

Final Report of Question 6:

IMPACT AND FURTHER DEVELOPMENT OF POLICIES AND INSTRUMENTS

What sort of impact do policies and instruments have on future regional development? How should these policies and instruments be adapted to contribute more effectively to sustainable development? How can policy assessment and research processes be improved to help reduce the gap between recommendations and practical implementation?



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1 INTRODUCTION

1.1 PRESENT SITUATION

Various public policies build a frame for decisions of public and private actors which are relevant for territorial development. Decision makers in governmental bodies use policy tools within their context, and actors in the private sector – such as farmers, craftsmen, service providers or consumers – are geared to public policies and instruments which define their scope of action. So we can say that future development in the Alps will be directly and indirectly influenced by public policies and policy instruments.

The intention of Question 6 was to collect and distribute the state of knowledge available on the impact of policies and instruments on future regional development in the Alpine regions, and to make proposals on how to adapt these policies and instruments. In addition, the project focuses on the scope of the players involved.

Another starting point for Question 6 is an observed implementation gap: Policy evaluation reports, concepts, plans or research work often include policy recommendations addressed to decision makers in administration and other governmental bodies. These suggestions how to adjust policies in order to better meet certain aims – like the aims of sustainable development – are often barely implemented or addressed with a big delay. CIPRA wishes that existing knowledge should be better implemented, following the slogan ‘From theoretical knowledge to the knowledge of action!’

1.2 TASKS, AIMS AND GUIDING QUESTIONS POSED BY “FUTURE IN THE ALPS”

Question 6 of the “Future in the Alps” project deals with public policies. We have to focus on those policies relevant for the other themes of the “Future in the Alps” project (Regional value added, governance capacity, protected areas, mobility and new forms of decision making). The target groups for this report are decision makers in governmental bodies and administration on different territorial levels as well as in the private sector, regional managers, consultants, researchers, NGO’s, local and regional initiatives within the Alpine space.

The “Basic description of Project Question 6” (CIPRA, 6 June 2005) defines two tasks for Question 6:

TASK 1: To highlight the impact of policies and the scope available to players

With question 6 Future in the Alps sums up the current level of knowledge available on the impact of policies and instruments on future regional development in the Alpine region, and proposals on how to adapt it. What sort of scope do which players have? How is this scope utilised? What are the possibilities and the limitations of political controllability? Future in the Alps will use the answers to these questions to help clarify the scope available to the various players in the Alpine region, to communicate this knowledge clearly, and as a result bring about changes in behaviour among key players in politics and administration.

TASK 2: To shape policy recommendations in a practical way

The Future in the Alps Project is to use selected projects to examine how policy evaluations and recommendations made to politics and administration can be shaped from applied research work so they can be adopted more effectively by those they are intended for and put into practice. How should policy evaluation processes be shaped to maximise the benefits to those involved (i.e. those contracting the evaluation, those evaluated, those evaluating)? How can the action knowledge of those involved be mobilised? How should research processes be shaped so that the results and recommendations can be put into practice? What can researchers and practitioners each contribute? The analysis is to focus on current policy evaluation and research projects relating to the topics of question 1 to 5.

The “Basic description of Project Question 6” (CIPRA, 6 June 2005) formulates the following aims and guiding questions:

Aims of Question 6:

- To contribute to a better understanding of the roles and impacts of policies on the issues of the other 5 project questions
- To contribute to a better understanding of the scope of actors and to changes of behaviour
- To contribute to a better link between research and practice, between recommendations and implementation
- To contribute to a transition from theoretical knowledge to the knowledge of action.

Guiding questions for the knowledge inquiry of Question 6:

1. What sort of impact do policies and instruments have on future regional development?
2. How should these policies and instruments be adapted to contribute more effectively to sustainable development?
3. How can the different actors make better use of their room for manoeuvre?
4. How can policy assessment and research processes be improved to help reduce the gap between recommendations and practical implementation?

1.3 ASSUMPTIONS AND SPECIFICATIONS OF QUESTION TEAM 6

For the team working on Question 6 there were soon appearing some contradictions between the claim of the project and the available time resources and capacities: On the one hand we had to deal with a very wide thematic field, and to find answers to very complex and difficult guiding questions. On the other hand the project was intended more as a knowledge management project than as a research project. Above all, we had to make existing knowledge available. Doing own research or own evaluations was not demanded. At first it proved to be necessary to narrow the field of investigation by defining the kind of policies we are dealing with, to make the tasks more operational, and to precise the guiding questions.

1.3.1 Narrowing the field of investigation

With which kind of policies are we dealing? What is feasible within this project? At first we focus explicitly on public policies, even if NGO policies or policies of big economic players or stakeholder organisations might also have impacts on the Alpine development and be an interesting subject of analysis. But even public policies in general are too extensive for us to be able to handle it: Public policies contain so many tools and instruments influencing action in quite different ways: there are obligatory norms and standards, there are financial incentives and diverse organisational regulations. In a broad interpretation everything from hygienic standards for animal husbandry to financial compensation between state and municipalities could be covered. According to the main activities of CIPRA and to our own competences as experts we focus on the following territorial public policies pursuing “sustainability aims”:

- Alpine or mountain policies
- regional development policies

- rural policies.

1.3.2 Operationalising tasks and precisising guiding questions

The tasks as formulated in chapter 1.2 are not operational enough, because they consist mainly of aims and questions to be answered. Especially the possible contribution of selected projects (best practices) to Task 2 “Shaping policy recommendations in a practical way”, seemed to be unclear. For setting up a work program we decided to formulate three simple methodical steps:

1. Investigation of publications
2. Investigation of good practice examples
3. Expert interviews.

With these three methodical steps we tried to find answers to the guiding questions for the knowledge inquiry of Question 6 (see chapter 1.2). For each methodical step the guiding questions were precisised (see the work programme, chapter 2).

1.3.3 Difficulty: Broad coverage or precise answers to the guiding questions?

“Future in the Alps” aims at making available existing knowledge; it is designed as a knowledge management project. This is connected with the claim of a broad thematic and territorial coverage of the investigated literature and the good practice examples. Nevertheless, answering the guiding questions of Question 6 would need methods and procedures corresponding rather to a scientific approach: definition of terms and criteria, building and testing of hypotheses, synthesising knowhow deriving from different scientific approaches. Although it was not possible to carry out a scientific work, we have tried to find answers to the guiding questions as precisely as possible. On the other hand, the claim of a broad territorial coverage when compiling literature and good practice examples could not be fully satisfied within the existing framework of resources. According to the experience of the team members, we focussed on literature and good practice examples of Austria, France and Italy, and integrated also some contributions from Switzerland. Slovenia and Germany were covered by the analysis of literature about Alpine/mountain policies in all Alpine countries.

1.3.4 Difficulty: Lack of theories

We must be aware that the guiding questions have not been answered by experts of

political sciences, but by geographers, planners and economists, following a more practical approach. The theoretical background, such as different concepts and theories about the role and the legitimation of public policies, has not been highlighted. Sometimes we realised that this lack of theory could lead to different interpretation and misunderstanding, especially as regards the mentioned “implementation gap”: CIPRA is an NGO representing interests and doing lobbying. When formulating the research questions they start from a normative concept of public policies – good policies are what contributes to “sustainable development”. Anyway, we must be aware that other theoretical concepts put a stronger emphasis on power relations between societal groups. This implies that the role of public policies might be interpreted differently and that “implementation gaps” need not necessarily be assessed as negative.

1.3.5 Difficulty: Policy assessment and sustainable development

Several participants in the workshop organised at Bregenz on 24 - 25 October 2005 pointed out the difficulty of assessing the “positive” impacts of public policies on sustainable development. How should impact be measured? What are the goals of public policies? What does the concept of sustainable development consist of? While not giving precise answers to the above questions, this report aims to contribute elements of answers to the initial problem (how to do a better implementation of policies for sustainable development), while keeping its ambiguous character in mind. Public policy is therefore taken as follows:

- a normative discourse participating in the definition of an object (by giving it a materiality, a framework, a function), and also intervening in the same object; policy is understood to be carrying out sustainable development at the same time as sustainable development is carrying out public policy;
- an approach which is never applied strictly and which is open to interpretation.

With this in mind, how can the application of public policies be properly judged?

Studying the different measurements of the application of sustainable development in Austria, Switzerland, Italy, Slovenia and France first shows the need to distinguish the objectives of public policies from the ways in which they are applied. Although different national contexts give rise to considerable disparities, the methods of implementation often seem just as important, if not more so, than the expected results.

2 WORK PROGRAMME AND METHODS

The Question Team 6 has tried to find answers to the guiding questions by screening and making available existing knowledge. This existing knowledge was found mainly in recent evaluations and other up-to-date literature (Step 1 of the work programme), but it had to be completed by a few interviews with experts (Step 3), especially as regards the interfaces between policy research, policy formulation and policy implementation. Furthermore, several good practice examples have been analysed (Step 2 of the work programme).

2.1 STEP 1: INVESTIGATION OF PUBLICATIONS

The following sources of information have been used:

- Macro-studies about Alpine/mountain policies, such as REGALP: Regional Development and Cultural Landscape in the Alps and Nordregio: Mountain areas in Europe
- Evaluation studies on specific mountain policies, territorial policies, regional development policies, rural policies
- Other studies on specific policy topics (with a relation to Questions 1-5), or dealing with the actors' scope or with the gap between theory and practice, between recommendation and application

For analysing and documenting the selected publications and documents we have reformulated the above guiding questions:

- Which impact of public policies on regional development in the Alps is mentioned? Which impact do they have on regional co-operation chains, governance capacity of individuals or communities, protected areas, leisure, tourism and commuter mobility, new forms of decision making (Q1-5)?
- Which key actors are mentioned? What is mentioned about their scope, and how they use it?
- Which policy recommendations or proposals, aiming at the adjustment and improvement of public policies and policy instruments, are mentioned? Which kind of recommendations are made? (thematic – organisational; wide – specific; general – concrete)

- What is mentioned about the problems of (policy) implementation regarding concepts, plans, programmes, evaluation studies and research works? What is mentioned about how to put recommendations into practice, how to bridge the gaps between research and practical application?
- What is mentioned about the exchange and co-operation between researchers and practitioners, and how to improve it?

For each document selected there is an entry in the online database of publications, according to the CIPRA “Guideline for the knowledge inquiries” of 20 July 2005 (chapter 6). Furthermore, each publication was summarised in a short paper, pointing out the most important answers to the detailed research questions for each publication. These summary papers can be found in Annex 9 of this report.

The methodic difficulties we encountered are related to the still very wide thematic field of investigation. The intention to cover all countries and all themes in a balanced way could not be maintained. The whole Alpine bow with all countries was covered by the investigation of macro-studies about Alpine / mountain policies. Otherwise we took it for more important to find some up-to-date and interesting literature which is useful for finding valuable answers to the guiding questions than to try to cover as many aspects as possible.

2.2 STEP 2: INVESTIGATION OF GOOD PRACTICE EXAMPLES

The investigation of good practice examples had to be organised in another way than for the Questions 1-4. While one can search for good or best practices in the field of leisure mobility or nature parks it is not at all evident what might be best practices for public policies. What are best policies? For answering this question it would have been necessary to define criteria and to do much more analytical work than was planned within this work step. Also the big diversity of policy themes, policy approaches, involved actors and regional contexts prevented us from following the approach of best policies.

So we decided to follow another way and to analyse those projects with regard to their policy aspects which had been selected as good or best practices by the other Question Teams or submitted to the CIPRA competition of summer 2005. Doing so, we intended to get more information about issues like the scope of actors, and the implementation of policy recommendations which were not very well covered by existing literature. By analysing best practice examples we have retraced back the way from projects to policy programmes or recommendations formulated before. By looking at success stories (and

also at failures) of implementation we obtained some findings about policy implementation.

For the analysis we decided to use the following sources of information:

- CIPRA competition, especially the “top 100” best practices pre-selected by CIPRA. Many of them are characterised as belonging to the topic of „policies“ (main topic or sub-topic).
- Good / best practice examples selected by other question teams and indicated to us as being especially relevant with regard to policy implementation
- Eventually other interesting good practice examples we meet.

We tried to cover all countries and all issues (Question 1-5) as good as possible. Altogether 12 good practice examples have been analysed. We looked for answers to the QT6 guiding questions (actors’ room for manoeuvre, gap between recommendation and implementation) by gathering as much information as possible about the selected good practice example, and by talking with a responsible person for each project. These talks were done mostly by phone, with the help of the following checklist:

- Project type of the good practice example (e.g. educational project, marketing project, tourism infrastructure etc.)
- From which public policy program (such as Interreg, LA21 etc.?) does the project / good practice example derive?
- What was the duration of the way from recommendations to projects? Has the project been changed during the implementation phase?
- Which actors were involved? What were the structures of co-operation?
- What have been the success factors for implementation? E.g. human and financial resources, distribution of responsibilities and good governance, public relations, meeting a specific demand, others?
- Which problems have appeared during the implementation phase? How were they solved?
- Are there any other important aspects of public policies?

The interviews have been documented (there are protocols in the original languages). Each good practice analysis is documented in the online database and is also summarised in chapter 4 of this report.

2.3 STEP 3: EXPERT INTERVIEWS

In addition to literature studies, we referred to expert knowledge obtained in interviews, especially for gathering up-to-date knowledge about the scope of regional or local actors and about the “implementation gap”. Our interview partners are experts dealing with policy implementation (e.g. in national or regional administrative bodies) or persons having an overview on local actors and local activities (e.g. network managers). Finally we were only able to do very few interviews because of our limited resources.

For the expert interviews we referred to the following questionnaire (which was adapted to the person and his/her thematic focus):

- What kind of view and of behaviour (regarding sustainability) do local actors have?
- Which experiences have been made with regard to the implementation of recommendations, concepts and programmes? (e.g. how and by whom have recommendations been elaborated? Reasons for implementation gaps?)
- Which kind of recommendations can really be used by practitioners?

The interview partners are listed in Annex 8 of this report.

2.4 ORGANISATION OF WORK WITHIN THE TEAM

The Question Team 6 was constituted in Summer 2005. The first internal team meeting took place in the frame of the “Future in the Alps” start workshop of the enlarged project team on 6-7 July 2005 in Chur. Participants were Javier Grossutti, Yann Kohler and Wolfgang Pfefferkorn. After this meeting a draft workplan for QT6 was elaborated. When the question team was consolidated and the first work steps had begun, a second internal team meeting was held in Vienna on 29 September 2005. Participants were Olivier Alexandre, Eva Favry, Wolfgang Pfefferkorn and Martin Vanier. Also the second EPT meeting of “Future in the Alps” in Bregenz on 24-25 October 2005 served for an internal team meeting of QT6. Here the work program was agreed between the team members, and the final version of the QT6 workplan was edited on 28 October 2005. The last QT6 meeting was held in the frame of the third EPT meeting of “Future in the Alps” in Chur on 7-8 March 2006. Outside of the meetings the communication between the team members took place in an informal way by e-mail or phone.

Apart from the workplan, an internal paper for the question team members, another paper was written on 5 August 2005, addressing the other members of the enlarged

project team: “What is relevant for question 6. Checklist for the teams working on the questions 1-5”. As Question 6 was due to make use of the inquiries of the other question teams, in this paper we asked the partners for information of special interest for QT6 (see annex 10).

3 POLICY IMPACT, RELEVANT ACTORS AND POLICY IMPLEMENTATION: RESULTS OF LITERATURE ANALYSIS

In this chapter the most important results of the investigation of literature are summarised and complemented by results of the expert interviews. The synthesis has been difficult due to the big variety of themes, research approaches and national or regional context of the screened literature. For more detailed information see the summaries for each analysed publication in Annex 9.

In this study, sustainable development evokes objectives in terms of development (socio-spatial fairness, economic efficiency and respect for the natural environment) for both stakeholders and observers, as well as organisational principles (consultation, assessment, local governance).

It is on the basis of the above distinction that this study examines the impact of public policies in terms of sustainable development:

- it identifies the fields and stakeholders concerned by policies,
- it summarises the conclusions which can be made, based on currently available observations : how to measure the impact of public policies? What obstacles hinder their implementation? How can their impact on sustainable development can be improved?,
- it highlights the suggestions for improvements in policy efficiency made by stakeholders and experts who were interviewed.

3.1 WHO ARE THE STAKEHOLDERS AND WHAT ARE THE PUBLIC POLICIES ?

There are four coexisting political levels concerning the Alps: regional, national (sectorial and mountain policies), transnational (the Alpine Convention) and European (agricultural policies, structural funds). Whatever the level at which a policy is initiated, however, the important thing is the degree to which local stakeholders - local authorities, elected officials, citizens (whether in the form of organised associations or not) and professionals - actively involve themselves in any given project. As consultation and decision-sharing are theoretically the main features of the general trend towards decentralisation, it is difficult to identify key stakeholders. There is a distinct disparity between, on the one hand, Italy and France, and on the other Austria

and Switzerland, where local stakeholder autonomy is greater. The Italian Comunità Montane and the French Comités de Massif are two specific regional organisations, although their areas of competence are still very limited (BLANC / AMOUDRY 2003, CAMBA / BETTINI 2002).

In Austrian and Swiss literature (BKA 2004, HEINTEL 2005, STALDER 2001) intermediate organisations on a (sub)regional level are mentioned. Regional management is considered an important innovation in the field of regional development in Austria. Regional management organisations are near public administration, and part of a network of organisations dealing with structural changes and innovation. Regional intermediate organisations which are often characterised by a low level of institutionalisation succeed in mobilising rural actors for regional development.

There are also some cross-border organisations which need to be mentioned:

- Several institutions for regional co-operation involving a small number of regional governments in the areas around Mont Blanc, Lakes Constance and Geneva, Simplon Pass and Lake Como. At a larger scale there are working communities of regional governments (COTRAO for the western, ARGE-ALP for the central and ALPEN-ADRIA for the eastern Alps).
- There are also several organisations connected with the Alpine Convention: the Secretariat and the Scientific Secretariat, the network of protected areas, the “Alliance in the Alps” network of Alpine communities and CIPRA.

Whether there is a specific mountain aspect or not is another criterion for distinguishing between the countries studied (see NORDREGIO 2004). In Slovenia, a mountainous country, “mountain” policies also mean development policies in general. In Austria and Germany mountain issues are included in sectorial policies at both national and regional levels. France, Italy and Switzerland, on the contrary, have developed special mountain policies; a trans-regional level of co-ordination and decision-making has even been created in France: the Comités de massif.

In the REGALP project (PFEFFERKORN et al 2005) the policy approaches which are especially important for sustainable Alpine development have been identified. They are applied in all Alpine countries. Six different policy approaches have been distinguished, according to the way of how development issues on the one hand and cultural landscape issues on the other hand are addressed:

1. “Agriculture approach”: Support for agriculture with the aim of maintaining a multifunctional agriculture
2. “Forest approach”: Regulation, planning and financial support for maintaining

multifunctional forests

3. “Conservation approach”: Nature and landscape protection policies / protected areas
4. “Projects approach”: Support for local development projects based on cultural landscape, cultural and natural resources (e.g. LEADER+, Parcs Naturels Régionaux, Regio)
5. “Infrastructures approach”: Infrastructure development in the frame of transport, tourism, mountain and regional development policies
6. “Planning approach”: Spatial planning tools for conciliating development with environmental and landscape needs.

Another classification of public policies which refers to distinct policy sectors is used more often, e.g. in the research project “Mountain Areas in Europe” (NORDREGIO 2004).

3.1.1 Agricultural policies

These are considered the major European and national mountain policies. The Common Agricultural Policy (CAP) provides direct payments for assisting farming systems in Less Favoured Areas (LFA). Nevertheless, several national assessments (e.g., in Italy, France and Germany) show that on the whole the CAP is more favourable to lowland than highland agriculture. “Agenda 2000” has reinforced the “second pillar” of the CAP, focusing assistance on support for rural development. The “second pillar” includes only a small proportion of total CAP funds, but the decoupling process could facilitate turning natural mountain handicaps into advantages (cultural heritage, landscapes, high-quality products). For an increasing number of places (especially Austria, Switzerland and Bavaria), maintaining land use for agriculture and cultural landscapes in mountain areas is more important than production.

Agricultural, local development and planning approaches aim at invigorating an economy based on natural resources within declining areas: maintaining jobs and businesses, impulsing high-quality, geographically-identified products, and making the most of local resources.

3.1.2 Biodiversity and landscape protection policies

This is the domain with the most highly developed contractual measures, whereas they

are less common in tourism and transport. Three main types of tools can be distinguished:

- Spatial planning: There are very few specific procedures for mountain areas; for Alpine countries only the UTN system (*“Unités touristiques nouvelles”*) in France and the Bavarian *Alpenplan* are mentioned. The former is an appraisal procedure for the creation and expansion of resorts, involving a regional UTN committee.
- Risk management measures that are likely to be particularly beneficial for mountain areas include the integration of risk assessment and zoning in planning, the designation of catchment areas for flood prevention, and forestry measures for prevention.
- Nature conservation policies vary somewhat across Europe. There are several categories of protected areas (national and regional parks, nature reserves, forestry reserves, wilderness reserves, protected landscapes, sites of scientific interest, heritage monuments, etc.). While none of these policies are explicitly aimed at mountain areas, a significant proportion of the most highly protected areas are located within them. At the EU level, the Natura 2000 system, derived from the Species and Habitats Directive, is the principal tool for nature conservation, although its application has been considerably delayed in many countries.

Conservation and forestry approaches involve delineating areas meant to protect the natural environment and improve their attraction for tourism; such areas thereby have a role to play in environmental education and the dissemination of the values associated with sustainable development. Forest policies can be classified along with landscape policies. They reflect the latter's inter-sectorial aspects (production, environment and recreation) and aim at encouraging the forestry sector to contribute to rural development. At a European level this strategy was first adopted in the 1988 “Forestry Action Programme”. Forest strategies and measures in European countries are being implemented at national, regional and local levels. In Austria, a national Mountain Forest Strategy has been defined; it includes restrictions on use and measures to promote sustainable forestry. There is no global policy for mountain areas within forestry policies, but a more or less co-ordinated set of measures relevant for mountain forests. Overall, the effects of these policies appear to be encouraging but insufficient.

3.1.3 Local development policies and support for local economic activities

Support for tourism is generally developed through local initiatives in co-operation

with tourism associations, rather than by national policies. In general, policies initiated by public authorities to develop tourism appear to be weak, and few initiatives are specifically oriented towards mountain tourism. Nevertheless there is a wide range of instruments which may benefit mountain tourism, e.g. the renovation and improvement of accommodation, the modernisation of infrastructures, support for sustainable tourism, the improvement of local attractiveness, etc. Owing to the lack of national initiatives, projects encouraging the development of tourism are important. European policies, such as Structural Funds and Community Initiatives (INTERREG, LEADER), are supporting various local development projects.

3.1.4 Policies of subsidiarity

In addition, the maintenance and improvement of public services in mountain areas is an important challenge in territorial planning. Sometimes national regulations are adapted to mountain contexts, and there can be local initiatives and projects, such as “on demand” transport services or mobile public services.

3.1.5 Infrastructure policies

These are very important in terms of the accessibility of mountain areas. The standard of high mountain roads has been substantially improved in recent years. All countries have National Road Plans which include mountain areas. But a special phenomenon of mountain areas is transit traffic with its negative environmental consequences. While railway infrastructure is deteriorating in many mountain areas, the Swiss Rail 2000 Program can be mentioned as a good example of infrastructure policy. Public policies in favour of improved access to ICT in mountain areas (cellphone coverage, broadband connection) can have socio-economic benefits for mountain areas and compensate for poor physical accessibility.

Certain transport measures have been developed with a view to environmental protection. The Transport Protocol in Italy, for example, seeks to reduce the volume and danger of inter-Alpine and trans-Alpine traffic, and to diminish its impact on the inhabitants, the flora and fauna and their habitats (see UFFICIO ECOREGIONE ALPI 2005). In the same way but at a more local level, the Isère Department Council has set up an ecological network incorporating ecological corridors, illustrating the progressive integration of ecological considerations into the department’s policies ¹.

¹ In 2000, the Isère Department Council (Conseil général de l’Isère) launched the REDI programme with the participation of around fifty partners (nature associations, stakeholders and local development managers). The

3.2 WHAT ARE THE RESULTS OF THESE PUBLIC POLICIES ?

The effects and impacts of mountain policies are difficult to assess. It is difficult to separate general trends and general policy effects from the effects of specific mountain policies. Only a small number of evaluations of the effects of mountain policies have been undertaken. We can observe three application processes which show the long-term application of directives (see LAJARGE, ROUX 2002):

- strong institutionalisation based on limits (e.g. zoning), regulation and the appropriation of landscape elements for a specific function (e.g. protection);
- management delegated by the national authority to local stakeholders, where economic activities are to be maintained by taking advantage of local resources (scenic, agricultural, environmental, knowledge, craft industries);
- spontaneous mobilisation of the local stakeholders and the emergence of projects of development around the local resources.

Regarding the results of the implementation of sectoral public policies in European mountain areas, five key points can be stated (see NORDREGIO 2004):

- Despite public policies the population of many mountain areas is still declining (but the Alps are developing better than other European mountain regions). However, economic diversification and improvements in the quality of life are beginning to have positive effects. Population decline has been reduced by increasing accessibility and providing job opportunities and services. A number of massifs are now attractive territories, particularly in the Alps.
- The CAP and the national application of its instruments receive mixed assessments. Agricultural income and investment are largely augmented by European subsidies that contribute to maintaining farmers in mountain areas where production is not competitive. In several countries, however, subsidies have not slowed down population decline. In some countries agricultural policies tend to favour large-scale farms and intensive methods – this may cause the disappearance of small farms and of traditional species, practices and know-how.
- Mountain economies have, in many places, become more diversified through the development of tourism. But manufacturing and mining are often in difficulty, and unemployment remains high in some mountain areas.

- The environment, landscapes, and cultural values have become better protected through EU and national legislation; however, there are many contradictions with development aims and economic initiatives.
- Barrier effects have been reduced through improvements in transport infrastructure, but at the local level there is often a lack of investment in local roads and secondary railways.

It may be concluded that in general mountain policies have led to a stronger integration of mountain regions. An important positive effect is the awareness raising about the positive features of mountain areas and about their positive value for urban and other outside communities (as a space of biodiversity and recreation, and as a contrast to urban ways of life).

From this assessment of the impacts of mountain policies some policy recommendations have been derived (NORDREGIO 2004) :

- Focussing mountain agriculture on quality products and land preservation ;
- Recognising the value of mountain forests ;
- Ensuring the transition of manufacturing activities in mountain areas ;
- Improving mountain tourism ;
- Reducing the barrier effect of mountains ;
- Developing urban services and networks in mountain areas ;
- Promoting sustainable development.

The last point requires all the others to be reconsidered, in particular because sustainable development necessarily means incorporating the viewpoints of the various sectors contributing to development. Such reconsideration is the framework of Chapter 5 of this report: the relationship between Question 6 and the others.

3.3 WHAT OBSTACLES HINDER THE IMPLEMENTATION OF PUBLIC POLICIES ?

Is the question of the impact of public policies on sustainable development a pertinent one? In asking this question, a French civil servant implied that the concept of sustainable development is henceforth linked to that of the public interest, i.e. the reason why there are any public policies in the first place². What is meant by the public

² An industrial development actor in the Friuli Venezia Giulia region said the same thing about industrial policies, which

interest at any given moment, however, needs to be defined. This is even truer in that it is obvious that strategies for applying “sustainability” are still in their infancy. In other words, sustainable development is supposed to trigger action even though it is not necessarily produced by the action in question; the way public policies are implemented and applied therefore requires assessment.

3.3.1 Insufficient valuation of the specificity of mountain areas

However the assessment of the application of public policies is rare concerning mountain massifs in France and Italy. Besides, for specific local characteristics to be taken into account, the non-specialised nature of current regulations and objectives would need to be supplemented by local governance procedures in all the countries studied. Fitting procedures together, however (each level must be compatible with the level immediately above it), often leads to their being explained instead of allowing them to adapt (see BLANC / AMOUDRY 2003).

In France, thanks to the existence of an overall legal framework (the Mountain Act), the specific nature of mountain issues is acknowledged independently of sectoral public policies. Along the same lines, all the countries studied for Question 6 have set up compensation systems for mountain agriculture. The updating of the Act was due to the need to take the diversity of the economic and geographical contexts of massifs more into account. Public action nevertheless resembles that undertaken in other types of area. In Italy, on the contrary, the sectorial approach of public policies takes no account whatsoever of the special characteristics of mountain areas (see MINISTERIO DELL'ECONOMICA E DELLE FINANZE 2004).

3.3.2 Incomplete information flows

The fact that the law and the issues at stake are little known seems to be one of the main reasons why public action has failed, in particular projects for agricultural development and environmental protection which rely on strong contractual procedures. Although sustainable development principles are frequently expounded, they are hardly ever completely applied; this is especially true for environmental aspects.

The main reason given is the centralised origin of action initiatives added to the fact that local project objectives are defined “by specialists”; prescriptive viewpoints coexist

he considered as a response to the problem of linking industrial, social and environmental points of view (interview carried out in Decembre 2005).

with deliberative ones (see KALAORA 2003). It is especially here that discordances arise between the ways stakeholders see objectives. As regards landscape and rural development policies, for example, farming includes highly environmentalist aspects for certain specialists, whereas farmers often see it more economically and aggressively. From one policy to another, therefore, the same subject may cover different fields. In this way an area of countryside may be spoken of as a heritage to be protected (environmental protection), as farmland which should be developed by active use of the real estate and agricultural aid (socio-spatial fairness), or as a symbol of quality with a strong economic function (economic efficiency); here the same object refers to three distinct aspects of sustainable development. This is exactly why it is brought into play by public policies: it allows the link to be made between different sectors (see UFFICIO ECOREGIONE ALPI 2005).

The discrepancy between local reality, i.e. the procedures applied, and the expectations of national and European authorities sometimes means initial objectives have to be reconsidered. Not only does the application of procedures then seem a failure but it may also lead to the discouragement of local stakeholders in the rethinking process. Centralism also results in bureaucratic logjams in the tourism field and consequently in demotivation when initiatives are of small significance.

The second reason is doubtlessly the attitude whereby stakeholders pick and choose their information. In the case of landscape policies, the range is so wide that stakeholders are aware only of the aspects directly concerning them. The result is sectoral working methods, which are a means of escaping from the jumble of information due to the number of stakeholders and viewpoints. Stakeholder coordination is a major objective to be met for the application of measures to be more efficient and to prevent financial resources from being dispersed among contradictory objectives.

3.3.3 Different temporal and spatial dimensions

The time factor of political application also comes into play in two ways: time limits which are too brief prevent actions from being carried out in an unruffled way, while new procedures sometimes contradict previous ones. At the same time, the introduction of consultation procedures into long-term processes results in the introduction of current and short-term issues and power struggles (in an expert interview this has been reported for the elaboration of the Transport Concept Vorarlberg). The excessive influence of politically partisan issues on territorial policies, especially the power struggles between politicians, hinders the much-needed emergence of new decision-making processes. In highly centralised political contexts

(e.g. France), over and above the fact that politicians stick like limpets to their own preserves, the duality of political life is shown up and, more particularly, the representative system undermined in favour of direct democracy. Daily politics may disturb the elaboration of long-term concepts in as much as they reflect a lack of anticipation.

The long-term/short-term confrontation has its spatial equivalent. The need to situate the territorial aspect of certain policies, especially environmental protection ones, within a wider context, is often brought up. The REGALP project has shown that in certain regions the application of environmental norms in protected areas is offset by the human pressure of local customs and urbanisation, especially on the edges of protected areas. Protection measures also meet with strong resistance from landowners and farmers. In the same way, local traffic-management procedures can only really be envisaged if the surrounding inhabitants are taken into consideration, and in particular the ability to manage traffic from outside the area. Detrimental effects of car traffic could only be reduced with more restrictive spatial development policies (see expert interview carried out in Austria in November 2005).

3.3.4 Hindrances for organisational learning

Organisational sociology and the theory of organisational learning also provide insight into reasons for implementation gaps of sustainability-oriented public policies (PAMME 2005). Policy implementation is based on individual and organisational learning processes towards more sustainability. These learning processes require the change of principal orientations of the concerned organisations, adding ecological precaution and long-term orientation to their decision parameters. But organisational learning often is hampered by the inherent logic of organisations:

- There are complex relations between the organisation and its societal environment which often puts a stronger emphasis on economic issues.
- Organisations tend to safeguard and legitimate themselves and to look for acceptance in society: For instance, municipalities tend to use popular “green” labels, but to avoid the introduction of problem-solving but conflicting measures.
- Existing power structures within organisations may be threatened by learning procedures; this leads to blockades.

3.4 HOW CAN THE IMPACT OF PUBLIC POLICIES ON SUSTAINABLE DEVELOPMENT BE IMPROVED ?

This chapter which is based on the study of scientific investigations as well as on interviews with public and private stakeholders in France, Italy and Austria who are involved in sustainable development, comes back to the distinction between the objectives of public policies and their application. Argue in favour of the need for new synergies between central and peripheral areas, for example, concerns the former point and the priorities stemming from national contexts. Here we will first deal with the second point, i.e. how public policies actually work.

As expressed in the expert interviews carried out in France in January 2006, three conditions are necessary for the success of public policies :

- the possibility of (prospective) medium- and long-term planning,
- the existence of instruments of convergence for stakeholders,
- a regulatory and legal foundation subject to constant improvement.

3.4.1 Attitudes towards sustainable development

Really pertinent sustainable development policies require stakeholders to be able to transform general objectives into individual and local ones. Such policies therefore need to be based on high-quality information. This raises the issues of the level (central, local or intermediary) of information production and reproduction, and of who is competent at each level. Each level has its own criteria for decision-making and management; the pertinence of policies aiming at sustainable development proportional to their degree of applicability at the levels at which actions are decided. Inscribing principles of sustainability at local levels can, however, create conflicts with other types of approach: the immediate needs of industrial development may be incompatible, for instance, with the less immediate ones of intergenerational solidarity. Local sustainable development thus requires a number of aspects to be interiorised. The Ufficio Ecoregione Alpi suggests distinguishing between missions at global (funding and promoting new approaches) and regional (land adjustment) levels, so that they become complementary rather than cancelling each other out (UFFICIO ECOREGIONE ALPI 2005).

It is obvious that the meaning given to actions and frameworks for actions is at the core of the methods used to apply public policies. The ways stakeholders see sustainable development need to be identified so that they can be taken into account: sustainable development is sometimes used as an argument against environmental perspectives!

Two approaches can be stated from the outset:

- In the first hypothesis, stakeholders do not agree on what sustainable development is. They may not really be convinced by it: they are unwilling. What they need here is new information and targeted instruction. On the other hand, they may not have common goals: they are unable. The question here is how to control actions and limit damaging ones by making regulations, prescribing methods and setting rules.
- In the second hypothesis, stakeholders agree about what sustainable development is but are unable to reach their objectives. The conditions in which an action is being undertaken may be global and independent of their own strategy: they are willing but the results are disappointing. The question here is how to discern the appropriate level and stakeholder with regards to sustainable development. The priority is thus to coordinate levels and set up good governance. Another example is when what is proposed and what is actually done are not the same: they say one thing and do another. Sustainable development action and policies need to become more efficient. The priority here is to devise new policies, and to learn how to carry out actions by assessing them.

3.4.2 Production and dissemination of information

The goal is to close the gap between a new type of reasoning (science) and old types of behaviour (action) by assessing stakeholders' viewpoints and behaviour. The interviews about best procedural methods (contact persons of good practice examples and experts) should bring out the relevance, coherence and impact of different types of experience. It is question here of the extent of people's general awareness of directives, which need to be made known at all levels, and not just of their impact. The circulation of information is a key area which appears in the following situations:

- in the dissemination of policy objectives; actions to promote and clarify the concepts used could be undertaken during events such as open seminars during which elected officials and members of the public could also speak;
- in the attention paid to local opinions and needs throughout the process of designing and carrying out projects; the question of "proximity" to local areas when defining procedures is frequently raised at meetings;
- in the co-ordination of the stakeholders concerned, e.g. by developing networks organised by subject.

In order to explain the importance of collating and disseminating information, certain stakeholders have brought up the need to "teach" sustainable development as the

leading condition for collective mobilisation (interviews in France in 2006). It is for this reason that assessment via the concerted identification of pertinent indicators is decisive: the latter should suit actors' needs and be based on pre-existing citizens' initiatives contributing spontaneously to sustainable development. In the restricted geographical context of certain Alpine valleys, such endogenous innovations are real opportunities. Efficient regional co-operation for implementing spatial development goals is also being hindered by the current focus on local policies.

3.4.3 Implementation of sustainability aims in development concepts

Finally some more "technical" suggestions should also be mentioned, which aim at improving the implementation of sustainability-oriented objectives laid down in spatial development concepts, transport concepts etc. (expert interviews, HEINTEL 2005):

- The operationalisation of objectives and the formulation of measurable success indicators is seen as a precondition for the implementation of objectives. An example might be a regional transport concept which formulates a targeted maximum value for the share of rides with motor vehicles, as a success indicator for the objective of "promotion of environmentally sound transport".
- The process of how a development concept is elaborated determines the way of how it will be implemented: The acceptance and implementation of concepts depend on the constellation of concerned and participating actors. The involvement in the elaboration of the concept creates identification. Representatives of institutions responsible for the implementation of concepts should be involved in the process of elaborating the concept. For instance experts for housing subsidies could be members of the advisory board for a regional spatial development concept, as they are responsible for implementing policy aims like "sparing land use in settlement development".

3.5 ADDITIONAL RESULTS

3.5.1 The contribution of policy evaluations to learning processes

The evaluation of public policies has become more important during the last two decades: The number of evaluation and the legal requirements have increased, new methods have been discussed. In Austria the accession to the EU (1995) and the

application of European programs have led to a multiplication of evaluation procedures in the field of regional development and to methodical innovations (see HOLZINGER 2001, HUMMELBRUNNER 2002, HEINTEL 2005).

Most evaluation procedures for European regional development policies are structured along a “logical framework” presenting the links between objectives – input – output in a clear and traceable way. But the linear and standardised evaluation models are not really suitable for complex situations in regional development. Standardised evaluation procedures often are perceived as an external obligation imposed by the EU and other financial backers. In many cases there is not much communication between the evaluated and the evaluators. Giving account, controlling and assessing are more important than gaining new knowledge by the evaluation. So these evaluation procedures are lacking implementation potential.

Additionally new evaluation approaches and procedures have been developed. For instance, the evaluations of the LEADER programs are complemented by the self-evaluations of Local Action Groups. Furthermore, approaches of systemic evaluation have been discussed and applied. Systemic evaluation puts a common process of learning and reflection in the foreground. The evaluation aims at finding solutions for detected deficits and at stimulating action. The evaluators are not only observers and investigators, but partners in a learning system. Systemic evaluation intends to increase the scope of action of regional actors. The evaluation results should motivate the actors of regional development for further commitment and own implementation steps.

3.5.2 Forms and functions of the consultation of local stakeholders

The importance of the organisation and the procedures of implementation of the public policies shows the importance of the consultation of the local stakeholders : this phase becomes a symbol of the "sustainable" action, a finality within the framework of the modernisation of the public action. However the diversity of uses of consultation is indicative of the multiple forms which it can take and multiplicity of rationalities that it can carry: democratic procedure of consultation, flexible forms of co-ordination, mode of decentralised management, use of the contract, convention, charter, partnership, subsidiarity, mediation,

Within the framework of this study – a study which is interested in the public policies, therefore with the forms of the action which are inherited – the consultation is considered like a functional response to the dysfunctions of the traditional policies, and not like a new form of policy. However it is in the formalisation of a common ideal to

however reach that the interest of the consultation resides, while becoming not the tool for application of the policies but the place of emergence of the action.

4 ANALYSIS OF GOOD PRACTICE EXAMPLES: THE POLICY ASPECTS

The QT6 team agreed that it would not be feasible to find out best practices in the sense of “best policies” within this project (see chapter 2.2), so we decided to highlight policy aspects within projects submitted for the CIPRA competition or selected as good / best practice examples by other question teams of “Future in the Alps”. Thus we looked especially for answers to the QT6 guiding questions which had not been directly or thoroughly answered by the publications found (Step 1): What can be said about the actors’ room for manoeuvre? What can be said about policy implementation and implementation gaps? By analysing good practice examples we tried to retrace back the way from projects to policy programmes or recommendations formulated before. By looking at success stories (and also at failures) of implementation we tried to obtain findings about policy implementation.

As a base for selecting projects for a deepened analysis we checked the relations between public policies and those projects submitted to the CIPRA competition which were classified by CIPRA as being among the TOP 100 projects. This overview showed that it is not always evident to build a link between a local or regional project (good / best practice) and a public policy from which the project would derive. There are several projects which cannot really be seen as a practical implementation of public policies, but as bottom-up initiatives by local actors or NGOs following the idea of sustainability but not resulting from specific public policies. In some cases there seem to be even contradictions between projects and predominant policy approaches, such as, for instance, local projects for cashless exchange of goods and services which are not quite in line with the paradigmatic approach of free trade. We selected those projects for the deepened analysis that have at first view a link with specific public policies.

The investigation of the 12 projects selected and analysed with the help of a checklist (see chapter 2.2) revealed that the majority of the projects are bottom-up projects developed by local actors and implemented with the help of financial means from policy programmes like Interreg, LEADER+, ESF as well as with regional funding. There are three projects which can explicitly be called top-down projects, deriving from national or provincial policy programmes (House of the Future, Traffic Saving Wienerwald, Enterprise Vorarlberg). Two of them operate on local level with local actors, and in both cases the underestimation of the necessary communication procedures with locals respectively the lack of local initiative were considered as

problematic.

All analysed projects are involving a high number of actors, mostly from various societal groups, different economic actors, administrative bodies and politicians. In several cases also research organisations / universities are playing an important role (Bright Emergency, Timber Production Art, House of the Future, Polo Poschiavo). Given the high number and diversity of involved actors, it is evident that a good communication between the involved persons is a crucial success factor. The key persons are always characterised by a high commitment for their project, and by the ability for networking. Nevertheless, the good distribution of responsibilities and the existence of an agreement between the participants about aims and strategies was explicitly mentioned only once in each case as a success factor for implementation (Polo Poschiavo, Territorial Pact of Pinerolo).

Other success factors that have been mentioned in the interviews are:

- Projects make a wise use of regional assets and regional policies
- Projects supply a specific demand, give answers to specific regional problems, or correspond well to societal trends and zeitgeist.
- The involved partners have a common interest, there are new gain possibilities and win-win situations arising
- Local actors are involved on a broad basis, there is a good co-operation with local population
- Public relations contribute to the visibility and acceptance of the project
- The executive organisation has a large scope, a good reputation and good connections
- There are sufficient human and financial resources, often EU programmes are quoted as a financial prerequisite
- Sometimes projects are released by coincidental facts

The problems which have occurred during the implementation phase are diverse according to the different projects. Anyway, the non-secured future perspectives of projects supported by public policies seems to be one of the main problems: the degressing support from public budget and the phasing out of subsidies were mentioned several times. Difficulties to deal with local population and a lack of local initiative were also mentioned several times. Other problems mentioned are related to lacking or unfavourable PR, lack of time and experiences within the executive organisation, language difficulties in cross-border projects, and tendencies of parochialism.

For the detailed results of the analysis see the following table and descriptions:

| Project name | Country/ region | Relation to other Questions | Project type | Project executive / Project financing | Interviewed persons |
|--|-----------------------|--|--|---|--|
| Timber Construction Art / Timber Construction Future ("Holzbau Kunst / Holzbau Zukunft") | Austria Vorarlberg | Relevant for Q1, Q5 Best practice database entry by Fidschuster | Enhancing regional timber production, timber marketing and wood architecture Timber Construction Art: A competition for architects has been organised (2001, 2003, 2005) Timber Construction Future is an education program for carpenter apprentices | Regional co-operative „Qualitätsgemeinschaft Vorarlberger Holzbau“ The project costs are financed by: <ol style="list-style-type: none"> 1. Sponsors (many one-time sponsors such as architects, banks, other enterprises) 2. Member fees of the participating enterprises 3. LEADER+ financing for the education project 4. Support from the provincial government of Vorarlberg, departments of economy and agriculture (degressing and phasing out by 2007 to ensure the transfer into economic autonomy) | Mr. Matthias Ammann, CEO of the co-operative „Qualitätsgemeinschaft Vorarlberger Holzbau“ |
| Social Concept Außerfern ("Soziales Leitbild Außerfern") | Austria Tyrol | Relevant for Q2, Q5 | Elaboration of a regional social concept on a broad basis | Association „REA Regionalentwicklung Außerfern“ Financed by the provincial government of Tyrol (Social department), LEADER+ project | Mrs. Michaela Gundolf and Mr. Günter Salcher, both: regional management organisation „Regionalentwicklung Außerfern“ |
| Management of Protected Areas in Bavaria (e.g. Allgäuer Alps) („Schutzgebietsbetreuung in Bayern“) | Germany Bavaria | Relevant for Q2, Q3 | Creation of management jobs doing PR and environmental education within protected areas | Association „Landesbund für Vogelschutz“ Financed by Bavarian Nature protection association and the European Social Fund ESF The Nature Protection Association is funded by the Provincial Government of Bavaria, proceeds of the German lotteries and private donation | Mr. Henning Werth, manager of a protected area „Schutzgebietsbetreuung Allgäuer Hochalpen“ |

| | | | | | |
|--|---|--|--|---|---|
| Bright Emergency ("Helle Not"): | Austria Tyrol | Relevant for Q3 | Species protection (butterflies, moths and birds) by lighting measures in 60 municipalities | Tyrolean Museum Ferdinandeum Financed by Land Tyrol u.a. | Mr. Peter Huemer, Tyrolean Museum Ferdinandeum |
| House of the Future: Pilot Project Schiestlhaus („Haus der Zukunft – Pilotbau Schiestlhaus“) | Austria Styria | Relevant for Q3 | Construction of an Alpine refuge as a pilot project for building in extreme conditions | Alpine association „Österreichischer Touristenklub“ Financed by Federal subsidies (BMVIT-program „House of the Future“) | Mr. Martin Treberspurg, Architect |
| Traffic Saving Wienerwald ("Verkehrssparen Wienerwald") | Austria Lower Austria | Relevant for Q4, best practice database entry by Weninger | PR for less car traffic | Government of Federal province of Lower Austria | Mr. Christoph Westhauser, Federal Province of Lower Austria |
| Enterprise Vorarlberg ("Unternehmen Vorarlberg") | Austria Vorarlberg | Relevant for Q2, Q5 | Instrument for self-assessment of sustainability in municipalities and regions | Land Vorarlberg – Büro für Zukunftsfragen Financed by Land Vorarlberg | Mr. Bertram Meusburger, Büro für Zukunftsfragen |
| The EU Eco-Management and Audit Scheme (EMAS) in the Natural Park Mont Avic | Italy Natural Park Mont Avic, Region Aosta | Relevant for Q3 Best practice database entry by Kohler | Environment Management and Auditing System Sustainable Project | Natural Park Mont Avic, European Union The project costs are financed by: - registration was funded by 100% by the Region Val d'Aoste in the frame of the "Rural development plan"; - preparatory phase was completely financed by the Region; - in the following phases, the Park itself covered some parts of the project. Now the park still receives a help of 30 and 50% of the funding from the Region Val d'Aoste. | Mr. Massimo Bocca, contact person for Natural Park Mont Avic |
| European Charter of Sustainable | Italy | Relevant for Q1, Q3 | Sustainable local development by improving the quality of tourist offer | Ente Parco Naturale Alpi Marittime (Natural Park of Marittime Alps) | Mrs. Patrizia Rossi, director of Natural |

| | | | | | |
|-----------------------------------|--|---|---|---|--|
| Tourism in Protected Areas | Piedmont and France PACA Region | Best practice database entry by Dal Borgo | | Ente Parco Naturel Régional du Vercors Europarc (auditor of the Charter) The project costs are financed by: - Natural Park of Maritime Alps: private, public and EU funds (budget of "Ecoturismo in Maritime" association: 4500 euro plus 5000 euro financed by the park plus private investments; the Park's chief executive is paid by the Interreg project with the Park of Mercantour). - Natural Park of Vercors: both private and EU funds. | Park of Maritime Alps |
| ERA - Eco Regio Alpe Adria | Austria Kärnten and Italy Friuli-Venezia-Giulia and Slovenia | Relevant for Q3,Q1 | Sustainable economic development by cross-border co-operation of parks | Nationalpark Nockberge (A) Regional Natural Park of Julian Alps (Parco naturale regionale delle Prealpi Giulie) (I) Triglavski Narodni Park (Slo) The project costs are financed by Interreg III A | Mr. Stefano Santi, responsible for Parco naturale regionale delle Prealpi Giulie |
| Polo Poschiavo | Switzerland Valposchiavo, Bregaglia, Val Müstair, Valle | Relevant for Q1, Q2 | Educational (E-learning) project for development in a cross-border context | Polo Poschiavo as project executive is a public law organisation involving several actors | Mr. Cassiano Luminati, responsible Polo Poschiavo |

| | | | | | |
|---|--|---------------------------|---|--|--|
| | <p>Maggia</p> <p>and Italy</p> <p>Valtellina, Valchiavenna</p> | | | <p>The project costs are financed by:</p> <ul style="list-style-type: none"> - approximately 200.000 € are devoted for vocational training. Part of the amount is financed by Grisons cantonal authority; for the trans-national cross-border vocational training the project employs Interreg IIIA resources (1.790.500 €). In any case, courses are not free of charge and the fees paid by the students represent part of the budget. - The Centre for Energy Studies is financed by regional sponsors: in the period 2005-2006 the budget is around 80.000 € | |
| <p>Territorial Pact of Pinerolo area ("Patto Territoriale del Pinerolese")</p> | <p>Italy</p> <p>Piemonte Region / Province of Turin</p> | <p>Relevant for Q5, 2</p> | <p>Sustainable local development</p> | <p>Municipality of Pinerolo (promoter subject)</p> <p>Province of Turin</p> <p>The project costs are financed by:</p> <ul style="list-style-type: none"> - Italian government (in the beginning of the project); - Docup 2000-2006; - Region of Piedmont provided capital for some environmental initiatives. | <p>Mrs. Gloria Gerlero, responsible of Territorial Pact Office, Municipality of Pinerolo</p> |

Timber Construction Art / Timber Construction Future (Austria):

The project contributes to the **policy aims** of developing rural regions and of using regional resources which is stated e.g. in the LEADER+ programme. The Local Action Group (LEADER+) has defined “timber” as one of their key themes. Timber Construction Art / Timber Construction Future is a typical **bottom-up-project**, developed by carpenters in the region and the responsible person in the Chamber of Commerce.

Start-up was in 1997, when the idea of founding an association for marketing of timber products appeared. Mr. Ammann (then: Chamber of Commerce) began to look for partners and financial support. The responsible politicians from the government of the Federal Province Vorarlberg were favourable to the project from the beginning and provided financial support. The co-operative was founded in 2000, the first competition for architects took place in 2001, and the education program for carpenter apprentices runs presently within the LEADER+ programme.

The following **actors** are involved: The **co-operative** (founded in 2000) consists of economic actors: 45 carpenter businesses and several sawmills, forest owners, timber processing companies and architects. **Key person** is Mr. Amman, the inventor and driving force of the project, at present the CEO of the co-operative. The co-operative has many **external co-operation partners**, such as the government of the Federal Province, the Chamber of Commerce, several associations of professional groups and forest owners, the university institutes of architecture, the regional media and tourism associations. The latter have become important because wood architecture is a motive for a lot of tourists to Vorarlberg.

The **success factors** of the project implementation are connected with the wise use of regional assets, regional policies and societal trends: In Vorarlberg there is a tradition of wood architecture, and a strong trend towards modern wood architecture since the 1970ies. There is also a high level of quality and innovation in the timber businesses. The openness of local and regional public authorities to timber buildings has also been important. Another success factor has been the strong commitment of the leading actors, their ability to build networks and to find political support and sponsors. The PR activities and the good contact with regional media have also contributed a lot to success.

The **problems** are mainly connected with general economic problems of the members: the lack of equity capital and difficult credit conditions hamper investment, exportation is difficult, the competition by builders using concrete and bricks is strong. While the existence of several members of the co-operative is insecure, public funding is also phasing out. The aim of regional chains cannot always be reached, because small sawmills sometimes have difficulties to supply, and industrial suppliers are much

cheaper.

Social Concept Außerfern (Austria):

The project contributes to the **policy aims** of developing rural regions, of improving quality of life in rural regions and of encouraging regional social co-operation (which are stated e.g. in the LEADER+ programme). It is a typical **bottom-up-project**, emerging from the problems of the region, and was developed by the regional management organisation, the association 'Regionalentwicklung Außerfern'.

Start-up was in 2003, when the idea of bringing the region's welfare services together arised. The District Commissioner and the representative of the Chamber of Labour, both members of the managing board of the 'Regionalentwicklung Außerfern', got the idea started. The Regionalentwicklung Außerfern began to look for financial support. The responsible politicians and executives of the provincial government of Tyrol were favourable to the project and provided financial support. The Regionalentwicklung Außerfern also submitted the project in the LEADER+ programme. The project was funded by the LEADER+ program and the provincial government of Tyrol. The Social Concept for the district Ausserfern was completed and agreed in 2005. Further results are a folder of all welfare services in the region and in Tyrol which is available in each community, and a list of planned social projects and measures. Several projects will be started in 2006.

The following **actors** are involved: Regionalentwicklung Außerfern (project executive), all communities in the district Außerfern, the District Commissioner, the Chamber of Labour, the Chamber of Commerce, the Camber of Agriculture, the Tourist Organisation, the Church, all aid organisations, several associations, companies and individuals. The Social Concept Außerfern was elaborated in a participatory process with the population and with diverse social organisations. **Key persons** are Mr. Schennach, the District Commissioner, and Mr. Salcher, the regional manager of Regionalentwicklung Außerfern.

The **success factors** of the project implementation are related with this process on a broad basis: the authors of the Social Concept are also the ones who implement measures. Another success factor has been the great political support, as the concept offers answers to pressing regional problems.

According to the interviewed persons there were no **problems** occurring during the working phase. This is mainly because strategic objectives were developed all together, then measures were derived. A minor problem: two important political supporters of the project (within the government of the Federal Province Tyrol) resigned and were displaced.

Management of Protected Areas in Bavaria (Germany):

The project contributes at the same time to the **policy aims** of adding new jobs and of protecting nature. The idea was to install an individual management in protected areas. The starting points were several existing projects of the Bavarian bird protection organisation, referring to the protection of species, like the golden eagle and the bat. The project of a management of protected areas was developed by this bird protection organisation. The project is unique in Germany. It is a **bottom-up project**, initiated by an association in connection with a job program of the European Union. The 25 new 'coaches of protected areas' are biologists, geographers, forest managers, ...

Start up was in 2002 when the Landesbund recognised the possibility of promoting 'green' jobs by the ESF, the European Social Fund. The first jobs as 'coaches of protected areas' were produced in 2003. In the beginning not mainly the protection of areas was in the foreground but the creation of new 'green' jobs in areas with high jobless rates. But soon the management of protected areas proved to be very successful, especially the contacts with local population and educational projects.

The following **actors** were involved: The bird protection organisation "Landesbund für Vogelschutz Bavaria", the Provincial Government, the Landratsamt, communities, German Railways, several associations like the Alpine organisation "Alpenverein", the Provincial Government for Environment and several companies. **Key person** is Mr. Andreas von Lindeiner, Landesbund für Vogelschutz Bavaria.

The **success factors** of the project are connected with excellent public relations and multiplier effects. The fact of having an individual coach for every single area is necessary for having a good co-operation with the local population. Evidently, the existence of the ESF was a precondition for realising this project.

The **problems** are mainly connected with general economic problems after the implementation phase: Funding is only guaranteed until December 2006. The Landesbund für Vogelschutz has to create different funding to guarantee the 'green' coaching jobs. If this is not possible 25 new jobs will be endangered. But, given the high acceptance of the project, they are hopeful for finding the necessary resources.

Bright Emergency (Austria):

The project implements **policy aims** of nature protection, especially species protection, although the aim of species protection through lighting measures is not recorded in any policy document. The project won the CIPRA competition and has become a national and international role model.

The project highlights the connection and co-operation of **research and implementation**. The project is a **bottom-up-project**: the idea was born by butterfly researchers in the Tyrolean Museum.

Start-up was in 2000 when Mr. Peter Huemer, head of the zoological department of the Tiroler Landesmuseum, had the idea of installing insect-friendly bulbs in public lightning. This idea was not totally new and Mr. Huemer talked to Mr. Riccabona, the Environmental Advocate of Tyrol, about the problem of light pollution and the bad impacts on insects. The idea was spontaneously taken up by the Environmental Advocacy.

The following **actors** are involved: The Environmental Advocacy of Tyrol, the Tyrolean Museum (Collections of Natural Sciences), the Environmental Advocacy of Vienna, the Light-Technical Association Austria, the Austrian Association of Astronomy and Astrophysics, the Austrian Federal Ministry for Environment, and several selected 'ecologically sensible' communities. **Key-person** is Mr. Riccabona, the Environmental Advocate of Tyrol, the project leader was Mrs. Maria Siegl, also from the Environmental Advocacy of Tyrol.

The major **success factor** was the win-win situation for environment, nature and economy because insect-friendly bulbs are much cheaper than normal bulbs. This is the reason why convincing is not required. Another success factor was the spontaneous co-operation of researchers and key persons of political implementation. Another success factor was the strong commitment of the leading part and their ability to use the existing network to spread the information. The political support came from the beginning.

There were only some minor **problems** occurring after the implementation phase: The yellow light of the insect-friendly bulbs – causing an unusual atmosphere – has not been easily accepted by some local persons.

Altogether the project is very successful. Public relations have helped the project to an international role model, the project is well known all over Austria, and in the meantime even Spain has shown its interest.

House of the Future: Pilot Project Schiestlhaus (Austria):

The project contributes to the **national policy** of sustainable development in the field of building. The Federal Ministry of Transport, Innovation and Technology developed an impulse program for technology and research relating to ‘Sustainable Economy’ – one program line is called ‘House of the Future’ where solar and energy-efficient houses can be built as pilot projects.

Start-up was in 2000, when a student of architecture, Mrs. Marie Rezac submitted her design project for an energy-efficient Alpine refuge to the newly founded national program ‘House of the Future’. The project had been elaborated at the Institute of Building Construction of the Technical University of Vienna. A consortium was founded with the student, the university lecturer and a well-known architect, for developing further the project and for finding the location where the pilot project could be realised. The program ‘House of the Future’ provided the opportunity to develop a pilot project for an Alpine refuge in extreme climatic conditions. Finally the Schiestlhaus – a 120 year old refuge in a very bad condition, which could not be redeveloped – was selected as a result of the research phase. The Schiestlhaus (2153m) is located on the Hochschwab within a water protection area which is important for the water supply of Vienna. The old refuge was replaced by a new construction which was finalised in autumn 2005. The new refuge provides 70 beds. As regards energy supply, it is self-sufficient due to the use of solar energy and the high energy efficiency. The closed water circuit is an answer to the water protection demands.

The project required the collaboration of several very different **actors**: Within the consortium “Arge solar4alpin” the following **partners** were involved: Karin Stieldorf (Technical University of Vienna), Fritz Oetl and Martin Treberspurg (Architects). There were also other technical consultants (building physics, statics, climate, building services). During the first planning phase the consortium organised an Alpine workshop with representatives of Alpine associations and experts for discussing the demands on an energy-efficient refuge adapted to practical needs. Furthermore the following **actors** were involved: The Austrian Tourist Club is the owner of the Alpine refuge. The Federal Ministry of Transport, Innovation and Technology is responsible for the program “House of the Future” which was managed by the consulting office ÖGUT. The Provincial Governments of Styria and of Vienna were involved as financiers. The interest of Vienna is explained by the importance of the location for the water supply of Vienna.

One **success factor** of the project implementation is the existence of the national program ‘House of the Future’ and of national and regional funding for a new sustainable building in extreme conditions. The pilot project shows that low-energy buildings can also be realised under extreme conditions – it can now be an example for

other Alpine locations. Furthermore the commitment of the involved persons as well as the ability to communicate and to do networking has contributed to the success of the project.

The **problems** were mainly connected with the financing of the house – without the budget of the Ministry and the Provincial Governments this project could not have been realised. The weather conditions during the construction phase and some press release about political circumstances were also difficult.

Traffic Saving Wienerwald (Austria):

The project contributes to the regional, federal and national **policy** aims of reducing individual car traffic. The project is a typical **top-down project** developed by the Government of the Federal Province of Lower Austria.

Start-up was in the end of the 1990ies when climate protection was a political buzzword. Climate protection was a topic in the Transport Plan of the province of Lower Austria. Within the government of the Federal Province of Lower Austria a workgroup for climate protection was built – and a sub-workgroup ‘traffic’ who developed the public awareness project of ‘Traffic Saving’, with the aim to reduce car traffic. The idea was to change public awareness and people’s attitudes as a start – only then politicians would be ready to follow. At first a pilot community was searched in a competition: This was Langenlois (outside the Wienerwald region and outside the Alps) where the pilot project has run for 4 years. Within this time the proportion of cyclists could be increased from 3 % to 14 %. Then the project was extended to a bigger area. The involvement of the Wienerwald region, a rather wealthy commuter region near Vienna, took place in connection with another ‘green’ project which received much publicity, the establishment of a “Biosphere Park Wienerwald”. The project co-ordinator described the activities as being very time-consuming: It needs many talks and much time for convincing the local politicians, the local businesses and the population.

The following **actors** are involved in “Traffic Saving Wienerwald”: the government of the Federal Province of Lower Austria as project leader and financier, the Association of Town and Village Renewal Lower Austria, and 49 communities in the Wienerwald region. Key person and project leader is Mr. Christoph Westhauser of the Federal Province of Lower Austria.

The **success factors** of the project implementation are connected with the development of the Biosphere Park Wienerwald at the same time as well as societal trends and zeitgeist like wellness and healthiness (which is favourable for promoting bicycle traffic) since the end of the 1990ies. The continuous enhancement of public transport

for the last 15 years has also contributed to change the people's attitudes. Another success factor was the support on the spot – the Federal Province had 4 advisors in the Wienerwald region.

The **problems** are mainly connected with the fact that the communities' own initiative to reduce individual car traffic is rare without the organisational and financial support of the Federal Province. The communities are often overloaded with their wide businesses – there is no time and no manpower for measures to reduce car traffic. The experiences in the former pilot community Langenlois are not encouraging: Although locals considered the project as a success, presently there is no responsible person for continuing the traffic saving activities.

Enterprise Vorarlberg (Austria):

The project contributes to the **policy** aims of sustainable development on the local and regional level. A simple tool for the self-assessment of municipalities towards sustainable development is provided.

Start-up was in 2001, when the "Future Office" ("Büro für Zukunftsfragen") of the government of the Federal Province of Vorarlberg developed the project in co-operation with two other organisations, the Vorarlberg Transport and Tariff Association and the Environmental Association. This happened on the occasion of a 10 year's anniversary of the three organisations when the idea of a common project came up. Sustainable development should be picked up in every day's work of the communities. The provincial governor of Vorarlberg agreed to the project, financing through the government of the Federal Province was provided. "Enterprise Vorarlberg" can be classified rather as a **top-down project**. The first implementation steps were undertaken in 2003 when an online database was installed which was important for networking between different actors. Then the instrument of sustainability assessment was developed, and the contacts with the communities were intensified. Furthermore PR activities took place. Presently the project is quite well known in Austria and has also been adapted in Switzerland and Germany (in the region of Lake Constance).

Beside the Future Office as the project executive several other **actors** are involved: organisations dealing with environmental and climate questions as well as social and economic organisations or organisations of international development (Energieinstitut Vorarlberg, Südwind Agentur für Entwicklungszusammenarbeit, Institut für Sozialdienste, Junge Industrie und Industriellenvereinigung Vorarlberg, Klimabündnis, Abteilung Allgemeine Wirtschaftsangelegenheiten, Aktion Sichere Gemeinde, Umweltgemeindedachverband).

Participants are: 16 communities in Vorarlberg – an evaluation team is integrated, also the community's administration department and politicians

The **success factors** of the project implementation are connected with the position of the Future Office in the provincial government of Vorarlberg. The Future Office is not a part of the administrative hierarchy within the government, but directly responsible to the provincial governor; they can develop own projects within their business segments. The Future Office always had excellent connections to communities. It was an advantage that public opinion did not perceive the Future Office as being related to environmental issues.

The **problems**: "Enterprise Vorarlberg" can only be implemented in communities that are already on a sustainable way. It has turned out that the co-operation with the communities is harder and more time-consuming than the responsible persons had imagined in the beginning. It needs excellent knowledge in moderation and community work. It is also predictable that public financing through the provincial government will decrease in the next time.

The EU Eco-Management and Audit Scheme (EMAS) in the Natural Park Mont Avic (Italy)

The Eco-Management and Audit Scheme (EMAS) is the EU voluntary instrument which acknowledges organisations that improve their environmental performance on a continuous basis. The Natural Park was certified ISO 14 001 in February 2003 and registered EMAS in May. It was the first protected area in Europe to register the Eco-Management and Audit Scheme. The Natural Park Mont Avic administration is now an example for other enterprises and organisations to certify their management systems. The project, so, contributes to **the policy aims** of conservation and protection of natural areas through an environment management system. A year after the registration the Natural Park noticed an improvement on its capacities to lead its institutional activities by guaranteeing and supporting more efficiently the knowledge and the valorisation of its natural and cultural heritage. Some of the **aims** of the EMAS registration are: 1. quality environmental management due to the use of a highly developed scheme; 2. contribution to environmental risk management of the organisation; 3. resource savings and lower costs according to the organisation's needs; 4. reduction of financial burdens due to reactive management strategies such as remediation, cleanups and paying penalties for breach of legislation; 5. financial benefits through better control of operations; 6. incentive to eco-innovate production processes while environmental impacts are rising world-wide; 7. new business opportunities in markets where green production processes are important; 8. added credibility and confidence with public authorities, other businesses and customers /

citizens; 9. improved relations with the local community; 10. improved quality of workplaces, employee morale and incentive to team building; 11. marketplace advantage and improved company image by improving stakeholder relations. **Key person** is Mr. Massimo Bocca from the Natural Park Mont Avic, main **actor** of the project.

A significant improvement in the project process was notified in the collaboration with other institutions and the local communities. The improvement of these relations was also after the enlargement of the surface of the protected area (+ 2 225 ha) in 2004. In that year, that is to say the year after the certification, a higher number of visitors has been registered on the parks website. The Park has gained a higher effectiveness due to a better organisation of the different working processes. In the field of communication there was a real improvement, the park has improved its capacities to communicate with the public and to spread knowledge. Those aspects can be considered the main **success factors** of the project implementation.

The **problems**, on the contrary, are mainly connected with the characteristics of the main actor itself. In a relatively small institution like the Natural Park, the lack of experience and time obliged the management authorities to engage external consultants for the registration process. The slight dimension of the Natural Park, anyway, was considered as a positive factor. Project management was able not only to assess an efficient recognition of priorities, but also to divide rationally tasks and responsibilities among participants. These decisions can be considered other important **success factors** during the implementation phase. In this phase, nevertheless, the Natural Park encountered insufficient financial resources, but the problem was solved because the Region Val d'Aosta partially covered the shortage.

European Charter of Sustainable Tourism in Protected Areas (France, Italy):

The European Charter of Sustainable Tourism in Protected Areas is the instrument for the definition of the strategies on which the offer of sustainable tourism should be based. The general principles of the Charter are contextualized in the local realities with the involvement of the local tour operators, farmers, cooperatives and park administrations, who can organize an integrated tourist offer of high quality. So, it is a typical **bottom-up-project**.

The project contributes to the **policy aims** of developing and improvement of the quality of tourist offer through the definition of activities in the different protected areas with the participation of the local community. The aspects contained in the Charter are quality of the offer, tourist accommodation, promotion of the territory, democratic tourist offer, management of the fluxes.

Start-up was in 1995. The project is not meant to have a conclusion since the auditing by Europarc is required every 5 years.

The following **actors** are involved: Parks (Natural Park of Maritime Alps and Natural Park of Vercors), municipalities, WWF France (for the label "Gite Panda"), Fédération des Parcs Naturels Régionaux de France, "Ecoturismo in Maritime" Association, "The Tourist Company" Society (consulting for the definition of the strategy in the Maritime Alps Park). The structures of co-operation are thematic round tables formed by tour operators, farmers and shop keepers that have led to the definition of rules of behaviour and to the promotion of sustainable tourism in a participatory way. **Key person** for Natural Park of Maritime Alps is dr. Patrizia Rossi while Anne Zukowski is the responsible for Natural Park of Vercors.

The **success factors** of the project implementation depend on fitting financial resources (specially Interreg project with Park of Mercantour); involvement of the local actors in the definition and application of a common strategy on sustainable tourism and satisfactory relationship between French and Italian partners (the Park of Mercantour and the Natural Park of Maritime Alps have signed an agreement since 1986). The project has a high potential to keep people in the region. New development and employment possibilities can arise since the number of foreign tourists has increased in both parks.

Problems appearing during the implementation phase are related to difficulties in the involvement of the local stakeholders. In the beginning of the project it was difficult to build a network among participants. Anyway, when stakeholders perceived good results of the project, they adhere to the initiatives with more enthusiasm and determination. In the cross-border context, some problems depend on linguistic difficulties with French partners and administrative framework differences between French and Italy.

In the Natural Park of Maritime Alps **difficulties** are mainly connected with the passivity of the context due to the problem of depopulation, problems in the involvement of the local operators. On the contrary, in the Natural Park of Vercors problems are mainly connected with passing from theory (very specific and innovative guidelines) to practice.

In the French case, the participants can identify with the project because the Charter has been adopted in a context in which the tour operators and actors were already part of networks such as Gite Panda and Hotel au Naturel. In the Italian case, on the contrary, the local communities were not used to projects of that kind and, for this reason, the local operators consider the Charter more a promotional instrument than a project in which they identify.

ERA - Eco Regio Alpe Adria (Austria, Italy, Slovenia):

The three regions of the parks Nationalpark Nockberge, Parco naturale regionale delle Prealpi Giulie and Triglavski Narodni Park have established a cross-border co-operation regarding a common and sustainable interregional development. The current Interreg III A project – „ERA – Eco Regio Alpe Adria“ gives the possibility to work in different interregional working groups, meetings and conferences to develop a common marketing.

The project contributes to the **policy aims** of promoting a sustainable economic development on regional level for all participating parks and improving natural awareness. Thereby the achievement of an improved, well functioning co-operation and a joint marketing for the three regions becomes important. A cross border tourist offer for the three countries “Giro dei Parchi”, with main focus on knowledge transfer about nature, regional products and natural tourism co-operations is to be worked out together with local participants. The “Giro dei Parchi” shall give the tourists better understanding for the traditional culture of the three regions by topics as nature experience, village culture, agriculture and handcraft. To increase the motivation for a cross-bordered co-operation events and excursions are commonly organized. The project has also a very important cultural goal as it reduces barriers and motivates for a joint economical and cultural development in fields like agriculture, tourism, education, etc. **Start-up** was in 2004.

The following **actors** are involved: local farmers, owners of restaurants, regional producers, schools and teachers, representatives of museums and so on; furthermore powerful partners in the regions, such as regional tourist associations, regional community of interests and the regional managements and, of course, administrations of the three parks and the private consulting office “Umweltbüro Klagenfurt”. Basically, the structures of co-operation between partners were thematic roundtables organized many times during the year. All the participants come into contact with in an annual ERA-congress meeting. Within the ERA-project participants are working in workshops and are taking their decisions in a corporative way. So participants from all three regions are deciding how to develop their products, services and offers in a very transparent way. **Bottom-up approaches** - the regional population can contribute themselves to the strengths of their regions – are made in a transparent way. **Key person** for Parco naturale regionale delle Prealpi Giulie is Stefano Santi while Daniel Bogner from Umweltbüro Klagenfurt is responsible for the project.

The **success factors** for implementation refer to the fact that participants were interested in the development of a common market. The possibility to build a network among economic actors (farmers, owners of restaurants, regional producers) in border areas of Austria, Slovenia and Italy, so the financial gain potentials should be

considered by economic actors as the most important attractive factor for the project success. Representatives of museums are positively involved because they can reach a high number of visitors, while schools and teachers considered the project as a possibility to reinforce identity consciousness.

Problems appearing during the implementation phase are related to difficulties in linguistic communication among partners who speak different languages, difficulties to involve some local stakeholders (like e.g. tourism consortiums) and faulty knowledge about legislative framework in the three countries of the project.

Polo Poschiavo (Switzerland):

Polo Poschiavo (PP) is a competence centre for continuous education and support for development projects with an established reputation at the cantonal and national levels in Switzerland. Polo Poschiavo's field of competence is e-learning and blended learning. In this field, the centre offers to the general public access to new technologies and thus helps improving the competitive position of the region as a whole. In addition, the competence centre is specially active in cross-border co-operation (Interreg IIIA). Polo Poschiavo retains the project-specific objectives of Progetto Poschiavo (**start-up** 1995 – ended 2000) and thus ensures continuation of the latter, especially with regard to the continuous education and retraining programmes. PP (**start-up** 2002) offers to remote regions a link to the globalised world. Initially, the Progetto Poschiavo had a local (Grisons) approach as the main objective was computer training. With respect to Progetto Poschiavo, the aim of Polo Poschiavo changed. During the recent implementation phase, so, not only the competence centre is also active in cross-border educational activities, but also the computer training brings some specific knowledge (e.g. goat breeder courses in which computer training represents just a part of the course itself).

The project contributes to the **policy aims** of the overriding goal of creating the conditions for human and ecological development in harmony with social, cultural and economic conditions in the region involved. The centre sees itself as an enabler whose task is to communicate and promote the potential of computer-mediated communication.

PP as a public law organisation involves the following **actors**: the Grisons cantonal authority, the Puschlav/Valposchiavo regional authority, the Bergell/Bregaglia regional authority, the Puschlav/ Poschiavo local authority, the Brusio local authority, the Valposchiavo Association of Trade and Commerce (Associazione Artigiani e Commercianti della Val Poschiavo), and the Valposchiavo Working Group for Regional and Economic Development (Gruppo per la Promozione Economica e Regionale Valposchiavo). Polo Poschiavo co-operates closely with the Italian-language

department of the Swiss Teacher Training Institute in Lugano. In addition to the above actors, Polo Poschiavo's activities involve the participation of a large number of residents and business people in the region (women wishing to return to work, owners of small trade and commercial businesses, farmers, senior citizens). In the framework of Interreg IIIA, significant forms of collaboration have been established with public bodies in Italy (local authorities, foundations, universities). Talks are currently being held on the subject of collaboration on individual projects with the University of Italian Switzerland (Università della Svizzera Italiana). The structures of co-operation depend on the different actors. Polo Poschiavo as a public law organisation organizes member meetings, while its financier bodies encounter in an executive committee. In the context of Interreg, actors come into contact in regular meetings. Several external experts work together with Polo Poschiavo; in this case, the structures of co-operation are informal. Contacts between PP and external experts are very frequent. **Key person** for PP is Cassiano Luminati.

Success factors for implementation are based on the fact that the project meets a specific demand. In fact, computer training and IT training courses are not only an offer to specialists or experts, but are addressed to general public like owners of small enterprises or health workers who want to improve their knowledge. An other success factor for implementation regards the good distribution of responsibilities: as a small organisation (with only two employees), Polo Poschiavo is a non bureaucratic institution. So, it has the opportunity to contact and to deal with external experts wherever they were. PP reaches also more visibility since it was recognized by Grisons cantonal and Swiss Confederation authorities as a competence centre for e-learning, blended learning, IT communication and IT marketing. These aspects constitute other success factors for implementation.

Since the aims of Polo Poschiavo changed in reference to the former Progetto Poschiavo, the first **problems** appearing during the implementation phase regarded this modification. New goals (the potential of computer-mediated communication), participants and the activities of Polo Poschiavo had to be presented to stakeholders and local population. It was important that they share and support new potentials and benefits of the project. Regarding Interreg, PP encounters some economic difficulties since Swiss authorities only financed 50% of the projects (in Italy Interreg projects are financed up to the 80%). The little visibility inside the Swiss context represents an other significant problem. Regional and cantonal mass media usually ignore the activities in peripheral areas. In this context, the "Future in the Alps" award represents a good element of visibility.

Territorial Pact of Pinerolo area (Italy):

The Territorial Pact of Pinerolo area was created to counteract the crisis in Pinerolo area, a region which is now undergoing productive and territorial restructuring. The Municipalities of the area will be regenerated through the Territorial Pact, that is to say the negotiation (*concertation*) among private and public bodies, as well as the Province of Turin. So, the Pact should be considered a typical **bottom-up-project**.

The project contributes to the **policy aims** of promoting an integrated and eco-sustainable local development. The regeneration itself falls under Italian Law n. 662/96 - Article n. 2, Paragraph 203, Letter d. Nevertheless, the Territorial Pact derives from the Forum of Pinerolo carried out in 1998 and, afterwards, from Docup 2000-2006 (Italian planning document for decline in industrial and rural areas). Since the beginning, the different actors adopted some common aims, so the project did not change during the implementation phase. The **aim** of the Territorial Pact is to reach voluntary agreements between public and private bodies in order to achieve a territorial development process in line with a social and environmental sustainable framework. In addition, the Pact promotes the identity consciousness of the territory by the networking of positive potentials and the agreement among public and private subjects to counteract weak characteristics. The Pact also aims to find a mutual understanding between mountain and plain as an example of social, political, economic and cultural partnership between local authorities, employers' associations, trade unions, economic and cultural stakeholders and private subjects. The Pact aims to attract new enterprises and investors, to promote new investment and to obtain greater financial credit possibilities in the face of regional, national and European institutions. The Territorial Pact supports a local territorial development to attain a model of sustainable development that respects the environment and diffuses well-being.

The **actors** that signed the Pact are: 51 municipalities, 3 Mountain Communities, Province of Turin and 49 organisations, 159 small and medium enterprises, associations and non-profit companies that represent the main economic and social stakeholders in the area of Pinerolo. The process is technically supported by an external subject (Cooperativa S.&T). The Territorial Pact roundtable is the main structure of co-operation among actors. **Key person** is Mrs. Gloria Gerlero from Municipality of Pinerolo.

Success factors for implementation were, basically, human and financial resources that permit to perform a large variety of activities and programmes. In the opinion of stakeholders, the agreement between participants about common aims and strategies was positive because it enables a stronger contractual capacity towards the Region of Piedmont and the Municipality of Turin. In fact, the forceful consensus among the participants of the Territorial Pact of Pinerolo area allows them to demand higher government actors (as Region of Piedmont) for more concern in a win-win bottom-up

approach. Identification and acceptance of the diversity of interests are among the main principles of decision making. In a bottom-up approach, negotiation between local actors (public administrators, economic and social stakeholders) represents the basis for democratisation of decision making. The Territorial Pact recognizes the importance of public participation on all levels and promotes many *concertations* and technical roundtables. Sometimes, anyway, the Pact was also a source of political tensions, especially between the Municipality of Pinerolo, as project executive leader, and some small municipalities that didn't recognize its reliability (parochialism). This aspect represents the most important **problem** appeared during the implementation phase.

5 RELATIONS TO THE OTHER QUESTIONS OF “FUTURE IN THE ALPS”

Following the work presented by the other teams of the program at Bregenz, this chapter puts forward several policy recommendations concerning the issues of all Questions of the “Future in the Alps” project. The proposals mentioned are deriving from the REGALP research project (PFEFFERKORN et al 2005, www.regalp.at).

As was mentioned in expert interviews in France, these policies should have three effects in terms of sustainable development:

- the opening up of contacts among stakeholders, in both sectorial and territorial terms;
- the creation of projects, and the encouragement of stakeholders’ imaginations, even if project durability cannot always be ensured;
- a tendency towards innovation, or in any case bringing out pro-active attitudes.

In the following paragraphs, the propositions put forward are therefore accompanied by thoughts on the issue of sustainability for the subject in question; policy impact in the field of sustainable development is in the end a question of the ability of policies to come to terms with the contradictions between subject areas, i.e. between Questions 1, 2, 3, 4 and 5. Sustainable development is not “contained” within each area; there must be compromises between them and between economic, social and environmental reasoning; the role of public policies is to come up with these compromises and not just to organise the confrontation.

5.1 QUESTION 1 : REGIONAL VALUE ADDED

Policy recommendations:

- Increasing regional added value by marketing protected areas (A), strengthening the brand names of tourism destinations, improving marketing strategies for sustainable tourism, creating tourist spots by highlighting cultural sites for specific target groups, informing the local population to increase their awareness of sustainable tourism (CH)
- Improving urban – rural partnerships, developing concepts for mutual reinforcement (e.g. local products, recreational activities) (A), defining the role of local centres for marketing and distributing agricultural products (CH, I)

- Enhancing the market position of Alpine agricultural produce via marketing strategies (including an emphasis on “landscape maintenance”) and Alpine labels, informing consumers about the relationship between agriculture, farm products and cultural landscapes (A, Slo, G, CH, F)
- Favouring a territory-based definition of farm products (F)
- Instigating greater co-operation between tourism, local agriculture and local industry/handicrafts (e.g. by using local products) (G, CH, I)
- Implementing regional nature parks in Switzerland again as a promising instrument to balance the socio-economic aims of regional development and the ecological aims of landscape protection (CH)
- Making better use of local building materials, creating links between architecture and local agriculture/forestry (creating trails based around local markets) (F)

The question here is whether public policies can help define Alpine resources, as happens in the tourism sector, for example. Outside the sectors of agriculture and tourism, public action struggles to play this type of role, even though mountain massifs have other resources. Building is a particularly representative example for the difficulty of defining the Alpine specificity, apart from a few isolated projects like the good practice example “Timber Production Art” in Vorarlberg (see chapter 4). The same goes for industry: how can any industrial “difference” of Alpine regions be promoted? The technological know-how of districts is based on the grouping of skills subject to international competition and would require being linked with typically Alpine skills and needs. Furthermore, in prosperous Alpine areas, such as urbanised valleys, public action should not only give incentives for development but also reduce development pressure on landscapes and manage land-use conflicts due to the growth of settlements. How can industrial initiatives (in hi-tech or in sectors that make use of local resources) be promoted without stressing spatial impact and landscape effects?

This brings up the current issue of competitiveness and economic sustainability: development is sustainable because activities are economically competitive in the long-term.

5.2 QUESTION 2 : GOVERNANCE CAPACITY

Policy recommendations:

- Safeguarding a certain number of infrastructures and services in rural areas with the help of support and development programmes (A, Slo)
- Strengthening the regional level (below NUTS3) and giving regions more leeway

for spatial planning and development – this requires adequate financial and personal resources to be transferred (A, Slo, CH)

- Regional authorities (federal provinces) should support municipalities co-operating in spatial planning tasks and provide models of financial compensation (A)
- Fostering the drawing up of regional charters/contracts including commonly defined goals for regional development and cultural landscaping (CH, F)
- Compensation payments for less-favoured areas should take more account of the higher amount of labour required for mountain farming (A, G)
- Agricultural subsidies: there should be an individual approach and the active involvement of farmers, as well as advisory services for developing individual farm strategies (Slo)
- Developing the knowledge of landscapes and their changes by reinforcing basic education about landscapes and their relationship to development (e.g. for agricultural and technical workers), by implementing special training programmes for “green technicians”, and by organising sightseeing trips (where areas are visited before decisions are made) (F)
- Strengthening the Italian “Mountain Communities” (groups of municipal councils), especially for managing public services in mountain towns and villages (I)

The point here is whether public policies can make it easier for local communities to initiate change. The scarcity of places for prospection and exploration made available by public stakeholders betrays the will to impose immediate choices between several contradictory proposals. The interviews of experts carried out for this study showed the importance of promoting the spontaneous collective mobilisations which occur in Alpine valleys; this is an area which public policies need to get into, so that local stakeholders become key elements of sustainable development. In the frame of a bottom-up approach, a good way to reach this objective, as the Italian Territorial Pacts pointed out, seems to be the agreement between stakeholders about common aims: in any case, sustainable development policies should encounter the “vocation” of a territory.

5.3 QUESTION 3 : PROTECTED AREAS

There are many different categories of protected areas in the Alps. The different categories have different aims. Some focus specifically on regional development and local added value (e.g. Regional Nature Parks in France), while for others the priority is the conservation of biodiversity. By managing their territories in accordance with their aims, protected areas automatically contribute to the implementation of specific policy

requirements. These are:

- To increase regional added value by more intensive marketing of protected areas (A)
- To carry out spatial and landscape planning, as well as closely monitoring landscape changes (A)
- To improve public participation and involve stakeholders in nature conservation policies (Slo, G)
- To improve co-operation between the tourism sector, nature conservation and planning in protected areas; managing, supervising and limiting infrastructure upgrades, considering follow-up activities, guiding visitors (Slo)

The projects initiated and managed by protected areas usually try to combine aspects of regional development with nature protection aims. However the implementation of public policies in the environmental sector cannot rely on protected areas alone, but must be extended to cover the whole territory if it is to correspond to policy requirements. This is especially important for policies concerning ecological networks, which are by definition outside protected areas and require changes in current land use patterns. Environmental policies are today confronted by the evolution of protection issues towards the problem of how to link protected areas together. A key element in the successful implementation of public policies is the relationship between local communities and a protected area, the latter's acceptance by local inhabitants and the ability of its managers to rally the inhabitants around concrete projects for furthering the protected area's aims. The consultation and involvement of local stakeholders are therefore very important.

5.4 QUESTION 4 : LEISURE, TOURISM AND COMMUTER MOBILITY

In the screened literature there were no explicit recommendations for leisure, tourism and commuter mobility. Apparently the link between mountain policies / regional development policies and mobility policies is not a strong one. But instruments of mobility policies, such as transport concepts and spatial plans have been analysed by the Question Team 4. They conclude that "many plans and concepts address the interrelations between transport system, regional development, spatial structure and environmental quality. Alpine regions and communities are well aware of the intrinsic conflict between an improved transport infrastructure and thus better accessibility and negative impacts in terms of pollution, sprawl and fragmentation of the landscape. But this interrelation is reflected mostly on the level of non-binding

goals in non-binding plans, while there are only few instruments to enforce an integrated policy” (see Report of Question 4).

Anyway, public policies play a major role in transport in Alpine massifs. The Bregenz conference reported a number of examples of the emergence of new habits, mainly in tourism. These are far from concerning all traffic, however, whether road or rail. Unfortunately, this could indicate a future dichotomy within the transport sector between measures in terms of mobility derived from sustainability on the one hand and, on the other, measures in terms of transport means involving merely technical solutions. The Alps are still characterised by an approach where the response to the need for mobility is to provide for more and faster travel: motorways lead to ski resorts, while the railways have been adapted for high-speed trains with new lines and tunnels. How much thinking has been done about the ways travel can be reduced or its nature transformed?

Public policies can only obtain a sustainable character if they restore this link, and deal with the problem viewed as both the management of mobility habits as well as the management of traffic and its technical aspects. The question is crucial for Italy, for example, since the Alpine transport and infrastructure network is seen as an important instrument for integrating the country into the rest of Europe.

5.5 QUESTION 5: NEW FORMS OF DECISION MAKING

Question 5 and question 6 have much in common. The need for more integrated policy approaches on a regional level, and the need for a better co-operation over territorial and sectoral limits is a guiding theme of the literature screened for Question 6. The practical organisation of these communication procedures, of public participation, stakeholder involvement and public debates needs effective institutional arrangements and tools.

6 SYNTHESIS AND CONCLUSIONS

From our results the following key messages are deriving:

Thematic and organisational aspects of sustainability: The objectives of public policies must be distinguished from the way in which they are applied. The methods of implementing public policies are just as important, if not more so, than the expected results. Sustainable development evokes objectives in terms of development (socio-spatial fairness, economic efficiency and respect for the natural environment) as well as organisational principles (consultation, assessment, local governance).

Involvement of locals: Public policies for the Alps are initiated at four coexisting political levels: regional, national, transnational (Alpine Convention), European. For all of them, the degree to which local actors and stakeholders involve themselves to the implementation of policies is most important. Sustainable development policies require stakeholders to be able to transform general objectives into local and individual ones.

Different political traditions in Alpine countries: Public policies and their implementation mechanisms differ considerably between the Alpine countries: While France, Italy and Switzerland have developed specific mountain policies, in Austria, Germany and Slovenia mountain issues are addressed within sectorial policies at both national and regional level. The difference of long-term political tradition between federal and centralised countries seems to be even more important for policy implementation: local stakeholder autonomy is greater in Switzerland and Austria than in Italy and France – although in the latter countries decentralisation measures have already been taken and regional organisations like Comunità Montana or Comités de Massifs have been installed.

Hindrances for policy implementation: Several obstacles may hinder the implementation of those public policies aiming at sustainable development:

- Lack of information: Some laws and tools are little known by the addressees (e.g. contractual procedures for introducing environmental protection into agricultural development).
- Centralised origin of action initiatives: Discordances may arise between the way the different stakeholders see objectives, especially if local project objectives are defined by specialists.
- Sectorial working methods: In complex situations stakeholders tend to escape from the jumble of information and to be aware only of the aspects directly concerning them.

- Influence of politically partisan issues: Short-term issues and power struggle reflect a lack of anticipation and hinder the elaboration of long-term concepts.
- Hindrances for organisational learning: Learning processes within organisations may be hampered by the inherent logic of organisations: Organisations tend to legitimate themselves by finding acceptance in society and to safeguard their own power structures.

Recommendations: For improving the impact of public policies with regard to sustainable regional development the following recommendations derive from the Q6 results:

- Integrated policy approaches on regional level should be strengthened. This needs to improve the information exchange, to incorporate the viewpoints of the various sectors contributing to regional development, and to improve cross-sector collaboration and co-ordination of stakeholders.
- The coherence of public policies should be improved by co-ordinating the different levels of public policies and setting up good governance. Public policies also have to limit damaging action by making regulation and setting rules.
- Regional policies should give attention to local resources and territorial assets. A public policy that encounters the territorial needs through a participatory process with stakeholders has more possibilities to be successful. Linking different beneficial approaches within a region improves the success of regional policies.
- The long-term perspectives of local / regional projects supported from public budgets have to be secured across the limits of funding periods.
- Sustainable regional development policies need evaluation, reflection and learning processes. Policy evaluations should be not only instruments of assessment and controlling, but also enable the evaluated to find solutions for detected deficits. The evaluation results should motivate the actors of regional development and stimulate action.

7 OPEN QUESTIONS

The question of how to close the implementation gap of sustainability-oriented policy recommendations and how to improve the co-operation between researchers and practitioners could only partly be answered. However, the screening of literature, the expert interviews and the analysis of good practices have highlighted different aspects of policy implementation. There are several theoretical approaches offering an explanation why the implementation of policy aims and recommendations should be difficult (e.g. theories of organisational learning). Chapter 3.3 of this report offers findings on obstacles which may hinder the implementation of those public policies aiming at sustainable development. But the observation which served as a starting point for Question 6 (“Suggestions for adjusting policies in order to better meet sustainability aims are often barely implemented by policy makers or addressed with a big delay”) has never been mentioned in this way or was never the subject of research work.

In our opinion, the question of the “implementation gap” needs to be differentiated: Where does the gap appear, what is it which is not sufficiently implemented? The implementation gap may appear differently in specific policy sectors, and it may apply to the following issues:

- Policy aims formulated in policy documents
- Policy recommendations given in evaluation studies
- Policy recommendations resulting from other research work?

This report focuses on knowledge about the implementation of policy aims, and mentions also the role of policy evaluations. But we were not able to deal with the subject of policy recommendations from research work, and thus with the question of improving the co-operation between researchers and practitioners. Such analyses would imply to screen the knowledge on applied research and on trans-disciplinary approaches in science.

These open questions might be an interesting subject for a new research project: We suggest to reformulate the question of the implementation gap and to analyse what happens to policy recommendations by the example of case studies. On a very concrete level, and with a sound theoretical background, the roles of the different actors, their institutional context and scope and the hindrances for learning processes could be analysed.

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31 March 2006

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www.regalp.at

REGALP Regional Development and Cultural Landscape Change: The Example of the Alps (Research project)

Work package 3 reports: Evaluation of EU and National public policy on the interrelation between regional development and cultural landscape change

(Synthesis report and 6 national reports: A, CH, F, G, I, Slo)

Work package 6 reports: Proposing adjustments to policies on EU and national level (Synthesis report and 6 national reports: A, CH, F, G, I, Slo)

ANNEX 1: LIST OF PUBLICATIONS FILLED IN THE ONLINE DATABASE

BARCA F./ BREZZI M./ TERRIBILE F./ UTILI F., 2005, Measuring for Decision Making: Soft and Hard Use of Indicators in Regional Development Policies

BUNDESKANZLERAMT (Hrsg.), 2004, Systemische Evaluierung des Regionalmanagements in Österreich. Kurzfassung. Wien

BLANC J./ AMOUDRY J.-P., 2003, L'avenir de la montagne. Un développement équilibré dans un environnement préservé, Paris, Les rapports du Sénat, 417 p.

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PFEFFERKORN W. et al., 2005, Regional Development and Landscape Change in the Alps. The Challenge of Polarisation. Berne (Geographica Bernensia G 74)

ROUILLON A., 2002, « Gypaète barbu : un program européen pour une espèce disparue des Alpes », Revue de géographie Alpine, Tome 90, n°2, pp 127-135.

STALDER, U., 2001, Regionale strategische Netzwerke als lernende Organisationen. Regionalförderung aus der Sicht sozialer Systeme. Bern (Geographica Bernensia)

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WIESMANN U., LIECHTI K., RIST S., 2005, " Between conservation and development. Concretizing the first world natural heritage site in the Alps through participation ", Mountain Research and Development, Vol. 25, n°2, pp 128-138.

ANNEX 2: LIST OF THE BEST PRACTICE EXAMPLES* FILLED IN THE ONLINE DATABASE

| | |
|---|--|
| Timber Construction (Holzbau Kunst / Holzbau Zukunft) ** | Austria/Vorarlberg |
| Social Concept Außerfern (Soziales Leitbild Außerfern) | Austria/Tirol |
| Management of protected areas (Schutzgebietsbetreuung in Bayern (e.g. Allgäuer Alps) | Germany/Bavaria |
| Bright Emergency (Helle Not) | Austria/Tirol |
| House of the Future Haus der Zukunft – Pilotbau Schiestlhaus | Austria/Steiermark |
| Traffic Saving Wienerwald (Verkehrssparen Wienerwald) ** | Austria/Niederösterreich |
| Enterprise Vorarlberg (Unternehmen Vorarlberg) | Austria/Vorarlberg |
| ERA – Eco Regio Alpe Adria | Austria/Kärnten, Italy/Friuli VG, Slovenia |
| Territorial Pact (Patto territoriale del Pinerolese) | Italy/Piemonte |
| Turin | Region/Province of |
| European Charter of Sustainable Tourism in Protected Areas** | Italy/Piemonte, France/PACA |
| The EU Eco-Management and Audit Scheme (EMAS) | Italy/Aosta |
| Polo Poschiavo | Italy, Switzerland |
| Pastoraloup | France/Southern French Alps |
| REDI Departmental Ecological Network | France/Isère |

* Due to the more analytical than normative approach of QT6 towards the good/best practices (see chapter 2.2) it was not possible to differentiate between good and best practices. In the database we have filled in all fields as required for best practices (except Pastoraloup and REDI), but in this report we generally use the term “good practice”, being conscient that the claim of a best practice is often not really fulfilled.

** Has been filled on the online database by other question teams, but further analysed by QT6 (see chapter 4)

ANNEX 3: LIST OF ORIGINAL MATERIAL CONCERNING THE PUBLICATIONS AND GOOD PRACTICE EXAMPLES DEPOSITED ON THE ONLINE PLATFORM

Summary papers for the publications have been deposited on the online database.

ANNEX 4: ORIGINAL MATERIAL CONCERNING THE PUBLICATIONS AND GOOD PRACTICE EXAMPLES

All publications of annex 1 exist in the form of hardcopies.

ANNEX 5: DEFINITION OF KEY TERMS (WITH REGARD TO QUESTION 6)

* changes made by QT6 to the “Future in the Alps” glossary of 4 July 2005

** new key term added by QT6

| | |
|--|--|
| Applied research | Research that is oriented towards a practical problem. Theoretical concepts should be assessed regarding their practical relevance. |
| Coherence (of public policies)** | Various © policy instruments are designed and applied in a coherent way, contributing to non-conflicting policy objectives |
| Evaluation (of public policies) * | Assessment of © public policies in relation to objective standards or to stated policy objectives. Public policies may be evaluated in terms of their © relevance , © coherence and © impacts. |
| Impacts (of public policies) * | Marked effects of the © implementation of © public policies. There are short-term, mid-term or long-term effects. The impacts appear on the economic, social and ecological sphere, and can |

| | |
|--|---|
| | be measured by various indicators. |
| Implementation (of public policies)** | Process of applying policy instruments with the aim of achieving policy objectives |
| Implementation (of research results) | A phase of the (transdisciplinary) process. Implementation comprises not only a synthesis of the results compiled in a project, but also the effects of these results. Possible effects include new insights, an altered perception of a problem, or an influence upon decision-making. |
| Policy instruments * | Tools or means for pursuing policy objectives, for example formal or legal documents, plans, concepts, subsidies etc. |
| Interdisciplinarity | Several scientific disciplines work together on a problem by going beyond the borders of the individual disciplines. Concepts and methods of the multiple disciplines are combined and transferred between the disciplines. Interdisciplinarity means that, e.g., agricultural economists cooperate with landscape ecologists, biologists with sociologists and psychologists, landscape planners with communication scientists, etc. As opposed to that, the term 'multidisciplinarity' is used if several disciplines work on a problem side by side. It is a basic assumption that the quality of interdisciplinary cooperation depends on the competence of the disciplines involved. |
| Policies | Courses or principles of action adopted or proposed by an organisation or individual in order to reach certain aims |
| Public policies ** | Plan of action applied by a recognised decision-making authority (on global, European, national, regional or local level) |
| Political controllability | Means political institutions have at their disposal in order to limit or regulate something |
| Public action ** | The manner in which a society perceives and qualifies collective problems, and then formulates analyses, responses and processes to handle them |
| Public participation | The involvement of the public (stakeholders, |

land owners, persons affected by a plan or a project as well as the general public) in planning, decision making, implementation and monitoring

Recommendation *

Statements in order to put forward ideas, concepts, measures or projects which seem to be suitable for a specific purpose or role. Policy recommendations may be based on an evaluation or on other research work

Regional governance *

Networks of organisations (including authorities) and stakeholders within an area, as well as processes and rules of cooperation between them. The term of “Regional governance” may be applied either in an analytical or in a normative way. “Good regional governance” implies the elaboration of common strategies for a sustainable development of the area; special emphasis is laid upon openness, participation, effectiveness and coherence of processes.

Relevance (of public policies) **

Contribution of a public policy to meet societal needs and to solve the problems which are perceived as important

Scope

The opportunity or possibility of stakeholders and other actors or individuals for doing something

Strategy **

Intention to resolve a problem by elaborating specific tools and action, defining goals for target objects, and applying them at a certain scale

Sustainable development

Brundtland-Definition 1987: ‘Development that meets the needs of the present without compromising the ability of future generations to meet their own needs.’ Thereby economic, social and ecological processes are interrelated, and should be considered equally by public and private stakeholders.

System knowledge

Knowledge about empirical relationships between different parameters. System knowledge can be both quantitative and qualitative and includes knowledge from all scientific disciplines and practice. System knowledge can be of general interest or refer to a particular place,

| | |
|---------------------------------|--|
| | object or people. |
| Target knowledge | Knowledge about the goals of different actors and their normative evaluation (objectives and value systems of actors). Target knowledge includes empirical knowledge about the value system of different social groups as well as normative considerations. Laws and norms also have to be taken into account. |
| Theoretical knowledge | Knowledge based on or involving scientific theories rather than its practical application |
| Transdisciplinarity | Collaboration of multiple disciplines with the purpose of knowledge production for solving a practical problem and with the involvement of all relevant stakeholders and their needs. Scientists cooperate with, e.g., schools, farmers, citizens, media and artists. The public, i.e. those who will be able to apply the research results, are involved in the research process at an early stage. |
| Transformation knowledge | Reflective and instrumental knowledge about how to modify actions and attitudes in order to achieve a goal (instruments and methods). Knowledge about the feasibility of an action or measures have to be taken into account. Transformation knowledge includes knowledge from all disciplines of science and practice. |

ANNEX 6: LIST OF POTENTIAL FUTURE MEMBERS OF THE NETWORK “ENTERPRISE ALPS”

ASCOMALP – Associazione Commercianti Alpini

The Alpine Businessman Association gather tertiary sector stakeholders and aims at support commerce, tourism and service industry based on the Italian Alps.

Regionale Borgnalle 10 Complesso “Le Miroir” – (11100) Aosta - Italy

Phone +39 0165 40004

Fax +39 0165 236728

E-mail: aosta@confcommercio.it

Web: <http://www.ascomalpi.it/ascom.alpi>

Mr. Gianfranco Macchi

Comunità Montana della Carnia (Mountain Community of Carnia)

The Mountain Community involves all the 28 municipalities of Carnia region in Friuli Venezia Giulia. The Mountain Community is involved in many sectors as agriculture, Alpine tourism and environment protection, forestry, culture, research and development, industrial and manufacturing activities and energy field. In some of these sectors Mountain Community promote innovative activities like an environmental quality management system, a museum network in accordance with Karnische Museen and renewable energy (biomass) research.

Via Carnia Libera 1944, n. 29 (33028) Tolmezzo (UD) – Italy

Phone +39 0433 487711 ; fax +39 0433 487760

E-mail: segreter@cmcarnia.regione.fvg.it

Web: <http://www.comunitamontanacarnia.it/>

Mrs. Nicoletta Clauser

Servizio per lo sviluppo delle aree montane e patti territoriali

The aim of the Development Mountain Areas and Territorial Pact Agency is the promotion of integrated and eco-sustainable local development.

Via Jacopo Aconcio, 5 – (38100) Trento (TN) - Italy

Phone: +39 0461 493191 / 493158

Fax: +39 0461 493159

E-mail: serv.pattiemontagna@provincia.tn.it

Web : <http://www.pattiterritoriali.provincia.tn.it/>

Mrs. Paola Ceccato

Regione Veneto - Direzione Programmazione

The aim of the Planning Agency of Veneto Region is the promotion of integrated and eco-sustainable local development.

Rio dei Tre Ponti 3494/A – Dorsoduro – (30123) Venezia - Italy

Phone: +39 041 2791469 - 1470 - 1472

Fax: +39 041 2791477

E-Mail: programmazione@regione.veneto.it

<http://www.regione.veneto.it/Temi+Istituzionali/Programmazione/Programmazione+negoziata/>

Mrs. Elettra Mian

Scuola d'Ambiente (Environmental School)

The Scuola d'Ambiente is run by S.T.A.F. cooperative and is financed by Leader II project. Aim of the Scuola d'Ambiente is to promote a new environmental tourism approach. The Sd'A is also involve in a European environmental education centres network.

Cooperativa S.T.A.F.

Via Mazzoli Taic, 6/b – (33085) Maniago (PN) - Italy

Phone-fax +39 0427 731530

E-mail: coopstaf@libero.it

Web: <http://www.montagnaleader.org/sa/>

Mr. Alberto Felice De Toni

Agemont S.p.A.

Agemont S.p.A. is the Agency for the Economic Development of the Mountain Area in Friuli Venezia Giulia Region. The aim of the company is to promote the creation of new economic initiatives and encourage the development of the human and material resources of the mountain region

Via J. Linussio 1 – (33020) Amaro (UD) - Italy

Phone +39 0433 486111

Fax 0433 486500

E-mail: agemont@agemont.it

Web: <http://www.agemont.it/>

Mr. Carletto Di Bert

A.Pro.Bio (Associazione Produttori Biologici e Biodinamici del Friuli Venezia Giulia)

A.Pro.Bio is the biological and biodinamic association producers of Friuli Venezia Giulia. The association involve more than 170 enterprises: most of them are located in the Alpine area of the Friuli Venezia Giulia region.

Via Villaorba, 19 – (33033) Beano di Codroipo (UD) – Italy

Phone +39 0432 820165

Fax +39 0432 913435

E-mail : aprobio@tin.it

Web : <http://www.biologicofvg.it>

Mr. Franco Marchetta

Euroleader S.cons.r.l. Gruppo di Azione Locale della Carnia e del Gemonese

Euroleader aim is to promote a network among different stakeholders in Carnia and Gemona areas with the purpose of supporting economic, cultural and social development in a bottom-up approach.

Via Carnia Libera 1944, 15 – (33028) Tolmezzo (UD) - Italy

Phone +39 0433 44834

Fax +39 0433 44856

E-mail: info@euroleader.it

Web : <http://en.euroleader.it/>

Mr. Franco Mantino

Rete Leader (Leader Network)

Rete Leader is the Italian website for the Leader initiatives and projects throughout the country.

E-mail: redazione@reteleader.it

Web: <http://www.reteleader.it/>

ASSOLEADER

Assoleader association gather all the Leader Local Action Groups (G.A.L.) in Italy. Its aim is to encourage territorial G.A.L. to become a sort of development agencies.

Via dei Gigli d'Oro, 21 – Roma – Italy

Phone / Fax: +39 06 6877610

E-mail: segreteria@assoleader.it

Web: <http://www.assoleader.it/>

Mr. Manlio Petris

PROMOTUR Spa

Promotur is an Inc. Company, founded in 1986. The company is directly involved in the management of the tourist winter centres of Friuli Venezia Giulia Region. It has managed all the installations (skilifts, chairlifts and cableways) and services covering 200 hectares of ski trails. Promotur, as one of its most important mission, supports the development of new local entrepreneurship.

Via Palladio, 90 – (33100) Tavagnacco (UD) - Italy

Tel. +39 0432 573939

Fax +39 0432 574010

E-mail: info@promotur.org

Web: <http://www.promotur.org>

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Cirmont (Centro Internazionale di Ricerca per la Montagna)

Cirmont was created in 2002 by the National Research Centre for Mountains and Highlands (Istituto Nazionale di Ricerca sulla Montagna) in collaboration with University of Udine and Agemont spa. The aim of Cirmont is to define innovative models of economical, social and environmental development of mountainous regions, with particular emphasis on new product technologies, productive processes and services aimed at regional development.

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ANNEX 7: LIST OF ONGOING RESEARCH PROJECTS ON Q6 FILLED IN THE FORM OF THE ISCAR DATABASE

- AGRALP – Agriculture Structure Evolution in the Alps
- AlpNatur
- DIAMONT – Data Infrastructure for the Alps: Mountain Oriented Network Technology (Alpine Space, Priority 1, Measure 1)
- GRIP IT - Governance of Regionally Integrated Projects using Innovative Tools. Structural funds implementation in an integrated approach
- HIDROPASS – Relationship between land-use and water quality in small alpine streams
- PUSEMOR – Public Services in Scarcely Populated Mountain Regions. New needs and innovative strategies
- Social Balance Toroc
- S.PR.IN.T. Project

ANNEX 8: LIST OF INTERVIEW PARTNERS

- François Boissac, chargé de mission INTERREG III A et III B, Direction des Programmes Coordonnés (DPCO), Région Rhône-Alpes et Préfecture de Région. Lyon, France
- Jean-Pierre Chomienne, commissaire à l'aménagement, au développement et à la protection des Alpes, Grenoble, France
- Céline Hausherr, chargé de mission "Développement durable", Direction des Programmes Coordonnés (DPCO), Région Rhône-Alpes
- Gianfranco Macchi, Mountain Community of Carnia, Italy
- François Parvex, chargé d'études SEREC, Sierre, Switzerland
- Guido Plassmann, Directeur du Réseau Alpin des Espaces Protégés Micropolis. Gap, France
- Werner Rosinak, transport planner, Vienna, Austria
- Gaetano Simonetti, Mountain Community of Gemona, area, Canal del Ferro and Val Canale, Italy
- Giovanni Battista Somma, Industrial Development Consortium of Tolmezzo, Italy

Future in the Alps

Question 6 “Impact and further Development of Policies and Instruments”

ANNEX 9: SUMMARIES OF PUBLICATIONS (WITH REGARD TO THE GUIDING QUESTIONS)

F. Barca, M. Brezzi, F. Terribile, F. Utili (2005), Measuring for Decision Making: Soft and Hard Use of Indicators in Regional Development Policies. Rome

In the Italian Community Support Framework 2000-2006 comparable information sets at territorial level have been built to evaluate the territorial dimension of economic and social trends and to assess the quality of policy action, allowing to re-introduce in regional development policies the recursive sequence objectives/policy instruments/data. Nevertheless, due to incomplete information, policy objectives are difficult to translate into quantitative, verifiable measures; furthermore, it is very hard to establish the causality link between actions and objectives. The paper describes two Italian initiatives adopted in the use of indicators in regional development policies, where different approaches are required, according to the relevance of the two problems. In the first case, a set of territorial indicators – denominated “context indicators”, was chosen to describe final objectives; these are aimed at a soft use: better targeting policy actions, within a decision process involving both private and public actors, and broadly assessing their effectiveness. In the second case, where policy is aiming at explicit targets in terms of institution building, a hard use of indicators was adopted, conditioning financial sanctions and rewards to the attainment of quantified targets; in this case a “knowledge revealing mechanism”, based on partnership and interim monitoring, had to be established, by which indicators were more clearly specified during policy implementation. The paper describes the strength and weakness of both systems of indicators and some lessons are drawn.

Guiding questions:

Which impact of public policies on regional development in the Alps is mentioned? Which impact on regional co-operation chains, governance capacity of individuals or communities, protected areas, leisure, tourism and commuter mobility, new forms of decision making (Q1-5)?

The paper describes the main features of two Italian initiatives in the development of a new regional policy within the Community Support Framework 2000-2006 for the Italian South. So, even the paper does not precisely deal with impacts of public policies on regional development in the Alps bowl, the method of construction and selection of territorial indicators to support and guide policy making seems interesting.

Which key actors are mentioned? What is mentioned about their scope, and how they use it?

In Italy, regional development policies involve four levels of government whose tasks are getting more and more different: the European level, setting general rules and objectives; the central State, adapting those rules to the national context, monitoring their implementation, providing technical assistance to regions and allocating rewards and sanctions; Regions, with a fundamental role in selecting projects, allocating resources among them and monitoring their implementation; counties and municipalities, pooling together local actors, designing projects and promoting their implementation. The paper stated that where institution building represents a pre-condition for policy effectiveness, as it is the case for

Italian regional policy, institution building become an explicit target of policy itself.

Since the 90s, major changes in the locus of decision making has occurred. In fact, Italy, as several other European countries, have decentralised a large share of their policies to regional and local governments; co-operation and networks among different levels of government (local, regional, national, supra-national) and between public and private agents are replacing traditional top-down decision-making in the design of policies and projects.

In the choice of indicators, on the other hand, the interaction among different levels of government (central government, co-ordination the process, and regional and central administrations, implementing it) helps to focus the objectives and provide some direction for policy adjustment. Moreover the participation of relevant stakeholders in the selection process of indicators is aimed at reinforcing their bottom-up nature.

Which policy recommendations or proposals, aiming at the adjustment and improvement of public policies and policy instruments, are mentioned? Which kind of recommendations? (thematic – organisational; wide – specific; general – concrete)

The decentralization of decision making during the 90s rises a strong challenge in terms of knowledge and information needs. Most of the knowledge need to implement public policies and policy instruments is dispersed among several agents, at local and central levels. Policy actions designed for specific territories require therefore a high degree of vertical and horizontal co-ordination among administrations and improved co-operation between public and private bodies. As a result, in the process of decision making and also in the adjustment and improvement of public policies actions that convert scattered private information into collective knowledge come to play a fundamental role.

What is mentioned about the problems of (policy) implementation regarding concepts, plans, programmes, evaluation studies and research works? What is mentioned about how to put recommendations into practice, how to bridge the gaps between research and practical application?

Italian institutional set-up, characterized by a significant fragmentation, influence the process of policy implementation. This framework impact on the implementation of new governance tools, whereby general policy targets and the “rules of the game” are set by an upper level through technical and political consultation with the lower levels. The specification and implementation of these targets require continuous diagnostic monitoring through partnership networks.

Bundeskanzleramt (Hrsg.) (2004), Systemische Evaluierung des Regionalmanagements in Österreich. Kurzfassung (Systemic evaluation of regional management in Austria. Short version). Vienna

The evaluation of 31 Austrian regional management institutions was ordered by the Federal Chancellery. The evaluation was mainly based on interviews with regional managers, representatives of the governments of the federal provinces and diverse regional actors. The evaluation was accompanied by a steering group with representatives of the federal chancellery, the governments of the federal provinces and regional management institutions.

In the view of the authors regional management has a personal dimension (the regional manager with his/her activities, an organisational dimension (regional management institution with defined regional tasks) and a procedural dimension (regional change management and New Public Management in order to deal with regional challenges).

The federal Chancellery has – together with the federal provinces – initiated the establishment of regional management organisations in 1995 when Austria acceded to the EU. Although different in their structures and tasks they all have the main objective of contributing to regional development by entrepreneurial commitment in the following fields:

- Developing and handling regional projects and programmes
- Informing about EU Structural funds and EU programmes
- Opening up financial resources from EU budgets for the regions
- Networking between regional actors and organisations.

There are different organisational forms, but always based on municipalities or associations of municipalities. The financial means come from the participating municipalities, from the federal provinces and the EU Structural Funds. The Federal Chancellery has financially supported the regional management organisations in the first phase, but not since 2001.

Guiding questions:

Which impact of public policies on regional development in the Alps is mentioned? Which impact on regional co-operation chains, governance capacity of individuals or communities, protected areas, leisure, tourism and commuter mobility, new forms of decision making (Q1-5)?

The evaluation study does not explicitly specify the impacts of regional management on regional development, but it shows that regional actors (mayors, businesses) are mainly satisfied with the activities of regional management organisations. Some weaknesses of regional management organisations are connected with a lack of financial and personal capacities and an unclear distribution of competencies.

The study points out that there are no defined success indicators for regional management. They propose to define a set of success indicators, including indicators of regional development (e.g. number of overnight stays), indicators of project development (e.g. number of initiated projects, time spent for consulting), indicators of spent public money and indicators of networks and co-operations.

Which key actors are mentioned? What is mentioned about their scope, and how they use it?

The publication deals extensively with regional management organisations and with the demands on the profession of regional manager.

Regional management organisations are known as an important innovation in the field of regional development in Austria. They have been built as a structure near public administration on the interface between the interests of federal provinces and (smaller) regions, and they are part of a network of

organisations dealing with structural changes and innovation (regional policies, employment policies, agricultural policies, technology policies). The study concludes that regional management organisations mostly act as a part of local and regional politics and administration.

The lack of clearly defined success indicators for regional management organisations creates at the same time free spaces as well as uncertainty for the involved persons.

The profession of a regional manager needs persons with a high social competence and networking ability who should know well the main issues and the key persons of the region. This seems to be even more important than expert knowledge in the field of regional / economic development, because they have to fulfil above all functions of co-ordination, motivation and promotion of procedures. Management know-how is also considered as being important.

Which policy recommendations or proposals, aiming at the adjustment and improvement of public policies and policy instruments, are mentioned? Which kind of recommendations? (thematic – organisational; wide – specific; general – concrete)

In the view of changes in EU Structural Funds after 2006 and of the EU enlargement the Austrian regional management organisations will have to cope with several future challenges. Since probably the link with structural funds programmes will be weaker after 2006, the regional management organisations will have to shape their role more precisely. It might also be necessary to replace EU budgets for running regional management organisations by means of the provincial or federal government. The study raises the question if urban areas should be covered more often. The enhancement of international networking, especially with neighbouring new EU countries, should complement the strategies of endogenous regional development which have been predominant until now.

The main conclusion of the evaluation study is that regional management organisations are considered as meaningful, necessary and important for future regional development. They recommend that the Federal Chancellery should start a discussion process about future regional management organisations on federal and provincial level. Furthermore legal questions relevant for the organisation of regional management have to be clarified, the monitoring data and evaluation system should be improved, and an Austrian-wide PR campaign for strengthening the “label” regional management should be undertaken.

What is mentioned about the problems of (policy) implementation regarding concepts, plans, programmes, evaluation studies and research works? What is mentioned about how to put recommendations into practice, how to bridge the gaps between research and practical application?

What is mentioned about the exchange and co-operation between researchers and practitioners, and how to improve it?

This was not a research theme. Nevertheless, there is one interesting aspect: The authors point out, that the recommendations of an evaluation usually address the contacting authority – the Federal Chancellery in this case. But the Federal Chancellery has at present no role in developing regional management organisations. This will be a task of the Federal Provinces, the municipalities and other involved parties. So the recommendations are given for steering the discussion process about the future of regional management organisations.

BLANC J. AMOUDRY J.-P., 2003, L'avenir de la montagne. Un développement équilibré dans un environnement préservé, Paris, les rapports du sénat, 417 p.

This report talks about all the specificities conceded by the French rules in terms of regional development, particularly the Loi « Montagne » of 1985, by :

- A specific environment : protection of natural patrimony, management of natural resources, protection from natural hazard ;
- A specific economic activities : support and maintain of agriculture, of tourism and of industry, arts and marketing ;
- A specific space : development of networks (transports, NICT), management of urbanism and touristic infrastructure ;
- A specific organisation : give a leading part to the local communities.

Twenty years after, the question is to settle what are the results and the reasons of the gap between the intention of the law and his implementation.

Different kind of results translate this gap, from the effective failure of the complete implementation of a law to his unwaiting local effect along the time. First, the authors show that the actors are not convinced by the well-founded of the policy because of a lack of information. It's the case of Natura 2000 in France, for example : whereas EU waited for a strong concertation and a participation of all the stakeholders during the implementation phase, the State alone set Natura 2000. Then stakeholders unknown the aims of the original text and keep an opposition against the policy. In the same way, the Contrats de rivière (contractual agreement about the uses of a river between the State, local communities, water-side landowner and Water Agency) need to deal with the local state agent to be more efficient.

The report find out the impact of the coexistence of different rationalities : when policies and stakeholders do not have the same image of what to do. It's probably one of the reasons of the immobilism of the economic value of mountaineer agriculture whereas it was an important goal of the loi « Montagne » : remuneration for services to the community and modernisation of the practice. In the law and for the « experts », the vision of agriculture is very environmentalist (part in preservation of landscape) whereas the farmers have an offensive and economic vision of their own activity.

The authors show that the main problem is the global dimension of the policy : a better implementation need to precise the things :

- by information about the use of specific notions to avoid making confusion ;
- and accounting for local specificities.

This second aspect talks about the problem of « proximity » in the policy engineering :

- local space, constraint and resources (difference between high or middle mountains),
- interaction between procedures of implementation of the law and other local procedures (UTN/SCOT, Comité UTN/Comités de massif),
- administrative conception instead of local communities conception (massif prescriptions and Directives d'aménagement territorial).

As a conclusion, the problem of implementation of rules is also due to the fact each one fit into another of the immediate superior scale. But they are not fit together to make local adaptation (bottom/up logic) but to enable their implementation (top/down logic).

**Bundesministerium für Land- und Forstwirtschaft, Umwelt und Wasserwirtschaft (2005),
Aktualisierung der Halbzeitbewertung des LEADER+-Programms Österreich 2000-2006
(Update of the mid-term evaluation of the LEADER+ programme Austria 2000-2006).
Vienna**

This report contains the results of the mid-term evaluation of the Austrian LEADER+ programme which has been commissioned by the Federal Ministry of Agriculture, Forestry, Environment and Water Management. The evaluation refers to the 23 common evaluation questions established by the European Commission. The first round of evaluation took place in 2003, the update in 2005. The evaluation method contained three elements:

- Analysis of monitoring data
- Inquiry of the managers of all 56 Local Action Groups (LAG)
- Participatory approach: Discussion in a LEADER+ Core Group with LAG managers, administrators of the federal provinces and representatives of the national Managing Authority.

In Austria there are 56 LEADER regions with a LAG each. 56% of the Austrian territory is covered, and 27% of the Austrian population are living within LEADER regions. The financial volume of the program amounts to 164 million Euro (European Union EAGGF-G: 76,8 million; national funding provided by the Federal State and the eight federal provinces: 28,5 mio; private costs: 58,7 million). The main lines and operational objectives of the program are as follows:

- Title 1 "Support for integrated territorial development strategies":
 - Promotion of innovative and integrated forms of co-operation within the region
 - Improving the locational quality
 - Support for qualification and for the development of products and services
 - Contribution to structural improvement and economic growth
 - Creation of regional business cycles and supply chains
- Title 2: Support for transregional and transnational co-operation
- Title 3: Networking between rural areas and rural actors

Guiding questions:

Which impact of public policies on regional development in the Alps is mentioned? Which impact on regional co-operation chains, governance capacity of individuals or communities, protected areas, leisure, tourism and commuter mobility, new forms of decision making (Q1-5)?

As regards the impact of LEADER+ there is no differentiation between Alpine region and others. The report summarises the following strengths and weaknesses of LEADER+:

Strengths:

- LEADER+ is well accepted as a good animator and initial aid for project development.
- Local stakeholders are forced to overcome parochialism and to learn to co-operate. Like no other program in rural areas LEADER+ is supporting transnational networking. This improves the capacity of being successful in the international competition of regions.
- The program shows very good results in improving the networking and co-operation abilities of the stakeholders in the LEADER-regions, whereas the participation of the public took place only to a lower extent.
- The high percentage of public funding is very helpful for project carriers with low own capital,

especially for non profit organisations.

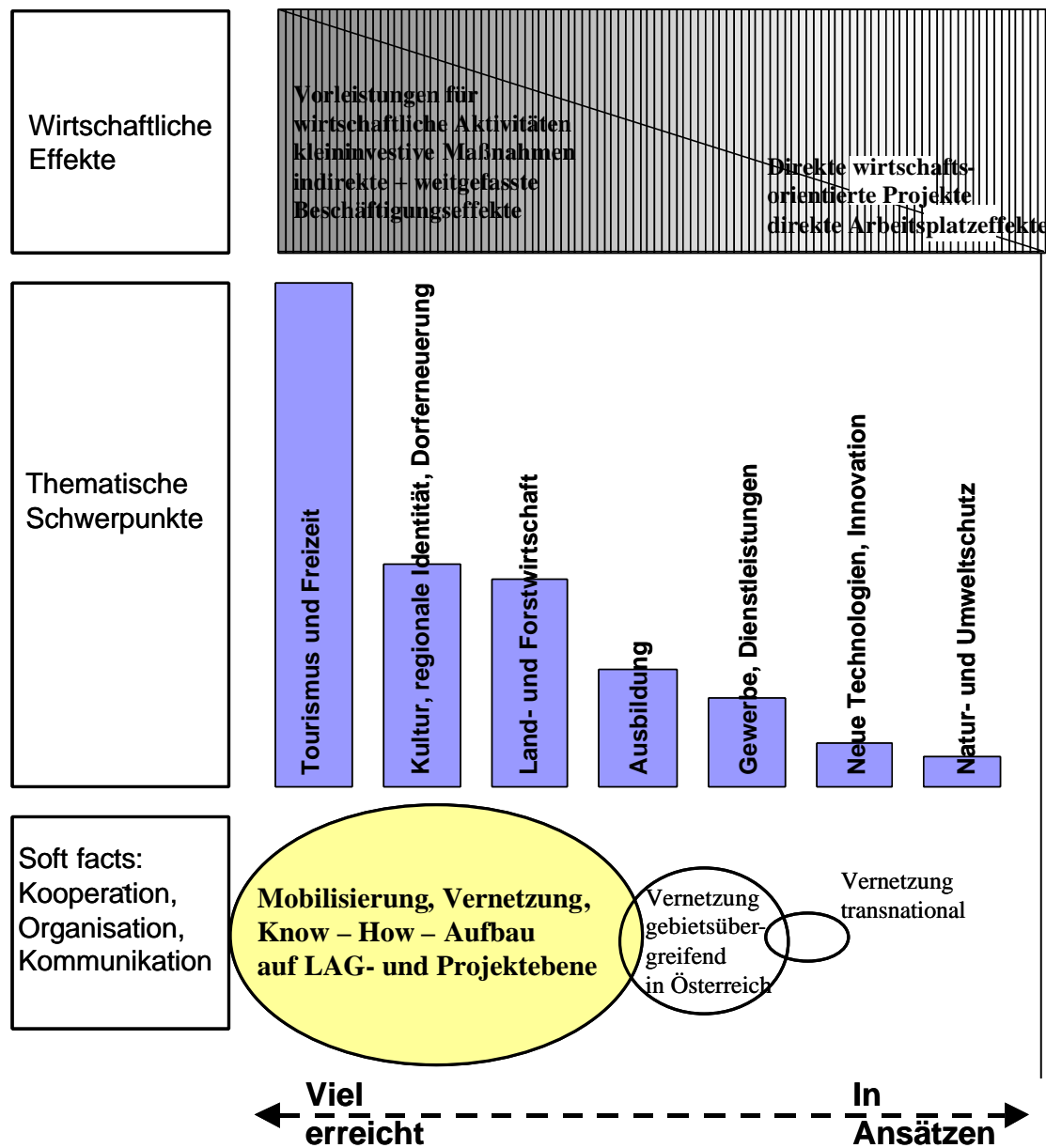
- LEADER+ helped to raise awareness about the issues of regional development, self re-sponsibility, co-operation and participation issues (establishing working groups, honorary work). In all these fields, LEADER helped to raise the quality of the performance of LAGs, regional managements and other institutions involved in the programme.
- The co-operation between LAG-Management and regional management institutions has improved through the program activities.
- The Austrian LEADER Network Service Unit provides professional help going even beyond the LEADER+ program itself.

Weaknesses:

- There are less results than originally expected in reinforcing the economic environment, in order to contribute to direct job creation.
- The technical procedures (mainly finance-related) are estimated as too complex for some of the project carriers and LAG's, mainly in the beginning of the program period.
- The co-ordination between the different institutions involved on federal and Länder level could be improved. The "one stop shop" is not yet realised area wide. Sometimes it is not clear, what is funded how and when.
- There could be better standards on federal level concerning self-evaluation and central monitoring.
- The program implementation has a strong focus on tourism, leisure, culture and vil-lage development. The economic sector, especially small businesses (handicrafts) are involved to a small extent than it was foreseen.
- The involvement of special groups like young people and women is lower than expected.

Anyway, LEADER+ has proved to be an important instrument of rural development, because it provides as well management capacity and financial support. The programme's main con-tribution to rural development is to be seen in the mobilisation of rural actors and the stimula-tion of co-operation within the small LEADER regions. Also network-ing between the different regions and LAG has been strongly enhanced by the programme. LEADER+ is the only pro-gramme that has an explicit focus on networking! But the direct economic effects of LEADER+ (value added, employment) seem to be less than expected. Nevertheless, the program renders valuable inputs for regional economies because of the improvement of soft locational factors and the increased ability of co-operation and project development. The thematic spectrum of the LEADER+ projects is broad, but focusses strongly on tourism, lei-sure, culture and village renewal.

The following diagramme illustrates which effects have been achieved (to a higher or lower extent) through LEADER+ measures:



Which key actors are mentioned? What is mentioned about their scope, and how they use it?

56 Local Action Groups (LAG) have been established through the LEADER+ program in rural regions all over Austria. The evaluation shows that the installation of the LAG has strongly contributed to better cooperation between municipalities and also between economic sectors. The LAG are mostly professional and well-managed units with clear competencies and decision structures. Their cooperation with the administrators of the federal provinces is described as good. National and transnational cooperation projects involving several LAG or rural organisations as well as networking activities had a difficult start in LEADER+, but (with the support of the national network service point) during the last time there have been significantly more activities, so that we can assume that the exchange of experiences between rural actors works better now.

While the mobilisation of several rural actors for project development is undoubted, the involvement of the population of the covered areas did not work quite as well. The main population groups involved into LEADER+ activities are representatives of tourism, agriculture and local politics, while other groups have

been less involved. This goes for economic actors (manufacturing, trade), but also for young people, retired persons or environmental organisations.

The contribution of LEADER+ to reaching the cross-section aim of gender mainstreaming must not be overestimated, but there are a few ambitious projects, however.

Which policy recommendations or proposals, aiming at the adjustment and improvement of public policies and policy instruments, are mentioned? Which kind of recommendations? (thematic – organisational; wide – specific; general – concrete)

The evaluation formulates several recommendations which are mostly organisational ones. Several are dealing with the improvement of monitoring and evaluation procedures:

- plausibility check for monitoring data
- creation of new indicators for non-profit measures
- closer examination of the – few – LAG with a poor performance
- Monitoring data should be co-ordinated between the different levels (national Managing Authority, administrators in the federal provinces, LAG).
- All LAG should fulfil a self-evaluation, the Managing Authority should elaborate a guide-line for such self-evaluations.

Furthermore, there are some suggestions for improving, simplifying and accelerating the procedures of obtaining subsidies. The report suggests to check and to adapt the framework for a stronger involvement of economic actors from manufacturing, trade, industry and services. The report proposes also to co-ordinate the start-up of transnational projects centrally on European level.

What is mentioned about the problems of (policy) implementation regarding concepts, plans, programmes, evaluation studies and research works? What is mentioned about how to put recommendations into practice, how to bridge the gaps between research and practical application?

What is mentioned about the exchange and co-operation between researchers and practitioners, and how to improve it?

The report itself does not deal explicitly with these questions, but when the evaluation was carried out the originators paid much attention to the design of the evaluation and the form of co-operation. There was a lot of co-operation between the evaluators and the evaluated institutions, especially the Managing Authority (within the Ministry of Agriculture). A LEADER+ Core Group was established in order to discuss evaluation results between the evaluators, representatives of the LAG, the administrators of the Federal Provinces and the Managing Authority. This procedure aimed at producing evaluation results which are really useful for the responsible authorities.

**Bundesministerium für Land- und Forstwirtschaft, Umwelt und Wasserwirtschaft (2003),
Evaluierungsbericht 2003. Halbzeitbewertung des Österreichischen Programms für die
Entwicklung des ländlichen Raums (Evaluation report 2003. Mid-term evaluation of the
Austrian Program of Rural Development). Vienna**

The Austrian Program of Rural Development combines the measures of agricultural policy connected with rural development and according to Council Regulation (EC) Nr. 1257/99. This corresponds to the “second Pillar” of Common Agricultural Policy. Its main aim is to permit practising a sustainable competitive and multifunctional agriculture and forestry in well-functioning vital rural areas.

The 2003 mid-term review has been commissioned by the Federal Ministry of Agriculture and worked out by several experts, who are mostly working in research organisations near the administrative structures. The 2003 mid-term review has outlined the status of financial and material implementation of the measures as well as the first noticeable ecological, social and economic effects of the programme. In many cases it has not yet been possible to submit statements on impact and effectivity, due to the short observation period. The mid-term re-view will be updated by the end of 2005; later there will also be an ex-post evaluation.

Guiding questions:

Which impact of public policies on regional development in the Alps is mentioned? Which impact on regional co-operation chains, governance capacity of individuals or communities, protected areas, leisure, tourism and commuter mobility, new forms of decision making (Q1-5)?

The program has a very high financial volume: Altogether 6,9 billion Euro (originating from EU, Federal Government and Governments of the Federal Provinces) have been allocated to activities of the Program of Rural Development for the period 2000-2006. By the end of 2003 about 1 billion has been spent. 85% of the total budget are dedicated to agri-environmental measures and to compensation payments in Less-Favoured Areas. In comparison with other European countries this is a very high share.

The indicative financial plan lines out the following budgets for the measures of the Programme (in mio Euro, 2000-2006):

| | |
|---|-------|
| Agri-environmental measures (ÖPUL) | 4.240 |
| Less-favoured areas | 1.791 |
| Investment aid | 252 |
| Adaptation and development of rural areas | 193 |
| Forestry measures | 149 |
| Installation premium for young farmers | 130 |
| Processing and marketing | 100 |
| Vocational training | 49 |

Agri-environmental measures (ÖPUL): The Austrian Environmental Program ÖPUL aims at promoting agricultural production methods compatible with the requirements of environmental protection, at extensive production and at the maintenance of the countryside. With ÖPUL the Austrian agricultural policy pursues an integral horizontal approach aiming at an ecologisation of agriculture all over the Austrian territory. Almost 75% of all agricultural and forestry enterprises participate in ÖPUL, this covers 88% of the utilised agricultural area. The ÖPUL is one of the most important sub-subsidisation measures of agricultural policy. It amounts to 30% of the overall subsidies for the Austrian agriculture and forestry.

With the various ÖPUL measures, interdependent in a modular way, a fundamental ecological orientation should be guaranteed which is then supplemented by measures related to specific topics or specific regions. In general this concept has been successful even though there is a great difference in the acceptance of measures between the individual regions. The evaluation has shown that, all in all, the program has positive effects in connection with the parameters under consideration (soil, water, biodiversity, diversity of habitats, genetic diversity, landscape, socio-economy, ...) However, deficits and potentials for improvement have been identified in various fields. These have to be analysed in detail and taken into account in the course of the revision of the programme.

Less-favoured areas: 81% of Austria's territory are located in less-favoured areas, 70% in mountain areas. Compensatory allowances for agricultural enterprises in less-favoured areas are a core element of supporting the maintenance of agriculture in less-favoured areas, particularly in mountain areas. The new scheme which was introduced for the period 2000-2006 has brought about a more differentiated design for the benefit of mountain farms as well as a massive increase in supports. For mountain farmers the average amount of support rises with increasing severity of disadvantages and handicaps. The evaluation shows that essentially the target values have been achieved.

Investment aid: Investment aid is designed to improve competitiveness and ensure well-functioning agricultural structures. So far, the predominant portion of the funds spent has been used for the construction of stables. The investment aid has considerably contributed to the maintenance of the substance of the participating farms. Positive structural effects have been achieved, but not to the necessary degree.

Adaptation and development of rural areas: A wide range of subsidisation instruments is offered, with the aim of safeguarding and improving the vitality of rural areas. The primary goal is to open up new income sources and to foster pluri-activity. So far 78% of the funds have been spent to two actions alone: to the "development of transport infrastructure" (mostly construction of agricultural roads) and to "diversification". Within the "diversification" measures 629 projects have been subsidised from 2000-2002, most of them connected with tourism development or with projects of biomass and renewable energy.

Forestry measures: The major part of the funds was (so far) spent for forest roads and other development measures (50%), for silvicultural measures for the preservation of the economic and ecological value of forests (16%), and for the regeneration of protection forests (11%). The subsidisation has given important impulses for the improvement of the health of forests by means of development and use of modern technology in forestry. An improvement of the ecological function of forests has been achieved by the conversion of stands of secondary coniferous trees. For protection forests there are very long regeneration periods. Valuable controlling instruments have been introduced which are useful for the implementation of protection forest projects.

Installation premiums for young farmers: So far, installation premiums have been paid to 4.699 holdings. This has given an impulse to initiate the farm transfers to the young generation earlier.

Processing and marketing: The subsidisation aims at strengthening the competitiveness of food and raw material processing industries. The priority sectors on which the funds have been spent so far, comprise milk, meat, wine and cereals. The evaluation has found positive trends especially for environmental indicators, for hygiene and animal welfare.

Vocational training: This measure which has been newly introduced for the observed period has given rise to an education offensive. Courses on new issues have been offered and have been accepted very well. 40% of the funds provided were used for courses on farm management, 20% for EDP courses, and 11,5% for courses relating to environmental issues and organic farming.

The themes of the other guiding questions have not been research themes. The policy recommendations are mainly technical ones, concerning the financial and material implementation of the programme.

Camba / Bettini (2002), Il quadro socio-economico della montagna: la capacità progettuale nelle Comunità Montane (The Socio-Economic Mountain Framework: the Mountain Communities planning capacity)

The Italian public administration involves a number of intermediate entities, that can be either created by legislation, or are left free to the autonomous co-operation of the other authorities. In the first category we can consider first of all the “Mountain Communities” (Comunità Montane), whose size and territorial extension is normally regulated by each Region. Their core competences involve planning powers concerning local economic development; in many cases municipalities –usually very small in Italian mountain regions- have found it useful to delegate mountain communities some of their responsibilities especially concerning the organisation and operation of local public services. The research did by the Italian National Economic and Labour Council offers an evaluation of the Mountain Community planning capacity. The authors analysed the measures and projects carried on by all the 361 Italian Mountain Communities in the period 1998-2002 to know if these intermediate entities were able to create networks between local resources and planning initiatives that facilitate to reach integrated and synergic development aims. The integration of the many measures and projects devote to an area were considered by the authors as the most important clue that could explains the success or failure of the program itself. The volume is divided into two parts. In the first one, the authors examine in detail the socio-economic situation in Italian mountain areas using a set of indicators e.g. population and income by person. In the second one, are presenting the results of the Italian Mountain Communities planning capacity analysis. To perform this task, the authors examine all the projects supported by Mountain Communities. The natural eco-system management, the environment tourism and the infrastructure sector are the main themes consider by Mountain Communities projects. The projects, anyway, attempt to fulfil primary demands like local public transports or education and health services that, frequently, local administrations or Mountain Communities are not able to provide. Thus, in a fragmented institutional framework, the paper seeks to highlight the importance to achieve a sort of agreement between the various local stakeholders which, in the author’s opinion, not only could better interpret the potentialities of the territory, but also transform these capabilities in development projects.

Guiding questions:

Which impact of public policies on regional development in the Alps is mentioned? Which impact on regional co-operation chains, governance capacity of individuals or communities, protected areas, leisure, tourism and commuter mobility, new forms of decision making (Q1-5)?

“Mountain Communities” (Comunità Montane), whose size and territorial extension is normally regulated by each Region, are intermediate entities, that can be either created by legislation, or are left free to the autonomous co-operation of the other authorities. Their core competences involve planning powers concerning local economic development; in many cases municipalities –usually very small in Italian mountain regions- have found useful to delegate mountain communities some of their responsibilities especially concerning the organisation and operation of local public services. The research highlight the “Mountain Community” planning capacity. The authors analysed the measures and projects carried on by all the 361 Italian Mountain Communities in the period 1998-2002 to know if these intermediate entities were able to create networks between local resources and planning initiatives that help to reach integrated and synergic development aims. The integration of the many measures and projects, arise from public policies, perform by “Mountain Communities” were considered by the authors as the most important clue that could explain the success or failure of the program itself.

Which key actors are mentioned? What is mentioned about their scope, and how they use it?

The main key actor mentioned in the paper are “Mountain Communities”. Notwithstanding the scope of these intermediate entities are the strengthen of endogenous development, financial restraints cause a

reduction of “Mountain Communities” tasks. In the infrastructure sector e. g. that represent an important field in the development of Alpine bowl, “Mountain Community” capacity is limited.

Which policy recommendations or proposals, aiming at the adjustment and improvement of public policies and policy instruments, are mentioned? Which kind of recommendations? (thematic – organisational; wide – specific; general – concrete)

The natural eco-system management, the environment tourism and the infrastructure sector are the main policy themes consider by Mountain Communities projects. The projects, anyway, attempt to fulfil primary demands like local public transports or education and health services that, frequently, local administrations are not able to provide. Thus, in a fragmented institutional framework, the paper seeks to highlight the importance to achieve a sort of agreement between the various local stakeholders which, in the author’s opinion, not only could better interpret the potentialities of the territory, but also transform these capabilities in development projects. Regional development in the mountain areas requires, so, integrated regional strategies share by different stakeholder groups and institutional levels.

What is mentioned about the problems of (policy) implementation regarding concepts, plans, programmes, evaluation studies and research works? What is mentioned about how to put recommendations into practice, how to bridge the gaps between research and practical application?

Problems of implementation regarding concepts, plans and programmes originated in the institutional framework confusion. In fact, tasks and targets of different territorial government levels are not always clearly assess, so superimposition and repetitions occurred often. The promotion and implementation of cross-sector approaches and better co-operation between sectoral policies and administrations seem to be the most efficient task to reach a profitable regional governance. Techniques or strategies to bridge the gaps between research and practical application are not tackled in the paper.

**R. Cervigni, C. Costantino, F. Falcitelli, A. Femia, A. Pennisi, A. Tudini (2005),
Development Policies and the Environment: Using Environmental Accounts for Better
Decision Making**

Thanks to the use of standardized methodologies and the simultaneous presentation of economic and environmental data within an integrated framework consistent with national accounts, Environmental Accounting allows detailed and systematic analyses of the interaction between the economy and the environment. This type of information can become a valuable tool to support territorial development policies, especially if it is made available at the regional level.

The purpose of the paper is to identify ways in which environmental accounting can improve the design, monitoring and evaluation of development policies and to highlight the value-added of this type of data, in comparison to other sources of information on the environment. Indicators derived from environmental accounts can help decision-makers choose which territories, economic activities and sectors of the environment should be supported and to what extent, by providing a quantified measure of the existing trade-offs between variables. A conceptual framework on the use of environmental accounts for development policies, is followed by remarks on the priorities for further improvement of the accounts at various territorial levels. The development of a pilot set of regional aggregates is foreseen in the short term within this project. The methodological results as well as the pilot applications can provide relevant indications for the design of development policies.

Guiding questions:

Which impact of public policies on regional development in the Alps is mentioned? Which impact on regional co-operation chains, governance capacity of individuals or communities, protected areas, leisure, tourism and commuter mobility, new forms of decision making (Q1-5)?

The paper does not deal with regional development in the Alpine bowl. Since the volume identifies ways in which environmental accounting can improve the design, monitoring and evaluation of development policies and also presents a conceptual framework on the use of environmental accounts for development policies, it could be useful for the purpose of our research.

Which key actors are mentioned? What is mentioned about their scope, and how they use it?

Key actors mentioned in the volume are decision-makers in institutional administrations (regional, national and European government). The scope of actors, anyway, was not a research subject.

Which policy recommendations or proposals, aiming at the adjustment and improvement of public policies and policy instruments, are mentioned? Which kind of recommendations? (thematic – organisational; wide – specific; general – concrete)

Generally speaking, development policies can refer to any and all government decisions aimed at either directly or indirectly helping to conserve and increase the stock of public and private capital of a given population. This definition implicitly includes the idea that development (understood as an increase in the economic well-being of the population as a whole) cannot take place without an adequate allocation of resources to maintain and increase the production system's capacity to generate income. This capacity, in turn, is linked to the quality and quantity of capital goods (tangible and intangible) that can be utilised by economic agents. In a few words, development policies determine or influence decisions about the allocation of income to either current expenditure (private consumptions and current expenditure on the part of the General Government) or capital expenditure (public and private investments). Whereas current expenditure generates "well-being" in the present, capital expenditure lays the groundwork for future prosperity.

The assessment made focuses primarily on the potential use of environmental accounting tools for the design and valuation of the first type of policies (expenditure policies). This does not exclude the fact that some information produced by environmental accounting can also be relevant to fiscal, regulatory and capacity building policies for development.

Environmental accounting can offer the different levels of government information that is helpful to taking decisions for specifying the final development objective, determining the (public or private) ownership of the capital targeted for expansion and identifying the target sector (transportation, education, environment, etc.).

Every decision regarding expenditure has a legal and administrative basis in norms and acts (EU directives and regulations, national laws and regulations, etc.) which regulate, from the point of view of procedures and financial statements, the programming, commitment and expenditure of resources. Given that these norms and acts are generally very diverse (and tend to change over time) at first, it might seem difficult to identify common features by which to examine the potential use of environmental accounting tools. In order to bring into focus the possible value added of environmental accounting tools, a schematic representation of the corresponding decisional processes is proposed. Figure I.6 identifies, above and beyond the various differences characterising the various provisions that regulate expenditure policies for development, some cornerstone features that are presumably present in every policy. In any case, such policies will have to determine where to spend (territorial breakdown of resources), what component of the capital stock is to be expanded, what type of capital (public or private) is to be used to sustain growth, and– in cases where expenditure is aimed at increasing private capital – which types of enterprises are to be sustained with the investments.

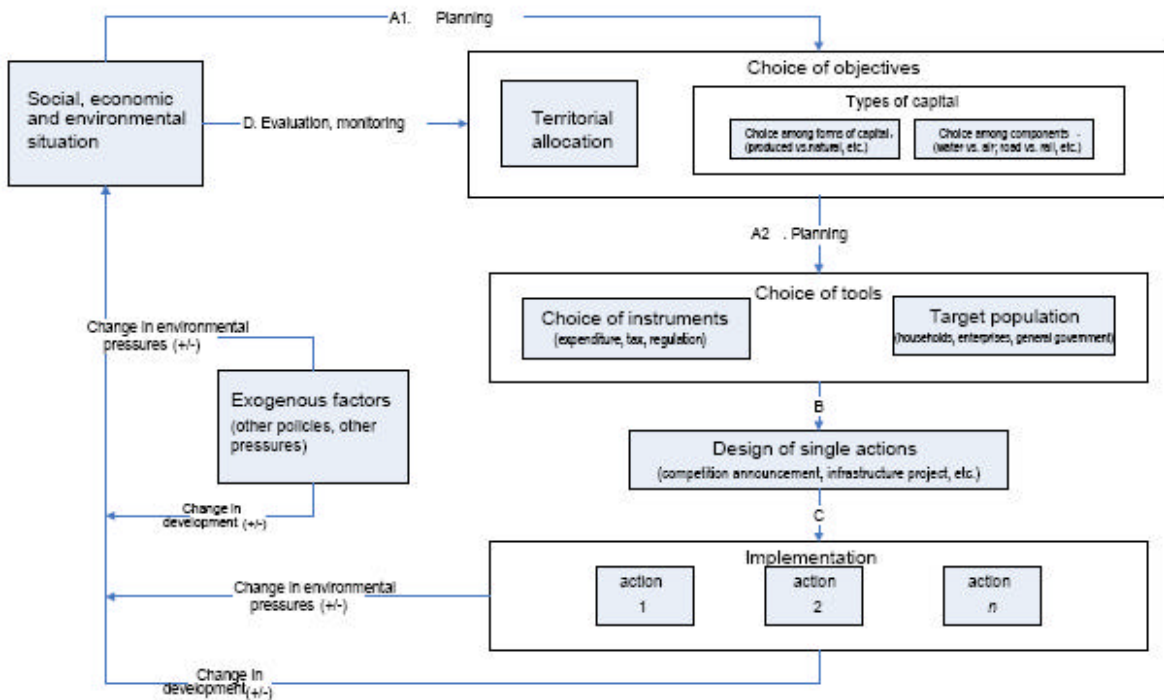
From this perspective, the policy maker's key problem, is represented as a sequence of decisions to be taken in order to allocate, in the best way possible, the available financial resources, and can be further broken down, for analytical purposes, into the following decisions:

choice of objectives:

- selection of territorial priorities (among Regions, among Provinces, etc.);
- selection of priorities among different forms of capital: for example, transport infrastructures or factories (produced capital) versus education (human capital) versus water quality (natural capital);
- selection of priorities within each form of capital: for example, in the category of natural capital, air quality versus water quality; in the category of public produced capital, roadways versus railways; within the category of human capital, education versus professional training).

choice of tools:

- the mechanism to use: expenditure instruments, tax levies, regulation instruments;
- identification of the target population, meaning the beneficiaries (households, enterprises, general government) of the public work or the subjects whose behaviour is the object of desired change; and, within each type, choice of the subsets (for example, among enterprises, selection of the manufacturing industry).



How is each of the above described resource allocation decisions taken? In schematic terms, the policy maker will choose amongst territories, forms of capital, tools, etc. in such a way as to maximise an “objective function”. During this process, account is taken of economic, environmental and social objectives, albeit with each being assigned a different weight, and despite constraints as to the information and knowledge available. Such constraints include: a) empirical evidence on some variables characterising the behaviour of economic systems (such as per capita income, enterprises investment activities, banks’ lending activities); b) “a priori” hypotheses on some fundamental cause-and-effect relations among variables (for example, per capita income is low in certain areas because of the low level of investment on the part of enterprises due, in turn, to instances of credit rationing); c) expectations that are more or less formalised and quantitatively defined as to the relation between policy interventions, reactions of the economic system (and/or environmental system) and final results in terms of objective variables. The better the information available to the decision maker, the higher the quality of the decisional process.

Among the various types of statistical information, environmental accounting tools can improve the stylized representation of the reality that the decision maker can use to take a decision.

What is mentioned about the problems of (policy) implementation regarding concepts, plans, programmes, evaluation studies and research works? What is mentioned about how to put recommendations into practice, how to bridge the gaps between research and practical application?

The results thus far reached by the research, indicate, from the point of view of methodology, a series of possible significant uses of environmental accounting data for development policies. As regards the debate about the environmental accounting bill, which explicitly calls for the use of Istat environmental accounts, the approach adopted to analyse the question of integration between environmental decisions and economic decisions does not take account of institutional innovations – to be faced on legislative grounds – and is developed exclusively on the grounds of economic-environmental reasoning and on the basis of statistical technique. Though recognising that, once in effect, the bill would introduce a precise assumption of responsibility on the part of governmental bodies, nevertheless, during completion of the legislative procedures, the environmental accounting information can already be integrated in the policy

implementation processes without any change in legislation, via opportune administrative and governmental acts (CIPE resolutions, ministerial decrees, etc.). In terms of process, the technical partnership created by matching experts on the side of the supply of environmental accounts and on the side of potential users in the field of development policies is a fundamental result of this work. Besides favouring a shared knowledge of the information contained in environmental accounts, the hope is that this partnership can ultimately assist policy makers in the use of such information, and in the formulation of requests to official statistics bodies for additional developments on this subject.

What is mentioned about the exchange and co-operation between researchers and practitioners, and how to improve it?

The research begun by Istat and the DPS is the first in Italy that allows for a comparison in operational terms between experts on the supply side of environmental accounting and experts on the potential users side. Besides favouring shared knowledge of the information contained in environmental accounting, the research can also hopefully help policy makers in their requests to official statistics bodies for further developments on this subject.

Dipartimento per le politiche di sviluppo e di coesione (1998), Cento idee per lo sviluppo. Schede di programma 2000-2006 (100 Ideas for Development. Program Documents 2000-2006)

Guiding questions:

Which impact of public policies on regional development in the Alps is mentioned? Which impact on regional co-operation chains, governance capacity of individuals or communities, protected areas, leisure, tourism and commuter mobility, new forms of decision making (Q1-5)?

Even if the paper did not precisely measure the impact of public policies on regional development in the Alps, offer some interesting aspects about limits of planning methods and policies that characterized Italian government interventions in depressed areas like Alpine bowl. In other words, the paper highlight the reduce impact that public policies has on regional development in depressed areas and suggest some strategic recommendation to be adopted in structural funds 2000-2006 planning. On the base of these deficiencies, between 1997 and 1998, a new planning strategy was adopted by the Italian government. Beginning from this period, decisions about how to use public resources for development policies are supposed to be the result of a negotiation between all the involved stakeholders. Thus, in 1998, before the European structural funds 2000-2006 program initiate, the Department for Development and Cohesion Policies promoted some meetings to gather all the proposals supporting regional development in Italian depressed areas. 100 Ideas for Development summarizes the outcome of those meetings, namely all the proposals presented by national government, regions, local administrations, social stakeholders, specialists and universities. The acquire material and the former experience about strengthens and weakness of structural fund program 1994-1999 planning have been used to better define the structural funds 2000-2006 activities.

Which key actors are mentioned? What is mentioned about their scope, and how they use it?

Key actors mentioned in the paper are local, regional and central Italian government. The authors of the report stated that the scope of actors could be reach only if they will be able to promote common planning activities. Measures and plans of municipalities, regional and central government should be integrated among themselves but also inside them; in the case of Regions e.g. they will be capable of combining structural funds planning with general regional planning.

Which policy recommendations or proposals, aiming at the adjustment and improvement of public policies and policy instruments, are mentioned? Which kind of recommendations? (thematic – organisational; wide – specific; general – concrete)

Policy recommendations and proposals refers to structural funds 2000-2006 planning. The clue that define structural funds 2000-2006 planning were, so, concert and partnership between depressed area stakeholders. Since territory become the landmark of the development policy, resources from structural funds 2000-2006 are just one of the different financial instruments to be used. The paper highlight the importance of involving private resources to support development plans. Putting together with government funds, private resources should strength the efficacy of the program itself. The paper also seeks to highlight that the effectiveness of the structural funds 2000-2006 program depends mainly on ex-ante and in-itinere evaluation, as well as the continuous monitoring of the program from the beginning to the end. In the part devoted to the ideas for development, the paper discusses some proposals for development in depressed Italian northern regions (namely decline industrial, rural and urban areas) presented by regional and central government. In all cases, the paper draw attention to the fact that Regions government focuses on not only in the depressed areas separated from the rest of the territory, but in the depressed areas as a part of the entire regional territory. The adjustment in the strategy adopted

by Italian Regions constitutes a noteworthy policy recommendation since Regions themselves are not only supposed to help depressed areas to reach the same development level of the rest of the territory. On the contrary, in a context characterised by a general transformation, Regions are expected to define a future scenario for the entire territory in which each part is able to valorise its resources and potentialities in relation to the other parts of the territory.

Adjustment and improvement of policy instrument required a new approach based on information, transparency, co-ordination, negotiation and technical evaluation. In the authors opinion, this procedure is as relevant as the content of the instrument itself.

What is mentioned about the problems of (policy) implementation regarding concepts, plans, programmes, evaluation studies and research works? What is mentioned about how to put recommendations into practice, how to bridge the gaps between research and practical application?

This was not a research theme.

What is mentioned about the exchange and co-operation between researchers and practitioners, and how to improve it?

Part 6 of the report deals with the proposals of specialist and researchers regards the development of natural and environmental and human and cultural resources, the improvement of local institutions and the development of productive local systems. Many researchers presents interesting ideas for plans and programmes to be promoted in depressed areas but nothing is said about how to improve exchange and co-operation between researchers and practitioners.

Heintel, Martin (2005), Regionalmanagement in Österreich. Professionalisierung und Lernorientierung (Regional Management in Austria. Professionalisation and Orientation towards Learning). Vienna (Abhandlungen zur Geographie und Regionalforschung 8)

This recent publication which reflects the state of the art of knowledge on regional management, especially in Austria, is structured in four parts:

1. Theoretical and empirical framework conditions for regional development, institutionalisation and professionalisation of regional development and regional management
2. Regional management as an institution, the profession of a regional manager
3. Regional development oriented towards learning procedures
4. Four case studies for professionalised regional development oriented towards learning: cross-border management, management of a protected area, elaboration of concepts, evaluation in regional development.

Guiding questions:

Which impact of public policies on regional development in the Alps is mentioned? Which impact on regional co-operation chains, governance capacity of individuals or communities, protected areas, leisure, tourism and commuter mobility, new forms of decision making (Q1-5)?

The publication does not contain explicit results on such policy impacts, but there are diverse findings on regional policies and regional governance.

With Austria's accession to the EU in 1995 several existing policy instruments of regional development have been integrated to the new EU policies (Structural Funds, Community Initiatives). Incentives towards innovation were given by the orientation of EU programs towards more co-operation as a basis for public subsidies. Furthermore the regional population's possibilities of participating in regional development have increased.

Regional development presently is often seen in a systemic way. This approach underlines the importance of networks. Networks are (beside the market and the hierarchy) the third form of societal steering of development. There is no non-ambiguous definition of the term "Regional governance", but anyway it implies:

- the perception of diverse players of regional development
- the introduction of instruments and procedures for co-operation, participation and negotiation
- a flexible delimitation of regions, e.g. bound to specific themes or projects
- the importance of learning procedures, reflection and evaluation.

Which key actors are mentioned? What is mentioned about their scope, and how they use it?

Regional management organisations in Austria are the main subject of the publication. They are intermediary organisations between the regional players and the administration (local, regional, national), and they contribute to the harmonisation of bottom-up and top-down approaches of regional development.

At present the Austrian regional management organisations are considered as well-established service institutions on regional level. They have enlarged their thematic spectrum and territorial application during the last ten years. They have contributed to the professionalisation of regional development, to more co-operation and alliances within the regions, and they take part in those approaches of regional

development which underline the importance of learning procedures.

The publication contains many details about the tasks and qualifications of regional managers.

Which policy recommendations or proposals, aiming at the adjustment and improvement of public policies and policy instruments, are mentioned? Which kind of recommendations? (thematic – organisational; wide – specific; general – concrete)

The publication does not contain explicit policy recommendations, but points out some desirable future orientations for regional management organisations: legal strengthening of the regional level; creation of interfaces between formal regional planning and regional management; strengthening of the orientation towards learning (qualification of regional managers, evaluation); stronger observance of international trends and more transnational knowledge transfer.

What is mentioned about the problems of (policy) implementation regarding concepts, plans, programmes, evaluation studies and research works? What is mentioned about how to put recommendations into practice, how to bridge the gaps between research and practical application?

What is mentioned about the exchange and co-operation between researchers and practitioners, and how to improve it?

These questions are not explicitly answered, but addressed in the fourth part of the publication, dealing with concepts and evaluation in regional development.

About the role of concepts: Spatial development concepts etc. are never fully implemented, but one may appeal to them. Concepts are products which allow to assess the reality of development and to reveal deficits.

The existence of inconsistent concepts within one region (e.g. tourism concept, spatial development concept) reveals existing contradictions and different value systems.

A concept consists of three parts: (1) the process of elaborating the concept, (2) the written product which is based on a consensus between the involved persons, (3) an operational concept and implementation steps. The acceptance and implementation of concepts depends on the constellation of concerned and participating actors. The involvement in the elaboration of the concept creates identification. Representatives of institutions responsible for the implementation of concepts should be involved in the process of elaborating the concept, e.g. as members of the advisory board.

Policy evaluation in the field of regional development has become more important since about 1990. In Austria the accession to the EU and the application of European programs has led to a multiplication of evaluation procedures.

Often evaluation procedures are structured along a “logical framework” presenting objectives – input – output. But these linear models are not suitable for complex situations in regional development, and therefore approaches of systemic evaluation have been developed.

Standardised evaluation procedures often are perceived as an external obligation imposed by the EU and other financial backers. In many cases there is not much communication between the evaluated and the evaluators. Giving account, controlling and assessment are more important than gaining new knowledge by the evaluation. Therefore evaluation procedures often do not have much implementation potential. Due to the weaknesses of these evaluation approaches some procedures have already been modified, e.g. for the evaluation of the LEADER program where the self-evaluation of Local Action Groups played a considerable role.

The approaches of systemic evaluation put a common process of learning and reflection in the foreground, they are oriented towards action and solutions. The evaluators are not only observers and investigators, but partners in a learning system. Systemic evaluation intends to increase the scope of action of regional actors. The evaluation results should motivate the actors of regional development for further commitment and own implementation steps.

Kalaora, Bernard (2003), Concertation, outil ou art de vivre ensemble ?

After a theoretical explanation of the notion of dialogue within the global frame that governance represent, Kalaora focuses several limits of its notions and particularly raises the question of acculturation to the pragmatism of the French socio-politic system against the notion of dialogue, and more largely of governance. These concepts or notions are born within an Anglo-Saxon framework of thought and action, where to act it is a fundamental condition of the reflexion and where the processes are worth more than outcomes. The author thus recalls that the bureaucratic and scientific formalism, and the tender of a participative process to a rigid framework, can override all other forms of action, at the point to carry out a concerted strategy in the dead end, and then to fortify the natural tendencies of the administration to fragmentation. Consequently, gathering traditional and representatives governmental forms and citizen's logic of participation is an essential condition for setting up a "good governance". It's therefore fundamental to understand governance as a space where are different values can be shared and discussed. B. Kalaora recalls that the consultation procedures are inevitably impregnated by the values assigned with the public action and rationalities which structure them: they are in keeping with the scope of the modernization of the public action and the governance. But consultation has multiple forms: Democratic procedures of consultation, flexible forms of coordinations, modes of decentralized management, use of the contract, convention, charter, partnership, subsidiarity, mediation... Until making creation of bonds between actors a finality. That results in the opening of the debate to a large audience rather than with the only experts: it is a way to extend the "thought" of the institutions for the decision-making. Consequently, the question is: is the concertation a new form of policy or a functional response to the dysfunctions of the traditional policies? For the author, the dialogue can exceed this only functional dimension (the compromise) while becoming a dynamic space of emergence of shared values where the personal projects compose with the collective requirements (by the identification of an ideal to be reached).

The article covers then the various difficulties related to the coexistence in France of a prescriptive logic (centralized) and of a deliberative logic (decentralized): - unfolding of the political life and in particular questioning of the organization representative to the profit of the direct democracy; - contradiction between the administrative and hierarchical mode constitutive of the weight of the State and an opened mode, adaptive and which functions in network; - the difficulty of translating the new methods of the public action and which results in the diversion of the innovations rather than by refondement of the policy = the governorship like a "new look" of the public action, alibi marketing; The example of Natura 2000 shows a failure of the participation in the profit of the prescriptive lawful way, preventing any capacity of the individuals to adapt the step. In front of this failure, the government delegated the task to local operators. Results: sectoral treatment of the nature which results in patrolling the block instead of approach shared into terms of collective relation with. The possible initiatives taken by the publicly-owned establishments on the other hand did not receive a support on behalf of the State (example of the national parks opposite to their supervisions which did not anticipate an evolution of the executives of action) : - acculturation with pragmatism: tallies of thought and action in which to act it is a fundamental condition of the reflexion and where the processes are worth more than the results : to learn while making. However the centralised culture is prepared little with the action in the dubious one; perhaps the levelling value and french universalism lend themselves it badly to take into account with new values like particularism and equity; - dissymmetry between actors whose competences and resources cognitive and reflexive are unequally distributed; who is legitimate, how "to make speak" those which do not speak, how to represent the minorities? - to transform the dialogue into construction of compromise whose finality is immediate, instead of conceiving it like a means of making emerge new solutions and new forms of action which do not penalize the generations future.

Lajarge, Romain / Roux, Emmanuel (2002), Mobilisation d'acteurs et significations différenciées des politiques publiques paysagères. L'exemple du Parc Régional des Monts d'Ardèche

This article says that in France, it is not possible to talk about specific public policies regarding landscape; it is better to talk about dispositives. From the example of Parc Naturel Régional des Monts d'Ardèche, the authors propose an analysis of the processes at work in the implementation of the dispositives. They underline four aims to do this valuation :

- different frameworks of action regarding landscape : which kinds of public policies for landscape exist in a Parc Naturel Régional (PNR) ?
- the way for the public policies to apprehend stakeholders : what do the public policies' perception show about valuation ?
- the methods of appropriation of landscape : how does the ways of appropriation show different kind of mobilisation of public policies ?
- the conditions for the emergence of a territorial project in the PNR charter : how is the landscape mobilized in this territorial project ?

Which policies ? The authors underline a superposition, an interaction between a lot of processes only on one space. However several spaces concentrate more processes. In the framework of the public policies for a long term conservation, three modes of mobilisation of landscape are identified which do a « territorialisation » more or less visible :

- when policies have an important institutional aspect based on limits, rules, a property of landscape elements ;
- when dispositives are more interventionist (maintenance of activities in underprivileged spaces), management is delegated to the stakeholders of the territory : to promote agricultural practices via the increase in value of the agricultural/landscaped/environmental resources. Then, the landscape is one of the instruments for economic and social development ;
- when the dispositives are done to make territorial development : landscape is not necessarily a goal of the interventions but it carries value needed to rally local stakeholders and to do emerge territorial projects. Here, the spaces concerned are bigger.

The stakeholders. The stakeholders are aware of the wide of the dispositives but they know only a part of them, the one which is concerned their scope (at the scale of the structure, of the office or of their own role in the dispositive). The consequence is a sectoriel working even if some partnerships exist. Landscape public policies stimulate kinds of cooperation between structures ; but in the same time, they focused on stress in these processes. The article identifies four kinds of stress :

- too generic frameworks for action ;
- succession in time of new dispositives which are sometimes at variance with the previous ;
- a gap between the local reality and the expectation of the european or national authority. This gap requires sometimes to review the goals, to do again the process of implementation... and to lose the trust of the local stakeholders ;
- the terms of implementation of public policies are too short and do not afford a good enforcement.

The gap between policy and territory: By studying of the local population's perception of the landscape, E. Roux and R. Lajarge identify landscape as a central element for the mobilization of stakeholders around projects and for the mobilization of public policies in PNR. In the perceptions, the action on/by landscape referre :

- to a patrimony deserving value adding ;

- to an agricultural landscape needing to be invested by the collective mobilisation not regarding aesthetic questions but regarding the promotion of agricultural activities, management of space, of patrimony accross policies ;
- to a symbol of quality with an important economic function. The increase in value of lanscape is an idea more and more important allowing collective mobilization around public policies.

What about the implementation of policies ? For the authors, a public policy is :

- a normative discourse participating to build the object on which it intervenes : the object « landscape » becomes an object of public policies, with his definitions, his framework, his sense, etc, in the same time these policies try to build this object to intervene ;
- an approach which is never applied strictly and which is open to interpretation. In the valuation of a the creation of a natural parc, the authors are not interested only in the results. At first, the valuation regards the capacity of the project to mobilize, then the translate in space the stakes of landscape in the project. Finally, it regards its capacity to do a reference of landscape for collective action. In this case, the action before the creation of the parc were implemented in the LEADER 2 Program (1997-2000). Landscape is central in this program and, if actions on landscape are rares, they produce a discourse about landscape which transforms the perceptions of landscape. The autors underline how it is difficult to link the concertation phase to a working method where the upstream diagnostic phase is done by external experts. At the end, the multiplicity of perceptions of the role of landscape in the parc planning makes difficult the identification of consensual aims. These aims are not heavy if they show a non common image and do not mobilize : then, the parc does not appear as a collective result...

To conclude, the article identifies three conceptions of public policies for landscape : - the conservation policies, to keep the landscape ; - the interventionist policies to increase in value the materiality of the landscape to conquest the territory ; - the sustainable development and management policies where landscape is a tool to make development and to mobilize. The stresses show : - a diversity of stakeholders, structures and logics ; - how it is difficult for the stakeholders to know the wide project and all his conditions of implementation ; - a diversity of the possible modes of negociation ; - the complexity and the imprecision of the frameworks and rules given by the legislature body. Landscape public policies do not act directly on landscape : they are mobilized by the territorial stakeholders inside territorial projects. Public action is a tool more than a finality.

Ministerio dell'Economia e delle Finanze (2002), Relazione sullo stato della montagna italiana

The volume follows the former studies devoted to the Italian mountain situation published since 1995 (in accordance with the Law n. 97 approved on January 31st 1994). Divided into six chapters, the volume presents an interesting and complete description of the main national, regional and intermediate (like "Mountain Communities") institutional actors deal with mountain areas, the legislative framework and the most relevant national and regional policies regard the Alpine bow and the most important Italian and European projects regards mountain areas. The volume focuses on to the economic resources allotted to the different mountain projects. The analysis of the different measures adopted by the national, regional and local actors covers a large variety of themes from agricultural and forest policy to environment and territory protection and from tourism development to water system. It is necessary to precise that, since the Italian legislation is characterized by a high degree of fragmentation, many sectoral policies were allocated to different actors. Moreover, it could be said that central state maintains the control over general framework legislation, while Regions are fully responsible for enacting it with special regional legislation. Inside the Regional structure, the volume presents the structure of the administrative framework and indicates the board responsible for any sectoral competences. The third part of the study analyses the range of legislative instruments (like Alpine Convention or Espace Mont Blanc), programmes (like Structural funds) and projects (like Leader+ or Interreg) supported by the European Union. The description and presentation of the institutional actors that do research and studies about mountain area in Italy (like universities, Mountain National Institute, Unimont or National Statistic Institute), a national and international web site list refers to mountain and a statistic appendix complete the volume.

The volume presents some interesting remarks about impacts of rural development and structural policies in the Italian mountain area. According to the text, the European policies present many deficiencies as they do not refer directly to agriculture or rural development in the mountain areas. The development policies are also undifferentiated since they do not identify priorities for each mountain areas which are significantly different. According to the text, e.g. in the structural funds programme, except for the "compensative indemnity measure" devoted to disadvantages areas, there are no trace of specific mountain areas policies: thus actions and measures for mountain areas have to be related to the general framework of rural development policies. The Agenda 2000 reform has introduced some important innovation in the rural development policies, which are related with mountain areas. The volume assesses that the "compensative indemnity measure", that is positively considered as an instrument to maintain the agricultural land use in disadvantages areas, is not sufficient to invert the current dynamics.

Guiding questions:

Which impact of public policies on regional development in the Alps is mentioned? Which impact on regional co-operation chains, governance capacity of individuals or communities, protected areas, leisure, tourism and commuter mobility, new forms of decision making (Q1-5)?

Italian legislation is characterized by a high degree of fragmentation, so many sectoral policies were allocated to different actors. More than that, sectoral policies have an horizontal approach without distinguish between geographical areas. Moreover, it could be said that central state maintains the control over general framework legislation, while Regions are fully responsible for enacting it with special regional legislation. Inside the Regional structure, the research presents the structure of the administrative framework and indicates the board responsible for any sectoral competences. It is important to point out that only few Italian regions in the Alpine bowl (Piedmont and Veneto regions, Autonomous Province of Bolzano) has specific mountain offices (Assessorato alla Montagna), while in the other cases (Friuli Venezia Giulia, Lombardia, Valle d'Aosta, Autonomous Province of Trento) mountain problems are addressed by local administrators and agriculture and forestry bureaus. Evaluation of public policies on regional development in the Alps, so is usually referred to the effectiveness of policies only in agriculture

sector. In the volume, the impact of public policies is hard to assess since the research exhibit the measures and instruments, not the impacts of them on regional development. Anyway, the volume presents some interesting remarks about impacts of rural and structural European policies on development in Italian mountain area. According to the text, the European policies present many deficiencies as they do not refer directly to agriculture or rural development in the mountain areas. The development policies are also undifferentiated since they do not identify priorities for each mountain areas which are significantly different.

Which key actors are mentioned? What is mentioned about their scope, and how they use it?

The volume presents an interesting and complete description of the main national (Italian government), regional (Alpine regions like Friuli Venezia Giulia, Lombardia, Piedmont, Valle d'Aosta, Veneto, Autonomous Province of Bolzano and Trento) and intermediate (like "Mountain Communities") institutional actors deal with mountain areas. Refers to the regional context, the research presents some scope and targets of each Region in the their legislative framework, but it not explain how regions use its administrative faculties.

Which policy recommendations or proposals, aiming at the adjustment and improvement of public policies and policy instruments, are mentioned? Which kind of recommendations? (thematic – organisational; wide – specific; general – concrete)

At the European level, recommendations and proposals aiming at the adjustment and improvement of public policies and policy instruments refers the lack of specification. In fact, development policies are undifferentiated since they do not identify priorities for each Italian mountain areas which are significantly different. According to the text, e.g. in the structural funds programme, except for the "compensative indemnity measure" devoted to disadvantages areas, there are no trace of specific mountain areas policies: thus actions and measures for mountain areas have to be related to the general framework of rural development policies. The Agenda 2000 reform has introduced some important innovation in the rural development policies, which are related with mountain areas. The volume assesses that the "compensative indemnity measure", that is positively considered as an instrument to maintain the agricultural land use in disadvantages areas, is not sufficient to invert the current dynamics.

What is mentioned about the problems of (policy) implementation regarding concepts, plans, programmes, evaluation studies and research works? What is mentioned about how to put recommendations into practice, how to bridge the gaps between research and practical application?

What is mentioned about the exchange and co-operation between researchers and practitioners, and how to improve it?

The research expounds a complete description of the institutional actors (like universities, Mountain National Institute, Unimont or National Statistic Institute) that do research and studies about mountain area in Italy. A list of the university courses, masters and Ph.D. offer by Italian universities complete the part of the book devote to research about mountain areas while a national and international web site list refers to mountain and a statistic appendix complete the volume. The report, anyway, do not contribute much to highlight the relationship about researchers and practitioners, to bridge the gaps between research and practical application.

Nordregio (2004), Mountain Areas in Europe: Analysis of mountain areas in EU member states, acceding and other European countries. Final report

The final report can be downloaded from

http://europa.eu.int/comm/regional_policy/sources/docgener/studies/study_en.html

This publication exhibits the results of a comprehensive research project about mountain areas and mountain policies in Europe, which has been undertaken in 2002-2003 for the European Commission and served also as a base for the Third European Cohesion Report. Project leader was the Scandinavian institute Nordregio. The analysed publication presents the project results, such as: questions of delimitation of mountain areas, description of demographic, economic and infrastructure trends. There are several maps with characteristic features of European mountain areas, and – most important for question 6 – there are extensive findings on mountain policies in Europe.

As regards mountain policies, the publication highlights that mountain areas are influenced by many policy sectors. Only in a few cases sector policies are integrated to policy programmes for mountain areas. In different countries different policy approaches can be detected. They can be clustered to four groups:

- Countries without mountain policies: in some largely mountainous countries (within the Alps: Slovenia), mountain policy is synonymous with general development policies.
- Countries with sectoral mountain policies (new EU countries above all, no Alpine countries): agricultural policies, environmental policies and tourism policies are dealing specifically with mountain areas.
- Countries where mountain policies are addressed to multi-sectoral development (within the Alps: Germany and Austria): policies have been widened from agriculture to other economic sectors (tourism above all), public infrastructures and services or environment. At present mountain issues are addressed in several public policies, often on regional level (e.g. regional development and spatial planning)
- Countries where mountain policies are addressed to overall development (France, Italy Switzerland): There are formally integrated mountain policies and a specific legislation for mountain areas. Only France has developed the concept of massifs as a political and operational level to propose, discuss and implement policies at a transregional level coherent with the mountain perimeter.

National policies (which are often implemented on regional level) are supplemented by transnational programmes and instruments. The Alpine Convention is mentioned as a most important treaty. EU policies have an important influence on several mountain-specific policies, especially agricultural policies (measures for less favoured areas, above all) and structural funds (objective 1 and objective 2, Interreg and LEADER).

Agriculture policy is to be considered as the principal mountain policy. Common Agricultural Policy (CAP) provides direct payments for supporting farming systems in Less Favoured Areas (LFA). Nevertheless, some national assessments (e.g. Italy, France, Germany) show that altogether the CAP is more favourable to lowland than to highland agriculture. The “Agenda 2000” has reinforced the “second pillar” of CAP, focussing assistance towards the support for rural development. The “second pillar” includes only a small proportion of the total CAP funds, but the decoupling process could facilitate turning natural handicaps of mountains into advantages (cultural heritage, landscapes, high-quality products). For an increasing number of countries (esp. Austria, Switzerland, Bavaria) the maintenance of agricultural land use and of cultural landscapes in mountain areas is more important than production.

Forestry policy at present highlights the various roles of forests (production, environment and recreation) and aims at encouraging the forestry sector to contribute to rural development. On European level this strategy has first been adopted in the “Forestry Action Programme” of 1988. Forest strategies and measures of the European countries are implemented at different levels (national, regional, local). In

Austria, a Mountain Forest Strategy has been defined on national level; it contains utilisation restrictions and measures to promote sustainable forestry. Within forestry policies there is no global policy for mountain areas, but a more or less co-ordinated set of measures relevant for mountain forests (e.g. support for planting new forests and for sustainable forest management, conservation of indigenous species, expansion of forests with protection roles, improvement of wood production structures, prevention against natural damage and fire). Overall, the effects of these policies appear to be encouraging but not sufficient.

Manufacturing in mountain areas is based on small and medium-sized, but diversified enterprises. It is often underestimated by policy makers, although it is an important employment factor in the Alps. Mountainousness is not a criterion for eligibility for Structural Fund. The general economic support system at national and regional level applies for enterprises in mountain regions as well as for others. Among the measures which are likely to be particularly beneficial to mountain areas, one can mention support for local crafts and enhancement of regional labels, ICT support for SMEs, promotion of teleworking, networks of mountain local enterprises.

Tourism policies: Support for tourism is generally developed through local initiatives in co-operation with tourism associations, rather than national policies. In general, it appears that policies initiated by public authorities to develop tourism are weak, and that few initiatives are specifically oriented towards mountain tourism. Nevertheless there is a wide range of instruments which may be beneficial to mountain tourism: e.g. renovation and improvement of quality of accommodation, modernisation of infrastructures, support for sustainable tourism, improvement of local attractiveness etc.. In view of the lack of national initiatives the importance of projects encouraging tourism development is often quoted.

Infrastructure policies are most important in terms of accessibility of mountain areas. The standard of high mountain roads has been substantially improved in recent years. All countries have National Road Plans which include mountain areas. But one particular phenomenon of mountain areas is transit traffic with its negative environmental consequences. While railway infrastructure is described as being dramatic in many mountain areas, the Swiss programme Rail 2000 is quoted as a good example of infrastructure policy. Public policies in favour of improved access to ICT in mountain areas (mobile phone coverage, broadband connection) could have socio-economic benefits for mountain areas and compensate for low physical accessibility.

Living conditions in mountain areas: The maintenance and improvement of public services in mountain regions is an important challenge in territorial planning. Sometimes national rules are adapted to a mountain context, and there are several local initiatives and projects, such as transport services “on demand” or mobile public services.

For environmental policies three main types of tools have been distinguished:

- Spatial planning: There are only very few specific procedures for mountain areas; for alpine countries only the UTN system (“Unités touristiques nouvelles”) in France and the Bavarian Alpenplan are mentioned. The first one is an appraisal procedure for the creation or expansion of resorts, involving a regional UTN committee.
- Risk management measures that are likely to be particularly beneficial to mountain areas include the integration of risk assessment and zoning in planning, the designation of catchment areas for flood prevention and forestry measures for prevention.
- Nature conservation policies are rather differentiated across Europe. There are several categories of protected areas (national and regional parks, nature reserves, forestry reserves, wilderness reserves, protected landscapes, sites of scientific interest, heritage monuments etc.). While none of these policies is explicitly aimed at mountain areas, a significant proportion of the most highly protected areas are located within them. At the EU scale, the Natura 2000 system, deriving from the Species and Habitats Directive, is the principal tool for nature conservation, although its application has been severely delayed in many countries.

Guiding questions:

Which impact of public policies on regional development in the Alps is mentioned? Which impact on regional co-operation chains, governance capacity of individuals or communities, protected areas, leisure, tourism and commuter mobility, new forms of decision making (Q1-5)?

The effects and impacts of mountain policies are difficult to appraise. It is difficult to separate general trends and general policy effects from the effects of specific mountain policies. Only a small number of evaluations on the effects of mountain policies have been undertaken. From these five key points emerge:

- Population in most mountain areas are generally declining, despite the implementation of public policies. However, economic diversification and improvement in the quality of life are beginning to have positive effects. Population decline has been reduced by increasing accessibility and providing both job opportunities and services. A number of massifs are now attractive territories, particularly in the Alps.
- CAP and the national application of its instruments receive mixed assessments. Agricultural income and investment are largely augmented by European subsidies that contribute to maintaining farmers in mountain areas where production is not competitive. But in several countries these subsidies did not slow down population decline. In some countries agricultural policies tend to favour large-scale farms and intensive methods – this may cause the loss of small farm and of traditional species, practices and know-how.
- Mountain economies have, in many places, become more diversified through the development of tourism. But manufacturing and mining are often in difficulties, and unemployment remains high in some mountain areas.
- The environment, landscapes, and cultural values have become better protected through EU and national legislation; however, there are many contradictions with development aims and economic initiatives.
- Barrier effects have been reduced through improvements in transport infrastructure, but at the local level there is often a lack of investment in local roads and secondary railways.

One may conclude that in general mountain policies have led to a stronger integration of several mountain regions. A main positive effect is the raising awareness that mountain areas possess several strengths and that they are valuable for the urban and global society.

Which key actors are mentioned? What is mentioned about their scope, and how they use it?

The publication mentions several actors/organisations relevant for designing/implementing mountain policies.

- Several trans-frontier institutions for regional co-operation, involving a small number of regional governments, are mentioned (e.g. around Mont Blanc, the Lakes of Constance and Geneva, the Simplon Pass or Lake Como). At a larger scale there are working communities of regional governments (COTRAO for the western, ARGE-ALP for the central and ALPEN-ADRIA for the eastern Alps).
- Connected with the Alpine Convention several organisations are mentioned: The Secretariat and the Scientific Secretariat, the network of protected areas, the network of Alpine communities “Alliance in the Alps”, and the CIPRA.
- Research and training centres are listed in Annex 10 of the publication. They undertake inventories, analyse development trends, promote new ideas and provide training, thus they are very important for developing, implementing and evaluating mountain policies.

- Regional and European organisations with a focus on mountain issues were asked about their policies and positions (Annex 11)-

But the publication does not contain information about the actors' scope.

Which policy recommendations or proposals, aiming at the adjustment and improvement of public policies and policy instruments, are mentioned? Which kind of recommendations? (thematic – organisational; wide – specific; general – concrete)

The authors of the publication conclude that the challenges for European mountain regions are twofold: They must deal with specific geographic natural handicaps and make use of mountainousness and peripheral situation to strengthen competitiveness. Some mountain regions must also deal with structural problems, such as depopulation or poverty, and with structural changes. Here, the issue is to find a new equilibrium and to develop new economic strengths.

The following topics emerged as priority aims from the projects findings and a transnational workshop:

- A focus of mountain agriculture on quality products and land preservation: In general, mountain agriculture cannot compete with lowland agriculture. With very few examples, mountain agriculture cannot hope to become competitive in adopting intensive models in the growing global competition. Farmers have to focus on quality products and niche markets (e.g. organic food, labelling). Policies for mountain agriculture have to be more targeted on this kind of area-based farming, complemented by the public protection of labels of origin, and by sustaining multi-activity (forestry, hunting, tourism, small industries)
- Recognition of the full values of mountain forests: Policies have to facilitate the co-ordination of the protection, production, recreation and environmental functions of mountain forests.
- The transition for manufacturing activities in mountain areas: More consistent policies towards manufacturing activities in mountain areas (e.g. activities based on new technologies, ICT, winter tourism and sport manufacturing, food and wood processing) are needed. This includes training opportunities, assistance in developing projects and proposals, financial support and access to credits.
- Enhancement of mountain tourism: Tourism development (for which responsibility is often divided between several public authorities) calls for co-ordination between policy sectors.
- Reduction of the barrier effect of mountains: High priority has to be given to new technology infrastructures and networks. Networking between various players (institutions, communities, enterprises) within as well as between countries, is a crucial point.
- Development of urban functions and urban networks in mountain areas: Urban policies for mountain regions largely have to address mountain-lowland interactions. Mountain policies have to reinforce their links with urban planning, economic investment in small towns, local infrastructure networks and integrated actions between rural and urban issues.
- Promotion of sustainable development: Since for many questions of how to balance ecological, economic and social needs there are no clear answers, the exchange and analysis of good – and bad – practice is essential.

The study “Mountain areas in Europe” dealt with the question if a specific EU mountain policy would be useful. They conclude that the need for an EU policy specifically directed to mountain areas and distinct from other structural policies is equivocal. One reason for this is the great diversity and complexity of situations. The structural problems of mountain areas can generally be addressed through the classical objectives of regional policies. The specific challenges for mountain areas may be considered by introducing “natural handicaps” as one of several possible strands for implementation of future Structural Funds interventions..

What is mentioned about the problems of (policy) implementation regarding concepts, plans, programmes, evaluation studies and research works? What is mentioned about how to put recommendations into practice, how to bridge the gaps between research and practical application?

What is mentioned about the exchange and co-operation between researchers and practitioners, and how to improve it?

These questions have not been a research theme.

Pamme, Hildegard (2005), Kommunale Nachhaltigkeit durch Organisationslernen? Ein Plädoyer für Bescheidenheit (Local Sustainability by Organisational Learning? Organizational Sociology Recommends Modesty). Munich (GAIA 14/1 2005: p. 57-65)

This article does not deal with Alpine or mountain policies, but is an interesting theoretical contribution to the question of the implementation of policy recommendations towards more sustainability. It comments on the concept of organisational learning which is often seen as an opportunity for local sustainability strategies. However, the paper argues that it will actually be very difficult to increase the ecological efficiency of local governments using the concepts of organisational learning.

Guiding questions:

Which impact of public policies on regional development in the Alps is mentioned? Which impact on regional co-operation chains, governance capacity of individuals or communities, protected areas, leisure, tourism and commuter mobility, new forms of decision making (Q1-5)?

The article is based on research about the implementation of Local Agenda 21, Environmental Impact Assessment and Eco Audit instruments in Germany, but it does not focus on policy impacts.

The instrument of Eco Audit, which needs a high amount of personal, technical and financial resources, is only sparsely implemented in German municipalities. Local Agenda 21 procedures are used in 19% of German municipalities, but often they remain a niche strategy without much relevance. Non-sustainable local projects (such as shopping malls) are often planned and realised in a way that systematically bypasses LA21 procedures. Furthermore, LA21 often has a more symbolic character and contributes only few to solving ecological problems.

Which key actors are mentioned? What is mentioned about their scope, and how they use it?

The article states that local governments (as organisations) have certain dynamics that hinder ecological progress: They are embedded in complex surroundings and cannot be independent in their decisions. Moreover, they tend to aim at achieving acceptance rather than at solving problems, and they are characterised by relationships of power.

Which policy recommendations or proposals, aiming at the adjustment and improvement of public policies and policy instruments, are mentioned? Which kind of recommendations? (thematic – organisational; wide – specific; general – concrete)

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What is mentioned about the problems of (policy) implementation regarding concepts, plans, programmes, evaluation studies and research works? What is mentioned about how to put recommendations into practice, how to bridge the gaps between research and practical application?

The article refers to the concept of organisational learning which is based on individual learning procedures. As a reaction to changing external conditions organisational learning leads to changes within organisations. This concept has been used for rational planning approaches such as “local sustainability management” (e.g. by Gehrlein 2004). The article shows that organisational learning is hampered by the own logic of organisations:

- There are complex relations between the organisation and its societal environment.
- Organisations tend to safeguard and legitimate themselves and to find acceptance in society
- Existing power structures within organisations are threatened by learning procedures – this leads to blockades.

For municipalities learning processes towards more sustainability would mean to change the principal orientation of the organisation, and to add ecological precaution and long-term orientation to their decision parameters. But this orientation would mean a discontinuity with their existing societal environment which puts a stronger emphasis on economic issues. At present the most promising way of ecologisation is striving for more resource efficiency because this is often linked with the reduction of costs.

The analyses about LA21 and Eco Audit measures have shown that municipalities tend to use “green” labels which increase the acceptance, but they will often avoid to line up concrete measures for solving problems.

The article summarises that the own logic of the organisation “municipality” hampers the power of transformation towards (a more ecologically oriented) sustainability. The results lead to suppose that a “local sustainability management” will not be able to strengthen the ecological potential of municipalities.

Returning to organisational sociology, the author concludes that organisational learning for sustainability is easier if the method of recursive reorganisation (following Giddens 1979) is applied because the difficulties of organisational learning due to the inevitable momentum of organisations can be integrated into the learning process. The author suggests a step-by-step approach within a learning network that reflects – with the help of an external consultant – the own routines and power structures. Only when routines are softened, there is place for changes. But, according to the author, the method of recursive reorganisation has never been applied in municipalities.

REGALP (research project within the 5th European Framework Research Programme)

1. Publication:

Pfefferkorn, W. / Egli, H.R. / Massarutto, A. (eds.) (2005), Regional Development and Landscape Change in the Alps. The Challenge of Polarisation. Berne (Geographica Bernensia G 74)

2. Non-published working reports (can be downloaded from www.regalp.at):

WP3 “Evaluation of public policy on the interrelation between regional development and cultural landscape change”: Work package report (synthesis) and annexes (national reports Austria, France, Germany, Italy, Slovenia, Switzerland)

WP6 “Proposing policy adjustments”: Work package report (synthesis) and annexes (national reports Austria, France, Germany, Italy, Slovenia, Switzerland)

The REGALP project has analysed the interrelation between regional development and changes of cultural (=man-made) landscapes in the Alps. On the base of a typology of local spatial development trends future scenarios for the Alps in 2020 have been built. Main result: An increasing spatial polarisation is taking place between prospering intensively-used (sub-) urban areas and peripheral areas / dormitory communities with underused capacities. One of the main aims of the REGALP project was the analysis of relevant public policies and the development of proposals for policy adjustment. The findings of the work packages 3 “Evaluation of public policy on the interrelation between regional development and cultural landscape change” and 6 “Proposing policy adjustment” are most relevant for the “Future in the Alps” project.

In work package 3 a transnational “meta-evaluation” has been carried out. It was based on national contributions from all partner countries; the national partners based their analysis on existing evaluations and studies and on some expert interviews (several policy fields). Six different policy approaches of how development and cultural landscape issues are addressed have been distinguished:

1. “Agriculture approach”: Support for agriculture with the aim of maintaining a multifunctional agriculture (compensation payments for less-favoured areas, agri-environmental measures, rural development measures)
2. “Forest approach”: Regulation, planning and financial support for maintaining multifunctional forests (has not been analysed in detail)
3. “Conservation approach”: Nature and landscape protection policies / protected areas
4. “Projects approach”: Support for local development projects based on cultural landscape, cultural and natural resources
5. “Infrastructures approach”: Infrastructure development in the frame of transport, tourism, mountain and regional development policies
6. “Planning approach”: Spatial planning tools for conciliating development with environmental and landscape needs

These policy approaches have been assessed in terms of relevance, coherence and impact, with the help of a defined system of reference for “sustainable development”. The impact assessment referred mostly to the level of small pilot regions within the partner countries. Especially some statements on policy impacts from the national reports are interesting for the “Future in the Alps” project.

In work package 6 policy recommendations for the above policy approaches (without “forestry approach”) as well as more general “transversal policy recommendations” have been worked out. This has been based on the policy diagnosis (achievements / deficits of public policies and their reasons), and on the comparison with collected policy recommendations deriving from diverse studies and evaluations.

Guiding questions:

Which impact of public policies on regional development in the Alps is mentioned? Which impact on regional co-operation chains, governance capacity of individuals or communities, protected areas, leisure, tourism and commuter mobility, new forms of decision making (Q1-5)?

Agriculture approach:

In all countries compensatory allowances and agri-environmental measures constitute a substantial part of agricultural incomes in mountain areas and have then a positive effect on keeping up an extensive agriculture. They are slowing down the long-term process of the decrease of agriculture and are contributing to keeping up the area-wide cultivation of the country. Especially the maintenance of extensive, traditional and ecologically sound cultivation practises for grasslands is achieved. The support for agri-environmental measures contributes to the maintenance of Alpine pastures and of valuable landscape elements. Compensatory payments for less-favoured areas recognise the socially important services of agriculture, such as conservation of cultural landscapes and settlements. Especially the Austrian contribution underlines that economic disadvantages of mountain farming are best compensated by a differentiated system of zones (higher payment for more difficult natural conditions of cultivation). Especially the French contribution points out that supporting agricultural quality products and products of controlled origin have beneficial effects on cultural landscapes (adequate production procedures, co-operation between farms, maintenance of cultivation and of employment).

Nevertheless, the REGALP reports point out that the long-term support of agricultural businesses cannot be considered economically sustainable. Sometimes there seem to be wind-fall gains (especially the German contribution underlines this aspect). Anyway, the tools within the “agriculture approach“ mainly contribute to keeping up existing businesses and practices and to slowing down long-term processes, but they are not active instruments of influencing trends in the sense of more sustainable development. Several national reports (e.g. Slovenia) point out that public subsidies for agriculture may lead to a “passivisation” of farmers, and that initiatives for finding other farm strategies more adapted to market demands may be hampered.

Conservation approach:

Especially the German and the Slovenian contributions deal with this policy approach. The impacts of nature and landscape protection policies, focusing on protected areas, mainly are achieved by prohibiting changes and maintaining the status quo of protected areas. Generally speaking, they contribute to limiting losses of biodiversity and landscapes (within a limited surface of the territories) and to enhancing the tourism value of the areas. They also fulfil an important educational and information role. This can have side effects of attracting additional masses to vulnerable areas. However, protection aims are best achieved in remote areas with a low development pressure. The Slovenian report points out that in some parts of Triglav National Park weekend cottages have been built despite prohibition. And also, even if building and infrastructures are prevented within the limits of protected areas, development pressure will be the higher in bordering areas outside. The acceptance of land owners (farmers) for land use restrictions due to conservation aims is often very low, and the establishment of new protected areas (e.g. NATURA 2000) often meets big difficulties.

Projects approach:

Various policy devices, such as Interreg and LEADER+ programmes, the Swiss instrument Regio+ or the Regional Natural Parks in France are subsumed in this approach. In a general view, the most visible impacts of projects based on cultural or natural regional resources are the mobilisation of the population, the improvement of regional / local co-operation structures and the enhancement of regional identity.

For France it has been stated that park charters (obligatory in Regional Natural Parks), containing orientations for protection, valorisation and development, are very useful for co-ordinating different

interests and safeguard the consistency and permanency of action.

For Switzerland the national report states that the strengths of the Regio+ program are seen in opening up endogenous regional development potentials through co-operation between different sectors and businesses as well as between public and private institutions. However, the projects are focussing on tourism and agriculture, while other target groups of regional development are not reached sufficiently.

The Austrian report states that the LEADER program is rather widespread, well-known and accepted in rural Austria. It contributes to the better organisation of rural communities, more co-operation and the mobilisation of local actors. Here too, tourism and agriculture are the most involved sectors. While soft locational factors are strengthened, a distinct and measurable improvement of regional economies seems to be an exaggerated expectation. It is stated that the policy approach apparently is not able to counterbalance the observed non-sustainable spatial development trend of increasing disadvantages of peripheral rural areas competing with central areas.

Infrastructures approach:

Instruments related to transport, tourism and mountain development policies have been analysed – but this was possible only in a rather superficial way. The policies dedicated to the development of infrastructures aim at the reinforcement of the territories as an economic location and to the safeguard and improvement of their accessibility. This policy approach implies a very high financial input from public budget. A social aspect of traffic infrastructure is the support of maintaining a decentralised colonisation of the Alpine territory. The extension of the road network has contributed to the maintenance of remote settlements and agri-cultural sites. Hence cultural landscapes are preserved and opened up for recreation and tourism. But an extended road network also fosters a dispersed settlement development and thus encourages inefficient land use.

Especially the national report from Switzerland focuses on the infrastructure issues. As for the impacts of the Swiss regional policy for mountain regions it states that IHG has been an important instrument for mountain development during the past 30 years. By giving interest-free credits for investment projects it has substantially contributed to infrastructure development in mountain areas in various sectors (roads, public transport, electricity, schools etc.) Positive effects have been seen in terms of supporting economically weaker regions and minimising emigration from these areas. In the beneficiary areas IHG has improved income and job opportunities, relieved financially weak communities and initiated private investment. Hence it has helped to reduce regional disparities. Deficiencies have been detected in the poor interregional co-operation, especially between urban and rural regions. In a general assessment, the support for infrastructure building is not really compatible with some sustainability aims, such as reduction of land consumption and land fragmentation. But since its revision in 1997 the IHG also addresses ecological questions. The new IHG focuses not so much on infrastructures, but stronger on soft factors and organisational structures for more innovation.

Planning approach:

The impact of spatial planning instruments is hard to assess; existing policy evaluations of spatial planning instruments are barely known. Spatial planning is meant to provide the conceptual framework, the tools and procedures for conciliating different aspirations and needs in space. Although prevailing instruments are administrative, nowadays planning tasks in a narrow sense are complemented by the management of processes or of conflicts between different territorial claims. The most widespread instruments are local (land-use) plans existing in most municipalities, while regional concepts exist only in some regions, and landscape and other sectoral concepts are not very common. Although it seems that (local) spatial planning has contributed to a more rational spatial order of territories, several big problems of spatial development, such as urban sprawl or traffic growth, can be observed in spite of the overall policy goal of “sparing and effective land use”. An implementation deficit of spatial planning was stated in several national reports.

Generally, for the studied public policies it was concluded that they contain mostly “soft” instruments,

and that they may be able to correct or slow down some non-sustainable development trends in the Alps, but not to counteract them. (The increasing spatial polarisation or the traffic growth may be such development trends.) External factors, such as WTO negotiations or EU enlargement, and technical progress seem to have a greater influence on future development of the Alps than the studied public policies.

Which key actors are mentioned? What is mentioned about their scope, and how they use it?

Although the policy evaluation within the REGALP project focused on the analysis of written documents, the involvement of key actors in the pilot regions as well as the exchange with policy makers on regional, national and EU level were also very important parts of the project. Hence these actors have substantially contributed to the elaboration of future scenarios, to the assessment of public policies and to policy recommendations. Nevertheless, the scope of actors was not a research subject.

Which policy recommendations or proposals, aiming at the adjustment and improvement of public policies and policy instruments, are mentioned? Which kind of recommendations? (thematic – organisational; wide – specific; general – concrete)

Policy recommendations were elaborated for the policy approaches mentioned before by the national REGALP research teams and synthesised on a transnational level. Due to the wide thematical approach they stay often rather general. Especially on the transnational level they are rather general strategic orientations than concrete recommendations for specific policy instruments. The national contributions also contain some more specific proposals.

- Transversal recommendation 1: “Policy approaches should pay more heed to the inter-relation between regional development and cultural landscape. Economic and landscape issues should be balanced within and between the policy sectors. Co-ordination between different policy approaches and co-operation between the concerned sectors should be improved”.
- Transversal recommendation 2: “Policies should give more consideration to small-scale spatial differences in the Alps. Instruments and measures must be better adapted to the specific regional situation.”
- Transversal recommendation 3: “Policies should counteract the polarisation between central and peripheral areas in the Alps and aim at a better balance and synergetic co-operation between these areas.”
- Transversal recommendation 4: “Evaluation measures for policies and instruments dealing with economic development and cultural landscape should be improved in order to provide ongoing input for policy adaptation.”
- Transversal recommendation 5: “A broad and general discussion about functions and objectives of cultural landscape in the Alps should be initiated, involving all policy fields relevant for landscape as well as land users, land owners and the general public.”
- Planning approach – recommendation 1: “Spatial planning policies must focus more on the spatial balance between economic development and cultural landscape issues. The elements of spatial regulation must be better linked to elements of economic development.”
- Planning approach – recommendation 2: “The implementation of spatial planning goals, especially controls related to settlement development and safeguarding free space should be enhanced by improving the operationalisation of objectives.”
- Planning approach – recommendation 3: “In order to complement spatial plans, more local and regional projects should be implemented that aim for sustainable spatial development with balanced

economic and landscape requirements.”

- Planning approach – recommendation 4: “Communication and co-operation must be improved within the field of spatial planning as well as between planning and relevant sector policies at all administrative levels.”
- Agriculture approach – recommendation 1: “Agricultural policies should support the maintenance of Alpine agriculture further. State funds are still required, but measures and premiums should be better adapted to the specific regional situation.”
- Agriculture approach – recommendation 2: “Agricultural policies should be designed to improve the profitability of Alpine farming. Quality products, efficient marketing structures and diversification of activities must be better promoted and supported.”
- Conservation approach – recommendation 1: “Landscape policies must provide policy- and decision-makers, professional groups and inhabitants with more information about Alpine cultural landscape. Awareness of landscapes, their requirements and their inter-relation with economic development must be raised.”
- Conservation approach – recommendation 2: “Protected areas must be maintained in future, but should be better complemented by environmentally sound land-use practices outside the protection area, in order to guarantee comprehensive maintenance of landscape diversity. Maintenance strategies should be established that integrate spatial planning provisions and agri-environmental measures.”
- Conservation approach – recommendation 3: “The level of restriction in protected areas must be better adapted to the local situation and related requirements. Nature protection and economic concerns must be better balanced. Communication with and involvement of locals must be improved accordingly.”
- Infrastructure approach – recommendation 1: “Infrastructure policies should pay more heed to cultural landscape as a basis for economic development. Measures must be implemented to prevent adverse effects on landscapes caused by infrastructure development.”
- Infrastructure approach – recommendation 2: “Small-scale, environmentally sound tourism based on cultural landscape should be further improved and extended. Intensive tourism should be concentrated only in the most suitable areas of the Alpine space.”

What is mentioned about the problems of (policy) implementation regarding concepts, plans, programmes, evaluation studies and research works? What is mentioned about how to put recommendations into practice, how to bridge the gaps between research and practical application?

What is mentioned about the exchange and co-operation between researchers and practitioners, and how to improve it?

Even if the REGALP project aimed at proposing meaningful and implementable policy recommendations (by opening the discussion with policy makers already at an early stage of the project), the reports and publication do not contribute much to answering these questions. The publication, chapter 9.2, deals with the feasibility of REGALP recommendations: Due to their “ideal” character the feasibility of some policy recommendations does not seem very high to the research team. Nevertheless, such proposals can provide input for ongoing or forthcoming debates of policy amendment. The involvement of policy makers and experts in the REGALP process, can be regarded as a general basis for implementation. There are also several recommendations that are in line with present policy orientations (such as maintenance of Alpine agriculture).

Finally, as a supplement to the analysis of the reports and publication, I’d like to quote a rather critical comment regarding the implementation of REGALP policy recommendations. It has been written down

by a responsible of Austrian spatial policies (national level) after he had received the REGALP policy recommendations for Austria: He thinks that, although the recommendations are ok, as regards contents, they do not have much news value: They correspond to a common basic understanding, not only in Austrian spatial policies, but also in European (see ESDP). He sees the following reasons for the fact that recommendations have not been sufficiently implemented:

- Conflicts between different objectives do not stand out in written documents, but when it comes to implementation, especially when local actors are involved.
- The politicians' possibilities to understand complex interrelations and to handle complex (and still insufficient) information during complex decision procedures within rather short time are limited. There is no lack of knowledge of what should be aimed at, but of knowledge about and experiences with successful governance methods. We need slim and effective institutional arrangements for including different policy sectors and levels into public decision processes, as well as for conflict management, public participation, public-private partnership etc..

Stalder, U. (2001), Regionale strategische Netzwerke als lernende Organisationen. Regionalförderung aus Sicht der Theorie sozialer Systeme. (Regional strategic networks as learning organisations. Regional promotion policies from the view of the theory of social systems). Bern (Geographica Bernensia G 68)

This publication deals with the support of regional strategic networks (RSN) by the instruments of Swiss regional policy “Regio plus” and “LAV” (Promotion of agricultural sales). The analysed RSN are aiming at a better use of regional resources (mainly agricultural products and tourism). The performance of these RSN and the efficiency of the instrument Regio plus (and partly also of LAV) are analysed with the help of the theory of social systems. Recommendations for RSN and for regional promotion policies are given.

The analysis is based on five case studies:

- Common agricultural marketing “Naturally Aargau” (GANA)
- Regional marketing AG “Appenzellerland – healthy all around”
- Community of interests “Spelt”
- Geo Park Sarganserland – Walensee – Glarnerland
- Community of interests “Border path Napfbergland”

The theory of social systems (according to the German sociologist Luhmann) basically is founded on the following hypotheses: The communication patterns within modern society are complex. Society is divided into several equivalent societal sub-systems, such as politics, economy, science, legal system etc. These systems are functioning with their own logic. The possibilities of steering one system (e.g. economy) from another system (e.g. politics) are limited. Organisations are considered as an intermediate level between individuals and society. Organisations are able to communicate directly with other organisations. The theory of social systems refuses concepts of a territorial differentiation of society.

Guiding questions:

Which impact of public policies on regional development in the Alps is mentioned? Which impact on regional co-operation chains, governance capacity of individuals or communities, protected areas, leisure, tourism and commuter mobility, new forms of decision making (Q1-5)?

Regional policy can be interpreted as an attempt of the sub-system politics to influence the territorial patterns of the other societal sub-systems (economy, above all), by means of money, legislation and knowledge. The Swiss program Regio plus intends to increase the co-operation between regional actors by financial incentives and connected conditions, and to overcome system barriers between different economic sectors as well as between economy and other societal systems.

The Regio plus program aims at supporting the structural changes of rural economies, at a better use of regional development potentials and at the creation or maintenance of jobs. The analysed five case studies have produced only few effects in this regard. Nevertheless, success can be reported with regard to educational, cultural and ecological aims.

The fact that the effects of Regio plus are not as big as the programmatic aims, can partly be explained by the discrepancy between the claim and the dedicated means. It is not realistic to achieve structural changes of rural economies with 7 million sF, the average annual budget available for Regio plus. Furthermore, also the instruments of “legislation” and “knowledge” are not used in an optimal way. The measures are not differentiated enough although the promoted projects are very heterogenous. The focus lies on agricultural and tourism projects while seminal sectors cannot be reached sufficiently. The follow-up of projects and procedures of organisational learning are not sufficiently considered. There is not enough co-ordination with other sector policies.

Which key actors are mentioned? What is mentioned about their scope, and how they use it?

The regional strategic networks which are supported by the instruments Regio plus and LAV have an intermediate position between the subsystems of economy and politics. They refer to specific territories. Their organisational status is characterised by a low level of institutionalisation. Most of the analysed RSN aim not only at competitiveness, but also at producing public goods (benefit for the region); they are dependent on public money; and public or semi-public institutions (such as municipalities, regional planning organisations or tourism organisations) are taking part in the organisational structures of RSN.

The study differentiates 8 types of RSN promoted by Regio plus and LAV:

1. Marketing of regional agricultural product
2. Development of tourism destinations
3. Installation of a business centre
4. Installation of a centre for R&D and education
5. Installation or preparation of a regional natural park
6. General marketing for the business location
7. Change of use of given infrastructures
8. Co-operation of municipalities and private businesses

The majority of RSN belongs to the types 1 and 2.

RSN generally are a co-operation of regional actors, oriented towards regional objectives. In the starting phase of RSN the territorial orientation produces organisational stability, but later it can turn out to be an obstacle for succeeding in the increasingly international economy (see case study GANA: after mergers and strategy changes the most important partners in food processing and retail lost the interest in the regional label).

For RSN organisational learning means that they should focus on specific aims and strategies. Thereby a RSN has two options: First, to turn to a competitive business which does not need public funding any more, or, second, to become a non-profit organisation which produces public goods. In this case, a successful RSN has to produce public goods which are really needed, to do this better than existing organisations and to convince politics that they should provide money for that.

Which policy recommendations or proposals, aiming at the adjustment and improvement of public policies and policy instruments, are mentioned? Which kind of recommendations? (thematic – organisational; wide – specific; general – concrete)

With the aim of increasing the effectivity and efficiency of the Regio plus program the study suggests the following measures:

- Modification of the aims: regional economic objectives should be taken back in favour of other societal objectives. These objectives should be agreed individually with the organisations
- More co-operation with other policy sectors (national and cantonal), such as promotion of tourism, environmental, technology and educational policies
- Incentives for innovative sectors and for urban-rural partnerships
- Targeted support for organisational learning procedures

What is mentioned about the problems of (policy) implementation regarding concepts, plans, programmes, evaluation studies and research works? What is mentioned about how to put recommendations into practice, how to bridge the gaps between research and practical application?

The study does not deal directly with these questions. The general diagnosis from the view of the theory of social systems: the possibilities of steering a societal sub-system from another system (politics) are limited.

U. Tappeiner, G. Tappeiner, A. Hilbert, E. Mattanovich (eds.) (2003), The EU Agricultural Policy and the Environment. Evaluation of the Alpine Region. (European Academy – Bolzano)

Guiding questions:

Which impact of public policies on regional development in the Alps is mentioned? Which impact on regional co-operation chains, governance capacity of individuals or communities, protected areas, leisure, tourism and commuter mobility, new forms of decision making (Q1-5)?

Unlike many other sectors, agriculture is one in which direct public intervention remains the norm rather than the exception. In fact, no other branch of the economy is so strongly regulated by economic policy measures. The book pursues the question, how the EU Agricultural Policy influences the landscape and the environment of the Alps. The analysis is based on the assumption that the effect of agricultural policy on the environment can vary widely from region to region. From this perspective, the topological, cultural, social, and political diversity typical of the Alps represents an optimal framework for the analysis of the relationship between agrarian policy and the environment. In fact, the EU-Project SUSTALP offered the possibility of examining the effects of the Common Agricultural Policy (CAP) on such a fragile region as the Alps in an integrated and interdisciplinary way. EU-Project SUSTALP particularly aims at investigating the environmental effects of agricultural policy, as well as to deduce a profile from the results of the analysis throughout the entire Alpine Region for a sustainable development within this region. The approach, namely, implicitly embraces the assumption that the “side-effects” in context with environmental concerns of agricultural policy can, under certain circumstances, play the main role. Such an approach is of greatest importance for the survival of agriculture in the peripheral and fragile regions, as represented by great areas in the Alps. In these areas agriculture can only be considered as multifunctional, where-by up to now a substantial part of its labour outputs consists of uncompensated external services. Some conclusions about European Agricultural, Environmental and Regional Policy could be formulated:

- a consistent agricultural policy is effective: this finding is not at all obvious, since financial incentives provided by agricultural policy are frequently suspected of not being put to their intended use and of not leading to any relevant changes within the basic structure;
- the Alpine Region can be divided into various agrarian structure region types, within which the same agro-political instruments leads to effects, which differ greatly in intensity and direction;
- agricultural policy is effective on agricultural reference values, as well as on the environment. Its impact differs according to regional and operational setting: essential to the efficiency and sustainability of the agricultural sector is the stability of the non-agricultural sectors (tourism, trade and industry, and services) as the agricultural sector is closely interrelated with these sectors. This results in opportunities for the local market and changes in opportunity costs of various operation strategies, which in turn influence the agricultural sector.

Which key actors are mentioned? What is mentioned about their scope, and how they use it?

Although a thousand of interviews with farmers were conducted during EU-SUSTALP Project no matters results from their scope and the use of it. The questionnaires fulfilled by farmers provided a very broad image of agriculture in the Alps. In fact, many topics were questioned and information about data regarding the enterprise, the strategy pursued by the operation management and the operations that exert an immediate effect on the ecological value of the cultivated land were collected.

Which policy recommendations or proposals, aiming at the adjustment and improvement of public

policies and policy instruments, are mentioned? Which kind of recommendations? (thematic – organisational; wide – specific; general – concrete)

Agricultural policy throughout the entire Alpine Region is required to preserve the economic existence with taking ecological and social aspects into consideration. Consequently, agro-political subsidy instruments shall not only target the fulfilment of single aspects. All instruments have to allow for the balance between economic, ecological and social aspects. Some policy recommendations and proposals aiming at the adjustment and improvement of agricultural policy are mentioned.

- Maintaining of public support for a sustainable development of the Alpine agriculture;
- Consideration of the typical Alpine Region inter-dependence of the agricultural sector with the other economic sectors: in such disadvantaged region as the Alps, the agricultural sector can only survive in an intense integration with the other economic sectors;
- Generating of measures that unify ecological, economic and social components of sustainability in one approach;
- Establishing of supportive measures for local activities that particularly favour local participation and adaptation to the local situation;
- Orientation of support programmes towards external effects exposed by the agricultural enterprise;
- Regional specific orientation of supportive measures: agro-political instruments have very differing effects on the various agrarian structure region types. This means that an efficient policy must combine differently its instruments to correspond to each region type, while following the same aims for all. This can be achieved by a liberal application of the principle of subsidiarity.

The EU-SUSTALP Project confirms the fact that a successful agricultural policy is not possible without considering regional conditions. Thus, all influencing factors that are in connection with the region assume a central role. The multifaceted points of contact between agricultural and regional development are to be particularly considered. Conclusion and recommendations concerning those two aspects are:

- Reevaluation of the region as operating and decision-making level;
- Careful creation of programmes concerning rural development: for the creation of a successful programme, regional conditions especially have to be taken into account;
- Intensification of regional collaboration: the specific cooperation of individual forces has decisive significance for the success of integrated rural development;
- Strengthening of regional rootedness versus globalisation: an increased rooting of the region could provide an appropriate response in general and could also create a geographic reference area for a multitude of qualities;
- Introduction of the agricultural guideline as a significant contribution for regional policy: agriculture is a decisive factor for the development of rural areas. An agricultural guideline could serve the purpose of a preliminary stage for an integrated developmental concept correspondingly to the rural area;
- Regionalisation of support programmes: congruent to a highly improved position of the region concerning the operating and decision-making process, support programmes are to be orientated to a larger extent towards the regions;
- Intensification of area relevant basic research;
- Orientation of evaluation towards regional priorities: the efficiency of the utilised agro-and regional political instruments is to be evaluated continuously.

What is mentioned about the problems of (policy) implementation regarding concepts, plans,

programmes, evaluation studies and research works? What is mentioned about how to put recommendations into practice, how to bridge the gaps between research and practical application?

This was not a research theme. It is important to point out, anyway, that the EU-SUSTALP Project encourage the elaboration of holistic methods of resolution. All supports offers are to be regarded integratedly. Holistic methods of resolution that aim at an intertwinement of different utilisation possibilities and economic sectors are to be prioritised.

What is mentioned about the exchange and co-operation between researchers and practitioners, and how to improve it?

Since exchange and co-operation between researchers and practitioners are not the subject of the research, the volume do not contribute to answering these question.

Ufficio Ecoregione Alpi (2005) Quali scelte per le Alpi. Il ruolo delle Regioni e del Governo nell'attuazione della Convenzione Internazionale delle Alpi e dei suoi Protocolli (Which choices for the Alps. The role of Italian Regions and Central Government with reference to the International Alpine Convention and its Protocols)

The volume focuses on the Alpine Convention and its protocols and presents their opportunities and possibilities (in terms of general framework) to regional and national administrations interested in the improvement and protection of the Alps. The book is divided into four chapters. In the first one, describe the Alpine Convention general principle and the current situation of the agreement in the nine European countries that signed it. In the second part, the authors present the main characteristics (aims and instruments) and the innovative contents (with regard to Italian legislative framework) of the Alpine Convention protocols. The third part study the relationship between the principles established by the Alpine Convention and its protocols on the one hand and the Italian regional legislative framework on the other hand. The authors analyse the Italian regional legislative framework in order to assess if the suggestions put forward by the Alpine Convention protocols are already considered in the different Italian regional legislative framework. The authors verified the coherence of the Italian regional plans and measures with regards to the aims of the Alpine Convention protocols. In the fourth part, the authors identify some legal and planning instruments already present in both Italian national and regional legislative framework that could encourage the application of the Alpine Convention protocols and to reach its aims. Despite the fact that the volume does not directly evaluate the impact of public policies on regional development in the Alps, it presents for each protocol, some interesting recommendations and proposals aiming at the adjustment and improvement of Alpine Convention protocols in the Italian context.

Guiding questions:

Which impact of public policies on regional development in the Alps is mentioned? Which impact on regional co-operation chains, governance capacity of individuals or communities, protected areas, leisure, tourism and commuter mobility, new forms of decision making (Q1-5)?

The volume does not directly evaluate the impact of public policies on regional development in the Alps. On the contrary, the research only presents, for each protocol, some interesting recommendations and proposals aiming at the adjustment and improvement of Alpine Convention protocols in the Italian context.

Which key actors are mentioned? What is mentioned about their scope, and how they use it?

Key actors mentioned in the volume are institutional administrations (regional and national government). The scope of actors, anyway, was not a research subject.

Which policy recommendations or proposals, aiming at the adjustment and improvement of public policies and policy instruments, are mentioned? Which kind of recommendations? (thematic – organisational; wide – specific; general – concrete)

Despite the fact that the volume does not directly evaluate the impact of public policies on regional development in the Alps, it presents for each protocol, some interesting recommendations and proposals which purpose is the adjustment and improvement of Alpine Convention protocols in the Italian context.

With reference to the Regional Planning and Sustainable Development Protocol, that should ensure the economic and rational use of land and the sound and the harmonious development of a region, the volume suggests that regional and national administrations should place particular emphasis on the interests of the Alpine area and their inhabitants, the environment protection and the harmonization among different sectoral policies. The land use planning could be considered an adequate instrument to

reach this aim.

As regards the Conservation of Nature and Landscape Management Protocol, which objective is to protect, conserve and, where necessary, rehabilitate natural environment and the countryside, the volume suggests that regional and national administrations should promote not only a global policy for the conservation and protection of the Alps, but also a planning program aim at the safeguard and re-qualification of each natural protected area.

As regards the Agriculture Protocol seek to maintain the management of land traditionally cultivated by man and to preserve and promote a system of farming which suits local conditions and is environmentally compatible, the research advice that plans have not only meet farmers requirements, but also support a new approach of the European rural development planning. Regions, for example, should promote a land adjustment while central Government ought to finance agro-tourism and agriculture sustainable production.

About the Mountain Forests Protocol the objective is to preserve, reinforce and restore the role of forests, in particular their protective task, by improving the resistance of forest ecosystems mainly by applying natural forestry techniques and preventing any utilization detrimental to forests, taking into account the less favourable economic conditions in the Alpine region. In this context, Regions have to promote forestry eco-certification systems, while national administrators should give strength to forestry reserve and define with an eye for detail the main forestry areas.

In the Soil Conservation Protocol the objective is to reduce quantitative and qualitative soil damage, in particular by applying agricultural and forestry methods which do not harm the soil, through minimum interference with soil and land, control of erosion and the restriction of soil sealing, water management. So, in the view of the authors of the research, regional and national administrators are supposed to support a strategy and planning that favor the protection more than the use of soil.

In reference to Tourism Protocol the objective is, by restricting activities harmful to the environment, to harmonize tourism and recreational activities, in particular, by setting aside quiet areas. In the view of the authors, regional administrations are supposed to respect the tourism territorial capacity, while national government are supposed to encourage a common tourism strategy adopted by institutional actors and sectoral stakeholders.

Aim of Energy Protocol is to introduce methods for the production, distribution and use of energy which preserve the countryside and are environmentally compatible, to promote energy-saving measures, waste management, to develop a system of waste collection, utilization and disposal which meets the special topographic, geological and climatic requirements of the Alpine region. The volume suggests that regional and national institutions should encourage rational energy-saving plans and, at the same time, should promote the use of renewable energetic resources.

With regard to Transport Protocol, which objective is to reduce the volume and dangers of inter-Alpine and trans-Alpine traffic to a level which is not harmful to humans, animals and plants and their habitats, by switching more traffic to the railways, the research suggest the importance for regional and national institutions to promote sustainable mobility measures. As an example, the authors pointed out the increase of public transport, the development of rolling-stock railway and the strengthen of cycle-mobility.

What is mentioned about the problems of (policy) implementation regarding concepts, plans, programmes, evaluation studies and research works? What is mentioned about how to put recommendations into practice, how to bridge the gaps between research and practical application?

Those aspects are not particularly covered by the research. Problems of implementation regarding concepts or gaps between research and practical application are related to relationship between the principles established by the Alpine Convention and its protocols on the one hand and the Italian regional legislative framework on the other hand. The authors analyse the Italian regional legislative framework in

order to assess if the suggestions put forward by the Alpine Convention protocols are already considered in the different Italian regional legislative framework. The authors verified the coherence of the Italian regional plans and measures with regards to the aims of the Alpine Convention protocols. Some legal and planning instruments, already present in both Italian national and regional legislative framework, that could encourage the application of the Alpine Convention protocols and to rich its aims, are finally stated.

Wiesmann, Urs / Liechti, Karina / Rist, Stephan (2005), Between conservation and development. Concretizing the first world natural heritage site in the Alps through participation.

This project is studied regarding the implementation of public policies : The results of the study indicate that linking development and conservation implies the need to extend the reach of negotiations beyond the area of conservation, and to develop both a regional perspective and a focus on sustainable regional development. In the process, regional and local stakeholders are less concerned with defining sustainability goals than elaborating strategies of sustainability, in particular defining the respective roles of the core sectors of society and economy. However, the study results also show that conflicting visions and perceptions of nature and landscape are important underlying currents in such negotiations. They differ significantly between various stakeholder categories and are an important cause of conflict occurring at various stages of the participatory process. (Summary : Mountain Research and Development)

Question Team 6

31 March 2006

Future in the Alps

Question 6 “Impact and further Development of Policies and Instruments”

ANNEX 10: CHECKLIST OF QT6 FOR THE OTHER PROJECT PARTNERS

The following checklist has been sent to the project partners in August 2005.

WHAT IS RELEVANT FOR QUESTION 6?

CHECKLIST FOR THE TEAMS WORKING ON THE QUESTIONS 1-5

Introduction

In the investigation phase, issue 5 and issue 6 (impacts and further development of policies and instruments) play a specific role: both issues focus mainly on the topics and contents of the other four questions. Task 1 of question 6 highlights policy aspects in the fields of questions 1-5, such as policy impacts, scope of different actors, policy recommendations. Task 2 of question 6 deals with the gap between policy recommendations (paper) and implementation (action) in the fields of questions 1-5.

Question team 6 will make further use of the inquiries of the other question teams. We will highlight policy aspects of selected best practice examples and publications compiled by question team 1-5.

In order to avoid double work and to carry out the investigation as effectively as possible, we ask the teams of question 1-5 to prepare a list of good practice examples and publications containing information of special interest for question 6. Please, deliver this list and appendant collated material (digital or hard copy) to Eva Favry (Rosinak&Partner, Vienna) by 2 September (favry@rosinak.at)

We have prepared a checklist with criteria for your selection of publications and best practice examples for the list. If a best practice example or a publication meets at least one criteria, please add it to the list!

Checklist for question 6

Selection criteria for good practice examples:

- Does the project/good practice example result from a public policy programme (Like LEADER+, INTERREG, national programmes, LA21 etc.)?
- Do public policies and policy instruments play otherwise an important role? Which policies? (For instance, are policy instruments a precondition for the project? Or are there legal/political hin-



drances to the project progress?)

- Is there any information on how key actors use their room for manoeuvre? Which key actors?

Selection criteria for publications/studies:

- Is there any information about the impact of public policies on the topics concerned? Which policies?
- Are there any proposals mentioned aiming at the adjustment and improvement of public policies and policy instruments? Which policies?
- Is there any information on how key actors use their room for manoeuvre? Which key actors?
- Is there any information about the problems of (policy) implementation regarding concepts, plans, programmes, evaluation studies and research works: how to put into practice theoretical recommendations, how to bridge the gaps between research and practical application etc.
- Is there any information on how to improve exchange and co-operation between researchers and practitioners?

It is not necessary that you go into details, we ask you just to assess if the publication contains any information relevant for us or not, and to add those best practice examples and publications to your list which seem to be interesting for us!

Eva Favry, Wolfgang Pfefferkorn

5 August 2005