperation. First and foremost, however, *a strategic scenario has to be agreed by the concerned stakeholders* according to the proposed procedures (§ 3.1), in the light of the EU territorial cohesion aim.

3.2.2 Area of cooperation

Basing on the simple and perhaps reductive assumption that the Alpine Space "is a space with a strong geographic coherence which should be focused on across-mountain corridors and mountainous environment", *the European Commission services have proposed a restriction of current cooperation area*, to detriment of 6 regions: Alsace, Provence-Alpes-Côte d'Azur (FR), Freiburg, Tübingen (DE), Burgenland (AT), and Liguria (IT). Three options are thus proposed for these regions: to remain integrated in the space, to be cancelled or to be associated with the guaranty to be involved in some projects using the geographic flexibility of 20% (according to art. 22 of current draft ERDF Regulations, COM(2004) 495).

Of course, despite the apparent poorness of motivations, such proposal has to be considered, if only because of the authoritativeness of proponents. To this respect, the analyses carried out in the present study have shown that other regions as well tend to differentiate from the average of the Alpine Space regions for some reason. In particular, the trend analysis (§ 1.1) has pointed out that Rhônes-Alpes (FR) and Upper Austria (AT) do not share the adopted common indicator profile. Conversely, it

has been observed that other regions located outside the area (Stuttgart and Karlsruhe, Mittel- and Unterfranken in Germany, Toscana in Italy, Småland med Őarna in Sweden, Highlands and Islands in Scotland) share indicator values similar to the Alpine regions. The Commission services may agree, of course, that aggregations could be hardly proposed in these cases. Additionally, the policy analysis (§ 1.2) has led the attention on the high number and extremely diversified range of "exceptions" cohabiting in the Alpine territory, against the backdrop of its geographic coherence.

In brief, the point is that the objective homogeneity of geographic characters does not seem a convincing argument to implicate a change (a restriction nor an enlargement) of the existing cooperation area. Instead, also in accordance to the European Governance White Paper's idea of Open Method of Coordination (OMC), subjective willingness of mutual cooperation appears to be a more appropriate criterion to decide whether or not any region should leave or join the cooperation area.

Therefore, since the institutional forms are fundamental to make the OMC working effectively, a *formal letter of commitment to the next Alpine Space territorial cooperation programme should be asked to all regional governments* (cantons, Länder and regions), currently included, to certify their intention to prosecute the experience after 2006. Additionally, all reasonable requests for joining the area received by regional governments not currently involved should be taken in attentive consideration and possibly welcome.

However, as a general rule, the overall experience of Interreg would suggest *to safe the existing cooperation area as far as possible*, since the established networks and relations among partners, at programme and project levels, are an immensely valuable patrimony to be capitalised over time (§ 2.2). This applies especially to the Alpine Space cooperation area, which has started living in a whole dimension only throughout the Interreg III programmes cycle.

3.2.3 Design of strategies and decision-making process

Design of strategies and decision-making process are matter of both policy practices and technical procedures. One main message derived from the policy analysis (§ 1.2) is that transnational territorial cooperation proves to be a difficult task, even if regarding an apparently homogeneous territory like the Alpine Space, because not only levels of territorial governance are several but also policy priorities are different, variously interconnected and often contrasting the ones against the others. On the other hand, procedural issues (§ 2.2) address to consider that the effectiveness of future programme will depend mostly on the capacity to build real consensus on strategic objectives and on structuring choices.

Therefore, since the overall aim of the Alpine Space programme towards EU cohesion policy is expected to be the promotion of local development potentialities throughout transnational opportunities), the design of strategies shall necessarily pass through the effort of *combining the different calls for action on various sectors (horizontal dimension) and levels (vertical dimension)* according to a authentic appreciation of the main features of EU territorial governance.

In practical terms, *to frame a public discussion for the agreement of a strategic scenario* for the future Alpine Space programme according to the above proposed

procedures (§ 3.1) appears to be the right way for approaching such complex and delicate task. Particularly, this will require the recourse to appropriate techniques in the field of policy consensus building in order to obtain effective results.

The policy analysis has shown more in details that regional claims for action are not usually subsumed in the respective national views, certainly not in the case of the Alpine Space area (§ 1.2). On the other hand, the analysis of current Interreg IIIB programme has pointed out the high prevalence of regional authorities among the partners of project implementation, often to detriment of local subjects and of a genuine local development process (§ 1.3). Indeed, the activism of regional authorities at project implementation level becomes often a factor of inhibition of the participation of local public and private subjects, which are the key actors of local development (§ 2.3).

In fact, such behaviour may confirm the understandable worries of regional authorities, which are instead the key actors of territorial governance in the area, for not seeing "their own" concerns of spatial development enough recognised by the programme. In other words, it seems that regional authorities have to preside projects, since they do not feel themselves involved appropriately in decisions regarding the programme. Be that as it may, *the decision-making system which has been experienced in current programming period has proved to be not enough efficient towards the overall results of the territorial cooperation process.*

It seems therefore that the *involvement of regional governments as the key actors at programming level* of the Alpine Space transnational cooperation (§ 2.3) has to be fostered. Particularly, *the political representatives of regional authorities* (Presidents / Ministers of Cantons, Länder, Regions and Autonomous Provinces) have to be consciously committed to the programme objectives and strategies.

In this light, two practical suggestions arise in view of the next programme:

1. *The role of the "Conference of the regions" should be strengthened* in future, for instance by:
   - assigning the Conference a central role in the programming process of the Alpine Space programme for 2007-2013, especially as far as the design of strategies (priorities and measures) is concerned;
   - establishing also formally in the next programme that the membership of the Conference is composed by the heads of regional governments and not by simple officers;
   - making the Conference's advice for the main advancement steps of the programme (financial plan, projects selection criteria, strategic projects etc.) obligatory.
2. The presence of *national and of regional representatives inside the committees of transnational decision* (i.e. both Monitoring Committee and Steering Committee) should be re-balanced in favour of the latter.

Finally, the analysis has shown that, even if focusing on the same territories and borders and having many structural components in common, Interreg IIIA programmes in the Alpine area carry out their strategies independently from the Interreg IIIB Alpine Space programme. Therefore, *a joint strategy of coordination between transnational and cross-border territorial cooperation programmes* could

serve better the interests of the Alpine communities with an increase in the effectiveness of both kinds of programmes.

3.2.4 Programme management

As far as the management of the future programme is concerned, the present study cannot do less of considering the potentialities of the new legal instrument on cooperation established by draft Regulation COM(2004) 496 and also recalled at art. 18 of draft Regulation COM(2004) 495 on the ERDF. Indeed, the "European Grouping of Cross-border Cooperation" (EGCC), invested with legal personality with the aim of reinforcing economic, social and territorial cohesion, can have also the objective of facilitating and promoting transnational and inter-regional cooperation (COM(2004) 496, art. 1).

In the light of the analyses carried out (see especially § 1.3 and § 2.2), the Alpine Space member states are warmly recommended *to take in consideration the institution of an EGCC as a strategic tool for improving cooperation in 2007-2013*. Of course, the modalities of its possible institution, in particular whether to set up the EGCC as a separate joint legal entity or to assign its tasks to one regional authority, shall be matter of attentive evaluation and of political decision. The same shall be, in both cases of acceptance of rejection of the EGCC opportunity, as for the decision on whether to confirm the existing Managing Authority or to assign this task to a different authority (or joint legal entity). Indeed, apart from the unquestionable capacities of current managers, both the options may imply some advantage, in particular:

a) to confirm the existing Managing Authority would permit to capitalise the experience and the know-how built up in 2000-2006;

b) to assign this task to a different authority (or joint legal entity) would permit to spread the institutional capacity also in other regions, perhaps located in other countries and in a different side of the area.

In conclusion, the institution of a EGCC as a new joint legal entity also including the present Managing Authority might be a suitable solution to pursue both the above said advantages.

3.3 Potential strategic projects

3.3.1 Definition of strategic projects

In the course of the legal bases preparation for the new cohesion policy, the issue of strategic projects has been heatedly debated. *The European Commission prepared a definition, which was not readily accepted by the Member States*. However, this debate died off temporarily, perhaps also in the light of political problems affecting the adoption of the financial perspectives for 2007-2013.

The draft regulations on Structural Funds and the Cohesion Fund do not mention strategic projects, but adopt the term *major projects* as to indicate complex operations exceeding 25 or 50 million Euro (in the environment filed or in other fields respectively). The Community Strategic Guidelines (2005) avoid the term as well but

state that transnational cooperation should be centred on "matters of strategic importance".

Basing on its analytical findings, the present study has led to assume that the *notion of strategic projects pertains to contents, as well as to territorial coverage, composition of partnerships, types of objectives, of envisaged activities and results.*

According to this definition, strategic projects should normally address *complex topics, of high relevance to a major part of the Alpine Space or specific types of areas. Broad territorial coverage* should be sought in relation to participating or represented territorial entities. Regarding quality of the partnership, *presence of strategic partners in relation to the objectives and envisaged results of the project* should be required. Moreover, further organisation of transnational activities should lead to *partners becoming a "collective player". Commitment of partners and long term orientation of cooperation* should be prerequisites to build partnerships and carry out complex processes and operations.

Project *objectives should help to achieve strategically important aims at several levels*, such as the EU, the programme area, participating states and regions. The envisaged *types of results should pertain to more advanced categories*, e.g. formation of transnational networks, exchange of best practices, strategy building, activities to implement the strategy.

3.3.2 Ideas for potential strategic projects

Two main frames of reference have been used in elaboration of ideas for strategic projects:

- the EU documents pertaining to the new cohesion policy for period 2007-2013, most notably the Structural Funds and ERDF draft regulations (COM(2004) 492 and 495) and the Community Strategic Guidelines; and
- ideas and proposals developed by the *Prospective Study*, especially those concerning substantive key issues (§ 2.1), key actors (§ 2.3), scenarios (§ 3.1) and the themes of cooperation (§ 3.2.1).

In particular, (a) the *project ideas at programme level* are proposed in view of the preparation and implementation of an Alpine Space programme in 2007-2013 and they include:

⇒ *Alpine Space 2020.* The need to elaborate a strategic vision for the Alpine Space area has been expressed in several occasions. The issue should be addressed in a process encompassing all relevant institutional and socioeconomic stakeholders from all Alpine Space countries and regions. The process should be designed using contemporary knowledge in the relevant fields, such as: visioning techniques, group work techniques, facilitation etc.. The implementation could be led by the JTS with inputs from outside collaborators as required.

⇒ *Preparatory projects.* In order to launch projects in fields of strategic importance yielding concrete action, it may be necessary to build the basis for that in the so called preparatory projects. These would be aimed at identification and focusing of themes, identification and bringing together of key actors as well as preparation of the next phase projects according to results of the preparatory works.

⇒ *Synthesis and dissemination projects.* Synthesis of results of projects dealing with similar or complementary themes could bring valuable new knowledge as well as open new perspectives. It could further lead to identifying new (strategic) projects. Projects oriented into activities to do with dissemination of project results could increase the efficiency and visibility of the programme and bring additional benefits to the cooperation area and its component parts.

⇒ *Projects accompanying programme implementation.* It appears relevant to have current information on content related issues, such as whether and in what way project activities are contributing to the implementation of priorities and measures, what are the effects in the Alpine Space countries and regions etc.. These questions could be pursued in specially designed projects aimed at assessing the programme implementation with a view to results and impacts of the projects.

Besides, (b) the *project ideas connected with strategic key issues* are structured around key words pertaining to topics proposed by the European Commission, as well as to substantive findings of the present study and they include:

⇒ *Metropolitan / urban network of the Alpine Space.* A strategic project should preferably be prepared in a pre-project, addressing questions such as: Which elements are connecting the metropolitan ring of the Alpine Space? Are there interest and scope for cooperation? Who are the potential key actors? What are the relevant fields and themes of cooperation? What experiences in metropolitan cooperation in Europe are of relevance for the Alpine Space? Another aspect of urban cooperation and networking relates to the connections of the metropolitan areas with the small and medium-sized towns: How can these benefit from development dynamics of the metropolitan cities? Is a polycentric urban network feasible? How can it function?

⇒ *Rural-urban relations at work.* This project would seek potential promising fields and instruments of cooperation. It would be based on pilot areas or cases in the Alpine Space. The main aim would be to establish permanent partnerships and cooperation between urban and rural areas. The generated knowledge would be exchanged, compared and assessed in the partnership frame, but communicated also to a wider audience and to other European regions.

⇒ *Regional development observatory.* This project addresses the differences between urban centres, peri-urban and remote regions in the Alpine Space in terms, for example, of levels of education, job offer, value creation etc.. It would have several focuses: to map the differences between urban centres, peri-urban and remote regions and their development trajectories by means of a set of indicators on territorial development; to set up an Alpine Space wide comparison of development patterns; to identify success stories or best practices in managing the "differentials"; to identify success factors, develop recommendations and test them in pilot areas.

⇒ *Territorial effects of "brain drain".* The extent and characteristics of "brain drain" processes in the Alpine Space regions would be first analysed and territorial effects of this process would be documented. Further steps would include the proposal of mitigation strategies and measures and their implementation in pilot areas, as well as the evaluation and dissemination of results.

⇒ *Destination Alpine Space.* Is the Alpine Space a (potential) territory, suitable to enter successfully into competition at major scales, such as the EU and up to the global one? If yes, what makes up its identity and image? Which services does and

should this territory provide to whom? How could it be promoted or marketed? What specific structures could be set up at various stages?

⇒ *Sustainable tourism in the Alpine Space.* This strategic project would need to take an integrated view of several aspects: which are the general development options for tourism development in the Alpine Space; what are the social, economic, environmental and spatial consequences of single scenarios in the light of the sustainable development concept; what strategies and organisational measures may be used to pursue the relevant scenario(s); which good practices exist already in the Alpine Space or elsewhere and can be readily used; which alternatives to tourism have regions with a long term decline of guests?

⇒ *Mobility chain in the Alpine Space.* A comprehensive overview of the state of the art and developments of the whole mobility chain – from large urban centres, TGV stations and major airports, to the small Alpine valleys – in the Alpine Space is missing. A strategic project aimed initially at mapping the mobility chain in the Alpine Space could base on findings of projects implemented in the current programming period, as well as from experience of other cooperation areas. The final objective would be to devise a joint mobility management strategy for the Alpine Space and its various component parts.

⇒ *Public passenger transport in the Alpine Space*. A preparatory project should be launched addressing the following issues: Who are the key actors in the field of public passenger transport? What are their views, needs? Is there scope for an overall agreed Alpine Space policy on the issue? Which developments will most strongly influence development of public passenger transport and in what way? What successful models and practices exist already? Who should act on the issue and in what way?

3.3.3 Project selection criteria

Finally, a first rough draft of *criteria, which could be used in project selection* has been developed on the basis of the study findings (§ 2.1 to § 2.3). The criteria address *two sets of issues: response to substantive key issues and response to key issues of transnational cooperation processes*.

The *response to substantive key issues* (Table 4) may be completed by a more general set of criteria, such as better accessibility to infrastructures, knowledge and public services; improved mobility chain management; higher local economic added-value; diversification in the fields of economy / decrease of mono structured economic systems; well balanced demography; decrease of energy consumption per capita; improvement of policy coherence between local, regional, national and European levels.

However, each of the given criteria should be defined in detail by parameters and aggregation methods in order to come to a more operational evaluation grid. This step obviously must be left open until the final decision on the objectives to be pursued will be taken on the basis of an agreed strategic scenario (§ 3.1).

Measures	Focus	Response criteria
I. The Alpine Space as an innovative, competitive and attractive living and economic space in the scope of a polycentric spatial development		
Common perspectives of territorial development: the centre-periphery issues	a. Network Alpine MEGAs – periphery b. Network Alpine SMC - periphery	Increase of integrated territorial development concepts covering the interlink areas of MEGAs / SMC, increase of experience exchange between Alpine MEGAs / SMC
Competitiveness: economic key sectors and their importance to regions	a. Services, i.e. tourism and healthcare b. Handicraft, agriculture, forestry	Market share of key sectors, number of product innovations, regional gross domestic product per capita, decrease of unemployment
Society: culture and identity	a. Resolving the polarity of conserving and modernizing Alpine culture	Increase of participation of citizens in cultural organisations, increase of cultural competitions and events, increase of cultural model projects, decrease of regulations suppressing new Alpine culture
II. Improving transmissibility and accessibility of the Alpine Space		
Alpine transport of passengers and cargo	a. Strengthening efficiency of cargo transport b. Sustainable passenger transport	Decrease of truck based traffic crossing the Alps, improvement of intermodality in cargo transport, improvement of modal split of passenger transport, decrease of car based traffic in sensitive areas
Alpine telecommunication	a. Accessibility in peripheral regions b. Accessibility to disadvantaged people c. Use of GPS based information technology in mountain areas	Increase of share of online users, increase of territorial coverage by telecommunication services, number of GPS-based products in tourism and transport
III. Wise management of nature, landscapes and cultural heritage, promotion of the environment and the prevention of natural disasters		
Cooperation in the field of natural risks	a. Climate change strategies b. Technical co-operation preventing natural hazards	Decrease of natural hazards, number of new tourism and settlement concepts considering the effects of climate change, increase of high quality natural hazard prediction, improvement of information speed about risks to the public, number of licences of new technologies
Good management and promotion of landscapes and cultural heritage	a. Promoting authentic Alpine services and products b. Creating additional income sources to agriculture and forestry	Increase of regional brands, income of farmers per farm and person, increase of regional cross-sectoral co-operations
IV. Promoting Alpine innovation capabilities and ensuring an equitable repartition of factors of competitiveness		
R&D centres with alpine relevant knowledge	a. Networking of alpine R&D centres b. Innovation in the field of health care, sports, handicraft technology	Increase of third party money in R&D, number of graduate and post-graduate students selecting an Alpine R&D institution, number of licences per year, number of long term cooperation activities
Innovation capabilities	a. Supporting Alpine SMEs by know-how exchange b. Public private partnerships in the field of R&D	Increase of transnational co-operation networks of SMEs, increase of private contributions to the priority, number of PPP between SMEs and Alpine R&D institutions

Table 4 – Response criteria to substantive key issues

The analysis of the *response to key issues of transnational cooperation process* is based on the synthesis of the procedural key issues (§ 2.2) as well as on an assessment of possible involvement of key actors (§ 2.3). The integrated approach leads to criteria based on the scale of transnational cooperation objectives, which encompasses *6 categories: knowledge*, *tools*, *networks*, *exchange*, *strategy* and *actions*, leading to a comprehensive transnational cooperation. Main aspects behind the scale are the questions addressing the *quality of partnership* (balanced partnership); *existence of provisions* to involve strategic key actors; contribution of the project to the *design of EU community policies*; contribution to *organisational learning* within the project, inside and outside the programme (knowledge spiral).

In particular, an effective transnational cooperation could gain from the *involvement of partner types which have proved to be relatively under represented* in current experience: i.e. economic actors, private consulting agencies, enterprises, public-private partnerships and enterprises executing a public mandate. Moreover, in each project the idea of an organised *continuous improvement process should be followed with respect knowledge*. This process is based on four main components, which should be carried out permanently: *documenting new knowledge*, *transferring new knowledge* to other project partners, *disseminating new knowledge* to all parties involved in the programme, *developing additional knowledge* outside the programme circle.

Finally, various management tools allow a detailed evaluation of processes as well as of the quality of organisation structures. A future evaluation grid could for example be based upon methods established in the ISO 9000 or ISO 14000 series.

ALPINE SPACE INTERREG IIIB PROGRAMME



ALPINE SPACE PROSPECTIVE STUDY

SUSTAINABLE TERRITORIAL DEVELOPMENT IN THE ALPINE SPACE: TOWARDS LONG TERM TRANSNATIONAL COOPERATION

FULL REPORT

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November 2005

This report represents the opinion of the independent Expert Group and does not necessarily reflect the views of the Alpine Space Interreg IIIB Programme organisational structures.

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Preface

The present document is the Full Report of the *Alpine Space Prospective Study*, which the Alpine Space Interreg IIIB Programme organisational structures have commissioned in December 2004 to a transnational group of independent experts (hereafter called Expert Group) as a survey on *Sustainable territorial development in the Alpine Space: towards long term transnational cooperation*. The main results of this report are summarised also in an Executive Summary, which is set in a separate volume.

According to the Status Report presented in February 2005 and agreed by the Alpine Space organisational structures, and as illustrated in Figure 1, the *Alpine Space Prospective Study* is based on three distinct analyses (chapter 1), carried out by the Expert Group on current economic, social and territorial trends (§ 1.1), on spatial policies in the Alpine area (§ 1.2) and on the outcomes of the Alpine Space Interreg IIIB programme (§ 1.3).

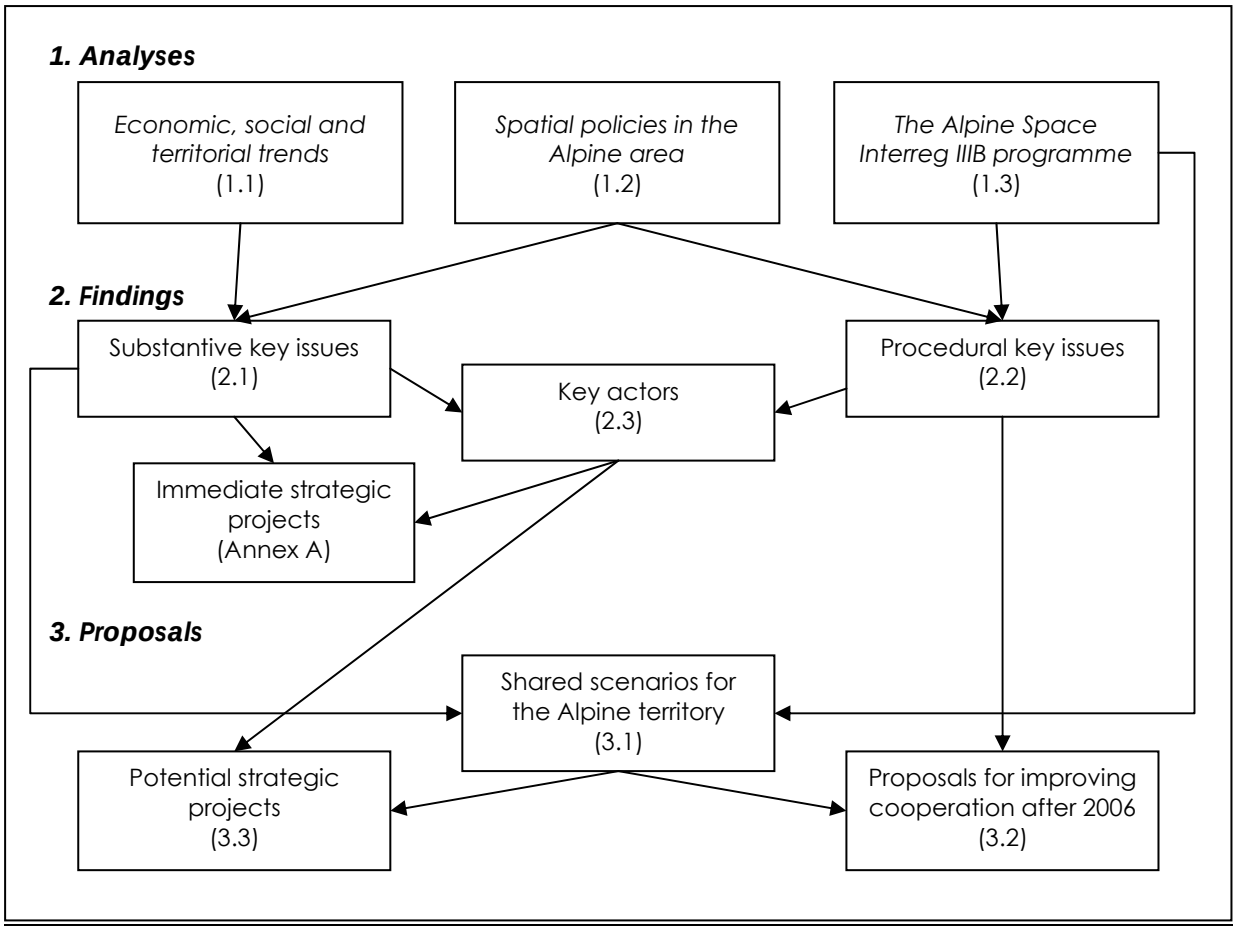


Figure 1 – Logical framework of the Alpine Space Prospective Study

The results of the analyses have then been combined in overall findings (chapter 2), which are organised in substantive key issues (§ 2.1), procedural key issues (§ 2.2) and key actors (§ 2.3). Finally, analyses and findings have given rise to the proposals for a possible Alpine Space territorial cooperation programme in the EU Structural Funds programming period 2007-2013 (chapter 3): these consist in a set of shared scenarios for the Alpine territory (§ 3.1), in proposals for improving cooperation after 2006 (§ 3.2) and in the emerging suggestions for potential strategic projects (§ 3.3). Moreover, the requested proposals of immediate strategic projects (i.e. to be launched before 2006 and therefore submitted already in June 2005) are attached at the end of the report (Annex A).

In particular, the terms of reference of the *Prospective Study* required that this should lead to answer to a series of specific questions. It seems worth taking them up here in order to highlight the overall results of the study or to indicate how the mentioned topics may be retrieved in the report:

1. What are the key transnational trends and issues at stake in the Alpine Space?

The analyses on economic, social and territorial trends (§ 1.1) and on spatial policies in the Alpine area (§ 1.2) are explicitly aimed at answering to this question. Their outcomes are merged and further developed in the section on substantive key issues (§ 2.1).

2. Who are the key players in this respect and what is their role in the institutional framework?

The section on key actors (§ 2.3) focuses on these aspects.

3. What is the degree of knowledge of these issues by key players in the field (local, regional and national authorities, EU, relevant sector administrations, civil society, private sector)? What are their views on the future of transnational issues at stake?

The combination of the analyses on spatial polices in the Alpine area (§ 1.2) and on the Alpine Space Interreg IIIB Programme (§ 1.3) indicates, in general, the existence of a double trend. On the one hand, the knowledge and concerns for the overall issues and challenges (competitiveness, sustainable development etc.) tend to decrease from the higher levels of governance (e.g. EU, national authorities) to the lower ones (e.g. local authorities) and to the private sector. On the other hand, the specific Alpine dimension of such issues and challenges tend to become the more and more conscious at the regional and local level of governance and of private action. Therefore, the study indicates the Alpine regional authorities, for their intermediate position at the crossroad of the above trends, as the primary key actor for the construction of transnational strategies (§ 2.3 and § 3.2). Moreover, the shared scenarios for the Alpine territory (§ 3.1) pursue the aim of combining the existing multiple views on the future of transnational issues at stake.

4. What are their policy tools/instruments?

These have been analysed in the section on spatial policies in the Alpine area (§ 1.2).

5. What is the degree of coverage of these issues by existing planning documents and strategies developed by the above key players?

The analysis on spatial policies in the Alpine area (§ 1.2) may answer to this.

6. To what extent have these issues been appropriately addressed to date by various forms of cooperation (cross-border and transnational projects and programmes)?

The analysis on spatial policies in the Alpine area (§ 1.2), which includes a section on cross-border policies, and the analysis on the Alpine Space Interreg IIIB programme (§ 1.3) contribute to deepen this aspect.

7. How do the positioning and thematic overlaps of different Interreg areas affect the process? If cooperation schemes failed to tackle these issues satisfactorily, by what factors can this be explained?

As agreed in the Status Report (February 2005), the present study has not widened its scope to other Interreg IIIB areas. As far as the relationship between the Alpine Space programme and the Interreg IIIA programmes in the Alpine area is concerned, the analyses (especially § 1.2 and § 1.3) have shown, rather, a status of excessive separation and of respective ignorance. On the contrary, an effort of coordination between the different territorial cooperation programmes affecting the Alpine area should be pursued in future (§ 3.2).

8. What related strategic objectives should be included in a future Alpine Space territorial cooperation programme, taking into account the necessity to accommodate the EU Lisbon and Gothenburg agendas?

Sections 2.1, 3.2 and 3.3 refer to these aspects. However, the study points out that any attempt of legitimating the strategic objectives of the future territorial cooperation programme by an analytical study is not convenient. Rather, an effective transnational programme (i.e. capable not only to indicate which aims are desirable, but also to implement the established aims) requires that the institutional policy-makers at the various levels of territorial governance are directly involved in the decision-making process on the strategic objectives. In particular, the study suggests that this convergence should be promoted through the agreement on a strategic scenario for spatial development in the Alpine Space (§ 3.1).

9. Which cross-border and transnational projects, on which part of Alpine Space (cities, sub-areas) or possibly outside the Alpine Space area, are the most likely to contribute to these strategic objectives?

The shared scenarios on the Alpine territory (§ 3.1) show how these areas and related projects may vary according to the collective intentionality of relevant policy-makers. Therefore, the widest and deepest the stakeholders consensus on one scenario may be, the most likely to contribute to the agreed objectives the respective transnational projects will be.

10. Which partners (institutional key-actors, …, NGOs) should primarily addressed with future cooperating programmes?

The section on key actors (§ 2.3) deals with this topic.

11. Which projects could be launched, at least as preliminary study projects, in the framework of the actual programme (projects to be agreed in PSC in July 2005)?

Proposals, presented already in June 2005, are enclosed in Annex A.

12. Which possible big projects as mentioned in the drafts for the future structural fund regulations (see draft ERDF Regulation, Art. 12 par. 7) are expected which could fit into a future programme?

Reference to the question is made in section 3.3. The latest developments related to cohesion policy, however, allow a doubt on whether the issue will be of relevance at all. It is namely most unlikely that the precondition for implementation of major projects, that is a considerable raise in funding for the territorial cooperation objective, would indeed be fulfilled.

13. Which future cooperation networks according to the future structural fund regulations are expected to suit to a future programme?

As a matter of fact, the draft structural funds regulations refer to cooperation networks especially as far as the third strand of European territorial cooperation (following cross-border and transnational strands) is concerned (see COM(2004) 495, art. 6, point 3). Therefore, this aspect might not pertain formally to future Alpine Space programme which, of course, shall be developed under the second strand. However, the present study recognises transnational cooperation as multi-level and multi-sector territorial governance process, which means a complex network-like structure of actors. This leads to suggest the valorisation of at least two kinds of cooperation networks within and throughout the Alpine Space programme. The former includes the Alpine inter-local and inter-regional existing networks to be fostered and encouraged as strategic project developers (§ 2.3). The latter regards the networking activity which the future Alpine Space programme should establish and develop with other international organisations and programmes active in the area (§ 2.2).

14. What could be the social, economic and environmental impacts of such projects?

Annex A and section 3.3 deal with this topic.

15. What related baseline information, indicators and targets can be used to monitor the achievements of a future Alpine Space territorial cooperation programme?

The study refers to various studies having the aim of collecting and developing information and indicators on various aspects of the Alpine area and, in general, of territorial transformation and governance processes (see especially § 1.1 and § 1.2 and the list of references at the bottom of the study). These should be attentively selected and exploited as a major source of information for the monitoring of a future programme, according to the specific aims of spatial development which the programme will establish. Moreover, the section on potential strategic projects (§ 3.3) contains a proposal of criteria for projects selection, which should be adopted for monitoring activities as well. Finally, the recommendations of the Mid-Term Evaluation of current programme with regard to these aspects are agreed by the Expert Group as helpful for the monitoring system improvement.

In conclusion, beyond the above answers, the *Prospective Study* argues that a long term transnational cooperation will be able to pursue the sustainable territorial development in the Alpine Space only at the condition of a substantial improvement of the current experience. This regards an increased awareness of the complexity of issues and challenges currently at stake in the Alpine area but especially, in this light, the capacity of involving all relevant institutional and socioeconomic stakeholders in the building of shared transnational strategies. Ultimately, stepping into the limelight, the "red thread" of this study indicates that sustainable territorial development in the Alpine Space cannot be automatically ensured by a survey on its relevant features, which the study has carried out. It requires, first and foremost, a more widely shared agreement (i.e. much beyond the borders of the programme organisational structures) on its practical meaning and consequently on the aims, targets and strategies of a common programme for proactive cooperation.

The Expert Group wishes to thank all members of the Alpine Space Interreg IIIB programme coordination group supporting the work by their observations to the interim reports, their comments during the joint meetings and their additional reflections. Special thanks are addressed to the programme Managing Authority and Joint Technical Secretariat giving always all needed support. The Expert Group wishes to thank as well the organisers of the transnational seminars of Rosenheim (25-26 November 2004), Innsbruck (7-8 April 2005) and Venice (16-17 June 2005), for the important suggestions earned with the benefit of the overall work.

Even if all members of the Expert Group share the responsibility of the overall content of the study, individual responsibilities have to be attributed as follows: § 1.1 to T. Bausch and S. Praper; § 1.2 to T. Dax and U. Janin Rivolin; § 1.3 to F. Parvex and M. Vanier; § 2.1 to T. Bausch; § 2.2 to F. Parvex; § 2.3 to T. Dax; § 3.1 to M. Vanier; § 3.2 to U. Janin Rivolin; § 3.3 to S. Praper.

1 Analyses

The first chapter of the *Alpine Space Prospective Study* contains the analyses carried out by the Expert Group, in order to elaborate the primary basis for reflections and proposals developed in the following chapters 2 and 3.

In particular, three distinct analyses are presented: current economic, social and territorial trends (§ 1.1), spatial policies in the Alpine area (§ 1.2) and the outcomes of the Alpine Space Interreg IIIB programme (§ 1.3).

1.1 Economic, social and territorial trends

Against the background of the aims of the *Alpine Space Prospective Study*, the analysis of economic, social and territorial trends should mainly contribute to:

1) creating common basic understanding of the main trends, which are or will be shaping the territory of the Alpine area and its component parts;
2) identifying potential cooperation fields and areas as well as of topics for strategic projects;
3) providing part of the requisite background for elaboration of scenarios for the possible future Alpine Space programme.

In this light, the present section opens with a definition of trends and a short explanation of the approach adopted for the analysis (§ 1.1.1). Then, it describes the main trends currently affecting the Alpine area, from a EU level view to a focus on relevant spatial types (§ 1.1.2). This will permit to point out some potential cooperation fields (§ 1.1.3). Further observations regarding the Alpine Space features as a transnational cooperation area (§ 1.1.4) will anticipate the conclusions (§ 1.1.5).

1.1.1 Trends: definition and analytical approach

1.1.1.1 Definition of trends

The focus of the present section lies on economic, social and territorial trends. These trends are mutually combined the one with the others and mostly are the result of more global or general trends. For example, the dynamic territorial trend of a significant increase of natural hazards is the result of the global trend of climate change as well as the local result of partially wrong settlement decisions in the past. Therefore neither a detailed impact analysis of each trend nor a correlation analysis making visible the dependencies of the trends can be given.

General valorisations of trends can often be found, simplifying an explanation of future effects and giving recommendations of measures against a negative trend or supporting a positive trend. This simplification cannot be used in the framework of a prospective study. Even trends with apparently one direction, as for instance the

increase of natural hazards, must indeed be analysed more precisely: a natural hazard can lead to replace an artificial status by a natural one, or to correct wrong decisions of the past. In several fields, such as transport, tourism or nature conservation, each trend has both components: positive as well as negative impacts.

One idea behind the trend analysis is therefore to create a basis for discussion on fields, in which spatial development strategies can diminish the negative effects of strong and longer lasting trends and simultaneously strengthen the positive impacts of each trend. However, since trends obviously may have different directions in diversely structured areas of the Alpine territory, the possible strategies should be referred to each relevant spatial type.

1.1.1.2 Analytical approach

Even though the section title includes the categories social, economic and territorial, the wording territorial trends is mainly used in the text. This can be justified by the fact that the spatial dimension of trends, i.e. the territorial level or unit to which the trends pertain, is especially highlighted. However, trends are considered in the three categories of sustainable development paradigm: *natural resources and biodiversity*, *economy*, and *culture and social welfare*. A fourth category, namely *spatial development*, has been added in order to accommodate developments of a more narrowly defined territorial character.

In the process of analysis an effort has been made to discern, from the broad variety of developments characterising the EU and the Alpine area, those which, at certain levels, act as driving forces and thus incite other developments.

For the analysis of trends, a list of relevant sources has first been compiled, including:

- general sources, such as statistical reports, general EU documents;
- results of the SPESP and of ESPON studies;
- reports on studies by OECD, EEA and other EU agencies;
- research projects concerning the Alpine Space area.

Literature has been screened for trends as well. The resulting broad range of statements has been synthesised into an initial set of trends. Based on this, a web survey has been performed with the intention to:

- come to a qualitative evaluation of trends with regard to their spatial relevance, dynamics and duration, as well as to acquire hints on specific impacts on the *three spatial types* of which the Alpine area is composed, i.e. the *mountainous area of the Alpine core space*, the *mountainous cities* and the *peri-alpine belt with the metropolitan cities*;
- collect information on additional trends, which may have not been identified initially, but appear important to persons participating in the web survey.

The results of the survey have been processed with statistical methods and results interpreted with a view to the research questions. A short description of trends emerging as the most important for the Alpine area and its component parts has been prepared on the basis of information collected in the previous steps. In order to

complement the information provided by the trend analysis, some studies and other documents have been finally analysed and their results synthetically presented.

1.1.2 Main trends: from the EU level to the Alpine spatial types

Persistent territorial trends get visible in a more or less dynamic but always long lasting change of the development of functionally connected spatial entities. When structuring the fields of development by the idea of sustainability, which is a fundamental approach in European policy, three main fields have to be taken into account:

- natural resources and biodiversity;
- economy;
- culture and social welfare.

Most of the trends are not independent. They have influence on other trends and can, in turn, be reinforced or mitigated by these. They build a very complex network of mutually interweaved factors and functions over time and space. Looking to the past, an analysis of interrelationships can be done helping to understand the observed and proceeding development. As the interrelationships of future trends and new supposed driving forces cannot be analysed in advance, the analysis of trends will be given in a one-dimensional way leaving potential dependencies unconsidered.

1.1.2.1 Trends in the focus of sustainable spatial development

On the basis of documents mostly coming from the European level an extensive set of trends has been compiled. They are presented in the tables below (Tables 1 to 3). A complete list of the source documents is given in the reference section at the bottom of this study. Additional trends were added on the basis of web-based interviews with external experts, who are currently involved into the Alpine Space programme as officials: members of the Steering Committee, some representatives of the regions, the representatives of National Contact Points as well as members of the Joint Technical Secretariat (JTS).

A. Natural resources and biodiversity

Field of spatial development	Trend	Description and sources
habitats and biodiversity	loss of habitats and biodiversity	• through constant further development European landscapes tend to become more uniform, this process is accompanied by a loss of biodiversity (ESDP part A, chap. 3.4.4, p. 33) • continued loss of habitats through destruction, modification and fragmentation of ecosystems as a side-effect of urban development, of more productive agriculture, of forestation, of unrestrained tourism and of damaging infrastructure projects (ESDP part B, chap. 1.4, p. 62) • in Europe, natural habitats are becoming smaller and less diverse, more fragmented and less able to support wildlife (ESPON Project 1.3.2 Natural Heritage, fr-1.3.2-part-1.pdf, Summary, chap. 1.4, p. 11) • abandonment of agricultural areas in the Alpine region threatening nature - diminishing biodiversity as a consequence of disappearance of low-tech farming practices (ESPON Project 1.3.2 Natural Heritage, fr-1.3.2-part-2.2.pdf, chap. 7.2.1, p. 135)

		• in the Alpine area, biological diversity is most threatened by climate change, transport infrastructures, tourism and dams (Europe's environment, chap. 11.2, p. 231, Map 11.1) • transport infrastructure is fragmenting natural habitats (TERM 2004; p. 26)
air pollution and climate	increasing environmental damages by transport	• the environmental situation in the core Alpine area is expected to aggravate due to growth of traffic (Alpine Space Programme, chap. 1.2, p. 29) • increasing transport demand, in particular for road transport and aviation, significantly contributes to several health and environmental problems in Europe (Europe's environment: the third assessment, chap. 2.6., p. 71) • tourism contributes most to the increased demand for passenger transport, which is oriented mainly on private cars and air travel (Europe's environment: the third assessment, chap. 2.7., p. 83) • specific emissions of air pollutants from road transport are falling, despite a growth in traffic the overall emissions decrease (TERM 2004, p. 10) • greenhouse gas emissions from road and air transport are increasing (TERM 2004, p. 12) • increasing transport volumes and concentration of traffic along the main axes cause growth of environmental burdens (REGIONALP final project report - Slovenian version, part A, chap. 2.2, p. 17)
landscapes	variety of landscapes endangered	• through constant further development European landscapes tend to become more uniform, there is loss of biodiversity (ESDP part A, chap. 3.4.4, p. 33) • dependence of landscape conservation above all on extensive agriculture and sustainable forestry, importance of EU and state subsidies (compensatory allowances, agri-environmental programmes); diversification of agriculture required; agricultural restructuring will even intensify in future if these two prerequisites aren't fulfilled - nature protection alone cannot guarantee landscape maintenance and development (REGALP)
natural heritage	increasing pressure on natural resources and natural heritage	• natural resources under threat from natural hazards and overexploitation (Alpine Space Programme, chap. 1.8, p. 40) • strong pressure on natural heritage is expected in the potential MEGAs (Metropolitan Growth Areas) of the Alpine Space (ESPON Project 1.3.2 Natural Heritage, fr-1.3.2-part-1.pdf, Summary, chap. 1.6, p. 18) • increasing pressures on natural heritage as a consequence of population change, increase in GDP and associated development consequences, infrastructure development, agriculture, tourism and recreation (ESPON Project 1.3.2 Natural Heritage, fr-1.3.2-part-1.pdf, Summary, chap. 1.7, p. 23) • long-term deterioration of forest resource is taking place in Europe (Europe's environment: the third assessment, chap. 2.4., p. 52) • soil is being irreversibly degraded and lost due to pressures resulting from the concentration of population and activities in localized areas, economic activities, and changes in climate and land use (Europe's environment, chap. 9, p. 198) • increasing land-use conflicts between land consumption, abandonment and conservation: in central areas between settlement expansion / urban sprawl, transportation and infrastructure development, tourism, agriculture and nature / landscape conservation; in peripheral areas abandonment of less accessible and productive areas, forest growth (REGALP)
natural hazards	dynamic increase of natural hazards	• increasing number of flood events of different types, e. g. flash floods (ESDP part B, chap. 2.4.2, p. 73) due to global climate change, poor river management and inadequate urban planning (Europe's environment: the third assessment, chap. 3, p. 91) • increased risk of erosion and wetland loss in the future (ESPON Project 1.3.2 Natural Heritage, fr-1.3.2-part-1.pdf, Summary, chap. 1.3, p. 10)
nature protection	growing extent of protected areas in the EU	• growing extent of protected areas in the EU (ESDP part A, chap. 3.4.2, p. 31)

water resources	deterioration of water resource quality	• deterioration of water resource quality due to continuing pollution, over-utilization and bad management (ESDP part A, chap. 3.4.3, p. 32) • water resources in Europe under threat from a range of human activities, such as agricultural or industrial production, use of water by households etc. (Europe's environment: the third assessment, chap. 8, p. 165)
Waste	increase of waste	• overall volumes of waste are continuing to grow in Europe (EEA signals 2004, p. 14)

Table 1 – Main trends: natural resources and biodiversity

B. Economy

Field of spatial development	Trend	Description and sources
accessibility	Growing importance of accessibility to infrastructure and knowledge	• growing importance of information and telecommunication infrastructure for single activities and territories (ESPON 1.2.2, chap. 5, p. 171) • the possibility of access to infrastructure and knowledge becoming ever more important for rural areas in the EU (ESDP part B, chap. 2.2.2, p. 67) • telecommunications present the opportunity for less developed European regions to access services and markets in core regions (ESPON Project 1.2.2 Telecom Trends, fr-1.2.2.pdf, p. 165, 166) • accessibility as one main driving force for regional development and land consumption: upgrading transport infrastructure (TEN and national projects) will be a decisive factor for the economic performance of the alpine regions - high accessibility as an economic advantage, but linked with (partially massive) adverse environmental impacts, low accessibility as a reason for declining economic power (REGALP)
	knowledge economy and society are progressing	• knowledge economy and society are progressing (Proposal for a Council Regulation on ERDF, ESF and CF, Explanatory memorandum, p. 2) • development path of knowledge economy follows innovation path in telecommunication technologies (ESPON 1.2.2, chap. 3, p. 112)
	economic restructuring is expected to accelerate	• likely acceleration in economic restructuring (Proposal for a Council Regulation on ERDF, ESF and CF, Explanatory memorandum, p. 2)
	increasing administration costs	• increasing of administration costs as a competition factor especially to SMEs (European social statistics, Social protection, Expenditure and receipts p. 20, B 2.2)
transportation	increase of transportation volume, road growth, rail decline	• constant trend of last 30 years, road growth, rail decline and increase of GDP, is now affected by environment problems and network gridlock (ESPON Project 1.2.1 Transportation Trends, fr-1.2.1-summary.pdf, p. 59) • growth of freight traffic estimated at 3 % and of passenger traffic at 1.7 % yearly for the period up till 2010 (Alpine Space Programme chap. 1.3, p. 33) • in the EU, freight volumes are growing faster than the economy, whereas passenger traffic is growing at the same rate as the economy (EEA sygnals 2004, p. 18) • present price structures are favouring individual transport (TERM 2004, p. 20)
	growing impact of transportation on the environment	• increasing transport volumes and concentration of traffic along the main axes cause growth of environmental burdens (REGIONALP final project report - Slovenian version, part A, chap. 2.2, p. 17) • increasing transport demand, in particular for road transport and aviation, significantly contributes to several health and environmental problems in Europe (Europe's environment: the third assessment, chap. 2.6., p. 71)

energy	rising energy consumption	• total energy consumption has been rising in EU-25 since the mid nineties and this trend is expected to continue (EEA signals 2004, p. 16) • despite some growth in absolute terms renewable energy is not expected to raise its share significantly in the next decades (EEA signals 2004, p. 16)
state and society	declining State aid and funding	• direct public funding to large companies has been substantially cut (ESPON Project 2.1.2 R&D Policy impact, fr-2.1.2.pdf, p. 64) • decline of State aid per head (3rd Cohesion Report, part 3, p. 128 f., table 3.1)
	continuing direct public support to SMEs	• direct public support to SMEs continues (in all Member States) (ESPON Project 2.1.2 R&D Policy impact, fr-2.1.2.pdf, pp. 64-65)
agriculture	growing competition in agriculture	• stronger competition in agriculture, especially production of milk and meat by EU enlargement: strong risk to farmers in the mountainous areas(EUROSTAT Yearbook 2005 (A) chap. 7, p. 233-244; (B) chap. 2, maps 2.3 - 2.5) • marginalization of agriculture possibly threatening the basis of regional economies in the Alps (ESDP, part B, chap. 2.2.3, pp. 67-68) • European territories dependent on agriculture have experienced a long-term decline in competitiveness as regards their traditional products (ESPON Project 2.1.3 CAP impact, fr-2.1.3.pdf, chap. 2.4.2, p. 62) • increasing land-use conflicts between land consumption, abandonment and conservation: in central areas between settlement expansion / urban sprawl, transportation and infrastructure development, tourism, agriculture and nature / landscape conservation; in peripheral areas abandonment of less accessible and productive areas, forest growth (REGALP) • economic restructuring in the Eastern Alps (in the narrow sense): agriculture and forestry in decline, traditional industries still important in many places, but also new specialized activities, stronger development of services - spaces with successful (diversified) economies as well as regions in economic and demographic decline (REGIONALP final project report - Slovenian version, part A, chap. 2.2, p. 16)
tourism	dynamic competition / concentration in the tourism sector	• stronger competition and need of change of accommodation structure in tourism sector (EUROSTAT Yearbook 2005 (A) chap. 6, p. 219-222; (B) chap. 8, maps 8.1 - 8.3) • concentration of large-scale tourism in destinations with up-to-date facilities, comprehensive infrastructure, long-term advantage of destinations at high sea levels; rural and agri-tourism as an opportunity for peripheral alpine regions (REGALP) • concentration of winter ski tourism in a few well known resorts (ex. Austrian Alps), change of preference regarding accommodation in favour of better quality facilities (ex. Tyrol) (Mountain Areas in Europe: final report, chap. 7.3, p. 137) • growing importance of alternative tourism offers - sustainable tourism or ecotourism (Mountain Areas in Europe: final report, chap. 7.3, p. 137) • changes in tourism as regards spatial structures: less ski infrastructure construction, abandonment of lower-lying ski areas, decrease in accommodation capacities, concentration in attractive higher-lying areas (REGIONALP final project report - Slovenian version, part B, chap. B-1, p. 55) • in peripheral and central Alpine valleys and basins characterised by strong suburbanization processes, location of craft and industry and high traffic loads there is a trend to shorter stays of tourists; tourism is concentrating on attractive towns, cultural tourism important (REGIONALP final project report - Slovenian version, part B, chap. B-1, p. 55)
	growth of city and cultural tourism	• growth of urban tourism (ESDP part B, chap. 2.4.4, p. 75)

Table 2 – Main trends: economy

C. Culture and social welfare

Field of spatial development	Trend	Description and sources
cultural heritage	new meanings and weight of cultural heritage due to EU enlargement	• higher cultural complexity of the territory and more opportunities for cultural identification for the European communities as a consequence of the enlargement (ESPON 1.3.3, 1.ir-1.3.3.pdf, chap. 1.3, p. 6) • an expected increase in human mobility due to increased cultural consumption and as a result of wider availability of intangible cultural elements (f. ex. security) (ESPON 1.3.3, 1.ir-1.3.3.pdf, chap. 1.3, p. 6)
population	over-aging population	• over-aging population within and around the alpine area (EUROSTAT Yearbook 2005 (A) chap. 2, p. 55 ff., (B) chap. 1, map 1.1; ESPON Project 1.1.4 Demographic trends, 3-ir.1.1.4.part_1a.pdf; p. 13f., map 5.5) • polarisation between cities including their surroundings (economic and population growth) and peripheral / economically weak areas (increasing dependence on cities, out-commuting, in marginal areas out-migration and over-aging) (REGALP)
	depopulation	• diverging trends in the Alpine Space: intensive urbanization processes in some areas, depopulation in others (Alpine Space Programme, chap. 1.2, p. 28) • strong depopulation process when the present demographic trends without migration are maintained (ESPON Project 1.1.4 Demographic trends, 3-ir.1.1.4.part_1b.pdf, p. 34 f.) • polarisation between cities including their surroundings (economic and population growth) and peripheral / economically weak areas (increasing dependence on cities, out-commuting, in marginal areas out-migration and over-aging) (REGALP) • depopulation in some parts of the Eastern Alps, growth of population combined with growth of, and/or increasing density in, settlement areas in others (REGIONALP final project report - Slovenian version, part A, chap. 2.2, p. 16)
	decline of working age population	• decline of working age population (15-64) is projected to begin falling earlier than the total (3rd Cohesion Report, part 1, p. 16 ff., map A1.3)
	growth in immigration	• growth in immigration is expected in the next decades (Proposal for a Council Regulation on ERDF, ESF and CF, Explanatory memorandum, p. 2)
state and society	increasing social protection expenditure and administration costs	• increasing of social protection expenditure within the alpine area (European social statistics, Social protection, Expenditure and receipts p. 14 f., B1.1 - 1.4) • increasing of administration costs (European social statistics, Social protection, Expenditure and receipts p. 20, B 2.2)
	declining public expenditure across the EU	• declining of public expenditure across the EU (3rd Cohesion Report, part 2, p. 84 ff., graph 2.1)
science, technology and education	growing interest in higher education, but also stronger competition between universities	• growing part of younger people with interest in an academic education, global trend of low level academic education (bachelor / master concept), trend to in service trainings, dynamic implementation of the Bologna process (EUROSTAT, (A) chap. 2, p. 73ff.; Mountain Areas in Europe, final report, chap. 7.2, pp. 124-126) • competition between universities changes because of reduced public financial engagement, large scale universities in the field of resource intense education programmes tend to eliminate small and medium sized institutions (Mountain Areas in Europe, final report, chap. 7.2, pp. 124-126)

	emerging opportunities for European cities as R&D locations	• increasing global competition in the field of research and development as a factor of growth and employment in the alpine cities (EUROSTAT Yearbook 2005, (A) chap. 5, p. 181 ff.)
	societal preconditions and priorities for R&D are in transformation	• Member States are trying to face the challenge of an increased and more effective RTD investment, although actions taken recently may not yet have produced all desired effects, and there remains room for further action (ESPON 2.1.2, chap. 4.5, p. 64) • Increasing global competition in the field of research and development as a factor of growth and employment in the alpine cities; ongoing and fast technological change of information society as a prerequisite to R & D (EUROSTAT Yearbook 2005 (A) chap. 5, p. 181 ff., chap 1, p.15 ff.)

Table 3 – Main trends: culture and social welfare

Some of the trends identified above, which have a certain impact on the Alpine area cannot be assigned uniquely to one of the three main fields of the sustainability triangle. They shall be summarised under the further topic spatial development (Table 4).

D. Spatial development

Field of spatial development	**Trend**	**Description and sources**
economic concentration	economic concentration in the EU / growing disparities	• one outstanding larger geographical zone of global economic integration in the EU - the core area or pentagon; further concentration of activities, particularly high-quality and global functions in the core area of the EU and a few metropolises (ESDP part A, chap. 3.2.1, p. 20) • the analysis of territorial disparities in the EU demonstrates the need for cooperation among the various Community policies which have a territorial impact and between those and national policies (Interim Territorial Cohesion Report, p. 5) • polarisation between cities including their surroundings (economic and population growth) and peripheral / economically weak areas (increasing dependence on cities, out-commuting, in marginal areas out-migration and over-aging) (REGALP) • Alpine Space acts as one of the centres of economic growth in Europe (Alpine Space Programme, chap. 1.2, p. 23)
	spreading of economic power	• spreading of economic power from the peri-alpine agglomerations into some of the main valleys (Alpine Space Programme, chap. 1.2, p. 23)
spatial disparities	increasing regional differences of job opportunities / unemployment	• Increasing regional differences of job opportunities / unemployment (within Alpine regions / between Alpine regions) (EUROSTAT Yearbook 2005 (A) chap. 2, p. 85ff., (B) chap. 5, maps 5.2, 5.6) • increasing competition for highly qualified personnel on the labour force market (Alpine Space Programme, chap. 2.1, p. 45-46) • polarisation between cities including their surroundings (economic and population growth) and peripheral / economically weak areas (increasing dependence on cities, out-commuting, in marginal areas out-migration and over-aging) (REGALP) • economic restructuring in the Eastern Alps (in the narrow sense): agriculture and forestry in decline, traditional industries still important in many places, but also new specialized activities, stronger development of services - spaces with successful (diversified) economies as well as regions in economic and demographic decline (REGIONALP final project report - Slovenian version, part A, chap. 2.2, p. 16)

urbanisation	urbanisation and counter-urbanization processes are taking place	• within EU countries movement of people from regions with high unemployment to those with lower unemployment figures; immigrants settling mostly in urban areas (ESDP part B, chap. 1.2, p. 58) • changes in the population structure and lifestyles are strengthening urbanization, there is a growing demand for housing (ESDP part B, chap. 1.2, p. 59) • diverging trends in the Alpine Space: intensive urbanization processes in some areas, depopulation in others (Alpine Space Programme, chap. 1.2, p. 28) • the major overall tendency of urbanisation in Europe is counter-urbanisation (Interim Territorial Cohesion Report, p. 27) • polarisation between cities including their surroundings (economic and population growth) and peripheral / economically weak areas (increasing dependence on cities, out-commuting, in marginal areas out-migration and over-aging) (REGALP) • in peripheral and central Alpine valleys and basins characterised by strong suburbanization processes, location of craft and industry and high traffic loads there is a trend to shorter stays of tourists; tourism is concentrating on attractive towns, cultural tourism important (REGIONALP final project report - Slovenian version, part B, chap. B-1, p. 55) • rural-urban relationships are undergoing significant change (ESPON 1.1.2, fr-1.1.2-part-2.pdf; pp. 260, 261; SPESP Programme results, p. 5; Interim Territorial Cohesion Report, pp. 27-28)

Table 4 – Main trends: spatial development

1.1.2.2 Trends with significant and strong impact on the Alpine area

To determine the degree of spatial impacts of the identified trends, a web-based survey among the members of the expert team and further external experts was carried out. For each trend identified in the first stage of the analysis, the respondents were interviewed about the:

- territorial impact on the European level (1 = strong, 2 = medium, 3 = weak);
- territorial impact on the Alpine area (1 = strong, 2 = medium, 3 = weak);
- dynamics of the trend concerning the Alpine area (1 = strong, 2 = medium, 3 = weak); and, finally,
- duration of the trend within the Alpine area (1 = long lasting (more than 20 years), 2 = long to medium (10 – 20 years) and 3 = short to medium (less than 10 years).

Furthermore each expert had the possibility to mark those trends, which from his/her view significantly influence the:

- mountainous core Alpine area;
- Alpine cities; and
- peri-Alpine areas also covering the Alpine metropolitan cities.

Finally, each expert could give comments concerning trends, which from his/her view should be added to the analysis. Especially the field of research and development (R&D) was missed by most of the experts. Therefore, it was proposed to add the aspects as listed under "science, technology and education" in the section C of the above trend list. Furthermore, a more differentiated consideration of the field of transport and nature conservation was proposed. Both aspects were taken into account in the final list of territorial trends.

Field of spatial development	No.: trend (short description)	Average score				
		EU territorial impact	Alpine area			
			territorial impact	dynamics	duration	Ø impact
	A: Natural resources and biodiversity					
habitats and biodiverstity	1: loss of habitats and biodiversity	1,50	1,10	1,88	1,38	1,45
air pollution and climate	2: increasing environmental damages by transport	1,40	1,10	1,50	1,75	1,45
landscapes	3: variety of landscapes endangered	1,90[1]	1,20	1,88	1,50	1,53
natural heritage	4: increasing pressure on natural resources and natural heritage					
natural hazards	5: dynamic increase of natural hazards	1,80	1,00	1,50	1,38	1,29
nature protection	6: growing extent of protected areas in the EU	2,30	1,80	2,38	2,38	2,18
water resources	7: deterioration of water resource quality	1,50	2,00	1,88	1,50	1,79
waste	8: increase of waste	2,11	2,40	2,25	1,63	2,09
	B: Economy					
accessibility	9: growing importance of accessibility to infrastructure and knowledge	1,30	1,20	1,88	1,50	1,53
	10: knowledge economy and society are progressing[2]	1,50	1,50	2,00	1,00	1,50
	11: economic restructuring is expected to accelerate[2]	2,00	1,75	2,00	1,25	1,66
	12: increasing administration costs	2,30	2,40	2,63	2,38	2,47
transportation	13: increase of transportation volume, road growth, rail decline	1,40[1]	1,10	1,50	1,75	1,45
	14: growing impact of transportation on the environment					
energy	15: rising energy consumption	1,70	1,60	1,75	1,63	1,66
state and society	16: declining State aid and funding	1,80	1,60	2,00	1,63	1,74

[1] Trends 3 and 4, as well as 13 and 14, were included in one question in the survey, but the received comments led to a splitting into separate trends.

[2] These trends were added after the trend survey, according to the comments of the participating experts.

	17: continuing direct public support to SMEs	2,60	2,40	2,50	2,50	2,47
agriculture	18: growing competition in agriculture	1,70	1,50	1,86	1,75	1,70
tourism	19: dynamic competition / concentration in the tourism sector	2,10	1,20	1,63	2,00	1,61
	20: growth of city and cultural tourism	1,70	1,80	2,00	1,88	1,89
	C: Culture and social welfare					
cultural heritage	21: new meanings and weight of cultural heritage due to EU enlargement[3]	2,00	1,80	2,30	1,90	2,00
population	22: over-aging population	1,20	1,30	1,88	1,00	1,39
	23: depopulation	2,50	1,70	2,38	1,88	1,98
	24: decline of working age population	2,00	2,10	2,13	1,75	1,99
	25: growth in immigration (here: out migration from metropolitans to core)	2,00	1,44	2,13	1,88	1,81
state and society	26: increasing social protection expenditure and administration costs	2,00	2,30	1,88	1,75	1,98
	27: declining public expenditure across the EU	2,00	1,70	2,00	2,50	2,07
science, technology and education	28: growing interest in higher education, but also stronger competition between universities[3]	1,80	1,40	1,30	1,50	1,40
	29: emerging opportunities for European cities as R&D locations[3]	1,75	1,40	1,65	1,45	1,82
	30: societal preconditions and priorities for R&D are in transformation[3]	2,10	2,00	2,30	1,90	2,06
	D: Spatial development					
economic concentration	31: economic concentration in the EU / growing disparities	1,40	1,60	1,63	1,63	1,62
	32: spreading of economic power	1,90	1,90	1,88	1,63	1,80
spatial disparities	33: increasing regional differences of job opportunities / unemployment	1,90	1,90	1,88	1,63	1,80
urbanisation	34: urbanisation and counter-urbanization processes are taking place	1,70	1,80	1,86	1,71	1,79

Table 5 – Trends with significant and strong impact on the Alpine area

[3] These trends were added after the trend survey, according to the comments of the participating experts.

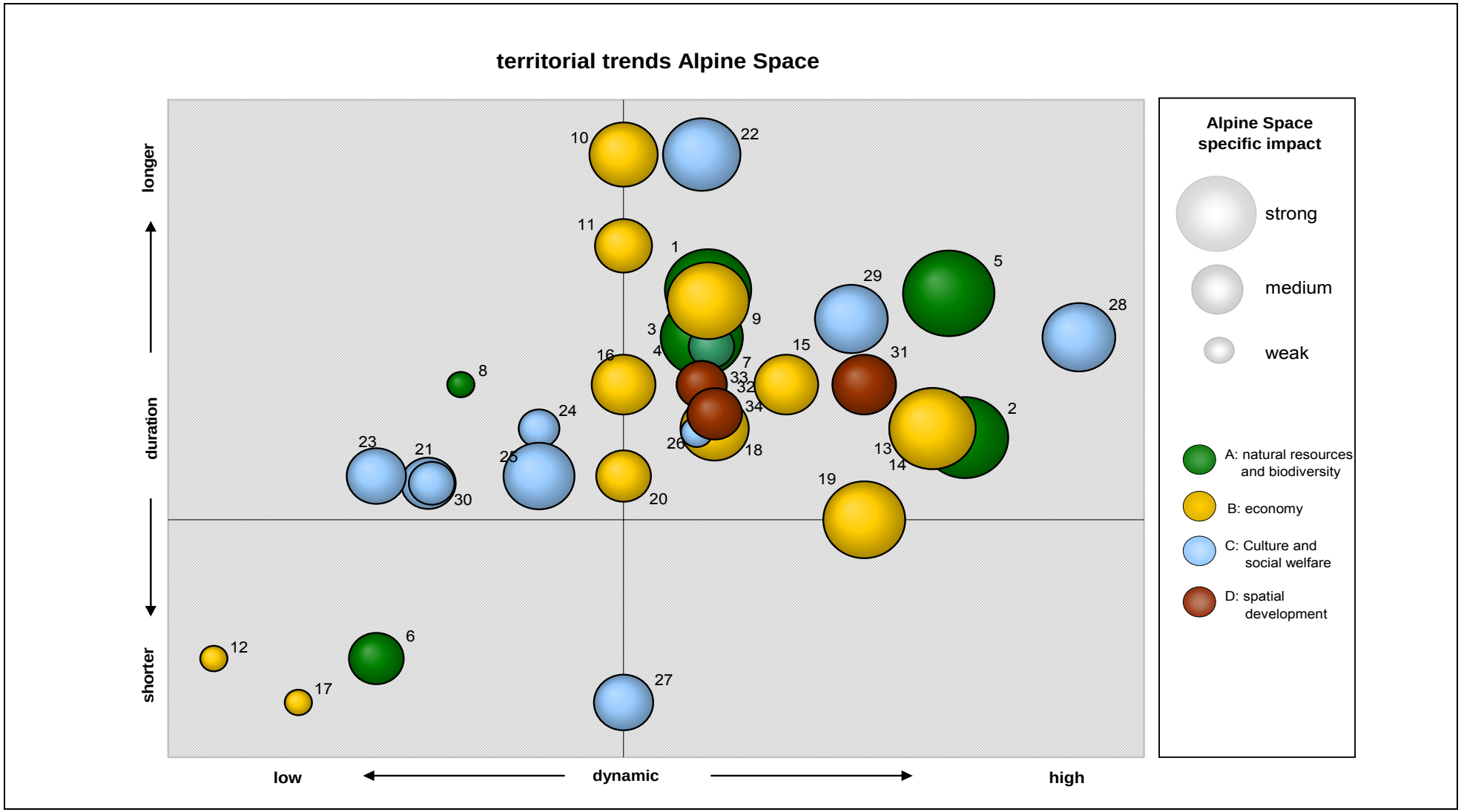


Figure 2 – Classification of territorial trends

Table 5 – Trends with significant and strong impact on the Alpine gives a summary of results. It is worth recording that these are based on a relatively small sample (N=11). The sample nevertheless covers the entire Alpine arc and, particularly, all the experts involved in the study are part of the sample. By the given ordinal scales, a value close to 1,0 means that most of the experts consider a trend to have a strong impact or respectively strong dynamics or respectively to be of a long lasting duration. The average impact gives the average voting on the categories territorial impact on, dynamics and duration in the Alpine area.

Figure 2 illustrates the pattern of the 34 identified trends numbered as in Table 5. On the horizontal axis the dynamics of trends is growing from left to right, on the vertical axis the duration is growing from the bottom to the top. Trends with a higher specific territorial impact on the Alpine area are marked by larger bullets, those with a relatively lower impact by smaller ones.

A significant relevance to the future development of the entire Alpine territory is given by those trends, which are positioned in the upper right sector and are marked by a relatively large bullet. They have a strong territorial impact (large bullet), are of a high dynamics and are expected to persist in the next decades. An absolute ranking of these trends cannot be given because of the small sample size. Instead, the following grouping is helpful to further understanding.

➢ *Top-trends*, i.e. strong territorial impact (below 1,4), over average dynamics (below 1,92) and over average duration (below 1,7):

Impact to Alpine area	Trend no.	Trend short description
1,00	5	dynamic increase of natural hazards
1,10	1	loss of habitats and biodiversity
1,20	3	variety of landscapes endangered
1,20	4	increasing pressure on natural resources and natural heritage
1,20	9	growing importance of accessibility to infrastructure and knowledge
1,30	22	over-aging population
1,40	28	growing interest in higher education, but also stronger competition between universities
1,40	29	emerging opportunities for European cities as R&D locations

Table 6 – Top-trends in the Alpine area

➢ *Further trends*, i.e. either over average territorial impact (below 1,63), over average dynamics (below 1,92) and over average duration (below 1,7) or strong territorial impact (below 1,4) and either dynamic or duration over average:

Impact to Alpine area	Trend no.	Trend short description
1,10	2	increasing environmental damages by transport
1,10	13	increase of transportation volume, road growth, rail decline
1,10	14	growing impact of transportation on the environment
1,60	15	rising energy consumption
1,20	19	dynamic competition / concentration in the tourism sector
1,60	31	economic concentration in the EU / growing disparities

Table 7 – Further important trends

1.1.2.3 Differences between the main spatial type of the Alpine area

The impacts of the listed territorial trends are of course of different character and intensity in the three main spatial types of the Alpine area introduced in section 1.1.2.2: the *mountain areas of the Alpine core space*; the *mountain cities*, mostly of a size not larger than 100.000 inhabitants; and in the *peri-alpine area with the metropolitan cities* of the Alpine territory.

By the web survey the respondents had to comment on those trends, which by their opinion have a significant territorial impact on the respective spatial type. Table 8 shows the specific importance of each trend for each of the three categories. In the case of trends with three plus marks "+++", more than 75% of the respondents believe that there is a specific impact to this spatial type. In case of "++" between 50% and 75% of the experts gave a vote, whereby a single "+" marks those trends for which less than 50% but more than a quarter saw an impact.

Territorial trend		Impact to		
		mountain area	**mountain cities**	**peri-alpine regions**
1:	loss of habitats and biodiversity	+		+
2:	increasing environmental damages by transport	+	++	+
3:	variety of landscapes endangered	+		+
4:	increasing pressure on natural resources and natural heritage	+		+
5:	dynamic increase of natural hazards	+++	+	+
6:	growing extent of protected areas in the EU			
7:	deterioration of water resource quality			+
8:	increase of waste		+	+
9:	growing importance of accessibility to infrastructure and knowledge	+	++	+
10:	*knowledge economy and society are progressing*[4]			
11:	*economic restructuring is expected to accelerate*			
12:	increasing administration costs	+		
13:	increase of transportation volume, road growth, rail decline	+++	++	+++
14:	growing impact of transportation on the environment			
15:	rising energy consumption	++	+	+
16:	declining State aid and funding	++		+
17:	continuing direct public support to SMEs		+	+
18:	growing competition in agriculture	++		+
19:	dynamic competition / concentration in the tourism sector	++		+
20:	growth of city and cultural tourism	+	++	+
21:	*new meanings and weight of cultural heritage due to EU enlargement*			
22:	over-aging population	++	+	+
23:	depopulation	++		
24:	decline of working age population	+		

[4] Because of the survey design, a detailed analysis of the later introduced territorial trends was not any more possible.

25: growth in immigration (here: out migration from metropolitans to core)	+	++	+++
26: Increasing social protection expenditure and administration costs		+	+
27: declining public expenditure across the EU	+	+	
28: growing interest in higher education, but also stronger competition between universities[3]			
29: emerging opportunities for European cities as R&D locations			
30: societal preconditions and priorities for R&D are in transformation			
31: economic concentration in the EU / growing disparities	++	+	++
32: spreading of economic power	+	+	+
33: increasing regional differences of job opportunities / unemployment	+	+	
34: urbanisation and counter-urbanization processes are taking place	+	++	+

Table 8 – Impact of territorial trends by spatial type

Even though most of the above mentioned "top trends" or "further important trends" of course are described as significant to at least one of the spatial types, there exist partially considerable differences between the types.

As a major territorial trend to all three types number 13 "increase of transportation volume, road growth, rail decline" can be identified. To some extent this will also be a result of trend number 25 "growth in immigration (here: out migration from metropolitans to the core)" with the resulting growth of the number of commuters. In contrast, the dynamic increase of natural hazards is judged as a trend mainly relevant to the mountain areas. Nevertheless a basic impact is seen also on the surrounding areas.

1.1.2.4 Description of the main territorial trends in the Alpine area

The information available on the identified trends allows to construct, even if in varying detail, pictures of the expected developments in single fields, in some cases including causes and probable impacts. The available information has been synthetically presented following the fields of territorial development as defined in the previous steps of the trend analysis. Descriptions include those trends, which have been assessed as having strong or medium potential impact on the Alpine Space area.

1.1.2.4.1 Natural resources and biodiversity

Habitats and biodiversity

Several factors are leading, through destruction, modification or fragmentation of ecosystems, to loss of habitats: urban development, introduction of more productive agricultural practices, forestation, unrestrained tourism, damaging infrastructure networks. The habitats are becoming smaller, less diverse and more fragmented, and are therefore less able to support wildlife.

As to biodiversity, further loss is expected as well. In the Alpine area, this can be attributed mostly to climate change, transport infrastructure construction and operating, tourism and dams. Other important factors contributing to impoverishing of biodiversity include abandonment of agricultural areas and disappearance of low-tech farming practices, but also the growing uniformity of landscape.

By results of the web-based survey, the trend is expected to impact mostly on the mountain areas of the Alpine core space and the peri-alpine area with metropolitan cities.

Air pollution and climate

Increasing transport demand is leading to growth of traffic, which, in turn, contributes to an aggravation of environmental situation. While specific emissions of air pollutants from vehicles are falling due to technological improvements, greenhouse gas emissions are on the increase. A considerable share of health and environmental problems in Europe and in the Alpine Space is attributable to traffic-related pollution.

The trend seems to be of relevance for all three spatial types of the Alpine area, but will presumably be most strongly felt by the mountain cities.

Cultural landscape

Further development of cultural landscapes in Europe is generally leading toward more uniformity. In spite of efforts to preserve high quality landscapes, their extent and variety is diminishing. In the Alps, the preservation of traditional cultural landscapes depends strongly on extensive agriculture and sustainable forestry. EU subsidies and national schemes play an important role as well. Nature protection also engages in landscape maintenance and development, but its scope is limited.

The alpine agriculture is expected to undergo further restructuring and the long-term existence of support for landscape-preserving activities is not guaranteed. This might lead to an intensified process of landscape change and to continued losses of landscape qualities.

Impacts are expected mostly in the mountainous areas and peri-alpine regions of the Alpine territory.

Natural heritage and natural resources

There is a growing pressure on natural heritage and natural resources, originating from population and infrastructure development, agriculture, tourism and recreation (concentration in localized areas, flows).

Degradation of resources concerns for example forest, soil and water. The soil is most affected by human activities, changes in climate and land use. Water quality is at risk due to continuing pollution, over-utilization and bad management. On the other hand, water is considered as one of the most valuable assets of the Alpine core area.

The fact that the extent of protected areas in the EU is growing should be mentioned as a positive development, contributing significantly to preservation of valuable natural heritage.

As to the Alpine area, especially strong pressure on natural heritage and natural resources is expected in the so-called potential metropolitan growth areas (MEGAs), which are located mostly in the peri-alpine regions, and in the mountainous areas of the Alpine core.

Natural hazards

Natural hazards, such as flood events or erosion, are increasing. This is true of the number of events as well as of the resulting damages. Causes for the increased risk

are attributed to human activities and their consequences: the growing number of flood events is believed to be the result of global climate change, poor river management and inadequate urban planning.

In the web survey, more than 75 % of respondents indicated that an increase of natural hazards would be significant to the mountainous areas of the Alpine core, but between 25 and 50 % indicated an expected impact also on the mountain cities and the peri-alpine regions.

1.1.2.4.2 Economy

Accessibility to infrastructure and knowledge

Even if with differing pace in single territories, the knowledge economy and society are progressing in the EU. With this, the significance of access to information and telecommunication infrastructure and knowledge is growing as well. This holds true for urban and rural areas alike: good accessibility equals economic advantage, whereas low accessibility may mean declining economic power of territories. Through the use of information and telecommunication infrastructure and services, peripherally located or less developed regions may more easily access services and markets in the EU core regions.

In the web survey, accessibility has been found of importance for all three spatial types of the Alpine area, but especially for the mountain cities.

Transport

A constant trend in the EU and in the Alpine area in the past decades, which is expected to continue, is growth of road and air transport and decline of rail. Several factors contribute to this development: there is an increasing transport demand, the price structures are favouring individual transport etc..

Both freight volumes and passenger traffic are increasing, the former faster than the economy, and the latter at an approximately same rate as the economy. Tourism contributes significantly to increased demand for passenger transport; demand in the sector is oriented mainly into road and air travel.

In spatial terms, there is concentration of traffic along the main axes, which has several adverse impacts, such as strong pressure on the local environment (air pollution, noise).

According to results of the survey, transport issues are of very high relevance to all three spatial types of the Alpine area.

Energy

Consumption of energy in the EU is growing, but generally at a lower pace than GDP, which means that a decoupling between economic growth and the use of energy has been achieved. Use of energy from renewable sources is rising as well, but its share is not expected to increase significantly in the next decades.

The rising energy consumption is of relevance to all three spatial types of the Alpine area, but most of all to the mountainous areas of the Alpine core.

Agriculture

At the EU level, competition in agriculture is expected to increase as a consequence of EU enlargement. Since this concerns especially production of milk and meat, mountain farming may be strongly affected. Another unfavourable trend for mountain areas is the perceived long-term decline of competitiveness of their traditional products.

Both developments are likely to contribute to further marginalization of agriculture, which is still a basis for numerous regional economies in the Alps. As regards land-use, this could result in further abandonment of less accessible and less productive areas, as well as in an intensified forestation of landscape. In central areas of the Alpine core as well as in the peri-alpine regions, agriculture is competing with other uses for land and other resources.

Growing competition is believed to be relevant for the mountainous areas of the Alpine core and for the peri-alpine regions.

Tourism

The tourism sector is affected by several developments, such as growing competition, concentration, changed preferences of visitors and growing importance of alternative tourism offer. Concentration in the Alps means, for example, that, with regard to winter tourism, tourist flows target mostly well known winter resorts, especially at higher altitudes, or destinations with up-to-date facilities and comprehensive infrastructure.

A change in preference regarding accommodation in favour of better quality facilities has occurred and is underpinning the perceived need for change of accommodation structure in tourism. Decrease in capacities is being observed in some parts of the Alpine area, such as lower lying ski areas, areas where the environmental situation has deteriorated, or some natural hazard prone areas.

Emerging forms of tourism, which seem of potential importance also for the mountainous parts of the Alpine area and peripheral regions, are rural or agri-tourism and sustainable or ecotourism. The alpine cities could benefit from a rising interest for city and cultural tourism.

Dynamic competition and concentration in the tourism sector are believed to be significant for the mountainous areas and the peri-alpine regions of the Alpine territory, whereas growth in city and cultural tourism concerns all three spatial types.

1.1.2.4.3 Culture and social welfare

Cultural heritage

The last enlargement of the EU has brought about a significant increase of cultural complexity of the EU territory. This implies more opportunities for cultural identification for individuals and groups alike, as well as potentially increased cultural consumption. Cultural heritage in the "old" and the "new" states, especially that of high symbolic, historic etc. value will attract new groups of visitors and enlarged flows. The value of heritage as an asset and the opportunities it brings thus need to be reassessed.

The above trend could be of significance for all three spatial types of the Alpine area.

Population

Several trends characterise development of the population in the EU and in the Alpine Space: over-aging, decline of working age population, depopulation and immigration.

Over-aging is a general European trend, which, to various extents, affects single parts of the Alpine Space. Generally, the core alpine area seems to be most affected, whereas the mountain cities and peri-alpine belt less. The same is true of decline of the working age population. Depopulation is, on the other hand, of high relevance for the mountainous areas of the Alpine core.

Immigration is expected to grow in the next decades. Presently it is most significant for urban areas. There are two aspects: firstly, the more wealthy parts of urban population seek opportunity to live in peri-urban or rural areas near the larger cities. Secondly, there is immigration to the cities. This trend is strongest in the EU core cities and is characterised by the prevalence of non-nationals (both from the EU and from outside of it).

By the results of the web survey, immigration growth strongly concerns the peri-urban regions, to a lesser extent the mountainous cities, and least the mountainous areas of the Alpine territory.

Science, technology and education

In the field of research and development, global competition is on the increase. This implies a need for more effective R&D investment at all levels in the EU, and for an ongoing and fast technological change of the information society. For the alpine cities, developments in the R&D field represent a potential factor of growth and employment.

The reduction of public financial engagement is causing changes in competition between universities. In many cases this means that large-scale universities eliminate small and medium sized institutions. The growing interest in academic education in the young population and the changed preferences (i.e. tendency to low level academic education) open up, on the other hand, possible niches for the different scale alpine universities.

1.1.2.4.4 Spatial development

Economic concentration

Economic concentration at the level of EU manifests itself through the existence of one larger zone of global economic integration, marked off by the metropolises of Hamburg, London, Milano, München and Paris. Further concentration of activities, particularly high-quality and global functions, is expected in the so-called core area of the EU and a few metropolises.

Two of the "European engines" mentioned above, namely Milano and München, as well as a considerable part of the Alpine territory belong to this EU core area. Beside that, 10 more metropolitan growth areas (MEGAs) have been identified in the Alpine cooperation area in recent studies. The MEGAs could apparently be termed as areas of economic concentration in the Alpine territory.

A counter-trend, even though presumably much weaker than concentration, is being observed in the Alpine area as well, namely spreading of economic power from the peri-alpine agglomerations into some of the main Alpine valleys.

The results of the web survey confirm high relevance (50-75 % of respondents) of economic concentration and growing disparities for the mountainous areas of the Alpine core and the peri-alpine regions. Spreading of economic power has been, on the other hand, graded as relevant for all three spatial types of the Alpine area.

Spatial disparities

Differences in job opportunities and unemployment level are increasing within the Alpine regions and between them. This is accompanied with movement of people from regions with high unemployment to those with lower unemployment.

In a recent study (REGALP) three types of areas have been identified: cities with their surroundings, characterised by economic and population growth; peripheral and/or economically weak areas, characterised by out-commuting and other aspects of dependence on cities; and marginal areas, where strong depopulation and over-aging may be observed.

In the survey, spatial disparities have been found relevant for the mountainous areas and mountain cities of the Alpine territory.

Urbanisation

Urbanisation and counter-urbanisation processes are taking place in the EU and in the Alpine area. On the one hand, current changes in the population structure and lifestyles strengthen urbanisation, but there is also a strong movement of population fleeing the high cost, congestion and environmental stress of urban life. These flows are partly fostered by, but also strengthen the new preferences regarding location of various types of economic activities. By this, rural-urban relationships are undergoing significant change as well.

Urbanisation and counter-urbanisation seem to be most important for the mountain cities, but may have considerable impacts also on the mountainous areas and the peri-alpine belt.

1.1.3 Potential cooperation fields

In the analysis of trends, the concept of sustainable development has been used, consisting of three major fields or categories: natural resources and biodiversity, economy, culture and social welfare. A fourth, territorial dimension has been added in order to accommodate spatial development trends in the narrower sense. The trends, which have been identified, may serve as the basis for definition of potential cooperation fields. A preliminary list of these is given in the table below (Table 9).

Category	Main field	Subfield
Natural resources and biodiversity	Habitats and biodiversity	Preservation and sustainable use of habitats and biodiversity
	Air pollution and climate	Prevention and mitigation of environmental damages due to transport
	Cultural landscape	Preservation of variety of cultural landscapes
		Potentials for sustainable development and use
	Natural heritage	Preservation of natural resources and natural heritage by acting on pressure factors
	Natural hazards	Prevention and mitigation of natural hazards

	Nature protection	Protected areas
	Water resources	Improvement of water resource quality
		Alpine water reserves as a future asset
Economy	Knowledge economy and accessibility	Knowledge economy and society development in the Alps
		Accessibility to infrastructure and knowledge as development factors
	Transportation	Innovative solutions to transportation problems
		Paths to lower external costs of transport
	Energy	Renewable energy as an opportunity for local and regional economies
	Agriculture	
	Tourism	New concepts in Alpine tourism
		City and cultural tourism as an opportunity for Alpine cities
Culture and social welfare	Cultural heritage	Cultural heritage in the Alps in view of the increasing cultural consumption
	Population	Spatial development instruments to curb depopulation
		Experience with immigration and policies in the Alps
	Science, technology and education	Alpine cities as R&D locations
		Alpine universities cooperation: new trends as opportunities
Spatial development	Economic concentration	Strategies for the Alpine core area, Alpine cities and the peri-alpine belt
	Spatial disparities	Regional differences of job opportunities and unemployment
	Urbanisation processes and urban-rural relationships	

Table 9 – Potential transnational cooperation fields as a result of the trends analysis

1.1.4 Alpine Space as a transnational cooperation area

In preparations for the new programming period of the Structural Funds, the European Commission called on the member states to reflect on the current transnational cooperation areas and their suitability. In order to gain arguments for keeping or change of the current areas, several studies have been launched.

In the following, some results from the ESPON programme[5], which refer to the issue of Alpine Space as a transnational cooperation area, will be shortly presented. Three aspects will be highlighted:

- common characteristics which differentiate the Alpine Space as a transnational cooperation area;
- internal coherence of the cooperation area; and
- differences between regions constituting the Alpine Space.

Common characteristics of the Alpine Space regions

Analyses have been performed in the various ESPON projects, which aimed at identifying common characteristics of transnational cooperation areas of the current

[5] In particular, ESPON project 2.4.2 *Integrated analysis of transnational and national territories based on ESPON results* (ESPON, 2004/2005).

Interreg IIIB programmes. In one case, "characteristics" have been defined as a set of 20 indicators. The unit of analysis are the NUTS II level regions[6].

The ones of the surveyed characteristics most common to NUTS II regions included into the Alpine Space are the average number of flood events, natural surface as the share of the total area, R&D personnel in business sector, GDP per capita in purchasing power standard (PPS) and youth unemployment. In European comparison, the values for R&D personnel and youth unemployment show a very good performance.

These indicators, defining the common profile of the Alpine Space regions, incidentally correspond quite well with the priorities for transnational cooperation in the next phase of cohesion policy implementation as proposed by the European Commission (CEC, 2004d and 2004e), which include water management, risk prevention, as well as scientific and technological networks.

Coherence of the Alpine Space as a transnational cooperation area

The Alpine Space is, by the results of the statistical analyses, a rather coherent area, since only two of the NUTS II regions included do not share the common indicator profile, namely Rhône-Alpes and Upper Austria.

There are, on the other hand, regions outside the area with similar indicator values, among other Stuttgart and Karlsruhe, Mittel- and Unterfranken in Germany, Toscana in Italy, Småland med Őarna in Sweden, Highlands and Islands in Scotland.

The coherence of the Alpine Space with regard to statistically established characteristics might serve as another argument in favour of keeping the present transnational cooperation area also in the next programming period of the Structural Funds.

Comparison of regions composing the Alpine Space

The comparison presented below has been made on the basis of factor analysis results[7]. Due to the fact that the unit of analysis are NUTS II regions, the comparison cannot be very fine-tuned, but it gives some insight into the similarities and differences among the Alpine Space regions, as well as hints for possible fields and topics for cooperation. A comparison between the NUTS II level regions of the Alpine Space with regard to the analysed factors shows that the area is quite balanced in factors *economic growth potential*, *unemployment* and *demographic*

[6] Statistical methods were applied for the analysis, in this case the discriminant analysis.

[7] In the ESPON 2.4.2 project, the analysis has been performed for all NUTS II regions belonging to the ESPON area. The regional value for single factors is compared with the average for the whole ESPON area. Regions are then classified as underperforming, below average, average, above average and outperforming. For the purpose of this analysis, the 20 indicators have been grouped to 6 factors: accessibility, economic growth potential, unemployment, research and development, demography and agriculture. Factors are composed of the following indicators:

- Accessibility: potential accessibility (by road, rail, air, multimodal), artificial surface and natural surface;
- Economic growth potential: employment in tertiary and primary sector, population with higher education, development of unemployment, GDP per inhabitant;
- Unemployment: unemployment rate, youth unemployment, population growth;
- R&D: expenditure on R&D, R&D personnel in business sector;
- Demography: ageing, reproduction potential, labour force replacement ratio;
- Agriculture: intensity of agriculture.

characteristics, which in other word means that all Alpine Space regions are classified in two neighbouring ranks.

For the factor *economic growth potential*, some regions are performing above the ESPON area average: Liguria, Provence-Alpes-Côte d'Azur, Rhône-Alpes, Région Lémanique, Zürich, Salzburg and Wien. All other Alpine Space NUTS II regions are in the category "average performance".

As to factor *unemployment*, the Alpine Space regions perform either average or above, i.e. better than average. In the former group are some regions of the south eastern, south western and northern parts of the Alpine Space area: Provence-Alpes-Côte d'Azur, Rhône-Alpes, Liguria, Piemonte, Friuli-Venezia Giulia, Région Lémanique, Ticino, Zürich, Oberbayern and Slovenia.

Demographic characteristics in the majority of Alpine Space regions are similar to the situation in most of the rest of Europe, but demographic indicators are below the average. The situation in all Italian regions except Autonomous provinces Bolzano/Bozen and Trento is, on the other hand, worse; they belong to the category of underperforming regions.

The situation in the Alpine Space regions is more varied when it comes to factors *accessibility* and *research and development*. In the first instance, regions are classified into three, in the second into five categories.

Above average *accessibility* characterises four regions: Lombardia, Alsace, Zürich and Wien. The accessibility in the majority of Alpine Space regions is on the ESPON space average, but there are also some underperforming regions, located in the south-western (Provence-Alpes-Côte d'Azur), central (Ticino) and south-eastern (Tirol, Salzburg, Kärnten, Steiermark and Slovenija) parts of the cooperation area.

In *research and development*, there is one outperforming region in the Alpine Space, namely Oberbayern. Tübingen and all Swiss regions perform better than the European average, whereas Rhône-Alpes, Tirol, Steiermark and Slovenia act on the ESPON average. Four of the regions (Schwaben, Niederösterreich, Burgenland and Veneto) are in the category of underperforming regions. All other regions are in the below the ESPON area average category.

1.1.5 Conclusions

Among the "top ten" trends which are expected to exert strong territorial impacts on the Alpine area as a whole and to have over average dynamics and duration, four belong into the category *natural resources and biodiversity*: dynamic increase of natural hazards, loss of habitats and biodiversity, threats to variety of landscapes, and increasing pressure on natural resources and natural heritage. One trend is in the category *economy*: growing importance of accessibility to infrastructure and knowledge, and three in the category *cultural and social welfare*: over-aging population, growing interest in higher education and stronger competition between universities, as well as emerging opportunities for European cities as R&D locations.

Turning to the trends with most intense impacts on all three main spatial types of the Alpine area, i.e. the *mountain areas of the Alpine core space*, the *mountain cities* and the *peri-alpine area with the metropolitan cities* of the Alpine territory, four of them can be singled out: increase of transportation volume, road growth, rail

decline; growth in immigration; dynamic increase of natural hazards; and economic concentration in the EU accompanied with growing disparities.

Other findings, emerging on the basis of recent existing analyses, pertain to the Alpine Space as a transnational cooperation area and refer to:

1) *Common characteristics of NUTS II regions*, of which the Alpine Space cooperation area is composed: the "common profile" includes the indicators average number of flood events, natural surface as the share of the total area, R&D personnel in business sector, GDP per capita and youth unemployment.
2) The *internal coherence of the Alpine Space cooperation area*: Alpine Space has a high degree of coherence, since only two out of 32 NUTS II regions do not share the common indicator profile.
3) The *similarities/differences between the Alpine Space NUTS II regions*: highest degree of similarity could be established with regard to factors economic growth potential, unemployment and demographic characteristics. The situation is, on the other hand, rather more varied in factors accessibility and research and development.

The information contained in the analyses described above are expected to serve mainly as an input into the identification of potential fields and topics of cooperation, as well as in the construction of a shared scenario for the future Alpine Space programme.

1.2 Spatial policies in the Alpine area

This second analytical section contributes to the *Alpine Space Prospective Study* with a survey on spatial policies existing in the Alpine area. The aim is both to offer an updated framework of their complexity and to point out, as far as possible, findings which shall converge in the following chapters of the study.

A brief clarification on the meaning of spatial policies in the light of EU territorial governance processes (§ 1.2.1) introduces a review of spatial policies in the Alps, based on the more recent studies (§ 1.2.2). The analysis of policy documents concerning the Alpine area which was possible to accede to (§ 1.2.3) anticipates the conclusions of this section (§ 1.2.4).

1.2.1 Spatial policies in the framework of EU territorial governance

Spatial policies may be defined as *the institutional representation of needs for public action on spatial development recognised by policy communities*. Therefore, if for understandable reasons they are interconnected to territorial trends (§ 1.1), they are not coincident with them, because the collective interpretations of the same trends according to different values, which on their turn are based on a plethora of historical, cultural and political factors, make the difference. In other words, any possible "objective demonstration" of trends affecting one territory (which though remains questionable for many technical reasons) is subjected to the not identical values agreed by distinct communities living on that territory, in order to produce policies.

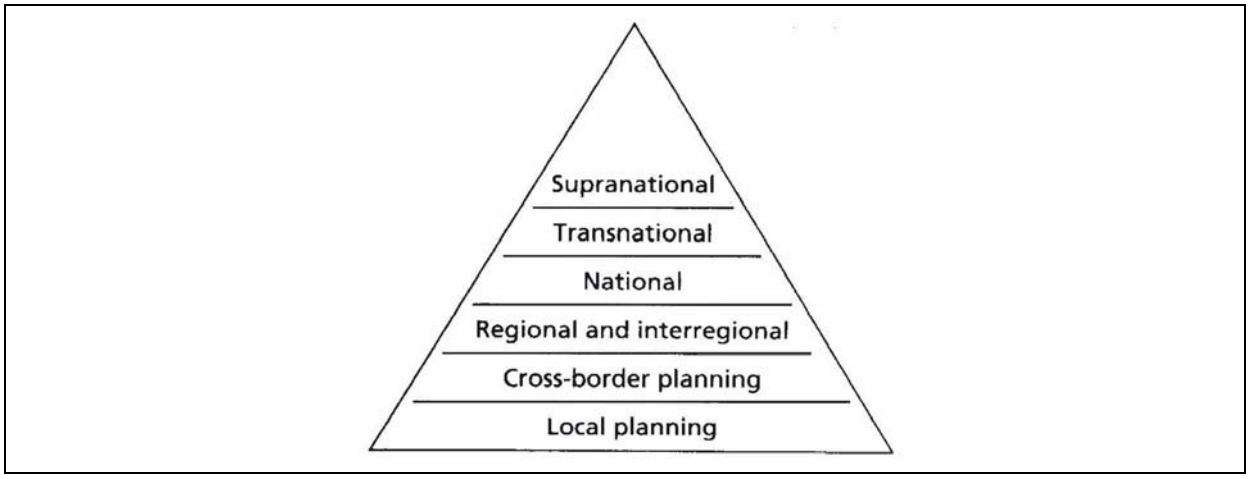


Figure 3 – Typology of scales of EU territorial governance (Tewdwr-Jones and Williams, 2001)

What above said is of particular concern as far as a transnational territory, like the Alpine area, is at stake. Indeed, *different levels of spatial policy concur*, thought not necessarily in a coordinate way, in shaping the destiny of this territory. Indeed, besides the transnational level, which is directly concerned by the Alpine Space programme (this particular policy document will be subject of specific analysis later on: § 1.3), at least five further levels of territorial governance (Figure 3) may be indicated as relevant for the implementation of spatial policies in the Alpine area, namely:

- a *supranational level*, including EU institutions and other organisations (Council of Europe, OECD, UN etc.) or specific international treaties (first and foremost, the Alpine Convention) suitable in various ways to influence the great decisions on land uses and transformations in this area;
- the *national level*, especially for an area which includes 4 entire countries (Austria, Liechtenstein, Slovenia and Switzerland) on the 7 interested (France, Germany and Italy are included only partially);
- the *regional level* (including cantons, Länder, regions and autonomous provinces), to which especially 4 on 7 countries (Austria, Germany, Italy and Switzerland) have devolved, though by different historical, institutional and political reasons, most of their government powers;
- a *cross-border level*, which counts several spontaneous initiatives in this area and, after the launch of the Interreg Community Initiative in 1990, may be consider a proper scale of EU territorial governance;
- last but not least, the *local level* which – it is worth recalling – is the one where, by institutional definition, any territorial policy can ultimately take shape.

Moreover, the fact that a transnational level of policy intervention has been established by EU initiative (this is indeed the reason of existence of the Alpine Space programme) implicates that *the specific characters of EU territorial governance processes become of crucial relevance* for understanding the role of transnational policies. The still running research in the ESPON project 2.3.2 "Governance of territorial and urban policies from EU to local level" (http://www.espon.lu/online/

documentation/projects/policy_impact/policy_impact_146.html) is enlightening to this respect.

In practical terms, one main message deriving from the ESPON research is that not only EU territorial governance is multi-level and multi-sector, but also governance processes are effective as far as they are capable to *valorise the connections among all policy communities* concerned, at different levels, by the same territory. Therefore, if a "discursive European integration" through policy communities triggers originally between EU and national policy communities (Figure 4), it needs to replicate itself at all levels of territorial governance in order to pursue effective results.

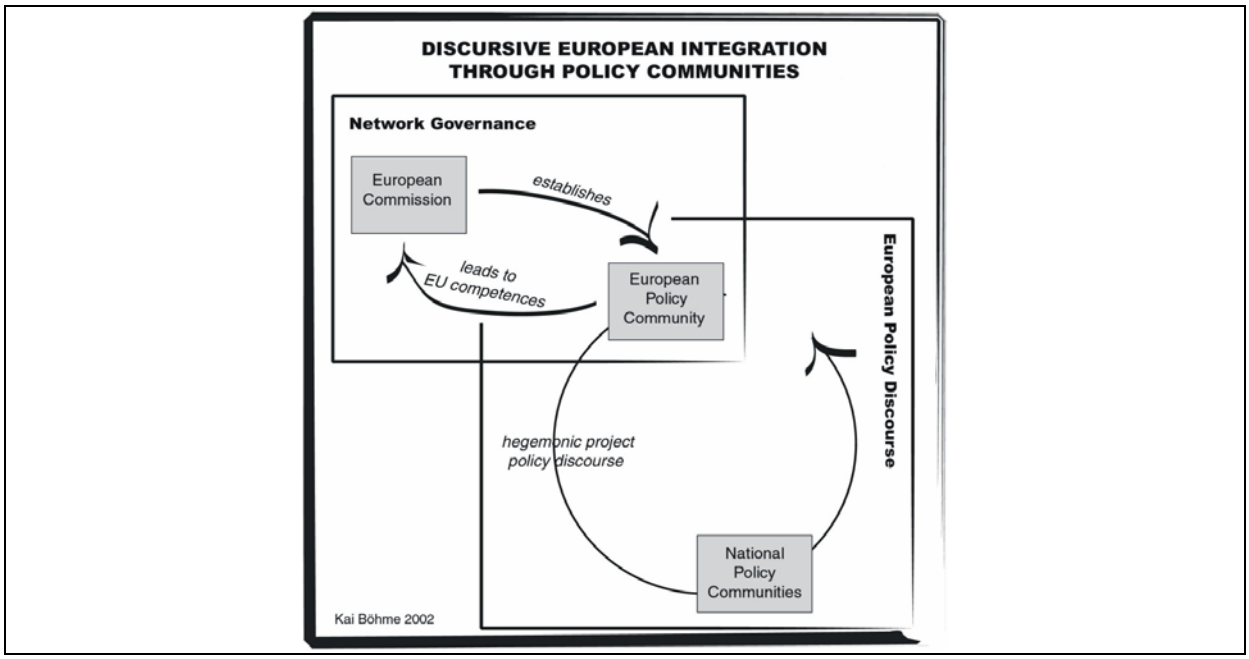


Figure 4 – Discursive European integration through policy communities (Böhme, 2003)

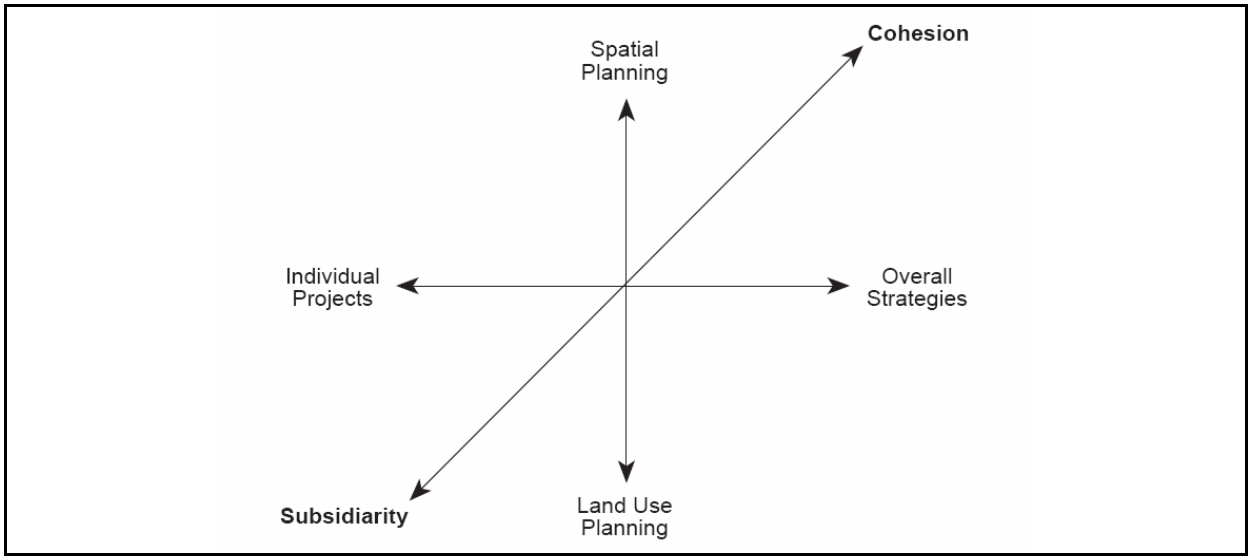


Figure 5 – Vertical and horizontal relations and the coordination between subsidiarity and cohesion in planning (Janin Rivolin, 2005)

This may be attributed, in general terms, to the substantial redefinition of vertical and horizontal relations of spatial planning, which the polarity between the EU institutional principles of cohesion and of subsidiarity is triggering into territorial governance processes in Europe (Figure 5).

What above said implies that *spatial strategies are expected to succeed for their capacity of dialoguing with the needs for public action on spatial development* recognised by all the concerned policy communities, more than for any possible scientific or authoritative legitimation. This applies even more at the emerging transnational level of spatial policy, the one at which the Alpine Space programme promotes and is expected promote territorial cooperation until 2013 at least.

1.2.2 Sectors of spatial policy: a review of policies in the Alps

The recognition of goods and services provided by mountain areas has risen considerably over the last years. This process has been particularly driven by the increased social demand, both from inside the mountain regions themselves and from outside. With the United Nation International Year of Mountains (IYM) 2002, the international awareness of the importance of mountain ecosystems and of interrelationships with lowlands developments attained high political priority.

In this framework, the Alpine area is recognised as being *a well defined territory within the European continent where different cultural traditions and policy approaches meet*. Due to its topography, it has been experienced as a territory which is difficult to access to or to cross, and where therefore land use differences are developed historically at very detailed scales. Being this space situated in the heart of Europe, the interest for it arose very early in the centuries and relevant policy attitudes were established consequently. Since mountain policies may include a wide array of sectors, spatial development followed a rather sectoral approach and was conceived in very divergent ways by the different countries and regions. An historical review may reveal easily these divergences and underpins the evidence that integrated approaches have been conceived only recently (Barruet, 1995).

The commonly acknowledged features which the Alpine area has assumed in more recent times (i.e. a valuable mountainous territory strictly connected with its surrounding urbanised lowlands, which is also a barrier / bridge between Central Europe and the Mediterranean basin and between Western and Eastern Europe) do not contribute to attenuate local differences towards spatial policies, but appear even to increase them. Thanks especially to the EU territorial governance effects, however, the common understanding of the need for place-based policies has spread over in many national and international forums in the last decade.

1.2.2.1 Compendium of recent researches

The following overview is derived from a survey on mountain development in Europe (Dax, 2003) and supplemented by other available information of particular relevance for a survey on spatial policies in the Alpine area. As a matter of clarity, it is worth indicating that a great part of the concerned activities, even if labelled "mountain development", address to mountain issues by including the interrelations to the linked surrounding lowland areas. The following short descriptions of the more relevant research projects among the selected ones (Table 10) introduce useful

items for a deeper analysis of spatial policies in the Alpine area. Therefore, at a minimum the selected studies should be considered in the framework of references for the elaboration and monitoring of a future Alpine Space programme.

Study	Date	Main policy aspects
Nordregio: Mountain areas in Europe (a)	2004	Overview on sector policies, mountain relevance, need for European comparative approach and to reflect diversity
Regional development and cultural landscape change: the example of the Alps (REGALP, EU FP5 project) (b)	2004	Landscape development and Alpine policies
Sustainable agricultural land use in Alpine regions (SAGRI-ALP, EU FAIR5 project) (c)	2001	Sustainable agricultural development in Alps
Evaluation of Instruments of the European Union regarding their contribution to sustainable environment and agriculture in the Alps (SUSTALP, EU ENV4 project) (c)	2001 (2003)	Sustainability of agriculture and environment in the Alps
Innovative structures for the sustainable development of mountainous regions (ISDEMA, EU FP5 project) (d)	2003	Institutional development as a prerequisite to local development in mountain areas
REGIONALP (Alpine Space / Eastern Alps Art. 10 ERDF project) (e)	2000	Aiming at common strategy, information on spatial planning in Alps
DATAR: Evaluation of mountain policies in France (f)	1999	Evaluation of mountain policies of all sectors and differentiated effects for massifs
IMALP	2005/2006	Follow-up to SUSTALP, aiming at local implementation pilot studies
Café (Consortia for Agri-Food Europe)	2003	Innovative Regions in Europe network
OECD-case studies		Various studies
A, CH	1998	Review of country policies in mountain regions

Table 10 – Selected transnational and national research projects on mountain/Alpine policies

a) *Mountain areas in Europe* (Nordregio, 2004):

In the context of European cohesion and enlargement, mountain regions are considered as having permanent natural handicaps, due to topographic and climatic restrictions on economic activity and/or peripheral conditions. Future policies for mountain areas must be based on a thorough understanding of the current social, economic, and environmental situation and the degree of success of past and current policies directly or indirectly affecting these areas. The study developed for the first time a comparable database on European mountain areas (at the local level) and relevant mountain policies application.

b) *REGALP* (Favry and Pfefferkorn, 2003 and 2004):

Here the specific focus on landscape changes, development of spatial structures and the evaluation of public policies led to future scenarios, including the views of

local stakeholders and other policy actors. It was concluded that «future sustainable development of the Alps requires a better balance between economic regional development and landscape concerns. The cooperation between sector policies and innovative governance approaches should be strengthened» (*ibid.*, 2004, p.13).

c) *SUSTALP* and *SAGRI-ALP* (Tappeiner *et al.*, 2003):

These two EU research projects aimed at the particular role of agricultural land use in the Alps for the sustainable environment. The evaluation of the agricultural policy provided a detailed insight into specific applications and led to a classification of characteristic agrarian regions in the Alps. Results are interpreted as basis to assess the influence of this policy sector on the environment, including some ideas on a profile of sustainable oriented regional development.

d) *ISDEMA* (Koutsouris, 2003):

This comparative study highlighted the experiences of mountain regions in supporting local structures and mountain development. The research built on sub-regional examples, like Leader+ local action projects and other types of partnership. Although referred to a context much wider than the Alpine area, the policy assessment and conclusions on innovative mechanisms for sustainable development of mountain areas are quite relevant to the Alpine Space programme as well.

e) *REGIONALP* (www.alp-info.net):

The project is a significant initiative for transnational and interregional cooperation in the eastern Alpine area, anticipating at a lower level some of the activities foreseen by the ESDP and Interreg IIIB. The objectives of REGIONALP were to strengthen inner-Alpine cooperation and integration by developing a common understanding of the Alpine territory. This should lead to a more influential position of the Alpine area in the framework of European spatial development policies. The project was conceived indeed as a preparatory work for the programming phase of the Interreg IIIB Alpine Space programme. Its website Infonet is an useful tool to get information on the subject of spatial planning and regional policy in the Alps.

f) *Evaluation of mountain policies in France* (Bazin, 1999):

A comprehensive analysis on the application of mountain policies over the last 30 years has been carried out In the second half of the 1990s in France. It aimed at addressing sectoral policies towards the integrative concept of sustainable development being elaborated at that time. The results allow especially to compare transformations and the impact of policies in French Alpine regions with the ones in other mountain regions.

Each of the above studies addresses specific dimensions of policies assessment. A more general research agenda on mountain areas development has been discussed at global level (The "Abisko Agenda" of the Royal Swedish Academy of Sciences, 2002) and is now under consideration by the International Mountain Partnership, established as an outcome of IYM 2002. A series of more specific researches referred to the Alpine regions are addressed to this agenda. These are particularly relevant for the (exemplary) evaluation of mountain policies advanced through the activities of the IYM 2002. The respective information tends to provide specific assessment outlines usually reflecting the national applications and

discourses (Hovorka 1998, OECD 1998, OECD 1999, Mühlinghaus 2002, BMVEL 2003, UNCEM 2004).

Finally, besides the above mentioned REGIONALP initiative, other networking activities aim at improving information available across all the Alpine regions. Among them: the Mountain Forum with the additional node of the European Mountain Forum, the periodic events of the Alpine Forum, the Alpine observatory, the networking activities of the Alpine Convention (e.g. ISCAR) and several others. Additionally, various national research programmes focus on aspects regarding the core Alpine area: Landscapes and Habitats and the Mountain Research Initiative in Switzerland, the cultural landscape research and the "provision" programme in Austria; the "multifunctionality" programme in France, the study programme of IREALP in Italy.

1.2.2.2 Towards integrative policy concepts

A topic which is common to the above mentioned researches is that *mountain policies include all sectoral and integrated policies both directly targeted and indirectly influencing mountain areas*. Therefore, a very complex set of policies is highly influential for the Alpine mountain territory, which is further influenced by more general national or regional policies as far as the entire Alpine Space programme area is concerned.

Experiences of specific legislation for mountain areas exist in most of the Alpine countries. In Italy, the 1948 Constitution mentioned mountains as areas with specific needs; thus, "mountain communities" as a specific institutional level, intermediate between regions and municipalities, were defined in 1971; a mountain law was then passed in 1994. After the first delimitation of mountains in 1961, France adopted a mountain law in 1985. The Swiss Law on Investment in Mountain Regions (LIM) was adopted in 1974 and revised in 1994. Not having a specific mountain law, Austria started to develop mountain support programmes for agriculture and regional development from 1972, respectively 1979 onwards. The policy activities resulting from national legislations and programmes depict in general the primary national and regional sectoral approaches. They remain focused on the support of mountain farming, forestry, tourism, infrastructure development, spatial planning, risk management and nature conservation (for a more detailed presentation see: Nordregio, 2004, pp.152-164).

After the development of EU regional policies, different Structural Funds programmes cover the regions of the Alpine area. Objective 1 and 2 programmes on the one hand and the Community initiatives on the other, particularly Leader+ and Interreg, concern all them in away or another. Since these programmes and initiatives lean on regional and sub-regional structures for their implementation, they have improved regional and local capacities of adopting more integrative concepts. Therefore, a recent and gradual shift towards multi-sectoral approaches is visible for instance in Austria and Germany, which have progressively widened the scope of their mountain policy, abandoning an originally exclusive focus on agriculture. Here, however, mountain policies often address to issues related to economic development (mainly tourism), infrastructure and environment. In France, Italy and Switzerland, mountain policies are addressed to the overall development, through an integrated approach which reflects a more advanced position towards the concept of sustainable development.

The implementation of policies at the national level has been explored especially by the above mentioned scoping study on mountain areas in Europe commissioned by DG Regio (Nordregio, 2004), focusing on sectors of agriculture, forestry, mining and manufacturing, tourism, infrastructure, living conditions and environment. The study concludes that *it is difficult to separate general trends and other policy effects from the effects of specific mountain policies*. In particular, the evaluations carried out show that: mountain populations are generally declining; funding under the Community Agricultural Policy (CAP) does not always succeed in its objectives in mountain areas; economic diversification is taking place, but unemployment remains high in some areas; the environment, landscapes, and cultural values have become a primary target and are better protected; barrier effects have been reduced, but mainly at the regional level.

Based particularly on national analyses of strengths, weaknesses, opportunities, and threats (SWOT), three types of strategies for future development are identified for the EU mountain regions:

- *reactive strategies* are those which compensate handicaps and structural difficulties, and are found especially in new Member States and accession countries, usually with a primary focus on the modernisation of agriculture;
- *proactive strategies* are targeted primarily at a diversified mountain economy and recognise the crucial importance of good accessibility, including the linkages between sector activities and the importance of environmental performance (examples in Austria, France, Slovenia, Switzerland);
- *sustainable strategies* are typical of industrial and urbanised countries (e.g., Sweden, UK) and give even greater attention to environmental issues and to the role of mountains in responding to urban demands for "natural" environments with opportunities for outdoor recreation.

However, *specific themes of controversy or conflict emerge within national policy frameworks*. These include especially:

- the need for equitable consideration of not only the mountain, but also other rural and urban areas that are disadvantaged;
- questions regarding the unity/specificity and/or diversity of mountain areas within countries, recognising that policies often refer to higher mountain areas and neglect lower mountain areas; and
- the challenge of finding a balance between development and preservation.

These controversies tend to get even more heated when, as it happens also in the Alpine Space programme area, *the interrelation of mountain-lowland aspects is particularly concerned*. Especially in these cases, the great diversity of situations implies the *need for subsidiarity and for significant regional adaptations*. The general conclusion favours therefore that *mountain policies should be multi-sectoral* and that *interregional, cross-border and local opportunities of cooperation should be encouraged also in order to overcome policy conflicts which are present at the national scale*. After all, previous studies and documents had pointed out since the late 1980s *the great diversity characterising especially the mountain areas of Europe, at all scales* (Backmeroff *et al.*, 1997; CEC, 2003).

1.2.2.3 Towards a system approach

In the context of globalisation, *mountain areas face three contradicting risks*, which are relevant for the Alpine territory as well (Camanni, 2002):

- to turn into "open museums" or areas for recreation and protected nature for industrialised societies;
- to be regarded as regions to be economically exploited, or even over-exploited; and
- abandonment.

Against this overall backdrop, the situations of problems encountered and their understandings are very diverse, as well as hampered by a lack of comparable information. In general, the increasing political attention for mountain policies proceeds together with an increasing awareness of the *great diversity of mountain ecosystems* and of *the need for adaptive local strategies in order to develop effective action programmes*. Therefore, while various EU and national spatial policies are relevant for mountain development and try to integrate mountain issues at various levels, regional and local responses are recognised as a fundamental step for their effective implementation.

An assessment drawn up by the European Environmental Agency (EEA 1999) exemplifies the wide range of interrelated policies which need to be taken into account. Multi-dimensional ways in which policies affect mountains were illustrated by a coordinated scheme of policies in a mountain system (Figure 6). This indicates how hierarchy of policies from global to local level (y-axis), policy sectors from economy to nature conservation (x-axis) and geography from high mountain to specific valleys (z-axis) are dimensions to be equally considered.

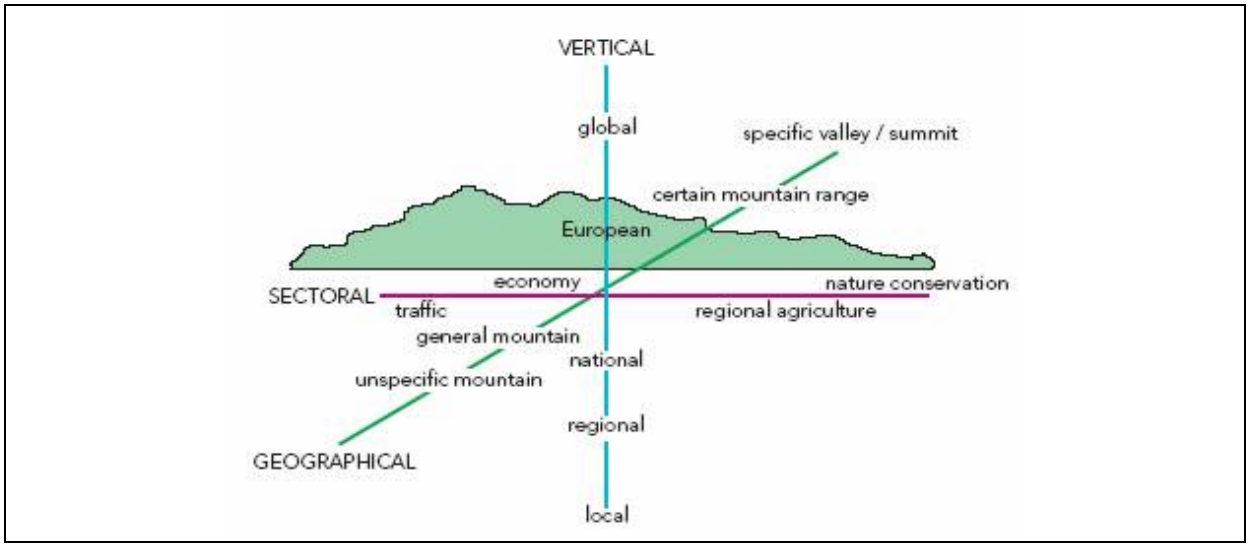


Figure 6 – Interrelation of policies in a mountain system (EEA, 1999)

According to a system approach, the proliferation of planning tools at various levels and in many sectors implicates the danger of neglecting interrelations and tends to fail in the consideration of externalities. Therefore some *relevant implications of policy intervention (and non-intervention)* with regard to the interrelation between land use

planning, ecological protection and economic integration of mountain areas have been outlined (OECD, 1998):

- mountain development demands the *active support through incentive policies* in order to guide the local/regional actors' behaviour;
- *regulatory measures* play a crucial role in safeguarding the values of landscapes, particularly in the cases of high value natural systems;
- the important collective and territorial dimensions of amenities in mountain areas suggest that also *non-planned collective activities* may contribute to overcome typical disadvantages of remote places;
- low-intensity farming systems in mountain areas reveal characters which to a large extent are benign for the environment; at the same time, they are endangered both by land use abandonment and intensification; therefore, there is an urgent need of *appropriate land use policy strategies* supporting structures capable of multiple functions provision.

Furthermore, the *discussion developed within the Alpine Convention*, as to lead to the formulation of protocols and of current multi-annual programme, highlights several interesting experiences with regard to the correlation between policies in the Alpine area:

a) *agricultural policy aid* has succeeded in most of the Alpine regions in compensating the production disadvantages of mountain farms; however, the effectiveness degree of this support is quite variable among the regions, reflecting the differences which are present in national policies;

b) multi-activities and policies promoting the *integration of farming population in off-farm labour markets* are core elements for achieving objectives of economic sustainability and long term provision of social demand; moreover, this contributed to the preservation of settlement structures and of cultural landscapes in areas which are threatened by population exodus;

c) evaluation studies on regional policy in mountain areas have shown growing appreciation of the values of *mountain farming*;

d) this leads to the discourse developed in the United Nation's IYM 2002 on the wide range of *functions provided with by mountain regions to lowland areas*;

e) positive results realised through *cooperative integration policies* are visible in several best practices examples of successful policy approaches.

Therefore, given the high variety of natural and socioeconomic mountain contexts, *local approaches are particularly important in developing adaptive territorial strategies*. In conclusion, the experience derived from regional development initiatives suggest that, on the one hand, *an active core of local actors* addressing the local market problems and harnessing the development potentials of the region is a necessary requirement; on the other, the *appropriate policy instruments* are requested to set up a significant development dynamic.

The holistic approach which is required in the case of a transnational programme should not implicate to disregard these aspects; on the contrary, it should mean to promote and to valorise them according to a system approach.

1.2.3 Levels of spatial policy: the analysis of policy documents

In the light of what above considered (§ 1.21 and § 1.2.2), a deeper survey on the levels of spatial policy in the Alpine area is carried out through an analysis of policy documents currently in force. The nature itself of territorial governance processes constraints the analysis to some simplifications which, however, do not seem to affect its possible contribution to the present study. In particular:

1) policy documents which have been analysed are often different in their typology because, as it was said, spatial policies do apply by different tools (strategic, regulative, binding or non-binding etc.) that, however, are all meaningful in a multi-level governance perspective;
2) as partial consequence, policies resulting from documents may have different characters (comprehensive, strategic, sectoral or even specific) but, in the end, are all contributing to territorial governance in the Alpine area.

A further remark regards the selection of policy documents, somehow conditioned by the context of time and resources available for the analysis. However, especially as far as national and regional policies are concerned, this relies on the responsible choice of the respective experts.

After all, the aim of the following analysis is not a comparison of documents in order to produce some rank of importance of policies (an exercise which would be of doubtful meaningfulness and applicability). More simply, the aim is *the illustration of the complex needs for public action on spatial development recognised by policy communities living in the Alpine area* which, according to different institutional scales, are variously connected and overlapped within this specific transnational area. The awareness of such complexity, to which the following analysis can offer only a basic contribution, is however of primary importance in order to design transnational strategies of spatial development.

1.2.3.1 Supranational policies

As far as supranational policies are concerned, *14 main policy documents* have been examined (Table 11): from the European Council Directive 92/43/EEC establishing the Nature 2000 Network (1992), which has led more recently to the recognition of an "Alpine biogegraphical region" (EC decision C(2003) 4957), to the European Commission Third Report on Economic and Social Cohesion (2004), which has been the basis of current draft Regulations for structural funds in next programming period 2007-2013.

It is worth observing that 10 on 14 policy documents have been approved in or after 2000, at the time when the Alpine Space programme (at least its basic text) was written already. Indeed, the older ones (especially the Alpine Convention and the ESDP) constituted the fundamental reference for elaborating the programme. This means that most of the selected documents might potentially introduce new policy aspects to be considered for a possible Alpine Space programme after 2006.

Statistically, 8 policy documents on 14 have been approved by EU institutions (European Council or EU Ministers Council, European Parliament, European Commission), 2 respectively by Council of Europe institutions or by the UN members, and 1 by the OECD and jointly by the governments of the Alpine countries. Since the

approving subject was not a criterion for the selection of supranational documents, a first observation is that *the EU plays a primary role in the overall framework of supranational policies*.

Policy document	Acronym	Approving Subjects	Type	Year	Until
Nature 2000 Network	Nature 2000	European Council	Directive and policy programme	1992	Not defined
Alpine Convention	AlpConv	Governments of the 8 Alpine countries (AT, CH, DE, FR, FL, IT, MC, SL) and the EC	Framework regulation	1995	Not defined (2010)
Kyoto Protocol to the United Nation Framework Convention on Climate Change	Kyoto	UN members	Framework regulation	1997	Not defined
ESDP – European Spatial Development Perspective	ESDP	Informal Council of EU Ministers responsible for spatial and regional planning	Non-binding policy document	1999	Not defined
Guiding Principles for Sustainable Spatial Development of the European Continent	CEMAT	Council of Europe's European Conference of Ministers responsible for Regional Planning (CEMAT)	Non-binding policy document	2000	Not defined
European Landscape Convention	Landscape	European Council	Official agreement	2000	Not defined
Lisbon European Council 23 and 24 March 2000 – Presidency conclusions	Lisbon	European Council	Political decision	2000	2010
European Council Göteborg 15 and 16 June 2001 – Conclusions of the Presidency	Gothenburg	European Council	Political decision	2001	2010
OECD Territorial Outlook	OECD	OECD – Organisation for Economic Co-operation and Development	Policy report	2001	Not defined
White Paper on European transport policy for 2010	Transport	European Commission	Policy report	2001	2010
UN General Assembly Report – International Year of Mountains, 2002	IYM	UN General Assembly	Policy report	2003	Not defined
Guidelines for trans-European telecommunication networks	Telecom	European Parliament and Council	Political decision	2002	Not defined
Revision of guidelines for the development of the Trans European Transport Networks (TEN-T)	TEN-T	European Parliament and Council	Political decision	2004	2020
A new partnership for cohesion: convergence, competitiveness, cooperation. Third report on economic and social cohesion	Cohesion	European Commission	Policy report	2004	2013

Table 11 – The examined supranational policy documents

Looking at the type of the examined documents, another observation concerns the overall evolution of supranational policies from a combination of *regulative or official agreements* and of *non-binding policy documents* to a combination of *policy reports* and of *political decisions*. Even if only indicatively, this may lead to appreciate *a growing trend towards forms of decision-sharing more clearly recalling the Open Method of Coordination (OMC)*, one of the novel governance modes touted in the European Commission White Paper on European Governance (CEC, 2001a) as to harmonise supranational objectives with the principles of subsidiarity and proportionality.

Looking at the thematic relevance of these policy documents for the Alpine area, an effort of simplification despite their typological difference leads to point out *four groups of supranational priorities*:

1. Environmental policies are supported especially by the Nature 2000 Network (1992), the Alpine Convention (1995), the Kyoto Protocol (1997), the European Landscape Convention (2000) and the UN General Assembly Report for the International Year of Mountains (2003). Among them, especially the Alpine Convention is considered a cornerstone for transnational policies in the Alpine area, both for the territorial focus and for the character of framework regulation signed by the governments of the concerned countries. The other documents, however, provide environmental policies in the Alpine regions with additional themes, like landscape policies and cross-border initiatives for mountains.

In this light, the status of the Alpine Convention protocols assumes a crucial importance, since it may represent the real degree of transnational agreement on the subscribed aims. In fact, all protocols have been signed by all the 8 Alpine countries, but only Austria, France, Germany, Liechtenstein and Slovenia have ratified them up today (ratification is missing from Italy, Switzerland and the Principality of Monaco). Of course, such *different national behaviours towards the Alpine Convention, and more generally towards the way of conceiving the environmental protection, constitute an aspect of political weakness*, which should not be neglected.

2. Spatial policies are expressed especially by the ESDP (1999), the CEMAT Guiding Principles for Sustainable Spatial Development (2000) and the OECD Territorial Outlook (2001). There is an explicit mutual recognition among these policy documents and the main aspects of differentiation depend on the different territorial ambits which they are respectively addressed to (from EU to the entire World). However, it is generally recognised that *supranational priorities on spatial development established since the end of the 1990s are in general accepted at all administrative levels in Europe*, especially whereas transnational policies are at stake.

3. Policies for competitiveness are supported by the more recent Lisbon (2000) and Gothenburg (2001) European Councils conclusions and the EC Third Report on Economic and Social Cohesion (2004). These policies, in particular, pertain to the new cohesion policy for 2007-2013. A distinctive character, common to these policy documents, is to indicate a time horizon for the accomplishment of their aims: 2010 for the former two, 2013 for the latter; in both cases, however, within the end of next structural funds programming period. In this light, *policies for competitiveness may constitute a concrete political added value for a possible new Alpine Space programme for after 2006*. Of course, how finalising such priorities in the benefit of the Alpine territory shall be a matter of attentive consideration.

4. Infrastructure policies are expressed by other three recent EU policy documents: the Commission White Paper on European Transport Policy for 2010 (2001) and the European Council and Parliament approvals of the Guidelines for Trans-European Telecommunication Networks (2002) and of the Revised Guidelines for Trans-European Transport Networks (2004). Despite the approval dates of these documents, however, infrastructure policies are not a novelty for EU action (in particular, the former TEN-T Guidelines were decided in 1996). As it is also declared explicitly, the need of revising transport networks policies and of introducing updated priorities as for telecom networks in recent years is related to the new EU orientations on cohesion and competitiveness. In other words, *current priorities for EU infrastructure policies have to be seen as strictly connected to policies for competitiveness*.

For their nature, most of the examined policy documents do not define specific projects or, in other cases, indicate a plethora of projects which may be not relevant for the Alpine area. However, *a comprehensive list of supranational projects might constitute a starting reference for thinking about strategic projects* for the Alpine Space programme.

This does not mean that they should nor could be automatically strategic projects. Indeed, some have been or are already funded by Interreg programmes, like most of the Alpine Convention projects: the Espace Mont-Blanc, through the France-Italy Interreg IIA and IIIA programmes; the Alliance in the Alps Network through the Alpine Space / Eastern Alps ERDF art. 10 Pilot Action until 1999; the Via Alpina project through the present Alpine Space Interreg IIIB programme. Other, like the Landscape Convention, the Transport Policy White Paper and the Telecom Guidelines projects, are too specific and, at the same time, not specially addressed to the Alpine territory features. Finally, TEN-T projects are certainly strategic for the Alpine area, as especially the so called Corridor no. 5 and the North-South rail axes, but too huge and expensive to become Interreg projects. Therefore, they might rather be considered, whereas they are proved to be relevant to the Alpine area, as a *grid of reference for anchoring possible Alpine Space strategic projects*.

1.2.3.2 National policies

As for the national level policies in the Alpine area, *24 official policy documents* of possible relevance for the Alpine territory have been examined (Table 12): 9 belonging to France, 5 to Austria, 4 to Switzerland, 3 to Italy, 2 to Liechtenstein and 1 to Slovenia. No German national documents have been considered meaningful to the aim of the present study.

Indeed, as far as the Federal Republic of Germany is concerned, a federal law of spatial planning (*Bundesraumordnungsgesetz*, 1998) provides at national level the guidelines to more specific laws to be established at the "Länder" (federal states) level. Therefore, no national spatial development plan does exist in Germany. The existing spatial development report (*Bundesraumordnungsbericht*, 2000) is a very general document aimed at above all recognising the connections between the ESDP policy options and the spatial development programmes of the Länder. In any case, it does not express policies of specific interest for the Alpine area, in which only few Southern regions of Germany are directly involved (parts of Länder Baden-Württemberg and Bayern). Similarly, the federal transport infrastructure plan (*Bundesverkehrswegeplan*) describes transport infrastructures (roads and railways) of a high priority at national level, but leaves open any decision on which projects shall be implemented as well as the forecast of increase or decrease of traffic load for specific areas.

Like Germany, also Austria and Switzerland are federal countries, with similar institutional competences frameworks as for spatial planning. In these cases, however, since the entire countries belong to the Alpine area, various national policy documents (even "laws" in the case of Switzerland) are considered of some relevance for the present analysis. As far as the non-federal countries are concerned, in France and Slovenia planning powers are centred at the national level (even if various planning activities are exercised at regional and local levels).

Co.	Document	Acronym	Approving subjects	Type	Year	Until
AT	Österreichisches Raumentwicklungskonzept 2001 (Austrian Spatial Development Concept 2001)	OREK	ÖROK (Conference of the federal ministers and Länder)	Concept (non-binding)	2002	2012
	Die österreichische Strategie zur nachhaltigen Entwicklung (Austrian Strategy for Sustainable Development)	SustDev	Federal government	Strategic programme	2002	n.d.
	Österreichisches Programm für die Entwicklung des ländlichen Raums (Austrian Rural Development Programme)	RurDev	Federal government	Programme document	2000	2006
	Generalverkehrsplan Österreich 2002 (General transport plan Austria 2002)	Transport	Federal government	Concept (non-binding)	2002	n.d.
	Aufrechterhaltung der Funktionsfähigkeit ländlicher Räume, Dienstleistungen der Daseinsvorsorge und Regionale Governance (Securing living conditions in rural areas, services of public interest and regional governance)	RurServ	ÖROK	Non-binding recommendations	2005	n.d.
CH	Landwirtschaftsgesetz (Law on agriculture)	Agriculture	Parliament	Federal Law	1998	n.d.
	Grundversorgungskonzession der Eidg. Kommunikationskommission (Universal Service License by the Fed. Communications Commission)	Telecom	Federal Communications Commission	Legally binding License	2002	2007
	Transfer Policy	Transport	Federal government	Regulation	1999	n.d.
	Agglomerationspolitik (Agglomeration policy)	Agglomeration	Federal Office for spatial development	Strategic policy	2001	2011
FL	Umweltbericht 2004 der Regierung des Fürstentums Liechtenstein (Environment report 2004 of Liechtenstein)	Environment	Government of Liechtenstein	Strategic programme	2004	n.d.
	Wirtschaftsleitbild Liechtenstein (Mission statement for the economy)	Economy	Government of Liechtenstein	Strategic programme	2004	n.d.
FR	Comité interministériel d'aménagement et de développement du territoire décembre 2003 sur les métropoles (Interministerial Comity for spatial planning December 2003 on metropolis)	Metropolis	The State	Plan	2003	n.d.
	Comité interministériel d'aménagement et de développement du territoire (CIADT) septembre 2004 sur les pôles de compétitivité (Interministerial Comity for spatial planning September 2004 about competitiveness poles)	CompetPoles	The State	Plan	2004	2007

	Loi relative au développement des territoires ruraux (Law on rural areas development)	RuralAreas	The State	Law	2005	n.d.
	Mission Interministérielle et interrégionale d'aménagement du territoire (MIIAT) du Grand Est (Interministerial and interregional spatial planning mission for the large East Area)	GrandEst	The State in the regions	Strategic plan	2002	n.d.
	Mission Interministérielle et interrégionale d'aménagement du territoire (MIIAT) du Grand Sud Est (Interministerial and interregional spatial planning mission for the large South East Area)	GrandSudEst	The State in the regions	Strategic plan	2002	n.d.
	Schéma des services collectives enseignement supérieur et recherché (Public utilities plan for higher education and research)	Education	The State	Strategic plan	2002	n.d.
	Schéma des services collectifs information et communication (Public utilities plan for information and communication)	InfoCom	The State	Strategic plan	2002	n.d.
	Schéma des services collectifs des espaces naturels et ruraux (Public utilities plan for natural and rural areas)	NaturalRural	The State	Strategic plan	2002	n.d.
	Schéma des services collectifs transports de voyageurs et de merchandises (Public utilities plan for travellers and goods transport)	Transport	The State	Strategic plan	2002	n.d.
IT	Strategia d'azione ambientale per lo sviluppo sostenibile in Italia (Environmental action strategy for sustainable development in Italy)	Environment	Inter-ministry Committee for Economic Programming (CIPE)	Strategic programme	2002	n.d.
	Programma delle infrastrutture strategiche (Strategic Infrastructures Programme)	Infrastructures	CIPE	Strategic programme	2001	n.d.
	Progetto SISTEMA – Sviluppo integrato sistemi territoriali multi azione (SISTEMA project – Integrated development of multi-action territorial systems)	SISTEMA	Ministry of infrastructures and transports	Pilot project for strategic development agreements	2004	n.d.
SI	Strategija prostorskega razvoja Slovenija (Spatial Development Strategy of Slovenia)	SpStrategy	National Assembly	Statutory strategy	2004	n.d.

Table 12 – National policy documents

In Liechtenstein, for the small dimensions of this country, planning powers are centred rather at the local level, while on national level the power of audit related to the conformity with the law and higher-level interests is exerted. Instead, Italy has planning powers decentralised at the regional level since 1970s, reserving to the national level a competence of territorial coordination.

Differences in institutional frameworks are complexly interconnected to varieties of administrative traditions and of planning approaches as well. It seems worth observing to this proposal that the Alpine countries are differentiated by at least 3 on 4 European planning approaches recognised in the EU Compendium of Spatial Planning Systems and Policies (CEC, 1997). Indeed, the Compendium itself considers France the primary example of the so called *regional economic planning approach*, for which «central government inevitably plays an important role in managing development pressures across the country, and in undertaking public sector investment», albeit in non-statutory forms (*ibid.*, p. 36). Instead, Germany and Austria are associated to the *comprehensive integrated approach*, consisting in conducting a more regulative spatial planning «through a very systematic and formal hierarchy of plans from national to local levels, which coordinate public sector activity across different sectors but focus more specifically on spatial co-ordination than economic development» (*ibid.*, pp. 36-37). It seems that also Liechtenstein and Switzerland (not included in the EU Compendium) might be grouped under this label. Finally, Italy is associated to the "*urbanism" tradition*, «which has a strong architectural flavour and concern with urban design, townscape and building control» and is also reflected in regulation «undertaken through rigid zoning and codes» (*ibid.*, p. 37). Perhaps, Slovenia might be associated to Italy in this.

Be that as it may, it is clear enough that *the Alpine territory is a very meeting place of different institutional systems* (federal and non-federal; centralised and regionalised) *and of distinct planning approaches* (regional economic planning; comprehensive integrated approach; urbanism tradition). Despite the above said differences, however, the selected policy documents are in wide majority strategic plans or programmes, with a non-binding but high political value (the only exceptions are some Swiss laws and regulations and one French law, which have binding value). Moreover, with few exceptions, they have been approved after 2000. Therefore, they generally propose policies which could not be considered in the elaboration of current Alpine Space programme and introduce new aspects of potential interest for a possible transnational programme after 2006.

To list the primary aims (from 1 to 4) declared in the 24 national policy document leads to obtain a framework of 68 national policy aims (Table 13). Through an effort of simplification, these may be grouped in five main classes representing the *overall framework of national policy aims (NPA) addressed to the Alpine territory*:

1) Spatial development, regional and urban planning (NPA 1: 22 policy aims);
2) Improvement of competitiveness (NPA 2: 16 policy aims);
3) Cooperation and participation in planning process (NPA 3: 11 policy aims);
4) Infrastructures and networks (NPA 4: 9 policy aims);
5) Environment and natural preservation (NPA 5: 8 policy aims);
6) Management of rural areas (NPA 6: 6 policy aims).

Co.	Document	Declared Aims			
		A	B	C	D
AT	OREK	Make sustainability an inherent part of spatial development policy	Wise utilisation of natural resources and spatial development	Secure equal access to infrastructure and knowledge	Environment as the foundation of life and cultural heritage
	SustDev	To achieve concrete measures through sector and regional strategies	To enhance cooperation results: consistence and coherence of policies	Transparency: establish monitoring of appropriate indicators	Involve actors through participation, information and communication
	RurDev	Sustainable management of agriculture and forest	Compensation for special services provided by farmers	Preservation of assets with regard to the maintenance of holdings	Improving competitiveness
	Transport	To strengthen the economic position of Austria	Efficient extension of the transport network, responding to demand	To increase safety in transport sector	To support sustainable mobility
	RurServ	Assessment of services in rural areas	Measures to cope with threats of decreasing service delivery	Decision making process for service provision	To secure positive effects of public services provision in rural areas
CH	Agriculture	To guarantee food-production	To safeguard a traditional natural landscapes	To guarantee a decentralised population	
	Telecom	Reliable universal service at an affordable price			
	Transport	Reduce cargo vehicles in transalpine transport	Shift of goods from road to rail		
	Agglomeration	Improving life quality and economic force of Swiss agglomerations	Reinforcing strategic city networks	Stop urban sprawl	
FL	Environment	Sustainable development for supporting policies	Environmental policy that safeguards health and quality of life	To secure the potential of natural amenities and ecology	To maintain the diversity of flora, fauna and landscapes
	Economy	To achieve a high level of education to foster an innovative economy	To prosecute the "mobility management" for an effective transport system	To orientate the labour market towards the future demand	To provide a high quality of life, in face of socio-economic changes
FR	Metropolis	To plan out government policy in the field of spatial planning	To reinforce France attractiveness	A national support policy for European influence on French metropolis	
	CompetPoles	To plan out government policy in the field of spatial planning	A new industrial strategy based on development of competitiveness poles		
	RuralAreas	Rural areas at the core of spatial planning policy			
	GrandEst	To identify strategic issues at an interregional level	To stimulate cooperation between regions of the Eastern area	To adapt the SSC to the Eastern area	
	GrandSudEst	To plan out strategic issues at an interregional level	To stimulate cooperation between regions of the South East area	To adapt the SSC to the South East area	
	Education	To promote local development by decentralization	To enhance growth and solidarity networks in each region	To setup areas of international influence beside the capital city	To improve higher education and research organization
	InfoCom	To promote local development by decentralization	To enhance growth and solidarity networks in each region	To setup areas of international influence beside the capital city	
	NaturalRural	To promote local development by decentralization	To enhance growth and solidarity networks in each region	To setup areas of international influence beside the capital city	
	Transport	To promote local development by decentralization	To enhance growth and solidarity networks in each region	To setup areas of international influence beside the capital city	
IT	Environment	To guarantee continuity with EU action	Instruments for negotiation, participation at national level	Reporting, according to the orientations of the Barcelona EC 2002	
	Infrastructures	Integrated programming of national interventions			
	SISTEMA	To instil a new impulse to polycentric and network development	Connections between infrastructural networks and town systems		
SI	SpStrategy	Rational and efficient spatial development	Polycentric development of cities/towns and other settlements	Competitiveness of Slovenian cities/towns in the European context	High quality of cities/towns and other settlements

Table 13 – Aims of national policy documents

However, *distinct national preferences within such framework may be outlined* as well, on the basis of albeit rough quantitative indications:

- Austrian policy aims look well balanced with respect to the above classes, with a prevalence of spatial development, cooperative planning, infrastructure and agricultural policies (4 policy aims) on policies for competitiveness and natural preservation (2);
- Switzerland is oriented to spatial development aims (4) and to infrastructure policies (2) more than on competitiveness, environment and rural areas (1);
- Liechtenstein concentrates especially on environment and natural preservation and on competitiveness aims (3), with some attention to spatial development and to infrastructure policies (1);
- France looks especially interested to spatial development and competitiveness aims (9) and, to a lesser extent, to cooperative planning (6);
- Italy is addressed to infrastructure policy and natural preservation aims (2), then to spatial development and cooperative planning (1);
- Slovenia looks concerned especially for spatial development aims (3) and for cooperative planning (1).

Even though a deeper survey would be certainly helpful, it seems reasonable to conclude that *national policies basically converge on the above classes of aims* with respect to the Alpine territory. Nevertheless, for many factors, *they do not pursue exactly the same objectives* and this aspect may represent an obstacle against the task of establishing transnational strategies for the Alpine Space programme.

1.2.3.3 Regional policies

As far as the analysis of regional policies is concerned, the rationale was to select the most representative policy document (usually the institutional territorial plan or regional development programme) currently in force in each Alpine region.

It was possible to accede to *23 policy documents* of this type in total (Table 14), covering a major portion of the Alpine area: all regions are covered in Germany (2) and Italy (8), almost all in France (3 on 4, Franche-Comté missing) and the majority in Austria (5 on 9, Burgeland, Kärnten, Steiermark and Vorarlberg missing). As for Slovenia, where NUTS II official regions are not institutionalised, some NUTS III statistical regions have been considered (4 on 12). In Switzerland, only the director plan of Canton Valais could be analysed, as possible sample of the 29 Swiss cantons. Lastly, Liechtenstein does not have regions.

Also in case of regional policies, the large majority of the examined documents (20 on 23) was approved in or after 2000, so introducing elements of possible interest in view of a possible Alpine Space programme after 2006.

The primary aims (1 to 4) declared in regional policy documents compose an overall framework of 67 policy aims (Table 15). In this case, they may be grouped in five classes, representing a *sample framework of regional policy aims (RPA) addressed to the Alpine territory*:

Co.	Region	Document	Acronym	Approving subjects	Type	Year	Until
AT	Niederösterreich	Strategie Niederösterreich Landesentwicklungskonzept (Strategic concept for development of Land Niederösterreich)	Konzept	Government of Land	Regional framework document for regional territorial strategy	2004	n.d.
	Oberösterreich	Regionalwirtschaftliches Entwicklungsleitbild (Guidelines for regional development)	Guidelines	Government of Land	Guidance document for regional policy and SF application	n.a.	n.d.
	Salzburg	Landesentwicklungsprogramm 2003 (Development concept)	Programm	Government of Land	Regional framework document for regional territorial strategy	2003	n.d.
	Tirol	Leitbild Zukunftsraum Tirol, Strategien zur Landesentwicklung (Concept for spatial development in Tyrol)	Strategien	Government of Land	Regional framework document for regional territorial strategy	2005	2015
	Wien	Strategieplan Wien 2004 (Strategy plan of Vienna 2004)	Strategien	Council of Vienna	Strategic document	2004	n.d.
CH	Valais	Plan directeur cantonal (Cantonal territorial director plan)	Plan	Cantonal Government and Parliament, Federal Government	Regional framework document for regional territorial strategy	2000	2010
DE	Baden-Württemberg	Landesentwicklungsplan Baden-Württemberg 2002 (State development programme Baden-Württemberg)	Plan	Wirtschaftsministerium Baden-Württemberg	Regional development programme	2002	n.d.
	Bayern	Landesentwicklungsprogramm Bayern 2003 (State Development Programm Bavaria)	Programm	Bayerisches Staatsministerium für Landesentwicklung und Umw.	Regional Development Programme	2003	n.d.
FR	Alsace	Rapport d'orientation sur l'aménagement du territoire (Orientation report on spatial planning)	Rapport	The Region	Planning report	2002	n.d.
	PACA	Directive territoriale d'aménagement (DTA) Alpes maritimes (Spatial planning of the Alpes maritimes)	DTA	The State in the region	Strategic plan	2003	n.d.
	Rhône-Alpes	Schéma régional d'aménagement et de développement du territoire 2000-2020 (Regional spatial planning perspective 2000-2020)	Schéma	The Region	Strategic plan	2001	2020
IT	Bolzano AutProv	Piano provinciale di sviluppo e di coordinamento territoriale (LEROP) (Provincial plan of development and of territorial coordination)	LEROP	Provincial Government	Provincial territorial plan	1995	n.d.
	Friuli Venezia Giulia	Piano regionale di sviluppo (PRS) (Regional development plan)	PRS	Regional Government	Political programme of development at regional level	2004	2007
	Liguria	Piano territoriale regionale (PTR) – Progetto di piano (Regional territorial plan – Plan design)	PTR	Regional Government	Regional Government proposal of regional territorial plan	2003	n.d.
	Lombardia	Piano territoriale regionale (PTR) – Documento strategico (Regional territorial plan – Strategic document)	PTR	Regional Government	Strategic document for the regional territorial plan elaboration	2004	n.d.
	Piemonte	Piano territoriale regionale (PTR) (Regional territorial plan)	PTR	Regional Government	Regional territorial plan	1997	n.d.
	Trento AutProv	Programma di sviluppo provinciale (Prov. development programme)	PSP	Provincial Government	Development programme	2002	n.d.
	Valle d'Aosta	Piano territoriale paesistico (PTP) (Territorial landscape plan)	PTP	Regional Government	Regional territorial plan	1998	n.d.
	Veneto	Piano territoriale regionale di coordinamento (PTRC), Doc. preliminare (Regional territorial plan of coordination – Preliminary document)	PTRC	Regional Government	Programming policy document for the regional territorial plan	2004	n.d.

SI	Gorenjska	Regionalni razvojni program Gorenjske 2002-2006 (Regional development programme for Gorenjska)	Program	Councils of municipalities; Nat. agency for regional development	Official development programme	2002	2006
	Goriska	Regionalni razvojni program statistične regije Goriška 2002-2006 (Regional development programme for the statistical region Goriska)	Program	Councils of municipalities; Nat. agency for regional development	Official development programme	2002	2006
	Koroška	Regionalni razvojni program za Koroško regijo (Regional development programme for the Koroška region)	Program	Councils of municipalities; Nat. agency for regional development	Official development programme	2002	2006
	Savinjska	Regionalni razvojni program Savinjske statistične regije (Regional development programme of the Savinjska statistical region)	Program	Councils of municipalities; Nat. agency for regional development	Official development programme	2002	2006

Table 14 – Regional policy documents

Co.	Region	Declared Aims			
		A	B	C	D
AT	Niederösterreich	Achieve social equity in all parts of the country	Competitive innovative regions and development of regional potential	Sustainable, environmentally sound management of natural resources	
	Oberösterreich	Export-oriented economy, specialisation to build on regional strengths	Establish dynamic economic structures (reduce structural ageing processes)	Increase plurality of services – reduce regional weaknesses	
	Salzburg	Restrictive and sustainable spatial planning and use of land	Settlement development according to public transport requirements	Decentralised concentration	Maintenance and restoration of functional plural structured areas
	Tirol	To establish an orientation for spatial development	Support implementation processes, changes and spatial development		
	Wien	Economic centre in a strong region	Comprehensive long-term employment strategy	City of different cultures, religions and life-styles	Combating inequality in society, gender mainstreaming
CH	Valais	(Not available)			
DE	Baden-Württemberg	Sustainable spatial development with social equity and economic efficiency	To strengthen the region as an attractive European living, cultural, economic space	Principle of sustainability	Establishment of equal living conditions and a balanced social structure
	Bayern	Sustainable interdisciplinary development of the spatial structure			
FR	Alsace	To recreate the social and spatial cohesion	To reinforce public action	To organise and contain the plains area of Alsace around the cities	
	PACA	To delimit the main spatial planning objectives of the state in this area	To precise rules of application of laws, adapted to local geographic specificity		
	Rhône-Alpes	To create a framework for public and private action in the field of spatial planning	To plan strategic and essential orientations for spatial planning and development		

IT	Bolzano AutProv	Ordering principle: market economy taking care of social and ecological aspects	Balanced development at territorial, social and environmental levels	Priority of territory and ecology (against economic exigencies)	Priority of residential people fundamental interests
	Friuli Venezia Giulia	Promoting the economic, social and cultural development of the region	Ensuring unity in the autonomy	Promoting international relationships	Promoting the culture of solidarity and of equality
	Liguria	Relationship Continuity/innovation	Centrality of landscape	Centrality of project dimension	Use of the new information tools – e-government
	Lombardia	(Not defined yet)			
	Piemonte	Preserving the environment and the historical cultural elements	Supporting the spreading processes on territory of activities and of population	Constituting the framework of reference for sector and territorial policies	
	Trento AutProv	To guide the administrative choices in the framework of territorial governance	To integrate environmental sustainability, competitiveness and social cohesion	To valorise specificities with special reference to links to cultural traditions	To transform ties in opportunities
	Valle d'Aosta	Basing development on preservative valorisation of natural and cultural heritage	Improving the efficiency of territory, as to widen regional development perspectives	Increasing equity in the use of territory, in terms of better living conditions	Preserving and enriching the quality of territory towards new social demands
	Veneto	Elaborating the territorial policy on the basis of existing and programmed infrastructures	Promoting a rational organisation of industrial zones	Localising direction and tertiary centres outside the urban historical centres	Promoting and supporting the commercial and housing functions
SI	Gorenjska	To ensure sustainable development, improved quality of the environment	To improve competitiveness of enterprises, stimulate new enterprise creation	To raise employment capability of the population and social security system	Settled and active rural areas, attainment of higher quality of life in rural areas
	Goriska	Accelerated development of innovation and technology	Improvement of human capital of the region	Attainment of excellence and competitiveness in tourism	Preservation of settlements and economic diversification of rural areas
	Koroška	To foster economic growth while ensuring balanced social and spatial development	Spatial management aimed at creation of spatial structures for development	Restructuring of the human capital with a view to adapt the structure to the needs	
	Savinjska	Creation of a region with a successful economy in the future Europe of regions			

Table 15 – Aims of regional policy documents

1. Spatial planning and territorial governance (RPA 1: 22 policy aims);
2. Increase of regional competitiveness (RPA 2: 16 policy aims);
3. Social cohesion and reduction of disparities (RPA 3: 15 policy aims);
4. Preservation of natural and cultural resources (RPA 4: 7 policy aims);
5. Valorisation of local traditions (RPA 5: 7 policy aims).

A first observation is that the above classes look in general coherent with the ones found out as for policy aims at national level (§ 1.2.3.2). In particular, this is the case of spatial planning, competitiveness and natural preservation aims. Instead, *social cohesion* and the *valorisation of local traditions* are calls for public action specifically emerging form the regional level policies.

Though not all regions are considered, the effort of distinguish differences between countries may be helpful as well. Starting from the most covered countries:

- German Länder focus on spatial planning aims (2) and on competitiveness, social cohesion and natural/cultural preservation (1);
- Italian regions interests look well balanced among all the above classes of aims, with a prevalence of spatial planning (8), social cohesion (6) and competitiveness (4) on natural/cultural preservation and valorisation of local traditions (4);
- the 3 French regions are addressed especially on spatial planning aims (5), but without neglecting also competitiveness and social cohesion (1);
- the 5 Austrian Länder pursue the same objectives as well: spatial planning (6), competitiveness (4) and social cohesion (3), but also natural/cultural preservation and valorisation of local traditions (1) are taken into account;
- the 4 Slovenian NUTS III statistical regions focus especially on competitiveness aims (5) and, to a lesser extent, to social cohesion (3), valorisation of local traditions (2); spatial planning and natural cultural preservation (1) are left behind in this case.

A consequent observation is that, despite the overall coherence of classes of policy aims, the sums of regional preferences (albeit partial in some cases) do not correspond to the respective national preferences. The contrary is true: *national and regional concerns for the same territory are often diverging if not even in conflict the one against the others*; which becomes a reason of particular complexity especially whereas transnational cooperation is at stake.

However, one has to consider also that certain policy fields are attributed to specific levels of governance, according to the various institutional frameworks of the Alpine countries. Therefore, to a certain extent, differences among national and regional policy aims have to be considered physiologic. Be that as it may, this confirms the complex challenge that transnational strategies have to face, since to conceive them as the simple sum of national priorities would mislead in many cases the needs for public action of regional communities. Rather, *transnational strategies should take account of multi-level priorities*, also because to identify the right levels and spatial locations where to find competent partners for any specific theme in each different country becomes fundamental in the implementation phase.

1.2.3.4 Cross-border policies

Despite the certain interest of documents produced by the spontaneous cross-border organisations present in the Alpine area (Alpe Adria, Arge Alp, Bodensee, Cotrao etc.), the analysis at this level regards exclusively the 9 *Interreg IIIA programmes* included in this area (i.e. all Interreg IIIA programmes including at least two Alpine countries: Table 16). Indeed, (a) the opportunity to work on comparable data and (b) the potential similarity with the Alpine Space Interreg IIIB programme have prevailed as the general criteria of selection.

Interreg IIIA	Countries	Regions interested (NUTS III zones included in)	Year	Budget
France-Italy	FR, IT	Rhône-Alpes, PACA (FR); Liguria, Piemonte, Valle d'Aosta (IT)	2001	157.545.687
France-Switzerland	FR, CH	Franche Comté, Rhône-Alpes (FR), Berne, Valais, Vaud, Genève, Neuchâtel (CH)	2001	41.400.000
Oberrhein-Mitte-Süd	DE, FR, CH	Freiburg (DE); Alsace (FR); External Bern, External Zürich (CH)	2001	63.171.100
Alpenrhein-Bodensee-Hochrhein	AT, DE, CH, LI	Bayern, Baden-Württemberg (DE); Vorarlberg (AT); Aargau, Appenzell, Ausserrhoden, Innerrhoden, Glarus, Graubünden, Schaffhausen, St. Gallen, Thurgau, Zürich (CH)	2001	46.100.000
Bayern-Österreich	AT, DE, CH, LI	Oberösterreich, Salzburg, Tirol (AT); Bayern (DE)	2000	94.638.334
Austria-Slovenia	AT, SI	Oststeiermark, West- and Südsteiermark, Graz, Unterkärnten, Klagenfurt-Villach, Oberkärnten (AT), Gorenjska, Koroska, Podravska, Pomurska and Savinjska, Municipality of Kamnik (SI)	2004	63.740.521
Italy-Slovenia	IT, SI	Friuli Venezia-Giulia, Veneto (IT), Goriška, Obalno-Kraška, Municipality of Kranjska Gora (SI)	2001	101.010.372
Austria-Italy	AT, IT	Carinthia, Salzburg, Tirol (AT); AP Bolzano, Friuli Venezia Giulia, Veneto (IT)	2001	70.421.370
Italy-Switzerland	IT, CH	Bolzano AP, Lombardia, Piemonte, Valle d'Aosta (IT), Grigioni, Ticino, Valais (CH)	2001	74.442.644

Table 16 – Interreg IIIA programmes in the Alpine territory

Each of the examined Interreg IIIA programme proposes 3 or 4 priorities/axes (technical assistance excluded), with the respective financial consistence. Priorities are 31 in total (Table 17). Aggregating the priorities with the main part of budget assigned within each programme, 3 *classes of cross-border policy aims (CBPA) in the Alpine territory* emerge:

1. Economic cooperation and development (CBPA1: 5 prog., 146.078.432 €);
2. Sustainable development (CBPA2: 2 prog., 85.464.993 €);
3. Reinforcing of local identity and attractiveness (CBPA3: 2 prog., 77.201.630 €).

Given the strong typological difference between Interreg IIIA programmes and the examined national and regional policy documents, any comparison between their priorities would have little sense. However, in a perspective of effective multi-level governance, *cross-border priorities as well should be considered in the construction*

of transnational strategies. Like in the case of regional policies, territorial distribution of priorities is of relevant interest, because may be indicative of the spatial location of as much as needs for public action with regards to certain themes.

InterregIIIA	Priorities	Budget
France-Italy	1. Territory: joint management of border spaces in a sustainable development perspective	35.188.888
	2. Identity: reinforcing the cross-border identity in the framework of European citizenship	62.711.630
	3. Competitiveness: promoting competitiveness of border areas	50.144.167
France-Switzerland *	1. To stimulate a common and coordinated spatial planning of the cross-border area	12.420.000
	2. To reinforce the area attractiveness, giving value to its resources from nature, culture, tourism, and heritage	14.490.000
	3. To promote exchanges in the fields of employment, education and improvement of the economical environment	12.006.000
Oberrhein-Mitte-Süd	1. Cross-border co-operation in the service of the citizen and its institutions	3.158.556
	2. Sustainable and balanced territorial development	15.792.776
	3. Economic integration and human resources	25.268.438
	4. Tourist and cultural promotion	15.792.776
Alpenrhein-Bodensee-Hochrhein	1. Economic development	12.818.007
	2. Environmental and regional development	12.127.190
	3. Socio-cultural development	9.638.714
Bayern-Österreich	1. Cross-border regional development, networks	20.714.854
	2. Economic co-operations	49.602.504
	3. Human resources: qualification and employment market, health and welfare	9.000.972
	4. Cross-border infrastructure	12.657.012
Austria-Slovenia	1. Economic co-operation	25.721.511
	2. Human resources and regional co-operation	15.078.492
	3. Sustainable spatial development	18.417.078
	4. Special support for border regions	1.744.000
Italy-Slovenia	1. Sustainable development of the cross-border region	45.293.564
	2. Economic co-operation	30.268.672
	3. Human resources, co-operation and systems harmonisation	16.296.838
	4. Special support to regions bordering candidate countries	2.762.000
Austria-Italy	1. Protection and sustainable development of territory, networks, cross-border structures and infrastructures	23.027.881
	2. Economic co-operation	32.667.972
	3. Human resources, co-operation within sectors: labour market, culture, research and health, harmonisation of systems	10.017.517
Italy-Switzerland	1. Balanced and durable development of cross-border zones economy	40.171.429
	2. Co-operation actions for managing territory and safeguarding environmental and cultural heritage	24.365.000
	3. Strengthening co-operation in the cultural, social and institutional fields	7.348.215

Table 17 – Priorities of cross-border policy documents

Briefly, it seems that a comparison between territorial distributions of national, regional and cross-border policy preferences should contribute to point out how the overall Alpine Space is affected by different needs and wills, which a joint transnational cooperation programme should not disregard. At the minimum, *a punctual recognition of the existing calls for public action in the Alpine area would make a future transnational programme gaining in realism and in effectiveness*. Therefore, even if it was not possible to address this analysis also to local policy documents, an additional section recalling the existence of innovative local policies in the Alpine area is not useless.

1.2.3.5 Local policies

The local level is the territorial and administrative unit at which spatial planning policies and land use decisions are implemented ultimately. Therefore, local policy aims assume an equally important role in the framework of EU territorial governance processes (§ 1.2.1), with a special valence as far as mountain areas are concerned (§ 1.2.2).

The few existing attempts of survey on local planning practices in the Alpine countries and regions (e.g. REGALP, Schindegger 1999) highlight the long tradition of local administration in the Alps, due to the small-scaled settlement structure in large parts of this territory. Traditionally, the influence of the Alpine municipalities is not confined only to legal or ruling tasks concerning territorial issues, but related increasingly over time to economic and social development issues. The concern for the maintenance and improvement of quality of life has extended in recent years to a wider range of activities, including environmental issues, education and social development and the provision of public services. These new necessities have brought about *multiple tasks for municipalities in mountain areas which go far beyond physical planning issues*. The more these aspects have been threatened in the vulnerable environment of remote rural areas or by the increasing urban development, the more the sake of strategies for innovative solutions has been strengthened.

In many aspects, *participation is seen as an innovative key concept for local development* in the Alps. In particular, the direct involvement of emerging societal groups, like NGOs or specifically concerned groups, in planning activities is often pursued as a policy option against the usual inertia of territorial development processes. A common lesson of local community projects is indeed that the great diversity of mountain ecosystems, cultures and adaptive strategies requires the *long term commitment of local stakeholders* in order to develop effective development programmes (Denniston 1996). This may be explained by the fact that Alpine local communities need, on the one hand, to redefine continuously their own collective identities and, on the other, to be actors in creating their economic future.

More recently, the establishment of local networks and the participation of local communities to various Community programmes, like Leader and Interreg projects, has strengthened the institutional capacities of this policy level. Even if programming activities and regional effects are experienced at higher levels, only the local action can transform strategies in concrete activities and results.

Many well known examples of local networks are witness of the concrete values of implementing cooperation across different parts of the Alpine arc (BUNR 2004), namely: Alliance in the Alps (www.alpenallianz.org), Alpine cities (www.alpenstaedte.org), the Alpine network of protected areas (www.alparc.org), Via Alpina (www.via-alpina.org) and others. These initiatives support the idea to establish a common view of the Alpine territory and, through the exchange between different cultural spheres, have a significant learning effect. As pilot actions, they rely very often on creative actors who achieve to integrate views and development strategies of different stakeholders. The capacity of these initiatives in creating long-term commitment should be taken into account when trying to assess the effectiveness of the networks activities.

1.2.4 Conclusions

The analysis on spatial policies in the Alpine area has been developed in attentive consideration of the *characters of EU territorial governance processes* (§ 1.2.1). The analysis consisted, on the one hand, in an *account on mountain policies*, particularly in the Alps, carried out through a review of existing researches (§ 1.2.2); on the other hand, in a *survey on 70 policy documents currently in force* respectively at *supranational* (14), *national* (24), *regional* (23) and *cross-border* (9) levels of spatial policy, with a short complement regarding the *local* level (§ 1.2.3).

Despite the constraints of time and resources, the analysis has thus let emerge a complex set of spatial policy aims in the Alpine area, which has been scrutinised both in the horizontal dimension of *policy sectors* and in the vertical one of *policy levels*.

The overall impression derived from the analysis is that transnational cooperation proves to be a difficult task, even if regarding an apparently "homogeneous territory" as the Alpine area is often said to be, because not only levels of territorial governance are several but also policy priorities are different, variously interconnected both in horizontal and vertical sense and often contrasting the ones against the others. Therefore, an *attitude of simplification is not helpful for the design of transnational strategies*, certainly not in a politically complex and contrasted territory like the Alpine area.

One emerging result is that, in this light, any attempt of deciding aims and strategies of a transnational spatial programme via scientific legitimation would risk to weaken the effectiveness of the programme itself (aims and strategies would be perceived by policy communities as imposed to them). This result implicates a clear *indication of method* for deciding aims and strategies of a future Alpine Space programme: *the involvement of policy communities at the different levels of territorial governance in the design of aims and strategies is a decisive requirement* in order to obtain an effective transnational programme. Such involvement shall therefore be carefully structured and accompanied through appropriate technical capacities.

A second result regards the *ways of approaching policy aims*, wherever a wider involvement of policy communities may lead to. Particularly two complementary indications can be outlined for building the transnational aims of a possible Alpine Space programme after 2006:

1) *to promote the integration of different sector polices*, since this produces value added especially in complex territories like the Alpine area; and
2) *to combine the policy aims of different levels, from supranational to local*, instead of reducing "transnationality" to the negotiation of only national views.

An effort of interrelation between the relevant priorities and policy aims emerged at the various levels of spatial policy according to the analysis carried out may be helpful to this respect. Table 18 shows indeed how their combination in multi-level policy aims can be finalised to the definition of relevant *key concepts for transnational spatial policy* in the Alpine Space.

According to this approach, a further recognition of real needs for public action on spatial development in the different parts and at the various levels in the Alpine

territory (perhaps carried out in the form of strategic project to be implemented before 2007) would help the future transnational programme to channel more effectively the policy aims concretely existing in the Alpine area, with mutual benefit of the various territorial authorities and of policy communities who are by them represented.

Levels of spatial policy				Key concepts for transnational spatial policy
Supranational	**National**	**Regional**	**Cross-border**	
Spatial policies	Spatial development, regional and urban planning (NPA1)	Spatial planning and territorial governance (RPA1)		Spatial approach
Policies for competitiveness	Improvement of competitiveness (NPA2)	Increase of regional competitiveness (RPA2)	Economic cooperation and development (CBPA1)	Competitiveness
Environmental policies	Environment and natural preservation (NPA5)	Preservation of natural and cultural resources (RPA4)	Sustainable development (CBPA2)	Sustainable development
	Cooperation and participation in planning process (NPA3)	Social cohesion and reduction of disparities (RPA3)		Social cohesion
Infrastructure policies	Infrastructures and networks (NPA4)			Infrastructures and networks
		Valorisation of local traditions (RPA5)	Reinforcing of local identity and attractiveness (CBPA3)	Local identity
	Management of rural areas (NPA6)			Rural dimension

Table 18 – Key concepts for transnational spatial policy according to multi-level policy aims

Further indications emerging from the analysis regard the opportunity of:

a. to dedicate a special attention to the *involvement of regional governments in the elaboration of transnational strategies*, being regional plans the primary tools of territorial governance in the most of the Alpine area;

b. to envisage *a joint strategy of coordination with cross-border programmes*, in order to increase synergies of cooperation; and

c. to consider *the existing projects established at the different policy levels* as a possible multi-level grid of reference to individuate or to elaborate transnational strategic projects.

Of course, these proposals too cannot be managed through improvisation and shall require the recourse to specific technical knowledge in order to obtain effective results.

1.3 The Alpine Space Interreg IIIB programme

The third and last analysis carried out in the framework of the *Alpine Space Prospective Study* regards a specific survey on the outcomes of the Alpine Space Interreg IIIB programme, as far as cooperation projects approved and partially implemented are concerned.

In particular, an introduction illustrates the general aims and contextual conditions of the analysis (§ 1.3.1). The inventory of projects analysed (§ 1.3.2) anticipates the analysis of partners typologies (§ 1.3.3) and of aims and results of cooperation (§ 1.3.4). Overall findings are then outlined in a conclusive section (§ 1.3.5).

1.3.1 Introduction

1.3.1.1 Reminder of the analysis aims

The goal of the present analysis is to measure the implementation of current phase of transnational cooperation in the Alpine Space programme, in order to:

- understand in which dynamic/process of transnational cooperation the Alpine Space entered (which actors, activities, issues and ways?);
- identify ways of possible improvement of current process (missing or not enough involved actors, missing or not enough reached objectives, not or not enough tackled problems, better ways of cooperating).

However, it is worth recalling that this analysis *is not an evaluation* of the programme and of its projects. Given the overall prospective character of the present study, the analysis is rather addressed to a survey on current characteristics of the programme and of its projects (themes, objectives, actors, cooperation modes, results) in order to indicate aspects which may be of relevant interest for the following steps of the study itself (as of in chapters 2 and 3). In this light, it refers particularly to:

- issues to be addressed or solved in a possible Alpine Space programme in period 2007-2013;
- the real contexts of decision, including the European Commission priorities, especially with regard to the design of future Structural Funds objective 3 for territorial cooperation, and the expectations of national and regional authorities;
- the aspects of feasibility, according to the abilities shown by current partners of the Alpine Space programme.

1.3.1.2 Documentation and context of the analysis

A perhaps simplified but nevertheless exhaustive method for analysing the implementation status of the *53 Alpine Space projects* approved so far was made

possible by an overall *matrix of projects* provided with by the Joint Technical Secretariat (JTS) of the programme[8].

This matrix contains the following information:

- name of the project and descriptive keywords;
- priority and measure;
- objectives and types of results expected (according to a 6 items typology);
- number, nationality and types of partners (according to a 9 items typology);
- nationality and types of the lead partners;
- total budget;
- number of partners implicated for less than 2% of the budget of each project.

Besides to this inventory, a questionnaire with 11 questions (prepared according to national coordinators suggestions and broadly corresponding to an interview of about 30 minutes) was submitted to some relevant actors of the programme and projects: national coordinators, National Contact Points members, lead partners, other project partners. This poll by questionnaire has been realised according to the available contacts, with the aim of collecting around twenty significant interviews.

The relatively high convergence of results has shown a general agreement on interests, difficulties, problems and possible solutions, as they have been then reported by the analysis.

Finally, the analysis could fully benefit of the transnational seminars of Rosenheim (25-26 November 2004), Innsbruck (6-7 April 2005), and Venice (16-17 June 2005), where many projects and intermediate results were presented, and various issues regarding transnational cooperation have been raised. Some further contacts and exchanges of views, like with the secretary of the Alpine Convention, have been helpful as well.

1.3.2 Inventory of projects, by priorities and measures

Nearly half of the projects (24 out of 54 considered projects) are under priority 1 – *Promotion of the Alpine Space as a competitive and attractive living and economic space in the scope of a polycentric spatial development in the EU*. Only 8 projects are under priority 2 – *Development of sustainable transport systems with particular consideration of efficiency, inter-modality and better accessibility*. Whereas 22 projects are under priority 3 – *Wise management of nature, landscape and cultural heritage, promotion of the environment and the prevention of natural disasters*.

Table 19 shows the distribution of projects in the different programme measures and Figure 7 the distribution of total budget by measure. According to them, priority 3 has been the more targeted one (41% of projects and 59% of budget), insofar as priority 1 is featured by a lot of projects (44%) but a lower budget (14%), and as priority 2 has few projects (15%) but an important part of the budget (27%).

[8] In fact, the analysis concerns 54 projects (including ALP-I-VILLE, which was finally rejected), because this was the original set of the JTS matrix. Such minimal difference, however, cannot affect the overall results of the analysis.

Measure	Title of measure	Number of projects	share in % (out of 54)
1.1	Mutual knowledge and common perspectives	12	22
1.2	Competitiveness and sustainable development	12	22
2.1	Perspectives and analyses	2	4
2.2	Improvement of existing and promotion of future transport systems by large scale and small scale intelligent solutions such as intermodality	6	11
3.1	Nature and resources, in particular water	7	13
3.2	Good management and promotion of landscapes and cultural heritage	9	17
3.3	Co-operation in the field of natural risks	6	11

Table 19 – Number of projects by measure

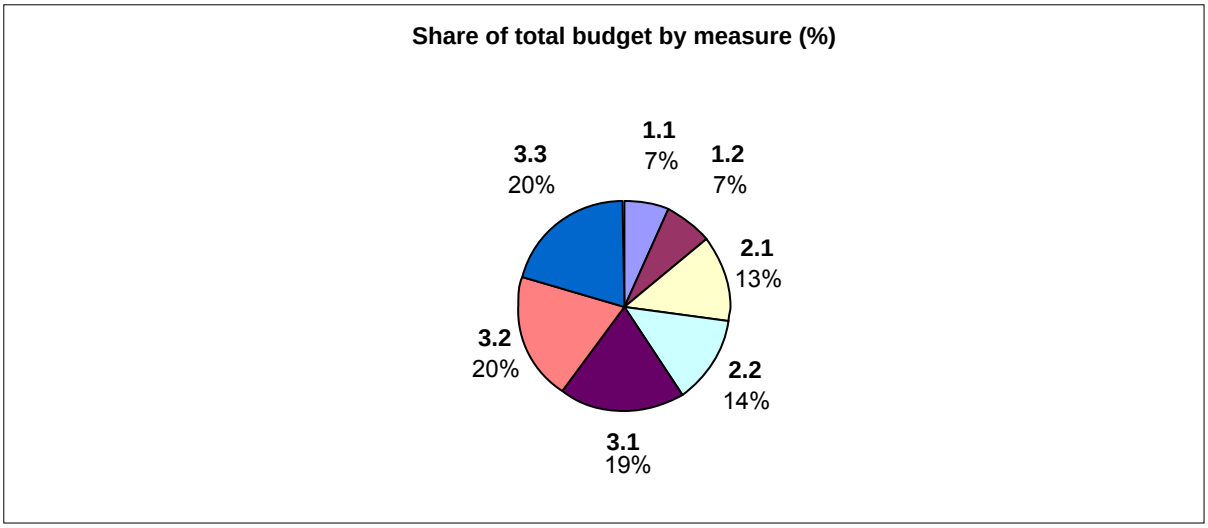


Figure 7 – Share of total amount of budget by measure (%)

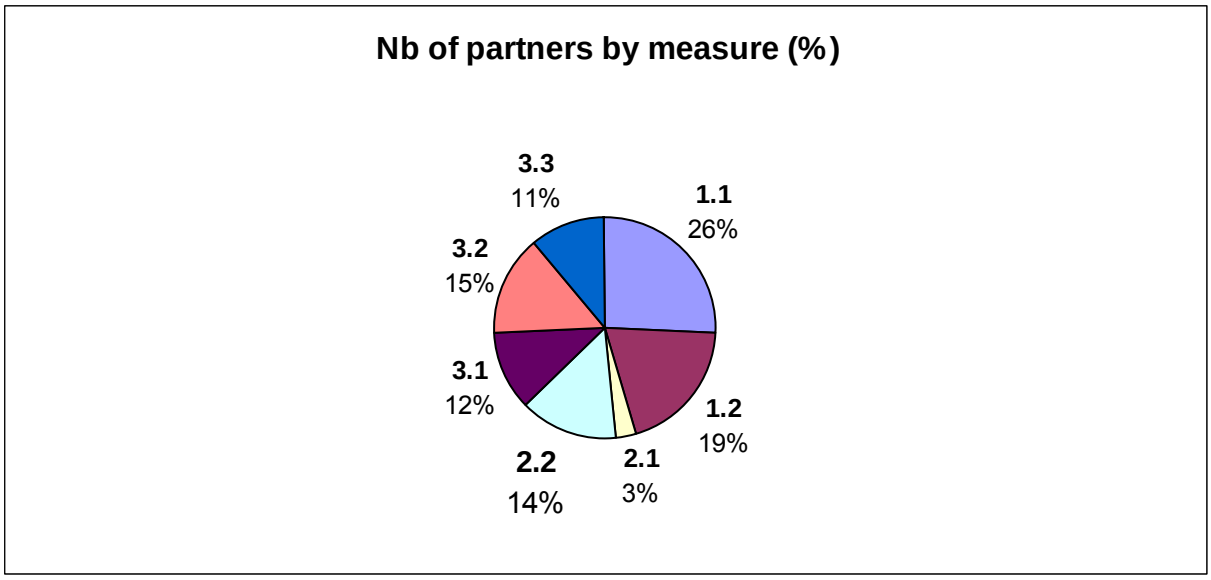


Figure 8 – Total number of partners by measure (%)

Figure 8 shows that the distribution of the total number of partners by measure is broadly similar to the number of projects by measure, but with a small peak as for measure 1.1 totalising 26% of all partners.

When looking at the distribution of projects by the origin of the partners (country) and by measures, a similar distribution among measures is again visible, with the exception of measure 2.2, which involves an important number of Austrian and Italian partners (Figure 9).

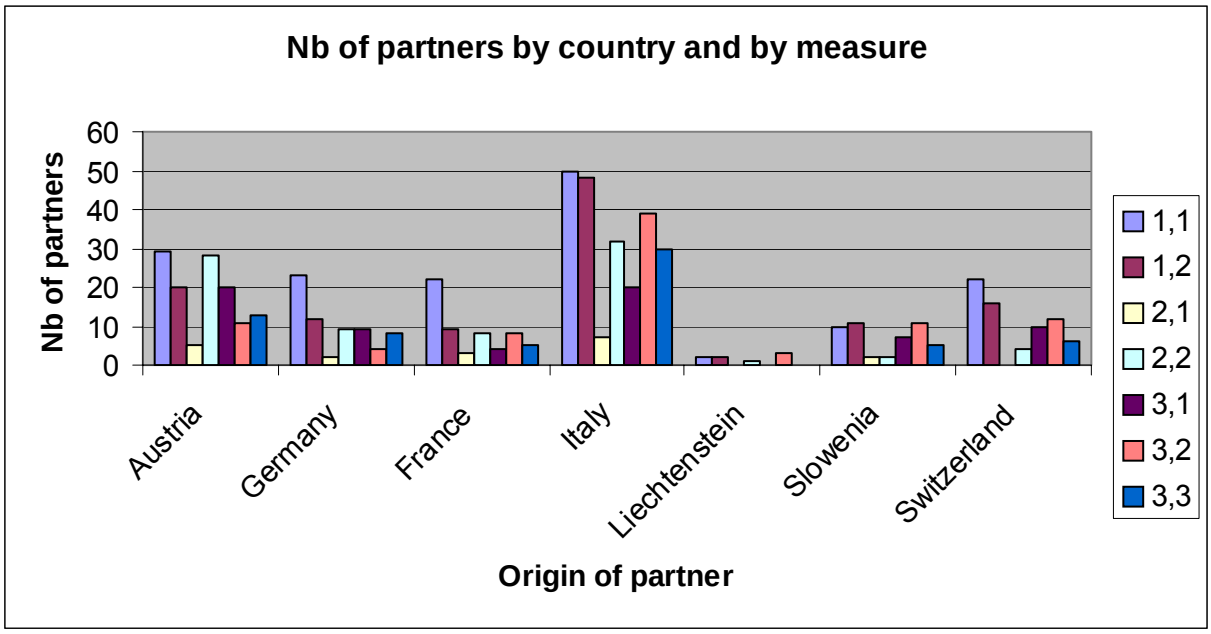


Figure 9 – Total number of partners by country and measure

All the above calculations point out that measure 2.1, with only 2 projects and a total of 19 partners, is far behind all other measures.

1.3.3 Analysis of the typologies of partners involved in the projects

1.3.3.1 Categories of project partners

For the sake of the analysis, project partners have been classified as follows:

T1 Scientific institutions

T2 Territorial collectivities[9]

T3 Public institutions

T4 Public-private partnerships

T5 Enterprises executing a public mandate

T6 Non-profit organisations

[9] A territorial collectivity is a moral person of public right, constituted by the inhabitants of a territory, which is organised in an administrative constituency and manages their interests through elected authorities.

T7 Private consulting agencies

T8 Economic actors

T9 Enterprises

Figure 10 shows how projects partners are distributed according to the adopted typology. It is clear enough that the implementation of transnational cooperation has been in the hands of the public sector in the current phase. Indeed, 79% of the involved partners are either Scientific institutions (T1) or Territorial collectivities (T2) or Public institutions (T3). This would suggest that *the Alpine Space transnational cooperation is still in a building up phase*, since it concerns a limited typology of actors, which are usually more active in the conception of policies rather than in the execution of operational activities.

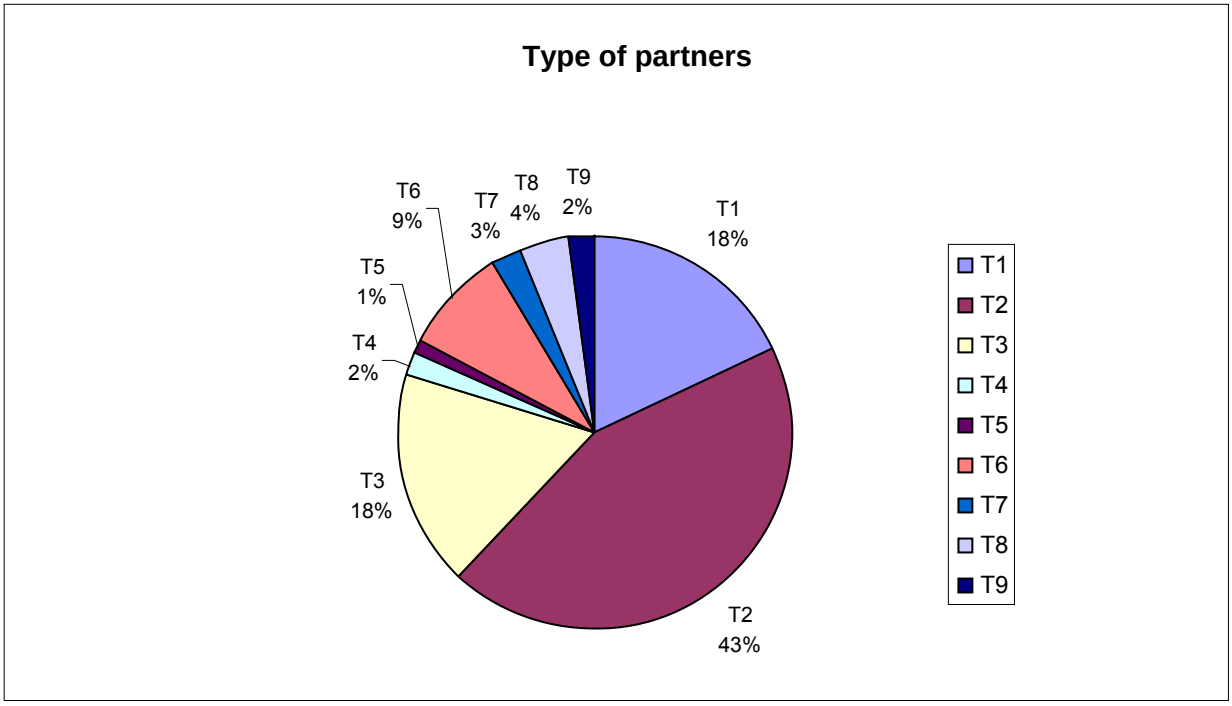


Figure 10 – Types of partners according to the adopted typology

A more detailed analysis of public partners according to their size (Table 20) shows that territorial collectivities are implied for a half at the regional level (NUTS I and II) and for the other half at a lower level (around 50% for NUTS III and 50% for others).

	NUTS 1	NUTS II	NUTS III	LAU
Number of partners (territorial collectivities)	16	123	58	54
%	6.5	49	23	21.5

Table 20 – Number of public partners according the size of territorial collectivities

On the one hand, the fact that the majority of territorial collectivities partners pertains to NUTS I and II levels could be explained since transnational cooperation is

established to take place at the regional level. On the other hand, one should recognise that public collective actors who operate closer to the Alpine local communities (e.g. municipalities, Italian provinces, French *départements*) could act more effectively at the implementation level. Therefore, here the margin for progress is not negligible.

Public-private partnerships (T4), Enterprises executing a public mandate (T5) and Non-profit organisations (T6) represent together 12% of current project partners. They represent, however, *a potential force to be exploited better in future*, as they execute an important bridge function between public and private sectors.

The private sector as such is not particularly involved in transnational projects, which means a sure waste of potentialities, since private subjects are a fundamental force in local development. One possible explanation is that private partners, as they are subjected to competition, can participate only difficultly to programmes with a relatively high administrative burdens and costs. Another possible explanation is that the focus of programme priorities and measures are not inviting for private activities (and this, of course, relates also to EU and national legislations as for the state aids). Be that as it may, *the low degree of private partners participation to projects is an aspect which should deserve attentive consideration* in order to make the programme implementation more effective in future.

However, Table 21 represents a more detailed picture of the number of partners types implied for each measure of the programme. There, the colour intensity of cells highlights the most represented type of partners. Particularly, the table shows that priority 2 (transports) and measure 3.3 (risks management) concern almost exclusively public actors. This characterises to a lesser also measures 3.1 (natural resources) and 3.2 (landscape and cultural heritage). Only priority 1 (spatial competitiveness) shows a relatively openness to private actors as well.

	Type of partner	**Measures**							**Total**
		1.1	**1.2**	**2.1**	**2.2**	**3.1**	**3.2**	**3.3**	
T2	Territorial collectivities	60	44	6	48	29	47	30	**264**
T1	Scientific institutions	44	16	7	5	13	6	17	**108**
T3	Public institutions	19	19	3	12	20	17	17	**107**
T6	Non-profit organisations	18	14	0	5	4	10	1	**52**
T8	Economic actors	8	11	0	2	2	1	0	**24**
T7	Private consulting agencies	2	5	0	5	1	3	0	**16**
T9	Enterprises	0	3	3	6	0	0	0	**12**
T4	Public-private partnerships	4	2	0	0	0	3	2	**11**
T5	Enterprises executing a public mandate	1	2	0	1	2	1	0	**7**
	Total number of partners	**156**	**116**	**19**	**84**	**71**	**88**	**67**	

Table 21 – Type of partner by measure (sorted by total number of partners per type)

It seem in general that *to encourage an increasing participation of the primary actors of local development* (private sector, public-private partnerships and "bridging" organisations, municipalities and local authorities) in the implementation of all programme measures could only improve the capacity of the Alpine Space

programme to produce concrete transnational value added to sustainable development. Indeed, transnational cooperation is a great opportunity to create the right complementarities between a strategic public level (national and regional authorities), designing the frame conditions, and a public-private operational local level, creating economic, social and environmental values within the given strategic conditions.

Table 22 addresses to the types of lead partners, confirming that a large majority of them belongs to the public sector. In this case, however, this may be more acceptable since a public leadership is helpful to coordinate transnational cooperation projects. Moreover, public lead partners are probably more suitable to face all administrative burdens and can beneficiate as well of more direct connections with the EU institutions, where overall regulations are established.

	Type of lead partner	**Number**
T1	Scientific institutions	**11**
T2	Territorial collectivities	**25**
T3	Public institutions	**11**
T4	Public-private partnerships	**3**
T5	Enterprises executing a public mandate	**0**
T6	Non-profit organisations	**1**
T7	Private consulting agencies	**1**
T8	Economic actors	**0**
T9	Enterprises	**2**

Table 22 – Number of lead partners according to the adopted typology

Table 23 shows the national origin of lead partners by type. In particular, it shows that no lead partners are active in Liechtenstein nor in Slovenia, which may be reason of imbalance in the overall Alpine Space cooperation framework as for the acquisition of EU project management know-how and the participation to transnational networks.

Lead partner country	**T1**	**T2**	**T3**	**T4**	**T5**	**T6**	**T7**	**T8**	**T9**	**Total**
Italy	3	14	2							**19**
Austria	3	5	5				1			**14**
Germany	3	4							2	**9**
France	1	1	4	2		1				**9**
Switzerland	1	1		1						**3**
Liechtenstein										**0**
Slovenia										**0**
Total	**11**	**25**	**11**	**3**	**0**	**1**	**1**	**0**	**2**	

Table 23 – Types of lead partners by country

This appears to be, however, a classic *problem of learning-by-doing over time*. For instance, according to the view of Mr. Ales Horvat, a Slovenian key partner, his institution would be now capable to take over a project leadership, after the past learning period as simple partner in two projects.

Therefore, *to ensure that all countries involved in the Alpine Space programme may have one or more project lead partners in future* will be an important aspect. This applies especially to Slovenia and Lichtenstein, and to a lesser extent also to France and Germany, which show themselves underrepresented in comparison to Italy and Austria in this.

1.3.3.2 Ways of constitution, extension and sustainability of partnerships

1.3.3.2.1 Partnership constitution

Nine out of a sample of 13 interviewed project leaders (70%) said that their respective projects were launched on the basis of existing cooperation, as for instance:

- groups or networks of people who were already working together;
- previous common experiences in other programmes (MEDOCC) or Community initiatives (Leader II);
- follow up of existing Alpine Space (art. 10 ERDF pilot action) projects.

Main reasons for launching their projects were, by decreasing importance:

- prospective / experimentation / anticipation aims;
- opportunistic aims ("there are funds available, let's invent something");
- necessity to solve local communities problems.

1.3.3.2.2 Partnership proliferation

According to interviews, transnational project networks proliferated in following ways:

- through project activities, like steering committees meetings, institution of thematic working groups, exchange visits, seminars and workshops, studies and researches as well as through the websites;
- by active partners search and received contacts;
- spontaneously through partners, experts and subcontractors;
- by partnerships recommended by the programme managers.

However, this proliferation encountered often some difficulties, as:

- multiplicity and trans-disciplinary features of cultures (languages, traditions, laws and rules etc.);
- distances;
- insufficient valorisation of contributions in kind;
- resistances against administrative tasks and changes of rules during the project development;
- insufficient permanent feeding of the network with interesting topics.

Briefly, the key factors for succeeding proliferation can be summarised as follows:

- ⇒ good personal relationships and direct contacts;
- ⇒ good previous experiences of cooperation among partners;
- ⇒ openness and tolerance;
- ⇒ intensive information flows in all directions, including language skills;
- ⇒ attractive ideas;
- ⇒ good project management (good personal contacts, leadership, innovative, quality system, monitoring);
- ⇒ value added to each project partner.

1.3.3.2.3 Partnership sustainability

Ten project lead partners out of 13 (77%) estimate their respective projects having good chances to become sustainable (i.e. durable after the programme duration) by:

- launching an Interreg IIIC project;
- extending the project results inside the involved regions (even if at the cost of losing the transnational character);
- launching a new project in the future Alpine Space programme;
- strengthening the identity of the core group;
- continuing the project activities in existing networks;
- prosecuting the application of methods and the use of products outside the Interreg cooperation;
- searching for the involvement of new partners and actors.

Furthermore, the following key factors for succeeding projects sustainability were mentioned:

- ⇒ production of concrete results, useful to the final beneficiaries, and intensive and widespread communication;
- ⇒ ability to launch follow up projects responding to similar activities;
- ⇒ ability of the lead partner to pursue project sustainability from the beginning, by including this aim in the initial planning, by a concrete commitment to this aspect, and by starting to work on follow up opportunities at least one year before the project conclusion;
- ⇒ capacity to link projects to permanent organisational structures.

1.3.3.3 Levels and motivations of partners commitment

In every kind of partnership, partners are usually characterised by different degrees of engagement and of commitment to the common project. Some of them execute most of the work and others may be just followers or even inactive.

Taking into account that most of the Alpine Space projects budgets are between 1 and 2 millions euro, one may assume carefully the *hypothesis that a partner who does not contribute for at least 2% of the total budget cannot be a fully active and cooperative partner*. Of course, this assumption has to take into account two limits:

a) it is not possible to calculate contributions in kind;

b) the financial capacities of project partners are strongly affected by the status of EU respectively non-EU subject (as far as EU funds are concerned), and by the different national rules of co-financing and foreseen national budgets.

With the awareness of the above said limits of interpretation, the following situations can be observed:

- around half of the projects (26 out of 53) have no partners contributing for less than 2% of the total budget;
- partners contributing for less than 2% are present for an average of 13% of total partners;
- the percentage of partners contributing for less than 2% increased drastically from call 1.1 to call 1.2 (from 6% to 20%) then decreasing in call 2 (14%) and call 3 (8%);
- one project is composed of 65% of partners contributing for less than 2% of the total budget (which may be reason of distortion of the above given average data).

Briefly, the phenomenon of less active and cooperative partners in the Alpine Space projects does not seem to be excessively serious (with the exception of one case only), but it is present however.

Be that as it may, the interviewed lead partners made the following remarks as for the topic of the partners commitment:

- according to regulations, the programme promote wide partnerships, which implicates a permanent risk of having inactive partners inside projects;
- partners commitment is broadly proportional to their financial participation;
- some partners delegate their work to private subcontractors, which makes feedback and control activities almost impossible unless it is not foreseen in the contract as a compulsory task;
- administrative activities are often too separate from the operational realities of projects;
- in some projects, small partners are present simply to execute a task of multiplication of the core partners activities;
- the change of the project responsible people inside the involved institutions represents a frequent risk for partners commitment.

In the impossibility of a deeper qualitative analysis, of course, it is difficult to draw conclusions about the above reported figures and comments. Some aspects can be pointed out however:

- it seems in general that the project management task is suitable to take successfully the necessary measures to tackle the growth of little active partners;
- small partners can be useful however as to execute special tasks like communication and dissemination of projects results;
- even if it was not possible to check whether full time employees carry out the activities of each main project partner, the impression is that transnational cooperation is recognised as an important mission by these actors.

These conditions, of course, are not fulfilled by all project partners yet, which is understandable in the light of the beginning phase of transnational cooperation in the Alpine Space. This shall become a necessary condition to develop transnational cooperation more effectively in future.

1.3.3.4 Effectiveness of transnational cooperation

Italy is the only country represented in all the approved projects and this is likely due to the particularly favourable national co-financing system ensuring to partners the public coverage of co-financing quota. Italy is followed by Austria (active in 49 projects on 53) and all other countries (between 36 and 38 projects, so around 70%), with the only exception of Lichtenstein, which is present in only 7 projects.

The following remarks outlined by the interviews complement this overall backdrop:

- some partners are clearly interested only in the results concerning their own territories and do not use to share them with other partners;
- two years at least are usually necessary as to let partnership becoming an effectively performing network, but this time also correspond to the average duration of projects.

These few elements of analysis are sufficient to support the following observations:

1. The overall countries involvement in a large majority of projects is witness of a good transnational impact of the Alpine Space programme. Of course, *to survey more attentively the effective consistence of such transnational impact* should be useful. Therefore, some additional appropriate measures at programme level may be taken in future in order to obtain a clearer and more complete picture of the concrete extent of the Alpine Space transnational cooperation as a whole.
2. The possible partners attitude of exploiting the cooperation project only for their own sakes should be discouraged in future. Even if the importance of local implementation making the projects results visible is not questionable, *it should be ensured that local realisations are clearly at the service of transnational cooperation*. Therefore, some measures ensuring that partners are selected for their effective commitment to transnational cooperation should be sough in a future programme.
3. Sufficient time as for *the accomplishment of the general process of team building (forming, storming, ruling, performing)* should be ensured to cooperation projects. Particularly, the projects duration should never be

reduced for administrative reasons, since operators need to dispose of the total foreseen project duration for their work.

4. Transnational cooperation is a complex networking process which leans also on the effectiveness of national, regional and local networks. This process of networking by networks takes the required time and *the building of functional transnational networks cannot be imposed nor ruled by administrative measures*.

1.3.4 Analysis of the aims and results of cooperation

1.3.4.1 Type of results expected by projects

Also according to what above said, transnational cooperation is basically a long term process proceeding through the accumulation of experience. In this light, an overall function to be accomplished at programme level might be the steering of projects along an ideal trajectory of cumulative learning objectives, as follows:

⇒ *Projects focusing on transnational expertise and contents:*

Objective 1 – *Transnational knowledge*: exchanging of existing knowledge in order to build a subject or a topic which can be shared;

Objective 2 – *Transnational tools*: building common tools for analysis, observation and information in order to bring added value to objective 1.

⇒ *Projects focusing on transnational organisation:*

Objective 3 – *Transnational network*: constituting the network of key actors which may act collectively as to improve the partnership through the communication of objectives 1 and 2 (organisation of events);

Objective 4 – *Transnational exchange*: exchanging best practices and organising the crossed fertilisation of relevant know-how of each national system of action.

⇒ *Projects focusing on the experimentation of transnational action:*

Objective 5 – *Transnational strategy*: elaborating a common transnational strategy adopted by all partners;

Objective 6 – *Transnational action*: realising one or more pilot actions cooperating in the frame of a shared project or network according to a common strategy (objective 5).

According to the information gathered in the analysis, the breakdown of the above mentioned ideal objectives among the existing projects is the following:

- Objective 1: 98% of projects;
- Objective 2: 80% of projects;
- Objective 3: 57% of projects;
- Objective 4: 9% (4 projects: Diamont, Pusemor, Alpfrail, Meteorisk);
- Objective 5: 2% (1 project: Lexalp);
- Objective 6: 0%.

It is worth pointing out that these results depend on a subjective appreciation of the major transnational objectives gained by each project. However, the wide distance recorded between scores of objectives 1 and 2 on the one hand, and of objectives 4, 5 and 6 on the other, is an indisputable indication of the overall status of the programme in this profile. In particular, the fact that any project has been considered connected to objective 6 (transnational action) does not mean that the Alpine Space projects are not acting concretely; it indicates simply that *the objective of transnational action has not taken a fully operative nature at the moment*.

This may be acceptable, given the relative young experience of transnational cooperation in the Alpine Space. This may also explain, to a certain extent, the reasons of a relatively high participation of the Scientific institutions as project partners (second type of partners by number, equally ranked with Public institutions behind Territorial collectivities).

The average percentages confirm, in general, that projects have proceeded in according to an overall logic, by sharing knowledge and vocabulary for exchanges, then the tools to improve them. The presence of more than half of projects in relation to objective 3 (transnational network) also appears to be a potential investment for future developments. Therefore, the cross-fertilisation between national systems of national (objective 4) and, above all, the agreement on joint strategies (objective 5) and the deployment of concrete transnational actions (objective 6) should constitute the horizon of projects launched by a future Alpine Space territorial cooperation programme.

1.3.4.2 Links between the activities inside and outside the projects

The effects of transnational cooperation on the ordinary activities of institutions involved in projects are difficult to be measured and likely uneven among the various cases. For example, Lombardy Region employs 4 full-time staff people to the accompaniment of projects in which it is partner or leader, while Rhône-Alpes Region only one. Few institutions have actually an internal organisation specifically dedicated to the accompaniment of Interreg projects, and able to influence consistently their developments (being these referred to any other kind of products, including policies, missions of collective interest etc.). None of them seem to have set up systems to take advantage of the transnational activities they are engaged in, according to a strategy of implementation of projects results in the ordinary activities of the institution itself.

Nevertheless, the most of the interviewed subjects highlight the interest of transnational cooperation in terms of informal and diffuse learning on exemplary methods of doing things. Even though transnational cooperation still remains very discretely placed in the organisational charts, it is having significant effects on individual participants: particularly, they recognise to have changed some points of view concerning their respective professions thanks to transnational cooperation. This may be judged a first highly satisfactory result for a programme which has starts its real operational activities at project level only in 2002.

The longer experience of Interreg cross-border cooperation has shown that the link between international and local activities begins to produce really concrete results only at the second or third generation of programmes. Therefore, it would be

appropriate to take care of a better accompaniment of connections between the activities of transnational cooperation and the ordinary activities taken up at local and regional levels, particularly by:

- *Ensuring the most systematic involvement of elected political representatives in projects concerning territorial collectivities* (40% of partners), so that the established territorial authorities can fully benefit fro the Interreg tool. Such tool is much better known and appreciated by officers and technicians than by political actors at the moment. The proposed improvement would contribute to reduce the possible existing incomprehension on the meaning of transnational cooperation.
- *Requiring a systematic consideration of the local public policies addressed by the final aims of projects*. In other words, Interreg should act as a laboratory of local policies innovation, by encouraging local and regional actors to accede to transnational cooperation as for setting out the principles and standards of their policies. This appears also to be the best way for ensuring that transnational activities can converge efficiently in the domain of local and regional spatial policies.

1.3.5 Conclusions

As it was anticipated in the introduction of this analytical section (§ 1.3.1), the analysis of the Interreg IIIB Alpine Space programme has tried to point out reasonable answers to the following questions:

- understand in which dynamic/process of transnational cooperation the Alpine Space entered (which actors, activities, issues and ways?);
- identify ways of possible improvement of current process (missing or not enough involved actors, missing or not enough reached objectives, not or not enough tackled problems, better ways of cooperating).

In conclusion, beyond the analysis carried out, the experts would like to highlight the three following aspects:

1. The *running phase of transnational cooperation* (2000-2006) looks generally coherent with what was expected and shows many similarities, in terms of strength and weakness aspects, with other Interreg IIIB programmes. In particular, since transnational territorial cooperation requires long term commitment, it is understandable that operating in a transnational dimension has to be further deepened in future action. Especially the private actors are difficultly mobilised. Therefore, the fact that *connections among the projects are weakly developed, determining also the limited impact of the programme as a whole*, is not surprising. Such weaknesses, however, shall be corrected in a future programme.
2. A clear shortfall against the declared objectives concerns especially the *programme priority 2* (Development of sustainable transport systems with particular consideration of efficiency, inter-modality and better accessibility), particularly measure 2.1 (Perspectives and analyses). This might be explained by the programme players approach to the key issues of accessibility, which appears to be too much focused on infrastructures and heavy investments,

and not enough on the overall aspects of mobility and of travel services (*management of the mobility chain*). The states and their relevant ministries cooperate currently in the heavy infrastructures field through other means than the Interreg programmes, like the Zurich Committee or other intergovernmental conferences. Therefore, it seems that this priority can be better tackled in future by *considering the overall topic of mobility, and not its technical branch of infrastructures and transport, a possible aim of a territorial cooperation programme*.

3. Beyond the specific contents of projects, the analysis brings out its principal shortcomings as far as the *transnational cooperation procedures, actors and overall objectives* are concerned. In particular, it seems that the recurring question of *strategic projects* should not be approached from the side of possible contents, but from the one of *final aims of territorial cooperation*, of the organisation of transnational action and of the relevant key actors to be involved. Indeed, if on the one hand the substantive topics of spatial development in the Alpine Space pertain to the field of political decision, a technical discussion on strategic projects should focus on the involvement of key actors who have not yet been sufficiently or correctly mobilised, and on the methods of organising the transnational action as well as of the appropriation and diffusion of relevant results.

2 Findings

In the second chapter of the *Alpine Space Prospective Study* the results of the analyses carried out in previous chapter 1 are combined and further developed in order to illustrate the overall findings, which shall be considered for advancing the relevant proposals of the study in chapter 3.

In particular, findings are organised in substantive key issues (§ 2.1), procedural key issues (§ 2.2) and strategic key actors (§ 2.3).

2.1 Substantive key issues

Substantive key issues may be defined as topics to be considered with great attention because of the existence in the Alpine area of *economic, social and territorial trends* of particular sensitivity (§ 1.1) and of *multi-level political calls for action on spatial development* (§ 1.2).

In the following paragraphs, the process to identify Alpine Space key issues is first illustrated (§ 2.1.1). On this basis, spatial development priorities on the Community level (§ 2.1.2) and on the Alpine Space level (§ 2.1.3) are discussed. An indicative list of priorities and measures for a future programme is then presented (§ 2.1.4), before the conclusions of this section (§ 2.1.5).

2.1.1 The filter process to identify Alpine Space key issues

Alpine areas are characterised by specific development challenges as a result of territorial trends and political objectives which are continuously redefined from the European to the local level. Results from running activities and programmes, especially the Interreg IIIB programme, increase the transnational experiences and knowledge. New proposals for a refined cohesion policy in 2007-2013 including the implementation of the Lisbon and Gothenburg agendas (Presidency Conclusions 2000, 2001) lead to a recalibration of the objectives laid down five years ago in the running Interreg IIIB programme. A permanent innovation and amendment of knowledge as well as a change and growth of partner networks contribute to a continuous adaptation of political objectives and activities.

By their geographical position the Alps constitute a particular case in the centre of Europe, for their high cultural integration and the expressed social demand on the natural resources and high quality of environmental performance.

Therefore, key issues shall emerge from all those subjects which get an important weight by unifying the following criteria all at once:

1) they are mainly linked to the geographic and territorial structure of the Alps as mountain area in the centre of the enlarged Europe;

2) they are of a high relevance to the entire area or important parts of the area of all regions involved in the Alpine Space programme;
3) they underlie a longer lasting and medium to strong dynamic change caused by territorial trends;
4) they are object of multi-level policies opening a high potential to solutions based on joint transnational political acting.

The following Figure 11 shows the filtering of issues which can be observed as an outcome from territorial trends.

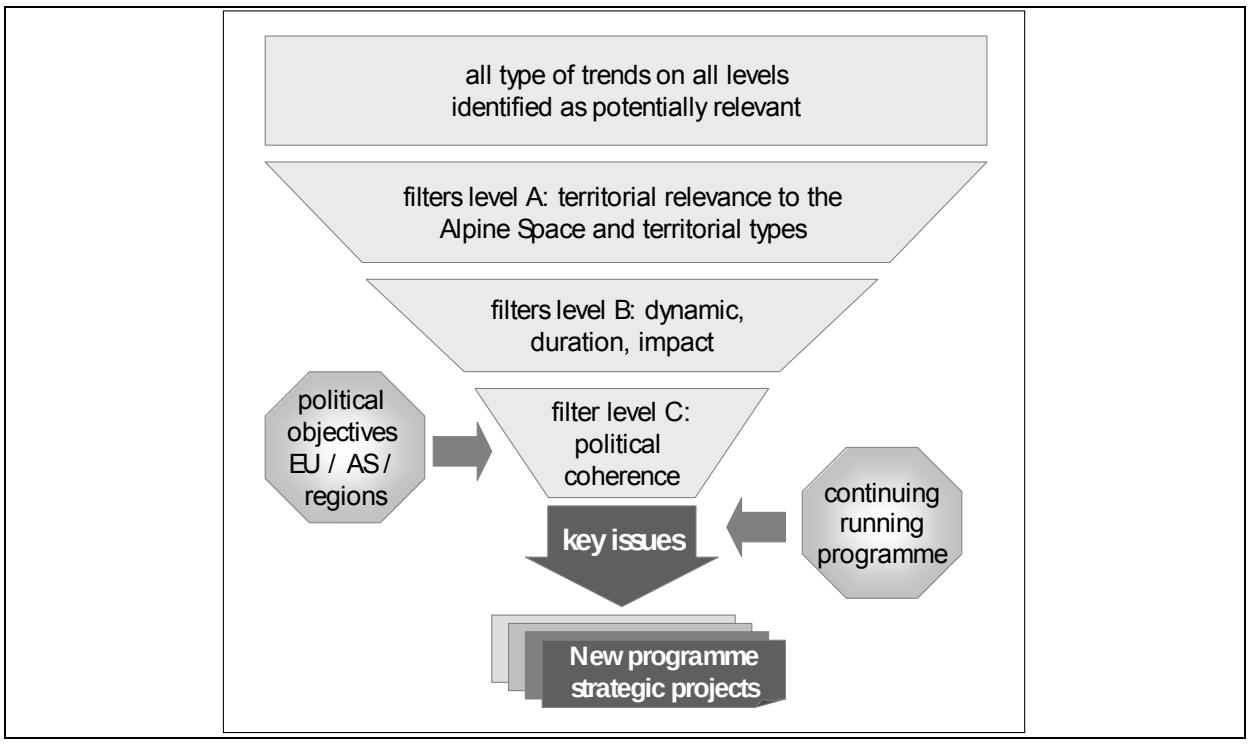


Figure 11 – Filtering key issues for a follow up Alpine Space programme

Key issues to be treated in a potential future Alpine Space programme therefore have to be explored in the light of the results of the analyses presented in chapter 1 of the present study, sections 1.1 to 1.3. Some main results of these analyses can be summarised as general considerations needed to define substantive key issues:

- As for other mountain areas, the Alpine Space mountain areas include difficult access, environmental sensitivity, cultural diversity, but also in parts of it out-migration and an ageing population structure, as well as signs of economic and political marginality. More than in other mountain areas these challenges have been addressed by specific policies, laws, and institutional arrangements at the international, national, regional and local levels. The Alpine Space Interreg IIIB programme builds on these activities and, at the same time, aims at enhancing the exchange of experiences in order to support this process of coordinating action between different communities of interest within changing global economic and political contexts.

- A multitude of sectoral programmes are at place and deal with the specificity of the mountain area of the Alpine Space. These policy approaches have been developed largely separately in the different countries and hence are shaped by national concerns and particular policy contexts. Policy programmes applied are therefore varying from country to country, each one having assigned responsibilities on issues differently so that clear differences in substantial priorities appear. In a multi-level governance perspective, the coordination and *complementarity of tasks* between the administrative levels has to be seen as a prime target to be strengthened and addressed in policy evaluation.
- Despite the common characteristics of Alpine topography, the degree of diversity between sub-regions is highly expressed, and this in a number of aspects. Policy programmes and coordination activities have to take account that mountain areas are not homogenous and conditions might alter considerably according to local contexts. Nevertheless this diversity can serve as a basis for learning processes within the development of larger Alpine strategies. Networking of local diverse contexts contributes to the finding of an overall Alpine context.
- The many projects highlighted by the activities or supported by programmes of the various administrative levels present a wide-ranging overview of the type of action already conceived. Though the relevance of the projects concerned for the Alpine Space may differ, all the activities reveal the high commitment and the search for innovative action. Whereas some of the projects are derived directly from sector policies, others dispose of a more integrative approach and envisage tackling regional/local problems by cooperation of different sector activities. This cooperative spirit is an excellent base to nurture effective transnational projects in the Alpine Space based on networking.
- The Alpine Space area is not confined to the mountain part. This has to be reflected in the Alpine Space programme appropriately, articulating directly the interrelationship between the various zones. Both regional strategies and more large scale territorial development aiming at the integrated development of MEGAs or metropolitan axes with a cross-sectoral focus would cover the different parts of the Alpine Space programme regions.
- Coordination activities and networks covering all countries of the Alpine Space mainly refer to the "core" mountain area (e.g. Alpine Convention). Those activities addressing the regional dimension and the interrelation to the lowlands outside the mountains have developed from long-term historic common background and focus on a specific part of the Alpine Space (e.g. Arge-Alp, Cotrao; various Euregios). Their experiences might be linked and integrated into the five transnational areas, discerned by the policies chapter.
- The approach to link core mountain areas, rural lowlands and MEGAs development underpins the necessity to provide an innovative perspective for the programme area: activities have to go beyond the confirmation of a "homogenous" mountain area, but have to increasingly address its relevance and tasks for regions and society outside the mountains. In terms of programme performance it appears inevitable to communicate the policy

priorities, diversity and identity at the supranational level in such a way that the programme contributes to European territorial development perspectives.

- There is another option arising from the viewpoint that Alpine policy development can be treated as laboratory for territorial development. The high ecological sensitivity of the Alps justifies the support of European population for the combined effort towards sustainable development of this European heart area. The recent discussion on territorial cohesion underlines the commitment at the European level to support programmes focusing at innovative governance to promote sustainable development, particularly in areas of geographical handicaps (CEC, 2005c). The cooperation activities in the transnational programmes should thus enhance discussion on the issue of integrating the territorial dimension into EU and national policies.
- Some achievement of the Alpine Space programme also contribute to the activities of the Alpine Convention as a specific thematic framework of the mountain core area. By this they open an opportunity to build up cooperation with other mountain areas as for instance the Carpathians or the Caucasian.

Substantive key issues therefore cannot be seen isolated from the specific territorial characters of the Alps and all kind of territorial trends with a strong and long lasting duration to the Alpine Space or parts of it. They have to reflect the running political debate on all levels, but especially on the EU-level and all transnational policies inside the Alpine Space. They should continue the current implementation of spatial development strategies by measures and working programmes, especially with a transnational Alpine character. A follow up programme should always be seen as a compromise of continuity, adjustment and innovation.

2.1.2 Spatial development priorities on the Community level

2.1.2.1 The new cohesion policy for the period 2007-2013

The Interreg III Community initiative has been conceived as one of the instruments to implement the ESDP via the EU cohesion policy for the period 2000-2006. The structure of the Interreg III programming documents, among which the Alpine Space programme, thus reflects the structure of the ESDP. The *new cohesion policy*, established for the period 2007-2013, is primarily oriented towards the implementation of the Lisbon and Gothenburg agendas. In this framework, other concepts beside the ones addressed to by the ESDP become relevant for the programming documents in the next Structural Funds period.

Indeed, the Lisbon and Gothenburg strategies are the cornerstone of the European Commission financial proposals for programming period 2007-2013 (CEC, 2004a), the Third Report on Economic and Social Cohesion (CEC, 2004b), the draft Structural and Cohesion Funds Regulations for the next programming period (CEC, 2004c) and the more recent Commission communication on Community Strategic Guidelines (CEC, 2005a).

Two documents are of particular interest for the discussion on the structure of the programming document for the next programming period: the *Ljubljana Declaration* (CEMAT, 2003), which proposes a widened array of topics that are of potential importance for implementation of the spatial aspects of the sustainable

development paradigm, and the *Interim Territorial Cohesion Report* (DG Regio, 2004), which is addressed to make the concept of territorial cohesion operational.

The Ljubljana Declaration identifies the following fields in which it is necessary to act on the path *toward sustainable spatial development* (CEMAT, 2003, p. 19): reduction of disparities in access to activities, infrastructure and services, balanced polycentric development and formation of functional urban regions, revitalisation of declining settlements and redevelopment of brown-field sites, increased efficiency of transport and energy networks, prevention of natural hazards, protection and improvement of the natural and built environment, reorientation of agriculture and diversification of rural economies, cultural heritage preservation, attracting new investment, support to living and working communities, public participation in the spatial planning and management processes.

Besides, the mentioned DG Regio report explores the *concept of territorial cohesion*, which will be fundamental in the new programming period especially for territorial cooperation programmes. Territorial cohesion is, by some interpretations, seen as a translation of the concept of sustainable development into the spatial dimension by means of polycentric development. It is seen as a concept complementing economic and social cohesion, and is expected to play an important role in implementation of the Lisbon and Gothenburg strategies. This would imply stronger consideration of certain topics in the new programming documents, most notably factors of innovation and competitiveness, as well as the various aspects of accessibility.

2.1.2.2 Matching analysis of cohesion policy in the Alpine Space

More precisely, the *Interim Territorial Cohesion Report* (DG Regio, 2004) first addresses the main territorial imbalances in the EU and then analyses how territories rank with a view to factors of competitiveness. Of course these factors of competitiveness respond to need of tackling trends with negative impact to European regions.

Topics	Specificities	Alpine Space relevance
Main territorial imbalances	Centre-periphery issues	Very high
	Demographic / economic importance of regions	High
	Urban systems	Mostly low
Interactions between rural and urban areas	Characteristics of urban-rural interactions	Very high
	Areas with shrinking population	Partially
Regions with geographic handicaps	Mountain regions	Very high
	Low population density areas	Partially
	Discontinuities in cross-border areas	Medium
Promoting innovation and ensuring an equitable repartition of factors of competitiveness	R&D capacity and territorial competitiveness	Very high
	Innovation capacity	Very high
Improving accessibility	Accessibility / Transportation	Very high
	Accessibility / Telecommunications	Partially
	Accessibility / Energy	Partially

Table 24 – Matching analysis Alpine Space and main topics in the Interim Territorial Cohesion Report (adaptation on source: DG Regio, 2004)

As illustrated by Table 24 a *matching analysis of the Alpine Space relevance of territorial cohesion topics*, as these are proposed by the DG Regio Interim Territorial Cohesion Report shows that a future Alpine Space programme can contribute to the overall aim of territorial cohesion as a *full-scale laboratory of sustainable development and low scale applied R&D networks*.

As a space of interface, transit and circulation it offers a broad variety of possibilities for transnational cooperation in a special context of solidarity between cities and mountain rural areas. Moreover, the strong coherence with the European spatial development priorities offers high potentialities of a strong EU added value. All this cannot cancel the fact, however, that the current needs of sustainable spatial development remain mostly heterogeneous between the regions, the MEGAs or the Alpine core area.

2.1.3 Spatial development priorities on the Alpine Space level

The analysis of spatial policies in the Alpine area (§ 1.2) made visible that there is no coordinated spatial development strategy covering the cooperation area of the current Interreg IIIB Alpine Space programme. Each nation and most of the regions follow specific spatial development approaches which have to be seen as the result of regional planning traditions as well as a result of the polity system: planning in federal governance systems strongly differ from those of central oriented systems. However, *7 key concepts for transnational spatial policies* have been outlined according to a possible combination of multi-level policy aims, namely:

- Spatial approach;
- Competitiveness;
- Sustainable development;
- Social cohesion;
- Infrastructures and networks;
- Local identity;
- Rural dimension.

On the regional level, the existence of MEGAs creates a strong leadership in the field of territorial planning. These MEGAs either take an official role by planning institutions covering the urban central and peripheral area or they influence the planning strategies on regional and / or national level. The thematic focus of these territorial planning activities only in parts is of a typical Alpine character. Especially small an medium sized towns located in the peripheral area of a MEGA directed to the mountains or already situated in the mountains there have a very special situation: on the one side they are integrated into the territorial planning activities of the MEGA but on the other side the have the need of a specific planning covering aspects which are typical for mountain areas: tourism, natural hazards or nature conservation. The dialogue between the MEGA and those mountain towns leads at the end to Alpine MEGAs with their own spatial development strategy.

Although a reasonable part of the economic prosperity on NUTS II level can be assigned to the MEGAs, the medium sized cities (SMCs) with 50 - 100 thousand inhabitants essentially contribute to the competitiveness of the Alpine area. They

represent active centres of innovation and employment to the surrounding mostly rural and weak structured spaces. By small and medium sized universities and R&D centres they could gain in the last decade often leading positions in their specific alcove.

Several territorial trends change the development conditions of SMCs significantly. The tendency of neo-liberalism forces the alpine centres to adapt their territorial development strategies, which have always to be seen in combination with their inter-linkage to the surrounding rural areas. The growing pressure to maintain a full supply in nearly all social fields as labour market, education, medicine or the care for the elderly makes a anticipatory planning covering also the peripheral space more and more indispensable.

Concerning the core area the Alpine Convention (SSA, 2003) and the working programme of the Alpine Conference[10] as running implementation define a framework in the field of sustainable planning and development. The history of the Alpine Convention goes back to the 1950s (CIPRA, 2002) and therefore follows the principle of protection as main objective. Even though the Convention is often characterised as an instrument of sustainable development, its protocols are designed in the philosophy of nature and biodiversity protection. The basic instruments of the Convention laid down already in the late 1980s are technically designed as restriction rules and obligations without a development component.

One central obligation of the Alpine Convention is the transnational cooperation in all thematic fields its protocols. By this the Convention already contributed to a strong transnational cooperation more than ten years before the first Alpine Space programme.

The running working programme (SSA, 2005) defines four key issues to perform projects and activities:

- Transport: territorial mobility, accessibility, transit;
- Society: society, culture, identity;
- Services: tourism, leisure, sports;
- Nature: nature conservation, agriculture and forestry, landscape conservation.

Although a coordinated territorial vision is not laid down in the Alpine Convention nor is elaborated by its bodies, the concrete activities and the framework given by the working programme define a sort of territorial development strategy. This strategy obviously follows beside the construction of the Convention the newer approach of a sustainable development.

2.1.4 An indicative list of priorities and measures

As practical contribution to the present study, the review on substantive key issues concerning the Alpine Space leads to propose a revised framework of current

[10] The latest version of working programme of the Alpine Convention was adopted the 16th of November 2004 during the VIII Alpine Conference at Garmisch-Partenkirchen. The Conference is held at least every two years under a rotating chair: Austria holds the chairmanship currently.

priorities and measures of the running Alpine Space programme (Table 25). In particular, the former *three priorities can be seen as an update* of the existing Alpine Space programme priorities in the light of the evolving debate on territorial cohesion. The *fourth priority reflects specifically the aim of "improving knowledge and innovation for growth"* as one relevant core topic laid down recently by the European Commission communication on Community Strategic Guidelines.

Priority	Measures	Focus
I. The Alpine Space as an innovative, competitive and attractive living and economic space in the scope of a polycentric spatial development	Common perspectives of territorial development: the centre-periphery issues	a. Network Alpine MEGAs – periphery b. Network Alpine SMC – periphery
	Competitiveness: economic key sectors and their importance to regions	a. Services, i.e. tourism and healthcare b. handicraft, agriculture, forestry
	Society: culture and identity	a. resolving the polarity of conserving and modernising Alpine culture
II. Improving transmissibility and accessibility of the Alpine Space	Alpine transport of passengers and cargos	a. strengthening efficiency of cargos transport b. sustainable passenger transport
	Alpine telecommunication	a. accessibility in peripheral regions b. accessibility to disadvantaged people c. use of GPS based information technology in mountain areas
III. Wise management of nature, landscapes and cultural heritage, promotion of the environment and the prevention of natural disasters	Cooperation in the field of natural risks	a. climate change strategies b. technical cooperation preventing natural hazards
	Good management and promotion of landscapes and cultural heritage	a. promoting authentic Alpine services and products b. creating additional income sources to agriculture and forestry
IV. Promoting Alpine innovation capabilities and ensuring an equitable repartition of factors of competitiveness	R&D centres with Alpine relevant knowledge	a. networking of Alpine R&D centres b. innovation in the field of health care, sports, handicraft technology
	Innovation capabilities	a. supporting Alpine SMEs by know-how exchange b. public private partnerships in the field of R&D

Table 25 – A revised framework of the Alpine Space priorities

This framework is proposed as a concrete contribution to the definition of the future Alpine Space programme priorities. Given the remaining high complexity of this transnational area, however, the final definition shall lean on a strategic scenario shared by all relevant institutional and socioeconomic stakeholders (see proposals in § 3.1 later on).

2.1.5 Conclusions

Since the start of the first reflections about an Alpine Space programme in 1998/1999 many responsible officials as well as involved NGOs proclaimed indeed the need of a common Alpine vision. However, if this demand will continue to be addressed as a

prevailing scientific task, which is perspicuous under psychological aspects, such a vision risks to remain a fictive ideal forever.

The real capital of the Alpine Space is its enormous richness of a natural and cultural variety. This colourful variety with different languages, traditions and economic key competences has one strong linking element: the identification with the mountain area as well as a set of common problems characteristic to mountain areas. Therefore key issues of an Alpine Space programme will tend to have less a general territorial development and more a concrete problem solving oriented character. A major effort by decision-makers directly involved in the design of future transnational programme is hence required: having the key concepts in mind, an anticipatory fixing of priorities and measures giving a high potential of implementation of transnational projects should be exploited now as *the basis to guide relevant institutional and socioeconomic stakeholders as to commit themselves to a common vision to cope the Alpine Space future*, which cannot be a scientific exercise.

2.2 Procedural key issues

According to framework of the present study, procedural key issues are topics resulting from the combination of:

- economic social and territorial trends (§ 1.1) which force the main actors (i.e. EU, national authorities etc.) to adapt some procedures to manage the change of conditions;
- general political trends (i.e. neo-liberalism, reaction to financial crisis of the states etc.) which may lead to a general change of political procedures, societal values and by this to a rearrangement of policy priorities on different levels (§ 1.2);
- the structure of key actors dealing with the concerned collective system (§ 1.3), which at the end determines also the structure of relevant procedures.

In general, the high quality of procedures guiding the programme implementation is a prerequisite to the efficiency of transnational cooperation. The evidence of this, which has emerged also in the context of the most of other Interreg IIIB programmes, may lead to point out some *suggestions for a better definition and implementation of a programme strategy*, which has to precede the identification of strategic projects.

Even the Alpine Space programme, which belongs to a young typology of policy instruments (the one of transnational territorial cooperation), is indeed subjected to the well known *phases of team building: forming / storming / ruling / performing*. After passing the phases of *forming* (i.e. the establishment of the Community initiative) and of *storming* (i.e. the experimental phase of Interreg II and Pilot Action programmes in 1997-1999), this programme appears now to be affected by an excessive worry for *ruling* tasks, which may affect a fully satisfactory development of the *performing* aims. If so, a revision of current procedures, according to overall principles of simplification and efficiency, could help the programme to develop its performing aims in future.

In particular, four groups of procedural key issues have been identified, each of them responding to a respective phase of programme implementation: the *programme preparation* (§ 2.2.1), the *programme management* (§ 2.2.2), the *programme implementation* (§ 2.2.3) and the *cooperation with other programmes* with relevance to the Alpine Space (§ 2.2.4). The more relevant proposals of improvement are finally summed up in conclusions (§ 2.2.5).

2.2.1 Programme preparation: rules, structures, strategies

The preparation phase should be a balancing act to find a *good compromise between continuity and progress*. Aware procedures may help to develop new ideas, as well as to avoid mistakes of the past.

According to what emerged by the analyses carried out, the programme preparation should take into account some important aspects:

- The *objectives of transnational cooperation* should be re-designed throughout an authentic and wide-open consultative process. They should express the agreement shared by all relevant institutional and socioeconomic stakeholders in the Alpine Space, in so combining the existing top-down views (EU, national authorities) within a real bottom-up and cooperative approach (involving regional and local authorities, public and private associations, relevant collective actors like the Alpine Convention etc.).
- They should be then formulated avoiding any possible ambiguity and in a professional but user-friendly way ("smart" principle) and accompanied by pertinent and clear indicators as a common tool for monitoring their accomplishment during the programme duration (indicators of current Programme Complement are perhaps not totally understandable for project partners).
- Not only the *projects selection criteria* but also the *projects selection process* should be clearly acknowledged by applicants, as to ensure a fully transparent and objective projects assessment. Indeed, several interviewed project leaders and partners have advanced the suspect that projects selection is determined at the end by political interests or subjective background preferences, rather than by the real quality of proposals. The possibility that such suspects can be advanced shall be avoided in future.
- Interviews to project leaders and partners showed that to *create favourable conditions for knowledge transfer and common learning* would be helpful as well. According to scientific literature in this field, an efficient knowledge transfer can work if four conditions are simultaneously fulfilled (Krogh and Roos, 1996, pp. 60 ff): openness, previous (positive) experiences, trust and richness of interaction, mixing appropriately different means (letters to e-mails, chatting, telephone, face to face contacts). The design of *knowledge management strategy* would therefore facilitate the cross fertilisation between projects partners and the establishment of a durable *transnational learning organisation* as a transnational network of operational actors who exchange experiences and lessons learnt etc..

- Moreover, some *knowledge management tools* might be prepared in advance to allow projects partners to enter through a process of four specific phases (*ibidem*, pp. 84 ff): individual learning, individual relationships, group learning and organisational learning. The mentioned authors suggest more concretely the creation of an "market of ideas", a "knowledge address book" allowing a facilitated access to actors with specific knowledge, the establishment of "knowledge groups" by measure and type of partners. The whole system should be supported and steered by a "knowledge mediator" producing "knowledge e-flashes", organising groups, meetings etc. according to innovative practices. All this should be prepared with the precise aim of guaranteeing the maximal practical value added to cooperation. Knowledge management is capital for team building processes, thus in this case for the continuation of transnational cooperation once the programme will come to its end.
- More generally speaking, the effectiveness of future programme will depend on the *ability to achieve a deep consensus on its strategic objectives* (both substantive and procedural) and *on structuring choices*. The effectiveness and performing capacity of a complex transnational programme depends on the capacity to treat key actors as a "collective player", in order to let the original EU spatial policies to progress toward the development of specific Alpine Space priorities, also by spreading progressive results to the different territories of the cooperation area.

2.2.2 Effective programme management

Further improvements at the level of programme management could contribute to create better conditions for projects development in order to bring the maximum value added to the Alpine Space as a whole. In particular:

- Once agreed the programme objectives, a clear design of *Project cycle management* (PCM: planning, implementation, monitoring, evaluation) could be prepared as a comprehensive controlling tool at programme level. As a broad rule in comparison to the running situation, *complexity should be decreased and pertinence increased*. Of course, this aim may be contrasted by formal EU regulations which have to be respected, but an effort in this direction should be tried however.
- As far as possible, indeed, *relationships with projects partners should be simplified* avoiding excessive bureaucracy, because the excess of administrative work makes the programme unattractive. Therefore, the programme management should be designed having in mind that bureaucracy is necessary as far as it bring added value to projects development. Moreover, enough flexibility should be allowed to projects leaders to express their own capacity of coordination, according to an operational extension of the subsidiarity principle. More specific improvement may regard periodic reporting on projects results, which could be perhaps simplified according to more effective standards. in a very simple way, while reporting on finances should be simplified. On the other hand, the contracts of sub-contractors could be enriched with obligations concerning the necessity of reporting about specific activities and results.

- The *time factor* of team building process (forming / storming / ruling / performing) should be recognised as for projects proposals. In this respect, three years appear to be the minimum time as to develop a solid transnational network. This should include also the phase which, following the project approval, is necessary to balance and consolidate partnership and organisation. Moreover, possible reductions of project duration should be avoided (unless they are clearly justified and agreed), because these may produce negative impacts on final results, since the foreseen balance between activities and resources would be ignored.
- The proposed aim of transforming a sum of separate projects into a wider transnational learning organisation should be made operational at the very beginning of programme implementation. A coordinated "*knowledge spiral*" should be acknowledged and put into motion in a cooperative way between the programme and projects managers. This could improve current provisions as far as the programme publicity plan is concerned. Indeed, projects leaders and partners would be encouraged to develop and transfer constantly their knowledge to programme managers, which are responsible for their dissemination within the programme network and beyond. In this respect, a coordination with the CIPRA (www.alpmedia.net) and the European Mountain Forum (www.mtnforum.org) organisation could be helpful as well.
- Finally, all the above proposals should benefit of *all possible competences* belonging to the programme Management Authority and Joint Technical Secretariat. In particular, *project leaders should be appropriately prepared and continuously trained* in order to master all aspects of their tasks. They should be supported by a smooth but effective coaching system.

2.2.3 Projects management: facilitation and optimisation

Management at project level could be improved as well according to the following proposals:

- The *projects design* could be improved throughout targeted initiatives of collaboration between programme managers (involving the JTS and NCPs as well) and projects proponents. Particularly, the links between transnational objectives and possible projects should be attentively addressed, focusing on performance indicators as well. Programme managers could further insist that partners are involved by project leaders for their effective contribution to the project and programme transnational objectives. An attentive consideration of possible connections with existing multi-level policy aims (§ 1.2) is important also at project level. Projects designs should then explicate their concrete contribution to the building of a "transnational learning organisation" (see above: § 2.2.1), further than to the application of EU policies. Finally, they should address explicitly the Project cycle management components (§ 2.2.2), indicating as well the foreseen measures for the survival of cooperation once the programme will come to an end.
- In general, the *application forms and other management tools should be reviewed* in a spirit of simplification, effectiveness and flexibility, while addressing the above mentioned aspects.

- Transnational and national *support to project applicants and partners* should be improved in order to professionalize the entire project cycle and to make large-scale savings in this respect. In particular, project leaders should be selected for their solid know-how in project management, full commitment to the programme and readiness to accept coaching activities.
- The opportunity to differentiate the types of call for projects should be considered as well. For instance, beside the type experienced in the running Alpine Space experience (open calls in one round), also the type experienced by the ESPON and Interact programmes (a call for pre-selecting suitable project leaders followed by a restricted call) might be adopted. The latter seems to be more performing but, of course, can be adopted only in case of rather detailed ideas of projects to be launched. Therefore it could apply in particular to the launch of strategic projects (see § 3.3 later on).

2.2.4 Programme networking: "cooperation between the cooperation worlds"

The future Alpine Space programme will have a strategic role for transnational cooperation in the area, and this will be strengthened by its *capacity to link to other initiatives on the same territory* (cross-border programmes; other Structural Funds programmes; Alpine Convention, other existing Alpine networks, intergovernmental conferences etc.). In other words, one essential task of the forthcoming programme should be "to make the cooperation worlds to cooperate better".

Cooperation with organisations and programmes active beside the Alpine Space will be important also for practical reasons. Particularly, the development of some kind of interface with the European Mountain Forum and NGOs responsible of the North-South cooperation (like GTZ in Germany and SDC in Switzerland) could be helpful for methodological aspects as well.

2.2.5 Conclusions

In conclusion, the following procedural key issues are highlighted as *possible contributions for improving the efficiency of programme and projects*:

a) a *systematic recognition of the transnational dimension* in all actions at every levels, also including the relations possibly established outside the Alpine Space area;

b) the *creation of some "learning organisation"* which may contribute to the effectiveness of the programme and to the prosecution of the established activities and networks also beyond the programme duration;

c) the *improvement, simplification and consolidation of rules and practices* of programme and projects management;

d) the assistance to project leaders by *appropriate training and coaching activities*.

2.3 Key actors

The trends analysis has shown that the Alpine area is a complex territory, where specificities and differences are important beyond the relevance of common issues (§ 1.1). Moreover, issues of *territorial governance* have attained particular attention in the assessment of policy deliverables with a relevant territorial dimension (§ 1.2). Various concepts either address the vertical and the horizontal relations between the actors concerned, which leads to adopt a multi-level governance framework of interaction. The absence of a unique and linear hierarchy of levels of territorial governance affects particularly transnational cooperation. The boundaries of concepts are rather flexible, of course, but at least *a complex network-like structure of actors* who comprise both public and private actors appears to be a good representation of the interaction framework of transnational cooperation. Institutional structures are shaped by formal and informal processes within such networks, and institution building processes may reveal rather different degrees.

In the Alpine Space area, a multitude of different administrative and cultural experiences, diverse hierarchical levels, and public and private partners are involved together in a complex cooperation process. Not only *different tasks* are ascribed indeed to each participating group of subjects, but also all the involved actors may have *distinct understanding* of their respective roles in the cooperation process. Besides, their *perceptions of the main trends* affecting the Alpine area and, more generally, of the substantive key issues at stake (§ 2.1) may differ also radically, accordingly to their respective roles in the game.

Moreover, a lot of findings arising from the analysis of the Alpine Space programme (§ 1.3) may be influential for a redefinition of the key actors roles in a future programme. In particular, they suggest that *innovative management and communication patterns* have to be sought beyond the approach experienced so far (§ 2.2), involving in a way or another the actors of spatial development at all levels.

According to the above overall findings, the present section open with a reminder of the *principles of good governance* as they are proposed at EU level (§ 2.3.1). Then it focuses on *the expected key actors* of a possible future Alpine Space programme (§ 2.3.2) and concludes with a *synthesis of the main aspects* to be considered to this respect (§ 2.3.3).

2.3.1 Principles of good governance

Before presenting the major aspects for consideration of key actors in the Alpine Space, the principles of good governance proposed by the EU Commissions *White Book on European Governance* (CEC, 2001a) are recalled shortly:

- *Openness*: the institutions should actively communicate about what the EU does and the decisions it takes.
- *Participation*: the quality, relevance and effectiveness of EU policies depend on ensuring wide participation throughout the policy chain (from conception to implementation).

- *Accountability*: roles in the legislative and executive processes need to be clear; each of the institutions must explain and take responsibility for what it does in implementing EU policies.
- *Effectiveness*: policies must be effective and timely, taking decisions at the most appropriate level, with clear objectives and an evaluation of impact.
- *Coherence*: with a growing range of tasks, the need for coherence in the EU is increasing; regional and local authorities are increasingly involved in EU policies; this calls for political leadership and a strong responsibility of institutions in order to ensure a consistent approach within a complex system.

Coherently with the above recalled principles, recent experiences of regional governance for sustainable development have identified the following trends to be taken into account in spatial development processes:

- comprehensive understanding of local and regional contexts concerned by superior territorial objectives and strategies is always necessary;
- the various themes and action fields to be addressed have to be combined in an integrated regional vision;
- the participation of all actors concerned by a spatial development process is crucial for a successful programme;
- interrelations between actors have to be fostered in order to overcome traditional sectoral approaches;
- new communication patterns have to be promoted for a strategic learning process, aiming at sustainable development.

2.3.2 Key actors in the Alpine Space

As it has been mentioned above, the great complexity of territorial governance processes in the Alpine Space area does not allow to portrait a single framework of key actors which is valid for all national and regional situations. A structured analysis of key actors should implicate indeed a detailed survey addressed to the various national/regional ways of functioning and behaviour of:

- the political sector;
- the public administrations;
- the field of R&D, experts, consultants;
- NGOs;
- the private sector and economic actors.

However, *to redefine the overall framework of the effective and potential key players* in the Alpine Space, and of their specific roles in the game, is a necessary point of departure for the preparation of a future Alpine Space programme. Therefore, the appropriate question as to carry out this task in the light of the present study findings is rather: *under which conditions are the concerned actors expected to take a key role in the forthcoming Alpine Space transnational cooperation process?*

The above question is relevant as far as *each type of actor can contribute to develop the transnational Alpine Space governance network*, especially by connecting other actors of different types. The following indications are therefore proposed, focusing on the opportunities of interconnection between different actors and highlighting their respective tasks in this (Table 26):

1. The future Alpine Space programme will be elaborated in the framework of the new EU cohesion policy, particularly the new Structural Funds objective 3 for territorial cooperation. The *European Commission* (in the person of the DG Regio officers who will be assigned to the supervision of the Alpine Space territorial cooperation programme) shall be therefore regarded not simply as the formal contracting body of the programme, but as the primary interpreter of EU policies, particularly of the *territorial cohesion* aim.
2. At the national level, strategies of spatial development policy are different, reflecting the respective spatial planning philosophies and responsibilities too. However, as assigned by the Structural Funds regulations, the *national authorities* (in particular the respective national coordination units) shall fulfil the task of promoting and coordinating transnational spatial policies in the EU policies framework. This task should be interpreted not only as the promotion of the respective national strategies, but especially as the *enhancement of a concrete multi-level territorial governance process* in the Alpine Space. Particularly, the *Coordination units* (NCs) should foster the acknowledgment of these aspects by national Ministers and political decision-makers.
3. According to the analyses carried out, the *regional authorities* (Swiss cantons, Austrian and German Länder, French and Italian regions, and to some extent also Slovenian statistical regions) are the *primary key actors of territorial governance* in the Alpine area. Therefore, *to assign them a strategic role in the building of the Alpine Space strategies* (not simply in project implementation) would not mislead the overall aim of transnational territorial cooperation, but it would rather strengthen the effectiveness of a future programme. For the same reasons, they should play a central role in the proposal and implementation of strategic projects as well. Like at the national level, a major effort for ensuring the commitment of the political level of decision shall be done.
4. The established *international organisations* concerning the Alpine territory, like the Alpine Convention or CIPRA, should be regarded as key actors at programming level as well. In particular, they are expected to foster the connections between EU, national and regional strategies in the elaboration of a joint programme and in the implementation of strategic projects.
5. In many regions, the Structural Funds programmes have been supported by recently established *intermediary agencies*, like national and regional management institutions. These have attained only limited relevance in the Alpine Space programme up to now. On the contrary, they should be seen as *key actors of project implementation* in future. They could especially *support the networking between national, regional and local actors* within the aim of transnational cooperation. They dispose indeed of high integrative potential to be exploited in order to raise participation of lower administrative levels and private involvement.

6. A special attention as strategic project developers at a sub-regional level should be addressed to the *innovative groups of stakeholders* like the existing *action groups* and *networks* (some of them deriving from Community initiatives, like the Leader Local Action Groups, some others from local participation activities, like the Local Agenda 21 processes, some others else from the interregional cross-border cooperation organisations like the Euregios). Moreover, the decentralised structures of regional administrations could work in strict cooperation with these groups.
7. A special attention as strategic project developers at local level, especially for the enhancement of cities participation to the Alpine Space programme, should be addressed to the existing *networks of municipalities* established in the Alpine area (e.g. Alpine cities; Alliances in the Alps, Network of protected areas etc.).

No.	Actors	Policy levels	Policy aims	Main roles in the Alpine Space
1	European Commission	EU, Alpine Space	Territorial cohesion, EU spatial strategy	Overall coordination, coherence with EU objectives
2	National authorities	National, Alpine Space	Coordination, national spatial strategy, national policy aims	Coordination of the multi-level territorial governance process
3	Regional authorities	Regional, Alpine Space	Regional planning, spatial development, regional policy aims	Strategic role in the building of programme objectives and strategies
4	Alpine international organisations	Alpine Space, national, regional, local	Specific programmes (e.g. Alpine Convention work programme etc.)	Thematic information and inputs, exchanges across the Alpine range, fostering connections
5	Intermediary agencies	National, regional, local	Programme support, regional networking	Linking local and regional actors, supporting project implementation
6	Local communities and collective stakeholders	Regional, sub-regional, local	Local development, local policy aims	Project implementation
7	Networks of municipalities	Local, inter-local	Local development, thematic cooperation	Best practices, enhancing cooperation, inter-cultural exchange

Table 26 – Potential key actors of the future Alpine space programme

2.3.3 Conclusions

In conclusion, the following aspects can be summarised and further highlighted:

A) A multitude of various actors is engaged in transnational programmes, like the Alpine Space. It is therefore a *typical process of multi-level governance*.

B) Key actors have a *specific role for different tasks*. In a programme like the Alpine Space the main actors from different levels have to cooperate closely; understanding and linkages between levels have to be supported specifically.

C) *Top-down and bottom-up activities* have to meet appropriately and contribute to the effective programme development and performance.

D) *Regional authorities have for many aspects a pivotal role* and hence should be seen as a strategic actor of programme development. This would implicate, of course, a structural change of current programme experience.

E) Pilot actions and best practices are developed at the local level, which implies a *strong involvement of local actors in projects*. The Alpine networks have already been important partners in projects and to foster further this participation will be important for an effective programme performance.

3 Proposals

The third and last chapter of the *Alpine Space Prospective Study* presents the proposals for a possible Alpine Space territorial cooperation programme in the EU Structural Funds programming period 2007-2013, according to the analyses and findings developed respectively in chapters 1 and 2.

In particular, they consist in a set of shared scenarios for the Alpine territory (§ 3.1), in proposals for improving cooperation after 2006 (§ 3.2) and in the emerging suggestions for potential strategic projects (§ 3.3).

3.1 Shared scenarios for the Alpine territory

According to the framework of the present study, possible shared scenarios for the Alpine territory are proposed as the answer to an apparently simple question: given the current activities of the Interreg IIIB Alpine Space programme on the one hand (§ 1.3), and the substantive key issues arising from main territorial trends and policies in the Alpine area on the other (§ 2.1), what strategic vision of the area should be agreed in order to guide the priorities of a future programme?

Experience has shown however that *defining a strategic vision for transnational cooperation is matter of consensus-building* on the foundation of multiple and often divergent viewpoints, more than of assuming beforehand a unique conception of the future which may be desirable for a territory. Therefore, the pursuit of one shared scenario must necessarily pass through the possible combinations of the existing different views as a starting point for building convergence.

A distinction between the basic meanings of *prospective vision* and of *strategic vision* has indeed to be taken into account:

a) a *prospective vision* consists in one or more possible coherent views of a desirable future, and this is what the present section is addressed at on the basis of the analyses and findings provided in previous chapters;

b) a *strategic vision* implies deliberate choices converging in one roadmap, according to an agreed acknowledgement of prospective visions, and this of course cannot depends on the responsibility of experts but of policy-makers.

Therefore, the prospective visions which will be presented below are no better or worse scenarios, but simply more or less plausible scenarios of a basically unpredictable future, which can be however influenced by subjective choices for action. Consequently, sharing a scenario does not mean choosing one of the proposed visions, but *agreeing on the fact that all these visions co-exist among the actors of the Alpine Space transnational cooperation*. The visions must be thought therefore of as *a basis for reconciling different points of view and building consensus for a proactive programme*.

Observing the activities of the transnational cooperation programme, and listening to the different actors involved, especially in the occasion of transnational workshops of Rosenheim, Innsbruck and Venice, but also throughout exchanges of views with other leaders of transnational and international cooperation in the Alps, such as the Alpine Convention responsible persons, has lead to identify empirically six prospective visions for the Alpine Space which are conditioned by the strategic choices to come.

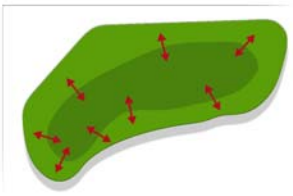
Each vision is described below according to:

- key words: the common vocabulary for the vision;
- a simplified general outline (schematic map);
- context and perspective: this represents for actors and inhabitants of the Alpine Space the dominant reality which may be expected to have the strongest structural impact in future; this aspect is further explained according to the main elements emerged from previous analyses in terms of:
    - trends (§ 1.1, particularly Table 9);
    - policies (§ 1.2, particularly Table 18);
    - transnational cooperation attitudes (§ 1.3).
- strategic stakes: according to the given conditions, they should constitute the guidelines of a common agenda; after a general description they are specified with reference to previous findings in terms of:
    - substantive key issues (§ 2.1, particularly Table 25);
    - procedural key issues (§ 2.2);
    - key actors (§ 2.3, particularly Table 26).

However, the assignment of the above mentioned references to previous analyses and findings shall not be understood as a binding prerequisite to future projects. The intention is rather to give an idea on which combinations may arise more likely under each scenario.

Shared scenarios are presented in the following sections, namely: *Alpine core and the MEGAs* (§ 3.1.1), *Regional diversity: puzzle and "coo-petition"* (§ 3.1.2), *North-South mediation* (§ 3.1.3), *Networks, corridors, connecting elements* (§ 3.1.4), *Openness and enlargement* (§ 3.1.5) and *Positioning: we and the others* (§ 3.1.6). From this exploratory base, which needs to be developed involving all relevant stakeholders of transnational cooperation, the conclusion aims at indicating the possible ways for pursuing a strategic vision for the future of the Alpine Space, suitable to lead to an effective transnational cooperation (§ 3.1.7).

3.1.1 Alpine core and the MEGAs



Key words: metropolisation, attractiveness, global sustainability, protection, city/mountain solidarity, international tourism…

Context and perspective: the metropolitan areas surrounding the Alps will continue to grow and the

concomitant urban sprawl will put increasing pressure on mountain spaces. At the same time, these metropolitan areas are becoming centres of competitiveness which will drive the entire Alpine economy. The Alpine Space as a whole should be drawn into these phenomena, with the aim of intersecting the interests of metropolitan areas as the primary economic force and the ones of mountain zones as a resource to be protected, facing all inherent contradictions.

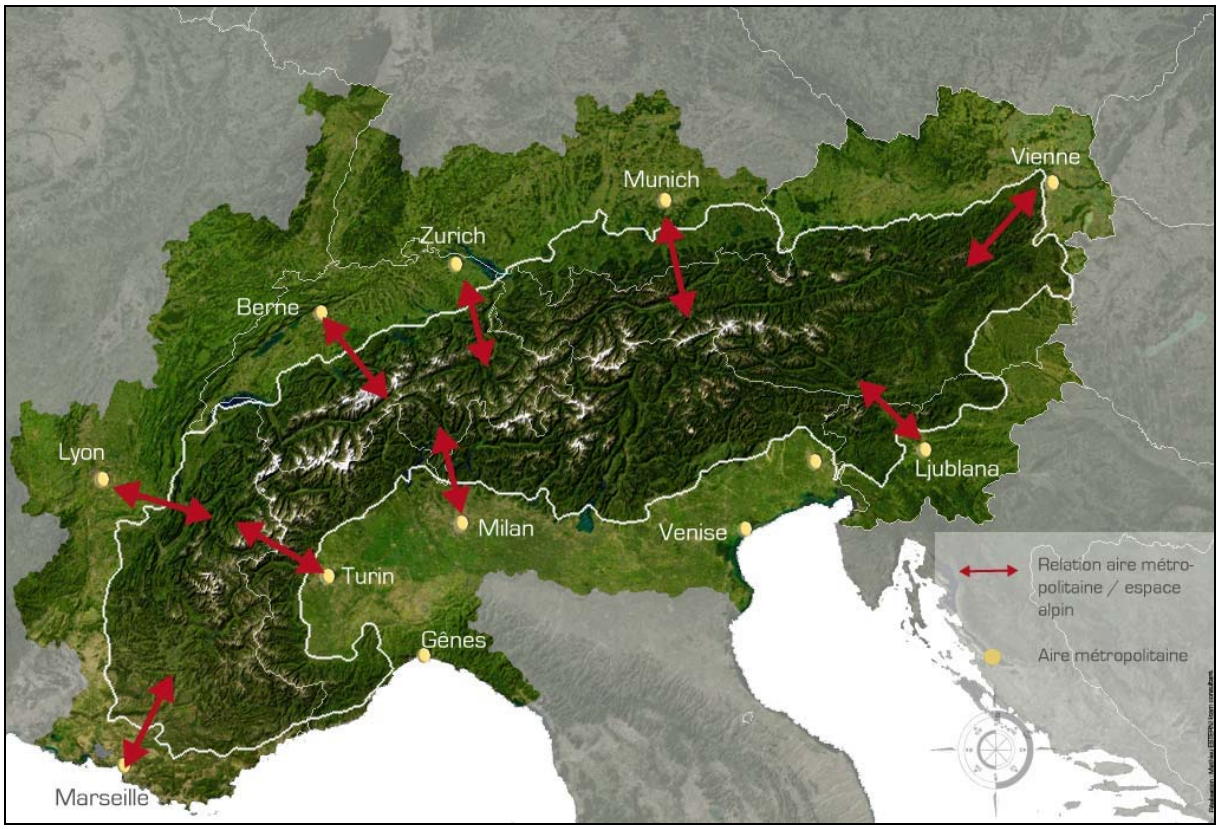


Figure 12 – Prospective scenario no. 1: Alpine core and the MEGAs

Trends: loss of habitats and biodiversity; variety of landscapes endangered; increase of natural hazards; deterioration of water resource quality; increase of waste; knowledge economy and society are progressing; rising energy consumption; urbanisation and counter-urbanisation processes are taking place.

Policies: core mountain policies; nature protection; rural amenity provision; linking agriculture; rural development with cultural landscapes; recreation provision; tourism policies.

Transnational cooperation: Alpine Convention , CIPRA.

Strategic stakes: to protect the mountainous Alpine core, as defined in the Alpine Convention, while encouraging competitiveness of and networks between metropolitan areas; to address the economic interrelation between the core mountain area and the MEGAs (Metropolitan European Growth Areas).

Substantive key issues:

- common perspectives for territorial development dealing with the centre-periphery issue (a. network Alpine MEGAs / peripheral territories; b. network Alpine small and medium cities / peripheral territories);
- cooperation in the field of natural risk (a. strategies to face the climate change effects; b. technical cooperation for preventing natural hazards).

Procedural key issues: cooperative approach; necessity of organising transnational cooperation in connection with other existing forms of cooperation.

Key actors: regions, addressing the values of core Alpine areas; thematic actors as for nature protection, traffic problems etc.; the Alpine Convention general secretary and other Alpine networks; urban authorities (cities and metropolis).

3.1.2 Regional diversity: puzzle and "coopetition"



Key words: "coopetition"[11], territorial systems, multi-level governance, clusters, cultural partnerships, regional heritage, local development...

Context and perspective: cross-border and transnational cooperation has produced and will continue to produce regional sub-zones dealing with sets of issues specific to their respective area. The cultural and linguistic links, the geographic and historic proximity will foster the emergence of several distinct systems of action within the Alpine Space, and, though interconnected the one to the other, yet most efficient on their own scale. This diversity will encourage productive cooperation as well as competition among the regional sub-zones: the Alpine Space should result energised by this dual movement of cooperation and competition among cross-border spaces with strong individual identities.

Trends: growing extent of protected areas in the EU; continuing direct public support to SMEs; growing competition in agriculture; increasing regional differences of job opportunities; unemployment; growth of city and cultural tourism.

Policies: local development, particularly relevant in mountain territory; rising regional cooperation and cross-border activities; focus on regional strength; multi-level governance.

Transnational cooperation: Interreg IIIB Priority 3, Interreg IIIA, COTRAO, ALPE-ADRIA, ARGE ALP, CAFI.

Strategic stakes: to support the emergence of Euro-regional systems of action within the Alpine Space, while at the same time balancing them in order to make cooperation and competition all over the Alpine Space compatible.

Substantive key issues:

- competitiveness: economic key sectors and their importance for regions (a. services, e.g. tourism and healthcare; b. handicraft, agriculture, forestry);

[11] According to many authors in the field of regional science, the term "coopetition" is adopted to indicate a mixed combination of cooperation and competition.

- society, culture and identity (to resolve the polarity between conservation and modernisation of the Alpine cultures);
- good management and promotion of landscapes and cultural heritage (a. promoting genuine Alpine services and products; b. creating additional income sources from agriculture and forestry);
- innovation capabilities (a. supporting the Alpine SMEs by know-how exchanges; b. public-private partnerships in the field of R&D).

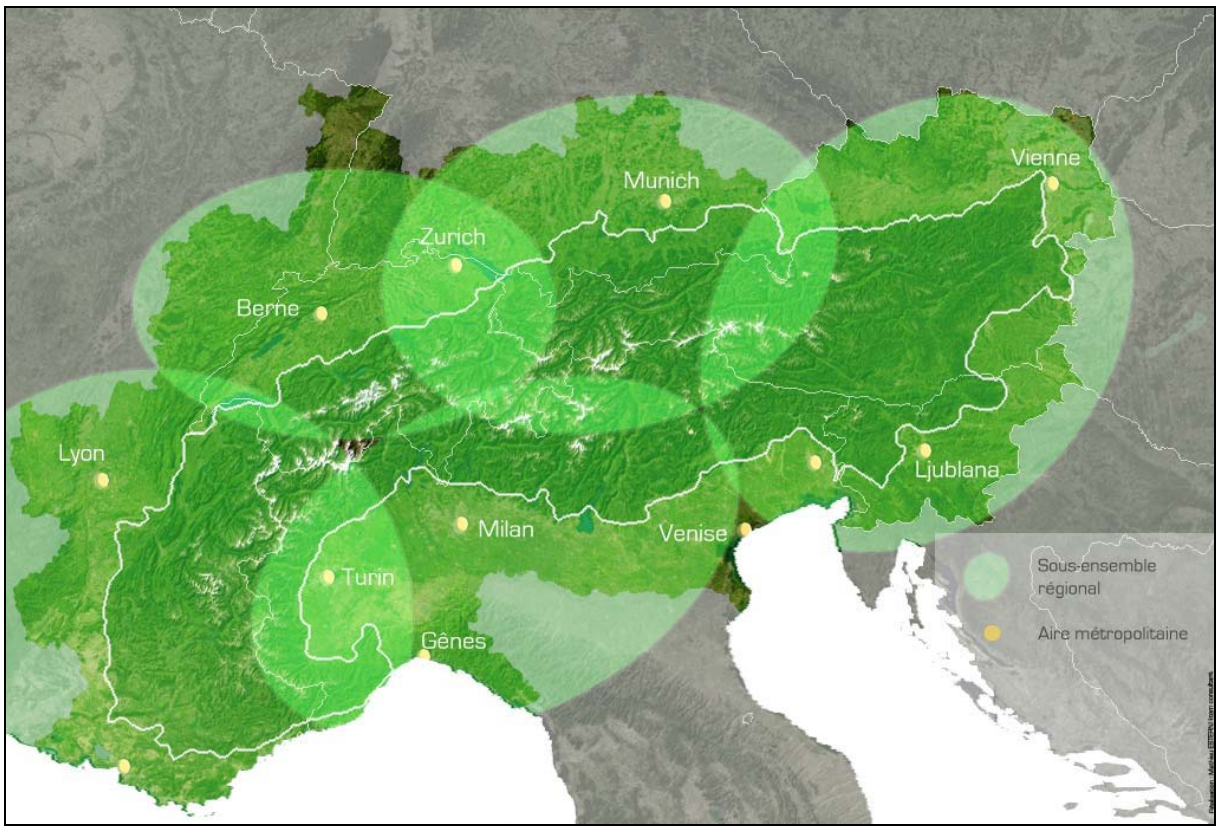
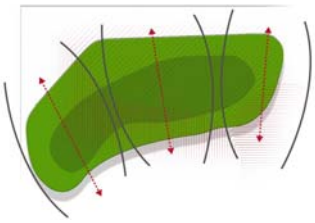


Figure 13 – Prospective scenario no. 2: Regional diversity: puzzle and "coopetition"

Procedural key issues: bottom-up approach; cooperation projects limited to 2-3 countries.

Key actors: national authorities (with regard to the coordination between the overall spatial policy and national spatial strategies); regional authorities; intermediaries including private partners (for the link of levels, project development and local support) especially in the economic field; local authorities (cooperation of municipalities, thematic cooperation, contributions to regional programmes).

3.1.3 North-South mediation



Key words: transit routes, governmental cooperation, infrastructures, impacts, ports and airports, technological risks…

Context and perspective: the Alpine Space will be increasingly concerned by North-South European mediation, in the heart of the continent's economy. The reinforcement of highway tunnels and of high speed transit infrastructures will shape this mediation into three main transalpine corridors (West, Centre and East), each corresponding to a specific North-South European economic axis. The Alpine Space should be promoted into this logic.

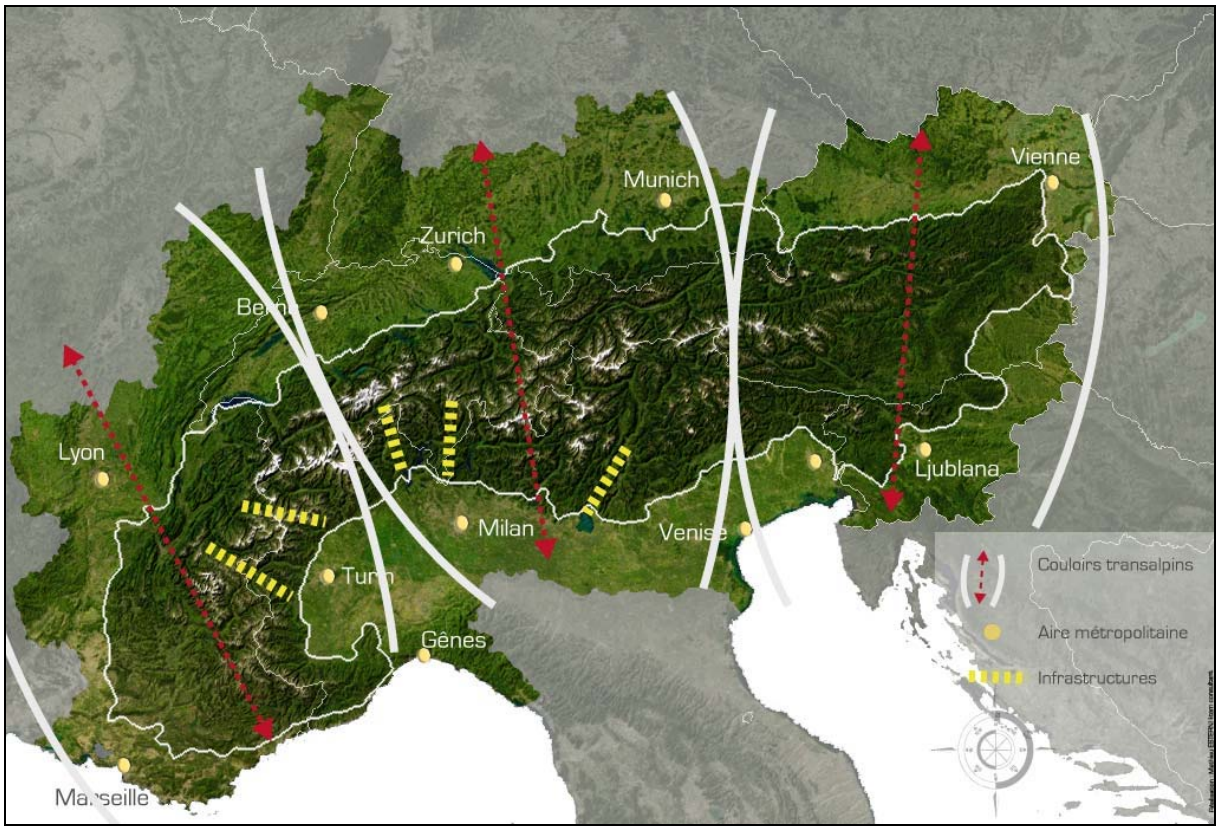


Figure 14 – Prospective scenario no. 3: North-South mediation

Trends: increasing environmental damages by transport; increasing pressure on natural resources and natural heritage; growing impact of transportation on the environment; depopulation.

Policies: infrastructures development; service provision; increased concern for modal split and environmental performance.

Transnational cooperation: Interreg IIIB Priority 2, Conferences and governmental protocols (e.g. Zurich Conference).

Strategic stakes: to organise and to capitalise the transit economy of each of the major Alpine routes, while at the same time ensuring the overall solidarity so as to prevent side effects and imbalances among the Alpine territories.

Substantive key issues:

- Alpine transport of passengers and cargos (a. strengthening the efficiency of cargos transport; b. sustainable passengers transport);
- cooperation in the field of natural risk (a. strategies to face the climate change effects; b. technical cooperation for preventing natural hazards).

Procedural key issues: top-down approach; cooperation projects limited to 2-3 countries; necessity of organising transnational cooperation in connection with other existing forms of cooperation.

Key actors: national authorities (particularly referring to transport policy); regional and local authorities; local stakeholders; private partners.

3.1.4 Networks, corridors, connecting elements



Key words: polycentrism, distribution, knowledge networks, mobility management…

Context and perspective: the Alpine Space will be structured primarily by the polycentric network of its metropolitan areas, each located at the crossroads of major North-South and East-West axes in Europe. This network will foster the ability of the Alpine Space to participate in the knowledge economy, an economic engine for the Europe of tomorrow. The quality of connectivity, accessibility to services and mobility management in the Alpine Space should determine the conditions for progress throughout the whole geographic area.

Trends: increasing administration costs; increase of transportation volume, road growth, rail decline; growing interest in higher education, but also stronger competition between universities; emerging opportunities for European cities as R&D locations; spreading of economic power.

Policies: address polycentric network; different levels of action; not forget network of small and medium scale cities; relation of different levels; knowledge policy and ICT as potential.

Transnational cooperation: Interreg IIIB Priority 2, TEN-T Community policy.

Strategic stakes: to promote metropolitan polycentrism, while at the same time ensuring an effective distribution of the dynamics and benefits throughout the territory thanks to the relay with small and medium-size towns.

Substantive key issues:

- common perspectives for territorial development dealing with the centre-periphery issue (a. network Alpine MEGAs / peripheral territories; b. network Alpine small and medium cities / peripheral territories);

- Alpine telecommunication (a. accessibility in peripheral regions; b. accessibility for disadvantaged people; c. use of GPS-based information technologies in mountain areas);
- R&D centres with relevant Alpine knowledge (a. networking of Alpine R&D centres; b. innovation in the field of healthcare, sports, handicraft technology);
- innovation capabilities (a. supporting the Alpine SMEs by know-how exchanges; b. public-private partnerships in the field of R&D).

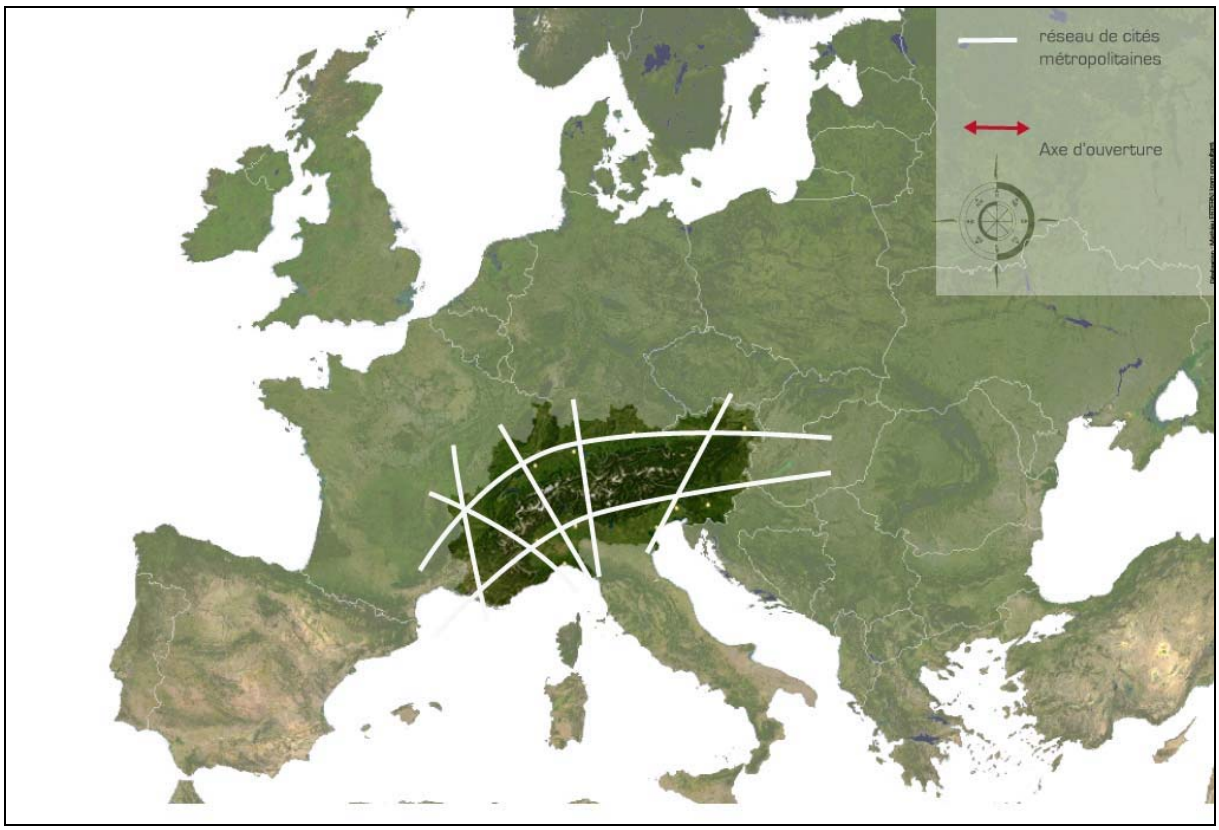
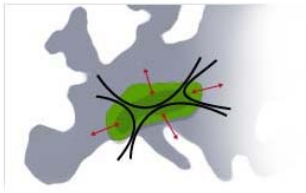


Figure 15 – Prospective scenario no. 4: Networks, corridors, connecting elements

Procedural key issues: cooperative approach.

Key actors: all possible actors dealing with knowledge development and networks building; metropolitan development subjects and networks of Alpine cities as the structuring forces of this process; networks at lower levels important to create linkages internal to this framework and to supply connecting elements; managing authorities of the more important transport infrastructures.

3.1.5 Openness and enlargement



Key words: river basins, openness, enlargement, "little Europes", solidarity, Alpine experience…

Context and perspective: the Alpine Space will become increasingly open in all directions due to the structuring of its major European river basins (Rhine, Rhone, Po and Danube). This extraversion will shift the stakes for territorial development from the heart of the Alps towards a greater coordination with peri-Alpine regions and even further: Mediterranean Europe, Rhine Europe, Carpathian Europe, Balkan Europe. The entire Alpine Space should be structured according to the functioning of these major basins and to the upstream and downstream solidarity which they imply.

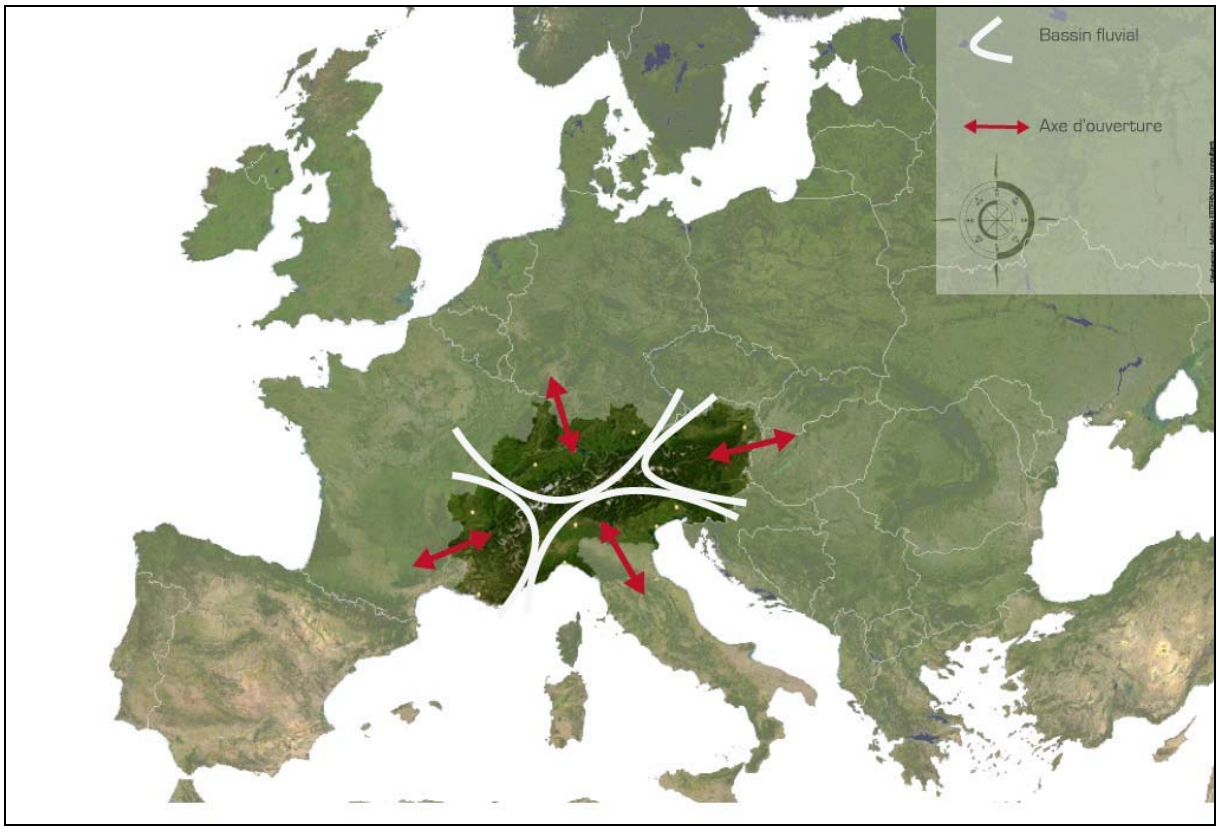


Figure 16 – Prospective scenario no. 5: Openness and enlargement

Trends: growing importance of accessibility to infrastructure and knowledge; new meanings and weight of cultural heritage due to EU enlargement; growth in immigration; economic concentration in the EU / growing disparities.

Policies: focus on external policy cooperation (river basins); spatial coherence; relation to other national networks; expose Alpine experience and networks to other mountain ranges and regions; comparison of policy impacts with other regions.

Transnational cooperation: other Interreg IIIB areas, wider EU networks.

Strategic stakes: to broaden the scope of transnational cooperation outside the Alpine Space, with the aim of expanding the specific Alpine know-how, added values and expectations.

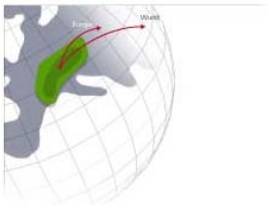
Substantive key issues:

- R&D centres with relevant Alpine knowledge (a. networking of Alpine R&D centres; b. innovation in the field of healthcare, sports, handicraft technology);
- innovation capabilities (a. supporting the Alpine SMEs by know-how exchanges; b. public-private partnerships in the field of R&D);
- society, culture and identity (to resolve the polarity between conservation and modernisation of the Alpine cultures).

Procedural key issues: top-down approach; necessity to involve partners from outside of the Alpine Space (i.e. full use of the Structural Funds 20% rule); possibility of organising restricted calls for proposals targeted on objectives seen as strategic in this view.

Key actors: national authorities, addressing cooperation between the Alpine Space and other neighbouring countries; regional authorities as for the implementation phase.

3.1.6 Positioning: we and the others



Key words: globalisation, international tourism, alpine amenities, global competition, image, joint promotion...

Context and perspective: the Alpine Space will be caught up in the global competition of territories which will continuously destabilise its position and major functions. Alpine tourism, technology, socioeconomic networks and productive systems will be all challenged by the logic of competition well beyond the European scale. After learning to distinguish its own identity and role, in each of the member countries before and within the EU later, the Alpine Space should learn now to rebuild and to communicate its identity and role looking at much broader horizons and at the global scale.

Trends: economic restructuring is expected to accelerate; dynamic competition / concentration in the tourism sector; decline of working age population; declining State aid and funding.

Policies: need for common strategy and identity process of Alpine space; supranational documents priorities in relation to national strategies; communication within the Alpine Space and towards EU partners and global partners; participation in wider networks (e.g. Mountain Partnership); Alpine Convention as policy model; offer of policy developments to other regions.

Transnational cooperation: Interreg IIIB Priority 1.

Strategic stakes: to build and to promote a global and competitive identity suitable to address the specific features and challenges of the area as a whole and to exploit the comparative advantages of the Alpine Space.

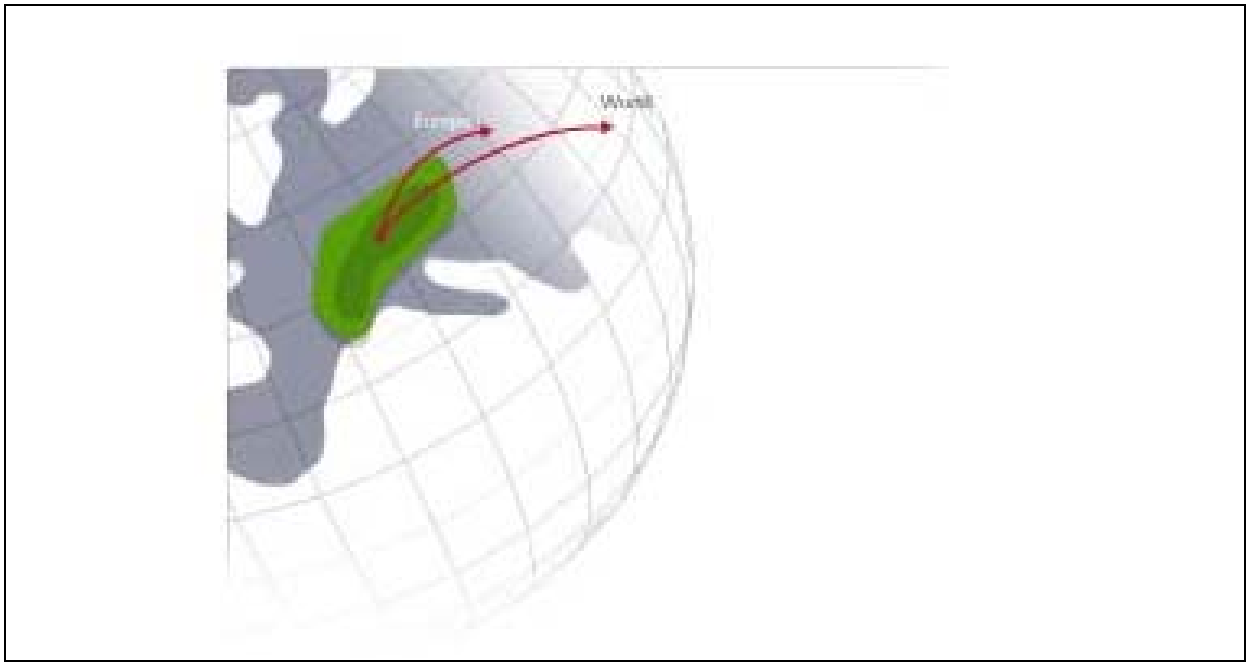


Figure 17 – Prospective scenario no. 6: Positioning: we and the others

Substantive key issues:

- common perspectives for territorial development dealing with the centre-periphery issue (a. network Alpine MEGAs / peripheral territories; b. network Alpine small and medium cities / peripheral territories);
- Alpine telecommunication (a. accessibility in peripheral regions; b. accessibility to disadvantaged people; c. use of GPS-based information technologies in mountain areas);
- R&D centres with relevant Alpine knowledge (a. networking of Alpine R&D centres; b. innovation in the field of healthcare, sports, handicraft technology).

Procedural key issues: top-down approach; search for projects federating all the 7 countries of the Alpine Space; possibility of organising restricted calls for proposals targeted on objectives seen as strategic in this view.

Key actors: regional authorities with regard to economic performance, amenity provision and global attractiveness; European Commission and other EU institutions, in view of the contribution of the Alpine Space to European global competitiveness and attractiveness, as a worldwide example of sustainable development policy process; great economic actors.

3.1.7 Towards a strategic scenario

The six scenarios above presented are not (nor they could be) thought as capable to sum up and to rank all possible futures of the Alpine territory. They show rather that the analyses carried out by the present study can offer equally good argumentations to support different spatial orientations, to each responding respective development strategies. In other words, future is not univocal, not simply because it is hardly

predictable, but especially because *players into the game of spatial development are too numerous and their needs and interests cannot be easily ignored*.

At the risk of simplifying this diversity, it may be helpful to observe that the above six scenarios are shaped according to two main logics:

A) In the first logic (scenarios 1, 2 and 3), the Alpine Space is primarily conceived as an area of internal regulation, which has to manage its own diversity, to arbitrate internal conflicts, to find accommodations between contradictory concerns. In few words, the Alpine Space as a whole remains concerned basically by itself.

B) In the second logic (scenarios 4, 5 and 6), the Alpine Space is considered in a wider global perspective, from Europe to the world. Rather than internal regulation, integration in these encompassing areas becomes the primary aim, implicating issues of specificity preservation and of roles to be played at higher levels.

It is clear enough that these two logics do not exclude themselves respectively but are complementary. However, the awareness of their separate and equal consistency may help to understand why different points of view lead also to different understanding of the aims of transnational cooperation, of policy action in general and of the Alpine Space future in particular. And different views are and will be involved actually in making transnational cooperation, so influencing in a way or another the results and effects of cooperative action. Therefore, only the authentic agreement of a shared scenario should allow these different views to act strategically according to one agreed direction. Moreover, since scenarios evolve over time, a shared scenario needs to be fostered continuously and adaptively in order to preserve its strategic value.

In this light, a shared scenario cannot be a pre-condition for transnational cooperation provided by experts. This would rather be a prophecy. The only serious way to build a strategic scenario for the Alpine Space transnational spatial development (i.e. capable to guide the actors intentions) is *to frame an appropriate public discussion on the proposed visions among the real institutional and socioeconomic decision-makers at stake*. Indeed, any attempt of imposing a desirable scenario by authoritative or scientific legitimation would easily weaken the guiding capacity of such vision, for the simple reason that nobody is motivated to share a scenario which he or she did not contribute to set up.

In more practical terms, the organisational structures of current Alpine Space Interreg IIIB programme (i.e. Monitoring and Steering Committees and the Managing Authority) are recommended:

a) to organise in view of the forthcoming elaboration of next Alpine Space territorial cooperation programme *a structured public discussion* finalised at the agreement on a *strategic scenario for the programme*, involving all relevant institutional and socioeconomic stakeholders;

b) to lean on *appropriate technical capacities* for the organisation and the guidance of such event, which should deserve an appropriate publicity as well, and should be aimed at obtaining a formal commitment on results;

c) to use for this event *the Alpine Space scenarios here presented* (and possibly others proposed by different actors if available), recurring to relevant information proposed by the present *Prospective Study*, to further informative descriptions (demographic and socioeconomic data etc.) and to further external expertises on possible evolutions (climate change, geopolitical, economic, cultural trends etc.);

d) to play explicitly the assigned *role of strategic player in this game*, presenting explicitly one internal position as for scenarios, priorities and aims of a future programme, to be submitted to open discussion;

e) to replicate the above activities all along the programme development, transforming this structured public discussion in a *permanent forum on the Alpine Space scenarios*, perhaps recognised also formally among the organisational structures of the future programme.

3.2 Proposals for improving cooperation after 2006

In the present section the analyses carried out (chapter 1) and the main findings pointed out (chapter 2) previously are considered in the light of current proposals for the new cohesion policy in period 2007-2013, especially as far as the European territorial cooperation objective is concerned. The aim is to indicate further practical recommendations for improving cooperation in the future Alpine Space programme.

In particular, recommendations will refer to *themes of cooperation* (§ 3.2.1), *area of cooperation* (§ 3.2.2), *design of strategies and decision-making process* (§ 0) and, last but not least, the *programme management* (§ 3.2.4).

3.2.1 Contents of cooperation

Interreg IIIB programmes have been conceived as one of the instruments to apply the ESDP (CEC, 1999), in so contributing to the EU cohesion policy. The structure of programming documents, and the Alpine Space Programme as well, thus reflects basically the structure of the ESDP policy aims.

As discussed in detail (§ 2.1.2.1), the *new cohesion policy* established for period 2007-2013 is primarily oriented towards the implementation of the Lisbon and Gothenburg strategies (Presidency Conclusions, 2000, 2001). Particularly the analysis of spatial policies (§ 1.2) has shown this meaning that other concepts beside the ones addressed to by the ESDP become relevant for next programmes of *European territorial cooperation*, which will be the new Structural Funds mainstream objective no. 3 in the frame of the new cohesion policy.

⇒ As far as the territorial cooperation objective is concerned, *the emerging concept of "territorial cohesion" is of primary interest*. Indeed, the territorial dimension of the "economic and social cohesion" concept is now recognised also formally no less than among the Union's objectives at Art. I-3 in the new Treaty establishing a Constitution for Europe (European Council, 2004). Whatever the destiny of the European Constitutional Treaty will be in the absence of full

ratification, territorial cohesion is up to now a shared institutional reference which could be hardly disregarded.

The European Commission Third Cohesion Report tried to cast light on the added value of the territorial dimension of cohesion: «The concept of territorial cohesion extends beyond the notion of economic and social cohesion by both adding to this and reinforcing it. In policy terms, the objective is to help achieve a more balanced development by reducing existing disparities, preventing territorial imbalances and by making both sectoral policies which have a spatial impact and regional policy more coherent. The concern is also to improve territorial integration and encourage cooperation between regions» (CEC, 2004b, p. 27).

This means, in brief, that territorial cohesion builds upon the notion of economic and social cohesion in the existing EC Treaty, in particular the aim of contributing to the harmonious and balanced development of the Union as a whole, which the ESDP embraced. Moreover, territorial cohesion may be seen as a *translation of the concept of sustainable development into the spatial dimension by means of polycentric development*. As a concept complementing economic and social cohesion, it is expected to play an important role in implementation of the Lisbon and Gothenburg strategies especially throughout territorial cooperation programmes.

Territorial trends of main importance for the Alpine area (§ 1.1) and the political call for action on different levels of territorial governance (§ 0), as they have been mutually interconnected as substantive key issues (§ 2.1), should be therefore pursued with attentive consideration of these concepts in the future Alpine Space territorial cooperation programme.

⇒ In this light, special attention should be addressed to the evidence that, especially in a complex territory like the Alpine area, *specificities and differences between local territories are an immense potential towards innovative capacities of competitiveness*. This means that transnational cooperation in the Alpine Space will be able to contribute to the overall EU territorial cohesion objective according to its effective capacity *to valorise local development potentialities throughout transnational opportunities* (i.e. overcoming the limitations due to national separations).

It is worth noting that the political document on the reinforcement of territorial cohesion in the light Lisbon and Gothenburg strategies, presented at the Informal Ministerial Meeting at Luxembourg in May 2005 support the same conclusion, affirming that «the Lisbon aims implicitly incorporate a strong territorial dimension by strengthening the territorial capital of Europe's cities and regions in the following ways: exploiting the endogenous potentials of an area; including natural and cultural values, promoting an area's integration and connectivity to other areas that are important for its development; promoting horizontal and vertical policy coherence or "territorial governance"» (CEC, EU Ministers for Spatial Development, 2005, p. I).

⇒ On the contrary, the outcomes of the Alpine Space Interreg IIIB programme (§ 1.3) have shown that transnational cooperation so far has been developed in many aspects as a framework for the negotiation of distinct national options. *This attitude has to be avoided in future*, since it lead to inhibit local development capacities and, consequently, the success of the next Alpine Space programme

and its contribution to EU territorial cohesion and to the Lisbon and Gothenburg aims.

The previous sections on territorial trends (§ 1.1), spatial policies (§ 0) and on substantive key issues (§ 2.1) offer a vast array of themes and of methodological suggestions which, according to an hopefully agreed development scenario (§ 3.1), decision-makers may decide to combine and diversify in view of the preparation of next Alpine Space territorial cooperation programme.

⇒ Particularly, Table 9 (§ 1.1.3), Table 18 (§ 1.2.4) and Table 25 (§ 2.1.4) are of greater interest for deciding on priorities and measures of future Alpine Space cooperation. First and foremost, however, *a strategic scenario has to be agreed by the concerned stakeholders* according to the proposed procedures (§ 3.1.7), in the light of the EU territorial cohesion aim.

3.2.2 Area of cooperation

⇒ Basing on the simple and perhaps reductive assumption that the Alpine Space «is a space with a strong geographic coherence which should be focused on "across-mountain corridors" and "mountainous environment"» (DG Regio, 2005b, p. 1), *the European Commission's services have proposed a possible restriction of current cooperation area*, to detriment of 6 regions: Alsace, Provence-Alpes-Côte d'Azur (FR), Freiburg, Tübingen (DE), Burgenland (AT), and Liguria (IT).

According to this proposal (Figure 18), the presence in the space of these 6 regions would be questionable, since they «do not have real mountainous characteristics» (*ibidem*). Thus, three options are proposed for them: to remain integrated in the space, to be cancelled or to be associated with the guaranty to be involved in some projects using the geographic flexibility of 20% (according to art. 22 of current draft ERDF Regulations, COM(2004) 495; CEC, 2004e).

Of course, despite the apparent poorness of motivations, such proposal has to be considered, if only because of the authoritativeness of proponents. To this respect, the analyses carried out in the present study (especially § 1.1 and § 0) have shown that other regions as well tend to differentiate from the average of the Alpine Space regions for some reason. In particular, the trend analysis has pointed out that Rhônes-Alpes (FR) and Upper Austria (AT) do not share the adopted common indicator profile. Conversely, it has been observed that other regions located outside the area (Stuttgart and Karlsruhe, Mittel- and Unterfranken in Germany, Toscana in Italy, Småland med Őarna in Sweden, Highlands and Islands in Scotland) share indicator values similar to the Alpine regions (§ 1.1.1.4). The Commission services may agree, of course, that aggregations could be hardly proposed in these cases. Additionally, the policy analysis has led the attention on the high number and extremely diversified range of "exceptions" cohabiting in the Alpine territory, against the backdrop of its geographic coherence (§ 1.2.2).

⇒ In brief, the point is that the objective homogeneity of geographic characters does not seem a convincing argument to implicate a change (restriction nor enlargement) of the existing cooperation area.



Figure 18 – European Commission's proposal of restriction of the Alpine Space cooperation area in 2007-2013 (source: CEC – DG Regio)

Instead, also in accordance to the European Governance White Paper (CEC, 2001a) idea of Open Method of Coordination (OMC), subjective willingness of cooperation appears to be a more appropriate criterion to decide whether or not any region should leave or join the cooperation area.

⇒ Therefore, since the institutional forms are fundamental to make OMC working effectively, a *formal letter of commitment to the next Alpine Space territorial cooperation programme should be asked to all regional governments* (cantons, Länder and regions), currently included, to certify their intention to prosecute the experience after 2006. Additionally, all reasonable requests for joining the area received by regional governments not currently involved should be taken in attentive consideration and possibly welcome.

However, as a general rule, the overall experience of Interreg would suggest *to safe the existing cooperation area as far as possible*, since the established networks and relations among partners, at programme and project levels, are an immensely valuable patrimony to be capitalised over time (§ 2.2). This applies especially to the Alpine Space cooperation area, which has started living in a whole dimension only throughout the Interreg III programmes cycle.

3.2.3 Design of strategies and decision-making process

Design of strategies and decision-making process are matter of both policy practices (§ 1.2) and technical procedures (§ 2.2). One main message derived from the policy analysis carried out is that transnational territorial cooperation proves to be a difficult task, even if regarding an apparently homogeneous territory like the Alpine Space, because not only levels of territorial governance are several but also policy priorities are different, variously interconnected and often contrasting the ones against the others (§ 1.2.4). On the other hand, procedural issues address to consider that the effectiveness of future programme will depend mostly on the capacity to build real consensus on strategic objectives and on structuring choices (§ 2.2.1).

For these reasons, too simplified attitudes and procedures does not appear to be an effective way for designing strategies of territorial cooperation.

⇒ Since the overall aim of the Alpine Space programme towards EU cohesion policy is expected to be the promotion of local development potentialities throughout transnational opportunities (§ 3.2.1), the design of strategies shall necessarily pass through the effort of *combining the different calls for action on various sectors (horizontal dimension) and levels (vertical dimension)* according to a authentic appreciation of the main features of EU territorial governance.

In practical terms, this implies that *institutional and socioeconomic stakeholders at the different levels of the Alpine Space territorial governance shall be directly involved* in the design of strategies of future transnational programme, and not simply informed or consulted.

⇒ *To frame a public discussion for the agreement of a strategic scenario* for the future Alpine Space programme according to the above proposed procedures (§ 3.1.7) appears to be the right way for approaching such complex and delicate task. Particularly, this will require the recourse to appropriate techniques in the field of policy consensus building in order to obtain effective results.

The policy analysis has shown more in details that regional claims for action are not usually subsumed in the respective national views, certainly not in the case of the Alpine Space area (§ 1.2.3). On the other hand, the analysis of current Interreg IIIB programme has pointed out the high prevalence of regional authorities among the partners of project implementation, often to detriment of local subjects and of a genuine local development process (§ 1.3.3). Indeed, the activism of regional authorities at project implementation level becomes often a factor of inhibition of the participation of local public and private subjects, which are the key actors of local development (§ 2.3.2).

In fact, such behaviour may confirm the understandable worries of regional authorities, which are instead the key actors of territorial governance in the area, for not seeing "their own" concerns of spatial development enough recognised by the programme. In other words, it seems that regional authorities have to preside projects, since they do not feel themselves involved appropriately in decisions regarding the programme. Be that as it may, *the decision-making system which has been experienced in current programming period has proved to be not enough efficient towards the overall results of the territorial cooperation process*.

⇒ It seems therefore that the *involvement of regional governments as the key actors at programming level* of the Alpine Space transnational cooperation (§ 2.3.2) has to be fostered. Particularly, *the political representatives of regional authorities* (Presidents / Ministers of Cantons, Länder, Regions and Autonomous Provinces) have to be consciously committed to the programme objectives and strategies.

This should lead to a double positive effect indeed:

a) on the one hand, regional authorities would make themselves more aware of transnational opportunities within their respective spatial development plans, also with the final benefit of territorial cooperation;

b) on the other hand, the participation of regional authorities to projects would probably decrease in future (as it happens for national authorities currently), leaving major opportunities to local development practices, which are expected to be the humus of territorial cohesion in the light of Lisbon and Gothenburg strategies (§ 3.2.1).

It is worth recognising, to this respect, that the strategic relevance of regional authorities for the Alpine Space it would not be a novelty, and it has been acknowledged already in current programme even if, unluckily, not with the due effectiveness. Indeed, as also the Mid Term Evaluation of the programme (Schneidewind *et al.*, 2003) has pointed out, the "Conference of the regions", established among the organisational structures of the Alpine Space programme, is a valuable opportunity for transnational cooperation which has no pair in other Interreg IIIB programmes. Nevertheless, it is clear enough that such opportunity did not work as it could potentially, because it could not play any concrete role within the decision-making process of the programme.

⇒ In this light, two practical suggestions arise in view of the next programme:

1. *The role of the "Conference of the regions" should be strengthened* in future, for instance by:

- assigning the Conference a central role in the programming process of the Alpine Space programme for 2007-2013, especially as far as the design of strategies (priorities and measures) is concerned;
- establishing also formally in the next programme that the membership of the Conference is composed by the heads of regional governments and not by simple officers;
- making the Conference's advice for the main advancement steps of the programme (financial plan, projects selection criteria, strategic projects etc.) obligatory.

2. The presence of *national and of regional representatives inside the committees of transnational decision* (i.e. both Monitoring Committee and Steering Committee) should be re-balanced in favour of the latter.

The above proposals could complement at strategic level the resolution of many procedural key issues which this study has pointed out at an operational level (§ 2.2).

Finally, the analyses carried out have shown that, even if focusing on the same territories and borders and having many structural components in common, Interreg IIIA programmes in the Alpine area carry out their strategies independently from the Interreg IIIB Alpine Space programme.

⇒ Therefore, *a joint strategy of coordination between transnational and cross-border Alpine territorial cooperation programmes* in the next programming period 2007-2013 could serve better the interests of the Alpine communities with an increase in the effectiveness of both kinds of programmes.

3.2.4 Programme management

As far as the management of future programme is concerned, the analysis of current programme implementation (§ 1.3) and the section on the emerging procedural key issues (§ 2.2) have pointed out possible specific improvements.

More in general, the present study cannot do less of considering the potentialities of the new legal instrument on cooperation established by draft Regulation COM(2004) 496 and also recalled at art. 18 of draft Regulation COM(2004) 495 on the ERDF (CEC, 2004e and 2004f).

⇒ Indeed, the "*European Grouping of Cross-border Cooperation*" (EGCC), invested with legal personality with the aim of reinforcing economic, social and territorial cohesion, can have also the objective of facilitating and promoting transnational and interregional cooperation (COM(2004) 496, art. 1).

Member states participating in an operational programme under the "European territorial cooperation" objective may make use of such legal instrument on cooperation with a view to making it responsible for managing the operational programme by conferring on it the responsibilities of the managing authority and of the joint technical secretariat (COM (2004) 495, art. 18). In particular, The EGCC can be made up of member states and/or regional and local authorities and/or local public bodies and it is up to the members to decide whether to set up the EGCC as a separate legal entity, or to assign its tasks to one of the members (COM (2004) 496, art. 2).

The EGCC acts on behalf of its members and, to this end, it is invested with the legal capacity accorded to legal entities by national legislations and its competencies are defined by a convention (COM (2004) 496, art. 3). This specifies the tasks of the EGCC, stipulates the responsibilities of each of the members with respect to the EGCC and with respect to third parties and defines the law applicable, which is from one of the member states concerned (COM (2004) 496, art. 4).

An interesting aspect in that the EGCC can be given the task either of implementing cooperation programmes co-financed by the Community, notably through the structural funds, or of carrying out any other action of cooperation with or without Community financial intervention. However, as safeguarding rule, the formation of an EGCC does not affect the financial responsibility of its members or of the member states, neither for Community funds nor for national funds; nor it can be delegated of powers of public authority, notably police and regulatory powers (COM (2004) 496, art. 3).

⇒ In this light, the Alpine Space member states are warmly recommended *to take in consideration the institution of an EGCC as a strategic tool for improving cooperation in 2007-2013*.

Of course, the modalities of its possible institution, in particular whether to set up the EGCC as a separate joint legal entity or to assign its tasks to one regional authority, shall be matter of attentive evaluation and of political decision.

The same shall be, in both cases of acceptance or refusal of the EGCC opportunity, as for the decision on whether to confirm the existing Managing Authority or to assign this task to a different authority (or joint legal entity). Indeed, apart from the unquestionable capacities of current managers, both the options may imply some advantage, in particular:

a) to confirm the existing Managing Authority would permit to capitalise the experience and the know-how built up in 2000-2006;

b) to assign this task to a different authority (or joint legal entity) would permit to spread the institutional capacity also in other regions, perhaps located in other countries and in a different side of the area.

⇒ In conclusion, the institution of a EGCC as a new joint legal entity also including the present Managing Authority might be a suitable solution to pursue both the above said advantages.

3.3 Potential strategic projects

As the previous section, this also takes into account as an orientation the EU documents, pertaining to the cohesion policy in the period 2007-2013, most notably proposals for regulations on the Structural Funds and the Cohesion Fund (CEC, 2004d and 2004e) and the Community Strategic Guidelines, 2007-2013 (CEC, 2005a).

The aim of the new territorial co-operation objective as defined in the Strategic Guidelines, namely promoting stronger integration of the European territory in all its dimensions, is rather visionary and broadly defined. For the transnational cooperation, the emphasis is on integrated or balanced and sustainable

development of the territory respectively. The Strategic Guidelines further stipulate that shared development strategies of the territories concerned and networking of key stakeholders will be the basis for action.

A divergence exists in the approach to territorial and more specifically transnational cooperation, between the draft regulation on the European Regional Development Fund and the Strategic Guidelines. Whereas the former limits the activities to four rather disparate priority themes[12], the latter opens up a wide field of possibilities by stating that cooperation should contribute to stronger economic development and growth, as well as to economic integration and cohesion.

The other main frame of reference in defining strategic projects are the findings, ideas and proposals of the previous parts of the *Prospective Study*, especially the proposals concerning substantive key issues (§ 2.1), key actors (§ 2.3), scenarios (§ 3.1) and the contents of cooperation (§ 3.2.1).

On these bases, the present section first discusses the adopted *definition of strategic projects* (§ 3.3.1). Then it presents *ideas for potential strategic projects* (§ 3.3.2). Finally, it proposes a grid of *reference for selecting projects* (§ 3.3.3).

3.3.1 Definition of strategic projects

In the course of the legal bases preparation for the next period of EU cohesion policy, the issue of strategic projects has been heatedly debated. The European Commission prepared a definition[13], which was not readily accepted by the Member States. However, this debate died off temporarily, perhaps also in the light of political problems affecting the adoption of the financial perspectives for 2007-2013.

The draft regulations on Structural Funds and the Cohesion Fund do not mention strategic projects, but operate with the term major projects. As regards content, these refer to complex operations, whereas financially they exceed 25 or 50 million Euro ((in the environment filed or in other fields respectively). It can be assumed that the terms "major" and "strategic" projects are used to denote the same concept. Strategic Guidelines contain, on the other hand, a statement that transnational cooperation should be centred on "matters of strategic importance".

Considering the present state of discussion regarding future cohesion policy and especially Objective 3, *a doubt can be raised whether the concept of major projects will become operational at all*. Introduction of this kind of projects in transnational cooperation would be conditioned upon a significant increase of the

[12] They include *water management* with emphasis on protection and management of various types of areas; *improvement of accessibility* encompassing transport networks as well as information and communication technologies; *risk prevention* pertaining to a wide array of risks, such as flooding, water pollution, earthquakes or erosion, and encompassing several types of activities; and *setting up scientific and technological networks* aiming at, for example, scientific knowledge and technology transfer, sharing of R&TD resources, supporting R&TD in SMEs.

[13] During a workshop on transnational cooperation in the programming period 2007-2013, held on 22 February 2005 in Brussels, the representatives of the European Commission proposed the following set of criteria defining strategic projects: genuine transnational character; contribute to structuring European territory; assure a significant territorial impact; choice on the basis of severity of the problem and sustainable development needs.

budget, which does not seem very likely at the moment. On the other hand, the current development stage of transnational cooperation in the Alpine Space does not seem to be conducive to the kind of operations usually understood under "major projects". Not unimportantly, this has not been the subject of the current Interreg IIIB programme.

In the present study, an effort has been made to gain an understanding of the conditions under which projects could be "structuring" or "strategic" in the framework of a future programme for the Alpine Space. The basic premise has been that the *notion of strategic projects pertains to contents, as well as to territorial coverage, composition of partnerships, types of objectives, of envisaged activities and results*.

According to this definition, strategic projects should normally address *complex topics, of high relevance to a major part of the Alpine Space or specific types of areas*. *Broad territorial coverage* should be sought in relation to participating or represented territorial entities. Regarding quality of the partnership, *presence of strategic partners in relation to the objectives and envisaged results of the project* should be required. Moreover, further organisation of transnational activities should lead to *partners becoming a "collective player"*. *Commitment of partners and long term orientation of cooperation* should be prerequisites to build partnerships and carry out complex processes and operations.

Project objectives should be oriented into achieving strategically important aims at several territorial levels, such as the EU, the programme area, participating states and regions. The envisaged types of results should pertain to more advanced categories of the sequence presented in section 1.3 (network, exchange, strategy, actions).

Financial aspects – in the sense of a minimum threshold – are not considered as decisive in definition of strategic projects.

3.3.2 Ideas for potential strategic projects

The ideas for immediate strategic projects, i.e. to be potentially launched in the present programming period (Annex A), have been submitted to the national coordinators and the Managing Authority on the occasion of the Venice workshop (16-17 June 2005).

Twelve ideas of potential mid-term strategic project, i.e. to be launched in preparation of the future Alpine Space programme and during the period 2007-2013, are presented below:

- four project ideas are connected with preparation and implementation of an Alpine Space programme for the period 2007-2013; they cover issues, such as creation of a common vision, preparatory projects, monitoring, synthesis and dissemination of results (§ 3.3.2.1);
- eight project ideas connected with strategic key issues are structured around key words pertaining to topics proposed by the European Commission, as well as to substantive findings of the present study (§ 3.3.2.2).

3.3.2.1 Proposals pertaining to strategic issues at programme level

3.3.2.1.1 Alpine Space 2020

The need to elaborate a strategic vision for the Alpine Space area has been expressed in several occasions, not least this study proposal for a shared scenario (§ 3.1). But whose vision should this be? Who should implement it through mechanisms provided by the current Interreg IIIB CIP and future territorial cooperation objective?

The process of creating a vision should encompass all relevant key players from all Alpine Space countries and regions. Some key actors are rather obvious: programme bodies at the Alpine Space and, to some extent, at the EU level; regions as the main addressees of the Community cohesion policy; actors participating in implementation of the current Alpine Space programme as lead or project partners. Others should be identified in the process of construction of the vision: it seems especially that actors from the peri-alpine area of the Alpine Space may be underrepresented in the above categories.

The process of vision building should be designed using contemporary knowledge in the relevant fields, such as: visioning techniques, group work techniques, facilitation. The implementation of the process could be led by the JTS with inputs from outside collaborators as required.

3.3.2.1.2 Preparatory projects

There are several pertinent topics, for example in the field of transportation or polycentric settlement system development, which have been identified in the current Alpine Space programme or in other documents of importance for the co-operation area, but have, up till now, not been implemented as projects. One reason may be the type of results, which such projects should yield. It has been argued elsewhere in the present study that there is a sequence of types of results, which may be expected in transnational cooperation: transnational action is supposedly the highest form, preceded by transnational strategy, transnational exchange, transnational network etc. (§ 2.2).

In order to launch projects in fields of strategic importance yielding concrete action it may be necessary to build the basis for that in the so called preparatory projects. These would be aimed at identification and focusing of themes, identification and bringing together of key actors as well as preparation of the next phase projects according to results of the preparatory works.

3.3.2.1.3 Synthesis and dissemination projects

As has been pointed out on several occasions, e.g. during the Innsbruck workshop (7-8- April 2005), there are projects being carried out within the programme dealing with similar or complementary themes. Synthesis of projects' results could bring valuable new knowledge as well as open new perspectives; it could also lead to identifying new (strategic) projects.

Similarly, many projects do not succeed to disseminate their findings adequately and the results thus remain underused. From the aspect of efficiency and also visibility of the programme, but also benefits to the cooperation area, projects oriented into activities to do with synthesis and dissemination could prove valuable.

3.3.2.1.4 Projects accompanying programme implementation

Various studies are being performed which are aimed at monitoring and evaluation of the Interreg IIIB programmes, such as ex-ante, mid-term and ex-post evaluation. These studies are very important and bring valuable feedback but are, on the other hand, oriented predominantly into formal aspects of programme implementation. It appears relevant to also have current information on content related issues, such as whether and in what way project activities are contributing to implementation of priorities and measures, what are the effects in Alpine Space countries and regions. These questions could be pursued in specially designed projects aimed at assessment of the programme implementation with a view to results and impacts of the projects.

3.3.2.2 Proposals pertaining to strategic key issues

3.3.2.2.1 Metropolitan / urban network of the Alpine Space

The metropolitan cities are acknowledged as the most important elements in the settlement system when it comes to global and European level competition or development of the knowledge economy. Alpine Space contains two of the Pentagon MEGAs (Milano, Munich), as well as one potential global enterprise zone (Vienna) and several potential MEGAs. All of these are expected to experience further economic and physical growth.

A strategic project should preferably be prepared in a pre-project, addressing questions such as: Which elements are connecting the metropolitan ring of the Alpine Space? Is there interest and scope for cooperation? Who are the potential key actors? What are the relevant fields and themes of cooperation? What experience in metropolitan cooperation exist in Europe? Is it of relevance for the Alpine Space metropolitan cities?

Another aspect of urban cooperation and networking in the Alpine Space are the connections of the metropolitan areas with the small and medium-sized towns. Will further development of the metropolitans lead to lowering of the quality of life due to environmental problems, traffic congestion, high cost of living? Will the effects of climate change cause a "flight form the plains" and increase the attractiveness of small and medium-sized towns in the core Alpine area? How can small and medium-sized towns benefit from development dynamics of the metropolitan areas? Is a polycentric urban network feasible? How can it function? Who should participate in the network, on what basis? Can experience of other cooperation areas be of use?

3.3.2.2.2 Rural-urban relations at work

The need for new urban-rural relations has been highlighted in several documents. An experimental project could be launched on this topic in the Alpine Space.

The project would seek potential promising fields and instruments of cooperation. It would base on pilot areas or cases in the Alpine Space countries and regions. The pilot areas would comprise urban settlements or agglomerations and rural entities (municipality, district etc.). The partners from both types of areas would decide on activities, which they wish to pursue. These may be in various fields, based on the potential complementarities and the possibilities to perform some function for the

other. Some examples include sharing experience between administrations (visiting officials transferring experience and good practice), school exchanges ("I like the countryside, I like the town"), awareness raising campaigns (learning to know, understand and appreciate the other type of area), designing joint projects (revitalisation of villages and the countryside). The main aim would be to establish permanent partnerships and cooperation between urban and rural areas. The design and experience from single case studies would be exchanged at the transnational level.

The study would result in new knowledge and experience regarding concrete possibilities for improved and diversified urban-rural relations. The generated knowledge would be exchanged, compared and assessed in the frame of the partnership, but communicated also to the wider audience and to other European regions. Some lasting urban-rural partnerships could be formed. Joint projects could be designed and implemented.

The partnership could comprise municipal administrations, various public institutions, such as schools or health care institutions, but also enterprises in different sectors, such as agriculture, tourism. A wide representation of Alpine Space countries and regions should be sought.

3.3.2.2.3 Regional development observatory

In the Alpine Space, vast differences exist between urban centres, peri-urban and remote regions in terms, for example, of levels of education of the population, job offer, value creation. The economic flows are favouring urban areas, which attract better qualified personnel or investment into activities with high value added to the detriment of remoter regions, which seem to be constantly losing on their capital and potentials. It is of course possible to argue that this is the consequence of economic laws or developments well beyond the Alpine Space cooperation area. There are, secondly, also various national or regional policies addressing this issue in the Alpine Space countries.

A project addressing the "differentials" mentioned above would have different focuses, like:

- to map the differences between urban centres, peri-urban and remote regions and their development trajectories by means of a set of "*tableau de bord*" indicators on territorial development, and to set up an Alpine Space wide comparison of development patterns;
- to identify success stories or best practices in managing the "differentials", to identify success factors, develop recommendations and test them in pilot areas.

3.3.2.2.4 Territorial effects of "brain drain"

Even though the trends of intensive out-migration from the remote regions of the Alpine Space have mostly attenuated, there is a constant loss of highly qualified personnel to more central areas. A general consequence is that the remote regions are often handicapped when it comes to development opportunities due to their limited capacity to seek for, recognize and use these. Thus they may end up in a vicious circle, leading to unfavourable development state and vague future options.

A project could be launched, in which the extent and characteristics of "brain drain" processes in the Alpine Space states and regions would first be analysed. Territorial effects of the process would be documented and analysed. The next steps would include proposing mitigation strategies and measures and implementing them in pilot areas, as well as evaluating and disseminating the results.

3.3.2.2.5 "Destination Alpine Space"

One of topical economic models pertains to competition of territories. A question can be raised, whether the Alpine Space represents a (potential) territory, which could successfully enter into competition at levels, such as the EU and up to the global level. If yes, what makes up its identity and image? To whom does the territory provide which services? How could it be promoted or marketed? What common structures could be set up at various stages of formation of a territory?

One way to start forming the territory is to launch a promotion campaign, which then leads to communication and gives an impetus to creating a common image or identity.

A project dealing with the issue of Alpine Space as a distinct territorial entity with a common identity and image implies a very broad territorial coverage, as well as participation of several key player categories: national and regional authorities, high level sectoral organizations, such as in tourism, industry and other economic activities, culture, media.

3.3.2.2.6 Sustainable tourism in the Alpine Space

It has been stated that the Alps could act as a "laboratory of sustainable development" in Europe (§ 2.2.1.2). A very relevant topic in this respect could be tourism. Several factors underpin the necessity to find new, sustainable solutions for this sector: consequences of the climate change alter the preconditions for tourism activities; the preferences of tourists have changed significantly and the offer of the Alpine Space seems at least partly outdated; new concepts are emerging in tourism, such as sustainable tourism with a positive regional impact; tourism is a major cause of growth of transport demand, especially for individual cars and air transport, and exerts several adverse environmental effect, due for example to artificial snow production, use of resources, waste generation, noise.

A strategic project on the topic of sustainable tourism development would need to take an integrated view and address several aspects: which are the general development options for tourism development in the Alpine Space (possible macro-scenarios regarding the top trends identified under § 1.1), what are the social, economic, environmental and spatial consequences of single scenarios in the light of the concept of sustainable development, what strategies and organisational measures may be used to accomplish the relevant scenario(s), which good practices exist already in the Alpine Space or elsewhere and can be readily used, which alternatives to tourism have regions with a long term decline of guests?

The project could be limited to special types of tourism destination, such as skiing areas, nature protection areas or towns with rich historical heritage, but it could also encompass wider areas with several types.

The approach should be based on close integration and involvement of project partners and use of participative methods. An effort should be made to integrate the already existing initiatives at the regional, national and higher levels.

Main outcomes could include an overall strategy as a flexible frame to be used by the partners and other interested parties, concrete programmes for single types of tourism destinations and localities, defined projects for development of certain types of destinations or tourism offer/packages, establishing an exchange network, but also partnerships to implement programmes and concrete (investment) projects.

The partnership should include national, regional and local tourism boards or associations, regional and local authorities, experts from various fields such as economy, social issues, transport, environment. Preferably partners from all Alpine Space countries should be included.

The added value to currently existing initiatives and projects would be in the transnational networking, exchange of experience and strategy formulation at the level of Alpine Space.

3.3.2.2.7 Mobility chain in the Alpine Space

The topic of mobility chain functioning and management is very complex and also addressed variously in the Alpine Space countries and regions. Consequently, a comprehensive picture of the Alpine Space, as well as an overview of the state of the art and developments along the whole chain – from large urban centres, TGV stations and major airports, to the small Alpine valleys – is missing (§ 1.3.5). A strategic project aimed in the initial phase at mapping the mobility chain in the Alpine Space could base on findings of projects implemented in the current programming period, as well as from experience of other cooperation areas. The final objective would be to devise a joint mobility management strategy for the Alpine Space and its various component parts.

Due to complexity of the topic, several separate projects or sub-projects could be launched, dealing with distinct aspects or territorial types, such as large agglomerations or remote rural regions.

3.3.2.2.8 Public passenger transport in the Alpine Space

Public passenger transport in the Alpine Space is facing uncertain future. There are aspects favouring its development, such as the negative environmental impacts of passenger transport based on private car usage, the expected energy crisis and the related growing cost of individual transport, but also several factors steering into the opposite direction: current trends in the settlement system development with suburbanization or urban sprawl, trends in tourism with growing usage of private car and air travel, declining public expenditure and, lately, security issues. Models are being sought and tested at various levels, such as agglomerations, municipalities, regions.

It would be advisable to launch a preparatory project, which should address the following issues: Who are the key actors in the field of public passenger transport? What are their views, needs? Is there scope for an Alpine Space policy on the issue? Which developments will most strongly influence development of public passenger

transport and in what way? What successful models and practices exist already? Who should act on the issue and in what way?

3.3.3 Analysis grid for projects

Finally, a first rough draft of *criteria, which could be used in project selection* has been developed on the basis of the study findings (§ 2.1 to § 2.3). The criteria address *two sets of issues:*

- response to substantive key issues (§ 3.3.3.1); and
- response to key issues of transnational cooperation processes (§ 3.3.3.2).

3.3.3.1 Response to substantive key issues

As shown below in Table 27, the response to key substantive issues can be directly referred to the preliminary priorities and measures proposals given in Table 25 (§ 2.1.4).

Measures	Focus	Response criteria
I. The Alpine Space as an innovative, competitive and attractive living and economic space in the scope of a polycentric spatial development		
Common perspectives of territorial development: the centre-periphery issues	a. Network Alpine MEGAs – periphery b. Network Alpine SMC - periphery	Increase of integrated territorial development concepts covering the interlink areas of MEGAs / SMC, increase of experience exchange between Alpine MEGAs / SMC
Competitiveness: economic key sectors and their importance to regions	a. Services, i.e. tourism and healthcare b. Handicraft, agriculture, forestry	Market share of key sectors, number of product innovations, regional gross domestic product per capita, decrease of unemployment
Society: culture and identity	a. Resolving the polarity of conserving and modernizing Alpine culture	Increase of participation of citizens in cultural organisations, increase of cultural competitions and events, increase of cultural model projects, decrease of regulations suppressing new Alpine culture
II. Improving transmissibility and accessibility of the Alpine Space		
Alpine transport of passengers and cargo	a. Strengthening efficiency of cargo transport b. Sustainable passenger transport	Decrease of truck based traffic crossing the Alps, improvement of intermodality in cargo transport, improvement of modal split of passenger transport, decrease of car based traffic in sensitive areas
Alpine telecommunication	a. Accessibility in peripheral regions b. Accessibility to disadvantaged people c. Use of GPS based information technology in mountain areas	Increase of share of online users, increase of territorial coverage by telecommunication services, number of GPS-based products in tourism and transport

III. Wise management of nature, landscapes and cultural heritage, promotion of the environment and the prevention of natural disasters		
Cooperation in the field of natural risks	a. Climate change strategies b. Technical cooperation preventing natural hazards	Decrease of natural hazards, number of new tourism and settlement concepts considering the effects of climate change, increase of high quality natural hazard prediction, improvement of information speed about risks to the public, number of licences of new technologies
Good management and promotion of landscapes and cultural heritage	a. Promoting authentic Alpine services and products b. Creating additional income sources to agriculture and forestry	Increase of regional brands, income of farmers per farm and person, increase of regional cross-sectoral co-operations
IV. Promoting Alpine innovation capabilities and ensuring an equitable repartition of factors of competitiveness		
R&D centres with alpine relevant knowledge	a. Networking of alpine R&D centres b. Innovation in the field of health care, sports, handicraft technology	Increase of third party money in R&D, number of graduate and post-graduate students selecting an Alpine R&D institution, number of licences per year, number of long term cooperation activities
Innovation capabilities	a. Supporting Alpine SMEs by know-how exchange b. Public private partnerships in the field of R&D	Increase of transnational co-operation networks of SMEs, increase of private contributions to the priority, number of PPP between SMEs and Alpine R&D institutions

Table 27 – Response criteria to substantive key issues

In addition, however, more general criteria can be considered:

- better accessibility to infrastructures, knowledge, public services;
- improved mobility chain management;
- higher local economic added-value;
- diversification in the fields of economy / decrease of mono-structured economic systems;
- well balanced demography (no over-aging, no depopulation; immigration vs. emigration);
- decrease of energy consumption per capita;
- improvement of policy coherence between local, regional, national and European levels.

Each of the given criteria should be defined in detail by parameters and aggregation methods in order to come to a more operational evaluation grid. This step obviously must be left open until the final decision on the objectives to be pursued will be taken hopefully on the basis of an agreed strategic scenario (§ 3.1.7).

3.3.3.2 Response to key issues of transnational cooperation processes

The analysis of the response to key issues of transnational cooperation process is based on the synthesis of the procedural key issues (§ 2.2) as well as on assessment of the involvement of key players (§ 2.3, particularly Table 26).

The combination of the emerged findings leads to analysis criteria based on the *scale of transnational cooperation objectives*. These objectives were described above in detail (§ 1.3.4.1). Figure 19 shows the six steps leading to a comprehensive transnational cooperation (percentages are referred to current performance of the Alpine Space programme, according to the analysis).

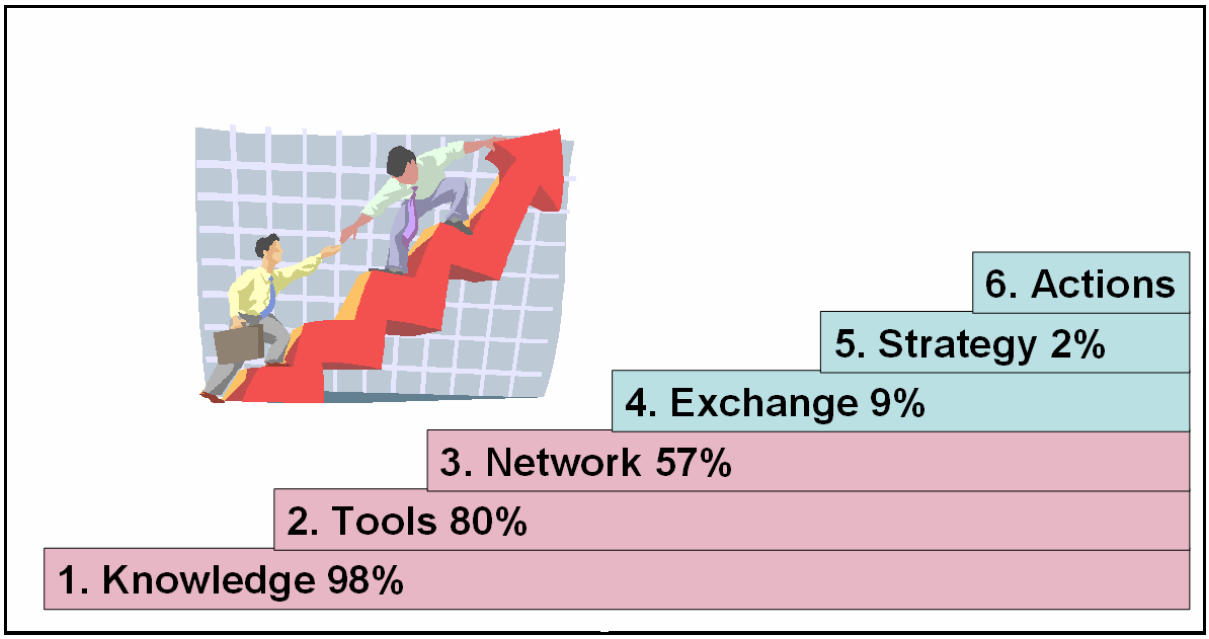


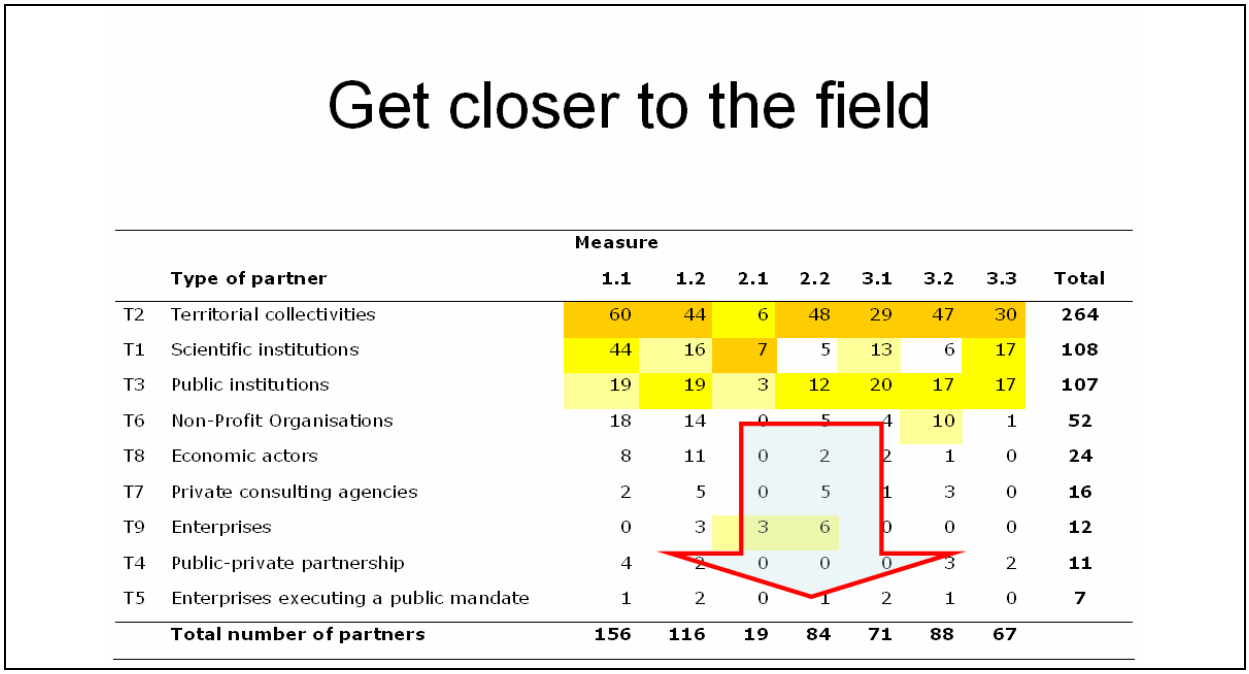
Figure 19 - Scale of transnational cooperation objectives

Main aspects behind this scale are the following questions:

- Is the partnership adapted to problem(s) addressed and committed to real transnational cooperation (balanced partnership)?
- Are there provisions to imply key actors (regions, local authorities and communities, privates) into the project?
- Does the project by its partner structure and the project objectives contribute to the design of EU community policies?
- Is there a contribution to organisational learning within the project and does this learning contribute to a learning process on the programme level and outside ("knowledge spiral")?

The analysis of partnerships in the running programme (§ 1.3.3) has shown that a correlation between the effectiveness of transnational cooperation and the involvement of partners from diverse sectors, coming also from different types of organisations, does exist.

In the current Alpine Space experience, the following types were relatively under represented: economic actors, private consulting agencies, enterprises, public-private partnership and enterprises executing a public mandate. Figure 20 suggests, therefore, a targeted strategy for the involvement of project partners.



		Measure							
	Type of partner	**1.1**	**1.2**	**2.1**	**2.2**	**3.1**	**3.2**	**3.3**	**Total**
T2	Territorial collectivities	60	44	6	48	29	47	30	**264**
T1	Scientific institutions	44	16	7	5	13	6	17	**108**
T3	Public institutions	19	19	3	12	20	17	17	**107**
T6	Non-Profit Organisations	18	14	0	5	4	10	1	**52**
T8	Economic actors	8	11	0	2	2	1	0	**24**
T7	Private consulting agencies	2	5	0	5	1	3	0	**16**
T9	Enterprises	0	3	3	6	0	0	0	**12**
T4	Public-private partnership	4	2	0	0	0	3	2	**11**
T5	Enterprises executing a public mandate	1	2	0	1	2	1	0	**7**
	Total number of partners	**156**	**116**	**19**	**84**	**71**	**88**	**67**	

Figure 20 – A targeted strategy by types of project partners (based on Table 21)

Moreover, one general aim of transnational cooperation should be the increase of knowledge and of mutual learning (§ 2.2.1). This process should be structured not only on the project level and among the project partners, but between the projects and the programme level as well. This should follow the idea of an organised continuous improvement process as shown in Figure 21.

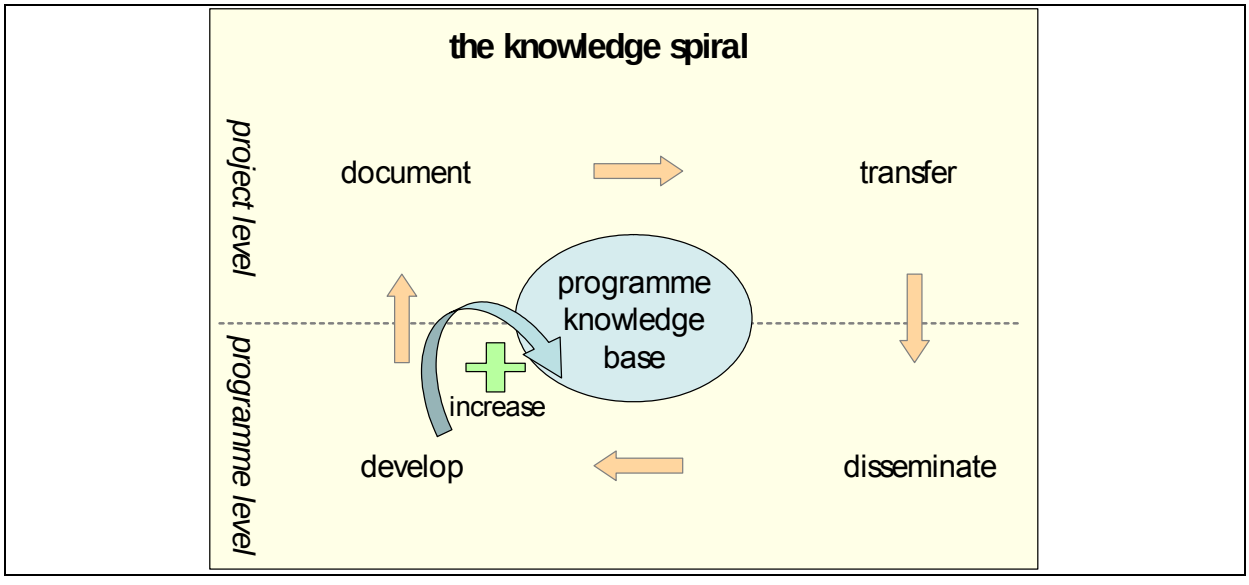


Figure 21 – Increasing the collective knowledge on programme level

The *continuous improvement circle approach* is well known in the fields of quality management and environmental management systems. The approach is based on four main process components, which have to be carried out permanently:

- documenting new knowledge;
- transferring new knowledge to partners;
- disseminating new knowledge to all other parties involved;
- developing additional knowledge out of the circle.

Finally, various management tools allow a detailed evaluation of processes as well as of the quality of organisation structures. A future evaluation grid could for example be based upon methods established in the ISO 9000 or ISO 14000 series.

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Annex A: Proposals of immediate strategic projects (June 2005)

In principle, *the still incomplete state of elaboration of the Alpine Space Prospective Study does not allow to indicate strategic projects in an exact and matched way*. As some projects shall be launched within current programming period (i.e. at the next and last Alpine Space programme call for projects), some ideas as interim proposals are presented in the following pages.

In fact, some first indications may emerge from the trends analysis (§ 1.1), especially with reference to the "top ten" important trends and to the trends affecting the different parts of the Alpine territory. Other indications emerge from the policies analysis (§ 1.2), especially referring to the overall portrait of projects proposed at the various administrative levels (almost 300 have been recognised only of national and regional interest). Indeed, some projects of supranational, national and regional might be mutually combined as to identify strategic projects of transnational interest. Further indications emerge from the Alpine Space programme analysis (§ 1.3), for instance with reference to the "remaining lacks" outlined from a comparison between the ambitions of the programme and its concrete implementation so far.

However, all possible indications emerging from the analyses carried out, which would need to be merged the ones with the others, regard only the "contents" of possible strategic projects. Instead, no indications are available yet as far as the "criteria" as to indicate whether a project is expected to be strategic (content is only one criterion; many other might be pointed out and not always coherent the one with the others). By this the proposed projects seem to have a relevant strategic potential from the experts point of view.

More in general, the only concrete indication for possible strategic projects before the termination of current Alpine Space programme might regard the launch of surveys and preparing framework projects within a specific filed of high Alpine relevance.

All interim strategic projects are in a rough drafting status and have of course entirely thought and defined. Some reflect the results of the workshops of Rosenheim (25-26 November 2004) and Innsbruck (7-8 April 2005). Therefore others might follow after the workshop of Venice (16-17 June 2005).

They shall give some ideas to the transnational steering group and present a first methodological framework to define strategic projects, even if this framework itself also has a preliminary character.

Alpine Space Prospect Study
Strategic Project Proposal

title of proposal: **Preparing territorial co-operation in the Alps**	
author(s): Umberto Janin Rivolin / …	**draft version** no …/ June 2005

demand and objectives: The launch of the *Prospective Study* is in itself witness of a shared willingness, among decision-makers involved in current Alpine Space Interreg IIIA programme, of improving the opportunities of territorial co-operation in the framework of EU cohesion policy after 2006. To its turn, the study has demonstrated that a better awareness of the existing priorities in the Alpine territorial communities (regional and local governments) could contribute to elaborate a more "realistic" and effective territorial co-operation programme in future.

In this light, an immediate strategic project (i.e. launched by current programme) should regard the elaboration of a survey addressed to assess which expectations, projects, activities and places are of particular concern for regional/local authorities in the Alpine area. Such survey could be carried out by questionnaires/interviews to public and private decision-makers at regional/local levels and should regard all NUTS2/NUTS3 regions of the Alpine Space.

This project (which, of course, would need to be attentively thought and defined) would obtain the double result of (a) attracting the attention and awareness of local communities on forthcoming opportunities of territorial co-operation, with positive effects on the effectiveness of next possible programme, and (b) increasing the set of information and networks to be employed as for elaborating next territorial co-operation programme.

main territorial trends covered by the project:

Potentially all, but especially:

1. growing importance of accessibility to infrastructure and knowledge (trend 9)
2. knowledge economy and society are progressing (trend 10)
3. economic restructuring is expected to accelerate (trend 11)
4. economic concentration in the EU / growing disparities (trend 31)
5. spreading of economic power (trend 32)

main policy issues covered by the project:

Potentially all, but especially:

1. spatial and urban planning
2. city networks
3. transport and mobility
4. local productive systems
5. management of resources

key player groups to be involved:

1. experts in territorial policies analysis: researchers from universities and private research institutions working this field
2. regional and local governments (only indirectly, as the counterparts of the survey)
3. other public and private decision-makers at regional/local level (only indirectly, as the counterparts of the survey)
4. national structures responsible of the Alpine Space programme (in the form of "project steering committee")

territorial focus:	**territorial coverage:**
☒no specific focus ☐ core area ☐ mountain cities ☐ peri-alpine area	☐ not yet clear ☒ complete Alpine Space ☐ selected large spaces ☐ network of pilot areas / pilot cities

potential partners with a high interest: ☐ not yet known

national level

national structures responsible of the Alpine Space programme (all countries)

....

regional level

all the Alpine regional governments (as counterparts of the survey) .....

....

first steps to set up strategic project:

1. to identify the transnational experts suitable to carry out the survey in cooperation
2. to establish a methodology of survey suitable to obtain the expected results
3. to identify all the counterparts of the survey and to inform them on the project aims

budget:	**duration:**
to be estimated, basing on detailed project aims	1-2 years

further comments: /

Alpine Space Prospect Study
Strategic Project Proposal

title of proposal: **Implementing the Lisbon / Gothenburg strategy in the Alps**	
author(s): Thomas Bausch / …	**draft version** 01 / may 2005

demand and objectives: The Alpine Space is, by the results of the statistical analyses, a rather coherent area, since only two of the NUTS II regions included do not share the common indicator profile, namely Rhône-Alpes and Upper Austria. Compared to most other European regions the overall economical power and competitiveness ranges on a high level, i.e. with Lombardia or upper Bavaria the area covers some of the most powerful European regions

Although a reasonable part of the success on NUTS II level can be assigned to the MEGAs the medium sized cities (SMC) with 50´ - 100´ thousand inhabitants essentially contribute to the success. They represent active centres of innovation and employment to the surrounding mostly rural and weak structured spaces. By small and medium sized universities and R&D centres they could gain in the last decade often leading positions in their specific alcove.

Several territorial trends change the development conditions of SMC´s significant. The tendency of neo liberalism forces the alpine centres to adapt their strategies, which have always to be seen in combination with their interlinkage to the surrounding rural areas. By an comprehensive analysis ob the interrelationships of centres and their periphery, the identification of the parameters of success, the influence of public start-up financing, the role of public private partner-ship in the field of R&D and a intense discussion with a sample of representative SMC´s strategies for a future successful implementation of the Lisboa / Gothenbourg strategy shall be developed and implemented.

main territorial trends covered by the project:

1. knowledge economy and society are progressing (trend 10)
2. declining State aid and funding (trend 16)
3. urbanisation and counter-urbanization processes are taking place (trend 34)
4. growing importance of accessibility to infrastructure and knowledge (9)
5. emerging opportunities for European cities as R&D locations (trend 29)

main policy issues covered by the project:

1. spatial development, regional development strategies
2. research and development
3. labour market
4. landscape conservation and natural protection

key player groups to be involved:

1. politics: ministries responsible
2. SMC´s: small and medium sized Alpine cities
3. rural areas around the SMC´s: winner and looser from the commuter location
4. experts: researchers from universities (out of SMC´S) and private research institutions which were set up by a private – public partnership

territorial focus: ☐ no specific focus ☐ core area ☒ mountain cities ☐ peri-alpine area	**territorial coverage:** ☐ not yet clear ☐ complete Alpine Space ☐ selected large spaces ☒ network of pilot areas / pilot cities

potential partners with a high interest: ☒ not yet known

national level

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regional level

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first steps to set up strategic project:

1. involvement of all relevant ministries all over the Alpine Space (-> first steps already done by the kick-off workshop Innsbruck)
2. analysis of potential SMC´s and stretgic selection (i.e. Maribor SLO, Udine (I), Rosenheim (D), Bregenz (A), Sion (CH), Strassbourg (F) …
3. review of the situation and key experts to be involved into the project

budget: min € 1.5 mio / realistic: 2.5 – 3.0	**duration:** 2-4 years

further comments: project idea already discussed at the Innsbruck workshop

Alpine Space Prospect Study
Strategic Project Proposal

title of proposal: **climate change impact to the Alps - prevention from natural hazards**

author(s): Thomas Bausch / …	**draft version** 01 / may 2005

demand and objectives: climate change is not any more a scenario – its reality. The impact of climate change to the entire Alpine Space is evident: frequency and intensity of natural hazards caused by the climate change rise significant, damages to the population grow obviously. Permafrost regions in the alpine core areas are affected as well as mountain cities in the valleys or larger agglomerations in the peri-alpine territory. By the growing territorial linkage of the cities and surrounding rural areas as living and housing spaces nearly all parts of the Alpine Space can be affected by climate change caused disasters.

To protect the alpine citizens against future disasters reliable scenarios in connection with flexible reaction strategies are needed. Based on common and regional climate change forecast the local and regional focal points shall be identified. The state of the art technologies to prevent or react on all kind of climate change caused natural hazards shall be merged and exchanged by the experts coming from national or regional Alpine agencies. By this common standards safeguarding a fast and flexible reaction can be defined and introduced in the Alpine region.

As climate change is a global phenomenon Alpine technologies developed and proofed within this strategic project will also strengthen the AS as European R&D area.

main territorial trends covered by the project:

1. dynamic increase of natural hazards (trend 5)
2. emerging opportunities for European cities as R&D locations (trend 29)
3. urbanisation and counter-urbanization processes are taking place (trend 34)
4.
5.

main policy issues covered by the project:

1. civil protection against natural hazards
2. spatial planning
3. research and development
4. landscape conservation and natural protection

key player groups to be involved:

1. politics: ministries responsible (especially in the field of natural hazards)
2. experts I: members of national or regional agencies performing R&D in the field of climate change and/ or prediction of and prevention from disasters
3. experts II: researchers from universities and private research institutions working this field

territorial focus: ☐ no specific focus ☒ core area ☒ mountain cities ☐ peri-alpine area	**territorial coverage:** ☐ not yet clear ☒ complete Alpine Space ☐ selected large spaces ☒ network of pilot areas / pilot cities

potential partners with a high interest: ☐ not yet known

national level

Österr. Wildbach- und Lawinenverbauung (A) .....
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regional level

Bavarian State Ministry of Environment (D)
..... ARPA Piemonte (I)
Pôle Grenoblois Risques Naturels(F).... .....
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first steps to set up strategic project:

1. involvement of all relevant ministries all over the Alpine Space (-> already announced by the Bavarian State Ministry of Environment (D))
2. start-up meeting of potential partners under guidance of a "pre"-lead-partner
3. review of the situation and key experts to be involved into the project

budget: min € 2.5 mio / realistic: 3.5 – 4,5	**duration:** 2-3 years

further comments: project already announced as output of the Rosenheim workshop

Alpine Space Prospect Study
Strategic Project Proposal

title of proposal: **Securing accessibility and service provision in the Alpine area / multi-level governance**	
author(s): TD	**draft version** June 2005

demand and objectives: please give a short description of the demand / motivation of the project reflecting main territorial trends, policy issues and give an idea which current or future problems shall be solved / tempered by the project.

Infrastructure development and local services are threatened by growing disparities and concentration trends affecting particularly remote parts of the Alpine area. The issue has been taken up by national and trans-national activities (e.g. PUSEMOR project within ASP) which highlights the increasing concern for safeguarding service provision for rural areas within mountain regions.

This might be a case for further activities aiming to link the different policy levels and look for strategies to enhance services in the mountain regions. The main focus would thus be to include the different actors involved at the various levels and to work within regional sub-areas of the AS, e.g. the five transnational areas of specific policy interests in the Alpine Space analysed in chapter 2 of the Prospective Study.

The regional approach going down to the situation of the local level should solve the problem of increasing difficulties to provide services for remote areas and thus affect the danger of depopulation of those areas.

main territorial trends covered by the project:

1. growing importance of accessibility to infrastructure and knowledge (trend 9)
2. depopulation (trend 23)
3. continuing direct public support to SMEs (trend 17)
4. spreading of economic power (trend 32)

main policy issues covered by the project:

1. Social services and health (policy issue 11)
2. Spatial planning and urban networks (policy issue 3)
3. Information society and communication technologies (issue 5)
4.
5.

key player groups to be involved: 1. 2. 3. 4. 5.	
territorial focus: ☒ transnational areas to be defined ☒ core area ☒ mountain cities ☒ peri-alpine area	**territorial coverage:** ☐ complete Alpine Space ☒ selected large spaces ☒ network of pilot areas / pilot cities
potential partners with a high interest: ☒ not yet known **supranational level** **national level**..... repr. of nat. ministries .... **regional level** regional authorities ..... local level private sector involvement	
first steps to set up strategic project: 1. make use of existing action at regional level 2. draw on current Interreg IIIB or other projects (synthesis of interim results). 3. 4. 5.	
budget:	**duration:** 3 years
further comments:	

Alpine Space Prospect Study
Strategic Project Proposal

title of proposal: **Alpine space 2025 – scenario development of regional and local development**

author(s): TD	**draft version** June 2005

demand and objectives: please give a short description of the demand / motivation of the project reflecting main territorial trends, policy issues and give an idea which current or future problems shall be solved / tempered by the project.

The Interreg IIIB programme has focused on the three priorities of co-operation in different fields of spatial development (Priority I), the promotion of a sustainable transport system (Priority II) and the support of the management of nature and cultural heritage and the prevention of natural disasters (Priority III). With numerous actors conceptualizing scenarios for the future Alpine development at different levels and within different sectors in the Alpine space, a comprehensive initiative to combine these efforts and to synthesize the main fields of action could provide a valuable framework for the overall general development and activities of the regional and local actors. In particular, the project could enhance discussion on the common vision and strategy within the Alpine space.

main territorial trends covered by the project:

1. economic concentration in the EU / growing disparities (trend 31)
2. growing importance of accessibility to infrastructure and knowledge (trend 9)
3. dynamic increase of natural hazards (trend 5)
4. variety of landscapes endangered (trend 3)
5.

main policy issues covered by the project:

1. Spatial planning and urban networks (policy issue 3)
2. Valorisation of cultural heritage and landscape (issue 10)
3. Environment and natural protection (issue 1)
4.
5.

key player groups to be involved:

1. Alpine Convention
2. national ministries
3. regional administration
4. CIPRA (and other NGOs)
5. networks: Alliances in the Alps etc.

territorial focus:	**territorial coverage:**
☒ general and differentiated territorial focus ☒ core area ☒ mountain cities ☒ peri-alpine area	☒ complete Alpine Space ☒ selected large spaces ☐ network of pilot areas / pilot cities

potential partners with a high interest: ☐ not yet known

supranational level

Alpine Convention

national level

national Ministries (?) ..... aim: link and adapt national spatial strategy documents (to be elaborated in the process of SF preparation for period 2007-2013) .....

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regional level

regional authorities (take account of regional policy documents) .....

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first steps to set up strategic project:

1. key players, preparing next programme
2. include other actors, with similar approaches to define concepts, scenarios and strategies for all the area/parts of the AS area.
3. involve key actors at regional (and local) level, currently particularly interested in scenario development (e.g. with recent conceptual work and relevant policy discussion)
4. enlarge participation to other groups

budget:	**duration:**

further comments:

It seems particularly important to confirm existing approaches and reflect on-going activities outside the ASP as the inclusion of actors might enhance programme coverage and performance in the future. Moreover links have to go well beyond the core area to avoid reproach of too narrow focus.

Alpine Space Prospect Study
Strategic Project Proposal

title of proposal: **Water as a strategic resource in the Alps/Alpine Space**

author(s): Sergeja Praper/	**draft version:** June 2005

demand and objectives: Water has always been considered as one of strategic resources of the Alps, and there are many issues and interests connected with it. The future brings, though, several challenges, of which two will be mentioned:

- Climate change is already affecting water resources through changed weather regimes and impact on ecosystems securing water quantities,; the dynamic of changes is expected to increase.
- Demand on water resources in the peri-alpine belt and other European areas is will probably increase due to general societal developments and decreasing availability of good quality water from local sources.

Questions, which could be raised are innumerable: In what way will climate change affect availability of water in the Alps in the future? How will drinking water supply traditions, which are basically centralized or decentral, change? What are the potential impacts of liberalization of water supply and how should potential adverse impacts be tackled? What are the relations between supply (Alpine core area) and end-user areas (among other urban regions of the peri-alpine belt) and how should they develop? What role could the Alpine Space play in a potential European Water Network?

The idea is to identify, by means of a pre-project, the relevant topics and actors to be involved in a project on water as a strategic resource in the Alpine Space.

main territorial trends covered by the project:

1. increasing pressure on natural resources and natural heritage
2. deterioration of water resource quality
3. economic restructuring expected to accelerate
4.

main policy issues covered by the project:

1. environment and natural preservation
2. management of natural resources
3. relationship between the Alpine core area and the peri-urban belt
4.

key player groups to be involved:

1. Scientific institutions
2. Territorial collectivities
3. Public institutions and enterprises executing a public mandate
4. NGOs
5. Economic actors

territorial focus: ☐ no specific focus ☒ core area ☒ mountain cities ☒ peri-alpine area	**territorial coverage:** ☒ not yet clear ☐ complete Alpine Space ☐ selected large spaces ☐ network of pilot areas / pilot cities

potential partners with a high interest: ☒ not yet known

national level

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regional level

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first steps to set up strategic project:

1. setting up an initial transnational partnership of interested key actors
2. identifying a comprehensive range of potential key issues and stakeholders
3. development of project idea by using tools such as regional/ national/ transnational workshops with stakeholders, surveys, interviews
4. forming a core group and a network of stakeholder to be included into preparation and implementation of the project
5. preparing some background studies, such as scenarios of effects of climate change on water resources in the Alps, as a basis for work on the project

budget:	**duration:** 2-2,5 years

further comments: