



# Project CAPACities

## WP7 - AS-SLUC Innovative pack

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## Action 7.2 - Alpine vision

### Small Alpine towns and territorial planning

The CAPACities project partners had some trouble agreeing on a definition of Alpine Space Small Local Urban Centres (AS-SLUCs). Some partners have indeed shown that the criteria used by the Anton Melik Geographical Institute (altitude, population and job centrality index) or by Regione Lombardia and Politecnico di Milano (population, job centrality index, population growth rate and elderly index, as defined in Chapters 2 and 3) are not easy to apply when analyses are carried out at a local level rather than at the scale of the whole Alpine region.

The trouble faced by project partners – each one immersed in different historical and cultural realities – were essentially a consequence of the fact the “small towns” refer to qualitative appreciations related to what the French call “*vie sociale*” or “local community” in English.

### The need to take qualitative factors into account

The value of quantitative criteria is indeed relative. The population threshold used to define a “small urban centre” can for example depend on the communes territorial structure. Small municipalities (with a population of less than 1,000) account for 70.8% of all municipalities in the French Alpine Convention perimeter. The figure in Italy is 45.2%, and only 3.3% in Slovenia.

This means that in France, these small urban centres are made of several communes, whereas in Slovenia – and to a lesser extent in Italy – they only include one municipality. Taking altitude into account requires a reduction of the population threshold from five thousand to one thousand when the communes are located at 1,000 m or higher. This approach implicitly reflects the assumption that population density decreases with altitude – something which is far from being applicable to all Alpine areas.

Let us therefore come back to a more general definition of small towns, referring to criteria that are for example used in sociology rather than in geography, such as community and anonymity. Unlike the metropolis, which, according to a tradition that emerged with the works of German philosopher Georg Simmel, a small town is characterised by the predominance of community (Simmel, 1903). Recent researches show that the predominance of community on anonymity is accompanied by a specific history and local culture. Today, these small towns are on the one hand striving to preserve their autonomy and identity whilst attempting at better integrating in a regional network of towns, in order to strengthen their attractiveness and competitiveness (Roques, 2009).

Small towns can therefore no longer be dealt with as autonomous entities that structure their hinterland, but as centres, which play a specific role and have particular functions within an urban system. The assertion of their role is not necessarily accompanied by population growth and/or decreasing average age. This has been shown by the CAPACities project: between 1999 and 2006, the population growth rate of France was twice as high in communes with a population of less than 1,000 (14.76%) than in communes with a population of 5,000 to 20,000 (6.04%).

### Small towns in their urban region

The rise of mobility, first due to rail transport, then to the automobile, was accompanied since the 1970s by a progressive blurring of the limits between towns and rural areas and by the formation of vast urban areas which include agricultural and natural areas (Calthorpe, Fulton, 2001). This phenomenon is of course also found in the Alps, where new forms of complementarity between small and medium towns appeared in valleys, rural communes and winter sport or holiday resorts. It takes on different forms in different European countries. Suburbanisation can primarily concern residence (as it is the case in France), or industry when it is based on local production systems (for example, in Italy). Comparing the *rurbanisation* approach (Bauer, Roux, 1976) and the *città diffusa theory* (Indovina, 1990; Secchi, 2000) can help in understanding such differences.

Small towns depend on large conurbations for the employment of their populations. They therefore compete with new centralities (the edge towns) such as business parks or techno parks, suburban areas dedicated to recreation, as well as public amenity nodes and large shopping centres. They are no longer able to offer all services for a given population, and have to think about the specificity of their role within an urban region, the latter being increasingly characterised by a polycentric organisation. Reflecting about the functions of a small city in terms of the way they complement those of a megacity, of large towns and of new centralities has led to abandoning approaches focussed on the communal level, in favour of an analysis of population centres and labour pools.

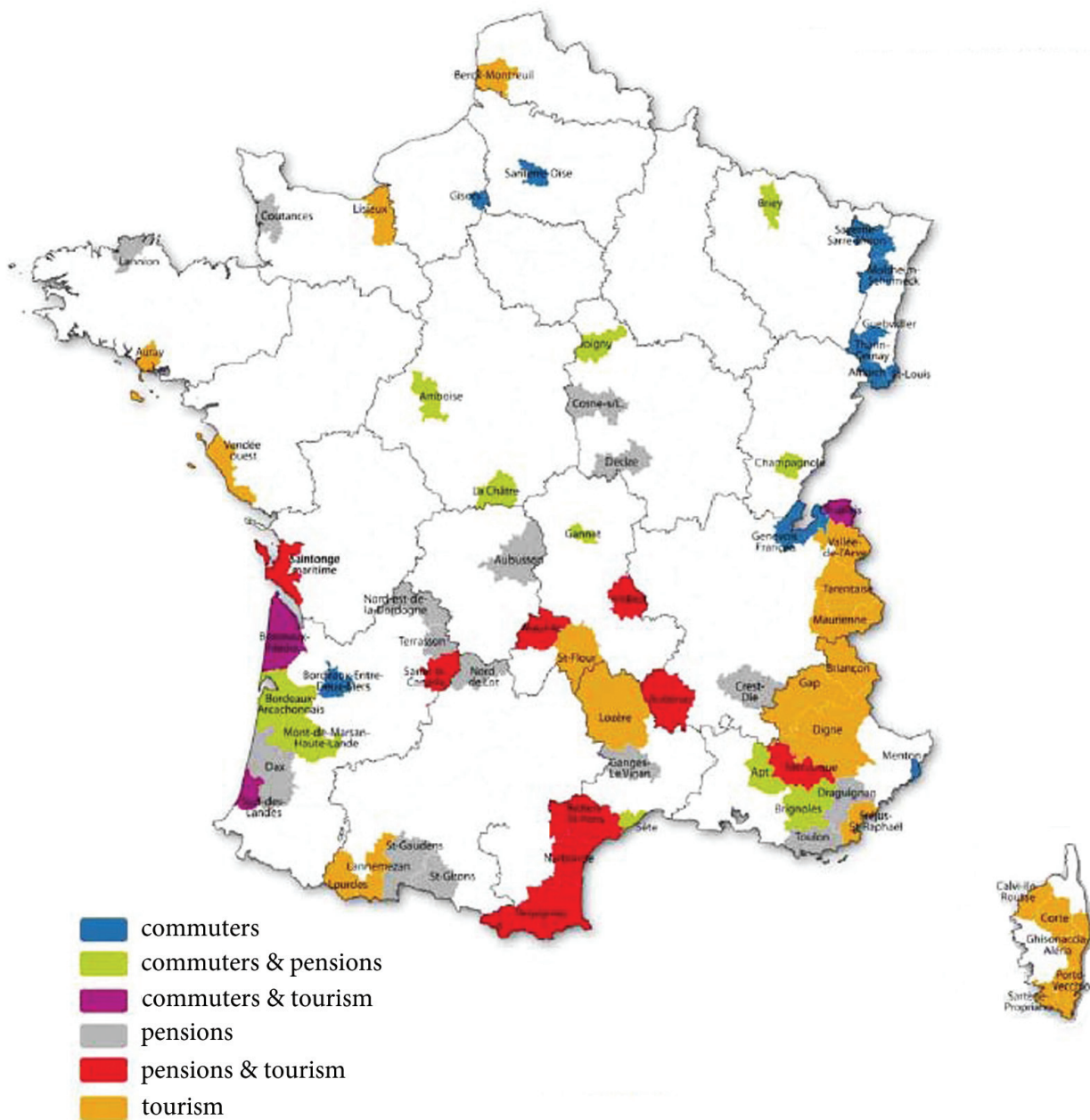
## Production and employment: the only bases of local development?

The job centrality index, chosen to define Alpine Space Small Local Urban Centres, implies that centrality depends on the availability of jobs in the perimeter of a commune. For many years, such a valorisation of the role of production in the local development process has led to an overestimation of the importance of large and medium sized towns as employment poles. The “economic basis” (*base économique*) approach explains the development of territories in terms of flows of income that are drawn into the area and of cash flows stemming from consumption rather than by the creation of wealth (Gross National Product) (Davezies, 2008).

This way of seeing things allows to explain phenomena that were previously difficult to understand. The forces driving economic development come from “basic” revenues, which fall into four main categories:

- the productive basis (*base productive*), which includes revenues from capital and work, and comes from selling, to other areas, goods and services produced in the area;
- the public basis (*base public*), in other words the salaries paid by public administration bodies;
- the residential basis (*base résidentielle*), which includes revenues that depend not on production, but on the local residential market (commuters’ salaries, pensions, spending related to tourism...);
- the social basis, corresponding to sanitary and social transfers.

Statistics produced through this approach show that in France, the respective shares of bases are: 21.9%



[Fig. 1 - Different typologies of residential territories in France. Source: Davezies, 2010]

for the productive basis, 45% for the residential basis, 10.3% for the public basis and 22.8% for the social basis (Davezies, 2010). In most provincial conurbations, the productive basis (revenue from production and services) represents a quarter of the total basis - hardly more than pensions. This balance between revenue from production and service activities and pensions is very similar in conurbations like Grenoble, in which the share of metropolitan jobs in high - by metropolitan jobs we mean jobs in research, technology and business services (Talandier, 2010). The links between the typology of forces driving development, demographic growth and the evolution of employment are even more interesting when it comes to understand the role of small Alpine towns. Figures show that both on a long and short period of time (1975 to 2006 and 1999 to 2006), the regions, where the residential basis is predominant, are the champions of demographic growth: +31% between 1975 and 2006 (+17% at the national level), +9.1% between 1999 and 2006 (+4.9% at the national level). The same goes for job creation (Davezies, 2010). The regions where economies are more residential than productive - evidence suggests that small Alpine areas fall into this category - appear to be in a particularly good position to generate a demographic and employment growth process (e.g. in the homecare service sector), this no longer being linked to the accommodation of new industrial production activities.

The attractiveness and competitiveness of Alpine Space Small Local Urban Centres are therefore not only linked to their positioning as centres of activity and employment. They also depend on their capacity to retain their populations (young people, families, retired persons) by offering intermediary housing and a level of amenity and services that is similar to that found in larger towns. Competitiveness and attractiveness can therefore not merely be examined from an economic point of view.

### **Small Alpine Towns in territorial planning**

Going beyond a strictly statistical definition of AS-SLUCs allows to throw new light on the way in which they are taken into account in territorial planning. Small Alpine towns are no longer autonomous from an economic and social point of view, but are part of the polycentric organisation of urban regions. Hence the need to implement territorial planning at an intermediate level, between the scale of the region and that of the commune. Such is the aim of experiments currently underway in various European regions : *Schémas de secteur* or *Projet de territoire* in France, *Piani strutturali comunali in forma associata* in Italy or *Schémas directeurs* in Switzerland.

In order to be strategic, such territorial planning should be based on the involvement of civil society actors (Trigilia, 2005; Bagnasco, Courlet, Novarina, 2010). It should produce a series of orientations related to:

- strengthening of an identity based on local culture and history;
- defining of a specific role for the area within the polycentric structure of the urban region (residential centre, amenity and service centre for rural populations, centre of economic activity, cultural activities targeted at attracting users from other areas);
- searching for complementarities between the functions of the small city and those of emerging centres such as commercial malls, business parks, centres for leisure and poles of inter-modality;
- identifying forms of housing which are able to retain families and retired people (detached houses, blocks of flats, with a good mix of rental and home ownership);
- searching for urban forms that allow to integrate agricultural and natural areas in towns;
- promoting non-motorised transport modes that guarantee sustainable territorial development.

Small Alpine towns must - through territorial planning - attempt to implement strategies that contribute to strengthening their capacity to manage their own development, and seek a better integration in the network of centres that structure the urban region they belong to.



## Action 7.3 - Guidelines for Local and Territorial Plans

### Introduction

This chapter describes the most relevant methodological elements deriving from CAPACities experience. These include the approaches adopted, the way territories have been analysed, the kind of questions to which answers have been sought, etc.

In other words, the points of view on local development each partner adopted have been here summarised and discussed, in order to derive methodological instructions that might be valid at a general scale, well beyond the single occasions that generated them.

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A method is an investigation technique, which is ordered, repeatable, and self-correctible, and which can warrant the attainment of valid results.

The concept of method may be extended to every way towards a certain scope. It consists in following rules, aimed at a certain efficacy, and save one's strength; it is a means to contrast arbitrariness. A methodical action is cumulative, and typically proceeds by steps (Granger, 1977-82).

Two tendencies may be recognised among the authors who have theorised about methodology: it can be assumed as an algorithm (recipe, procedure), or as a strategy. The characters of a strategy are: the global view of situations; the capacity of discerning "singular points"; the mobile repartition and concentration of forces; the non-rigid determination of the priority in actions.

Outside the realm of exact science, the method tends to assume the form of strategy (e.g. guidelines, etc.) rather than that of algorithm. The scientific nature in planning methodology may rely, among other things, on renouncing to mere technical operation, consisting in the application of 'model' solutions – and starting every time from the appropriate definition of goals, available resources, criteria to use them, and criteria to choose among possible solutions, according to a systems approach.

A first level of analysis of collected methodologies concerns their nature and scale of operation. The following short descriptions have been arranged in the following sequence:

First, come those methods which relate to plans and services that are specifically needed in mountain areas, as opposed to those mainstream, standardised ways to manage a district, that are assumed as valid in any geographical or social context, but fall short of their goals (if not downright counterproductive) when applied to low-density Alpine areas.

A good part of contemporary speculation on territorial policies deals with how to guarantee a decent access to public functions and services, not to speak of equal development opportunities, to every community.

As much of the population has moved to the plains, or has grown there while remaining more stationary in the mountain areas, in several Alpine regions there's an obvious unbalance in political strengths at stake (public money tends to go where the majority of voters are, neglecting depopulated areas). This obviously applies to more centralised countries, while federal ones generally succeed in maintaining a good level of self-administration and quality-of-life standards. The specificity of Alpine areas was even recognised by the Roman Empire, that made them separate administrative entities called Alpes Maritimae, Alpes Cottiae, Alpes Poeninae et Graiae (Pauly-Wissowa, s.v.). We won't dwell on this point, as the principle has been recognised by the Convention of the Alps (see for instance the "Spatial planning and sustainable development" Protocol of Implementation), and detailed investigations have been made elsewhere (see for instance: Bätzing, 2003; Reolon, Morandini, 2010).

It is obvious that the recognition of mountain specificity in the way policies are designed, or, if one prefers, the adaptation of policies to such territories, is a pre-condition to the construction of a self-centred, authentically sustainable attractiveness and competitiveness of Alpine urban centres, whose problems and opportunities vary widely from one state, and even one region, to another, as it has been clearly shown in chapter 3.

A second group of methodologies relates to the relationship between the Alpine core and the highly urbanised plains which surround it. A particular focus has been put on some of those Alpine fringe areas whose socioeconomic dynamics are largely dependent on phenomena originating from peri-Alpine metropolises, such as Vienna and the Rhone valley conurbation.

Somewhat comparable dynamics can also be envisaged in the relationship between infra-Alpine towns (e.g. Grenoble, Chambéry, Aoste, Bellinzona) and neighbouring areas which have been affected by urbanisation phenomena in the last decades. In the Alps, in spite of the relative wealth in resources, economic development patterns can rarely be self-centred – they are largely affected, or even driven, by economic ‘engines’ situated in large towns, if not in the geographically un-specific ‘global market’. Many methodologies try to tackle this quixotic issue – for instance those developed to identify local (actually or potentially) strong industries, such as plant products in Pays Une Autre Provence, wood and renewable energy in Piemonte, and locally-rooted tourism in Idrija and in Walser Mountain Community.

Their attempts might hopefully turn out to be successful in increasing the competitiveness of their respective AS-SLUCs in the next years, and even inspirational to other local systems. But, again, it seems that only a much larger political awareness and commitment, in coherence with the principles of the Convention, might re-balance the largely outside-driven economies and even societies that are found in many parts of the Alps, above all those lacking an appropriate degree of autonomy.

From this point of view, it seems particularly appropriate that participatory methods be adapted to the Alpine context, in order to spread awareness and responsibility among citizens. Such an inclusive approach dwells on techniques which were first developed in urban and also country areas, and are seldom experimented at the local-system level in mountain areas.

Finally, the largest group of proposed methodologies can be referred to sectoral policies, both large-scale and local, of course in the framework of Alpine specificity. A quite wide range of issues is covered, including environmental, social, and economic ones.

Far from being parochial, their “adaptation and adoption” potential appears high although the issues that have been faced stem obviously from local needs and development perspectives. Altogether, the methodologies represent a set of intervention opportunities, that CAPACities makes available to support the attractiveness and competitiveness of whatever territorial entity in the whole Alpine Space, and particularly those local systems that we defined as “AS-SLUCs”.

A first, partial, evidence of such claim is that CAPACities partners themselves have exchanged the methodologies they were elaborating, in order to hybridise their approaches making them stronger and more diverse in front of the multi-dimensionality of the problems they tackled.

The following table shows at what degree such interaction has imbued the Pilot Project(s) each partner has developed on one or more areas:

Table 1 - Methodological exchanges among CAPACities partners		
<i>cluster</i>	<i>proposed by</i>	<i>adopted by</i>
sustainable development	AMGI	4
local planning processes	RL	5
strategic planning	LI	6
economic valorisation of local resources	CAUE84	3
participation	IUG+RAVDA	3
energy and renewable resources	RP	2
sustainable tourism	NTA	2
revitalisation of historic centres	GR	2
gender polices	LAMORO	2

According to the local context, the partners have crafted action methodologies, putting the accent on weaknesses such as isolation and depopulation, on assets such as traditions, identity, social capital, and environmental quality, and on goals such as environment protection, amelioration of the quality of life, strengthening cooperation, building networks and databases, developing existing opportunities, and creating the appropriate conditions for economic change. Such keywords are recurring in most of the partners’ papers, making the mutual exchange experience very promising.

Coming back to the methodological point of view, it seems relevant to discuss if and how the partners’ proposals can be effective outside the context they were first designed for. This can be theoretically assessed beforehand (i.e., before attempting to use such methods in different places), analysing if their structure seems appropriate to guide and facilitate operativeness.

A first criterion is the capacity of describing large-scale situations, through the elaboration of a synthetic vision,

and the clarity of global goals. Most methods have successfully met this criterion; we'll mention here just a few examples of general goals which may be common at the Alpine Space scale:

- preference for locally-centred, bottom-up, participatory approaches in spatial and economic planning (RP, RAVDA, IUG);
- adaptation of policies and planning models to mountain areas (RL);
- re-balancing development patterns (CAUE84);
- inter-municipal integrated approach (IUG, RAVDA);
- exploration of the dynamics between AS-SLUCs and smaller municipalities (e.g. urban functions, demography, etc.) (LI, IUG);
- preference for environmental protection over economic growth (AMGI);
- promotion of a plurality of lifestyles, and of high levels of quality of life (AMGI, LAMORO);
- tendency towards self-sufficiency, and emphasis on diversification, stability, and protection against possible crises (AMGI, RP);
- recognition of the local communities' right to decide about their own energy resources (RP);
- tendency towards a synergy between endogenous and exogenous resources (CAUE84);
- coupling traditional wisdom and modern technology (RP, CAUE84);
- recognition of the importance of the role tourism plays in economic development (RL, NTA);
- inclusion of competitiveness indicators in sustainable development assessment models (NTA);
- monitoring as a most efficient tool towards a practical implementation of sustainability (NTA);
- recognition of the contribution of the Alps to electricity and fuel production, *i.e.* to meeting the global energy needs (RP);
- in energy policies, priority to consumption reduction (RP).

A second criterion consists in considering a method's analytic potential, that is its capacity to fully understand the local context and build upon it. A number of proposals are very sensible with regard to these aspects, among which:

- positioning (*i.e.*, assessment of current situation), and development of objectives stemming out of the local identity and vision (LI, GR);
- good husbandry and adequate use of local potential (AMGI);
- inventory of local natural, cultural, and human resources, with particular emphasis on traditional ones; subsequent preservation and environmentally friendly exploitation of such resources (CAUE84, RL);
- analysis of local resources based on temporal approach, encompassing past and future (CAUE84);
- identification of emerging industries, and use them to lever a broader local economic renewal (CAUE84);
- self-generated local activity, deeply connected to local ideas (AMGI);
- identification and use of residual energy sources, available at the local scale (RP);
- customised community service and facilities provision: these are fundamental for the consolidation of small urban centres (RL, LAMORO).

A third criterion is a method adaptability to specific conditions, such as place, actors, resources. Given the extreme diversity of Alpine Space, this issue has been properly recognised by all partners. Actions and approaches include:

- adaptation of development models according to local environmental, cultural, political, and social relationships and problems (AMGI, GR);
- intervention at an inter-municipal scale, bringing together now utterly fragmented administrative competences (RL);
- promotion of cooperation and collective management (AMGI);
- participatory design of measures (LAMORO, RAVDA);
- local development processes based on a new "deliberative democracy" which values social capital (RAVDA, IUG, RP);
- recognition that socioeconomic organisation of Alpine valleys is to be coherent with the organisation of production (RAVDA);
- recognising and valorising local knowledge and goals (GR);
- reciprocal exchange of utilities: positional, service supply, leisure, residentiality, etc. (LI, IUG);
- providing network supports (LAMORO, GR);
- according specific attention to: renewable resources, isolated territories, small-size communities (CAUE84);
- counteracting depopulation trends (RL);
- increasing social cohesion (IUG, RAVDA);
- providing attractive residences, workplaces and leisure facilities (GR);



- rethinking logistics and transport models (RL);
- measuring the average thermal consumption of buildings according to the locally available energy resources (RP);
- participatory choice of assessment and monitoring indicators (NTA).

Finally, also the adaptability of the temporal structure theoretically foreseen is crucial in order to allow local differences enrich the process, without obstructing it. A step-by-step approach proves apt in such cases. Some partners have dealt with this issue, providing suggestions on a few relevant points:

- comprehension of post-Fordist principles of flexibility and decentralization (AMGI);
- establishment of network connections among developmental factors and actors (AMGI);
- adoption of techniques for the resolution of conflicting interests (LI);
- optimisation of current planning instruments and development of innovative ones (LI);
- recognition that public interest is the result of a construction, allowing social critique and discussion of different viewpoints on a long timescale (RAVDA);
- strategic, step-by-step construction of new relationships between the civil society and public authorities (RAVDA);
- implementing feasibility checks in various phases of the process (GR);
- recognising the crucial role of women in keeping alive mountain communities, and introducing appropriate measures to make them stay there in the future (LAMORO).

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# Guidelines for Local and Territorial Plans

## Sustainable regional development and policy

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The aim of sustainable regional development and policy is to adapt regional development to environmental, cultural, political, and social relationships in the region. Its core challenge is self-generated local activity, and therefore it seeks deep connectedness to local ideas.

Together with global economic changes, environmental issues have come to the fore. Consequently, political and economical transformation has raised awareness about the devastating consequences of past economic activities and limitations connected to crucial natural and energy resources. The current generation's aspirations have exceeded existing material potential and threaten reserves for future generations. To prevent the ever-growing insatiability of leading economic centres, a new development paradigm was developed at the Rio de Janeiro Conference in 1992. According to this concept, sustainable development is regarded as development that suits the needs of current generations and does not threaten potentials for future generations. Future generations should have the same opportunities to fulfil their needs and to choose their lifestyles (Agenda 21, 1992).

Sustainable regional development is based on new values such as environmental protection, plurality of lifestyles, and quality of life. It involves development of a sustainable economy, good husbandry, and adequate use of regional potential, without endangering ecological factors. The new values are the result of a complete mental shift, which gives environmental protection preference over economic growth.

The concept of sustainable regional politics is based on three long-term goals: economic growth, social harmony, and environmental harmony, which clearly demonstrates its orientation towards the future (Elsasser et al., 1995; Becker, 1995). The realization of these three main goals would improve the quality of life within the limits of the Earth's bearing capacity. The prevailing opinion is that sustainable regional policy would not represent a halt to development, but would introduce forms of development that would satisfy the needs of society today without preventing suitable development possibilities for the future.

Regional development in the 1970s and 1980s showed a great conflict of interests among various developmental factors, but in the 1990s a stronger tendency towards cooperation and collective management came to light. Together with information, communication, and coordination, cooperation should offer possible solutions for innovative and developmental problems. This kind of cooperation is based on the assumption that a country and its government are not a monolithic unit, but a polycentric entity, constituted by a number of actors collaborating in a whole managerial network, engaged in solving problems. An important role is played by organizations mediating between the government, market, and all private elements (Knieling, 1994). The principle of cooperation as the paradigm of social management can be connected to post-Fordist principles of flexibility and decentralization (Cramer von Laue, 1997).

The primary aim of the Pilot Project, within which the scientific and the administrative level are combined (i.e. CAPACities project), is to secure long-term development of protected areas in the Alps based on the latest scientific findings.

An important condition for sustainable development is the economic basis: the goal is to form a self-sufficient structure in the sense of local production for the local population through the use of local resources. But while the economic aim is to secure the economic independence of the region, the main emphasis should be put on diversification, stability, and protection against possible crises.

Establishing network connections among developmental factors is also very important, as well as the inclusion of economic perspectives into spatial and development plans because economics defines lifestyle, culture, leisure, and infrastructure.

Socio-cultural goals are to support regional cultures, traditions, and identity. The selection of various sports and cultural events paves the way for a more qualitative way to spend leisure time and indirectly a higher quality of life.

The environmental goal is the preservation of living spaces, which depends on combining natural environmental conditions and regional development while taking into the account the entire ecological potential (Cramer von Laue, 1997).

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## Local planning processes and their relationship with regional spatial planning

Author

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The experience gained in CAPACities Pilot Actions has showed that it is vital for AS-SLUCs to act together in order to reach the critical mass necessary to enhance their role, to save financial resources, to optimize service provision, to improve technical skills and to give more effectiveness to local policies and initiatives. This may be obtained:

- sharing aims and objectives;
- cooperating in order to carry out common planning instruments;
- improving knowledge, information and creating common databases;
- ensuring basic services and facilities in order to sustain and maintain population and enterprises in the Alpine area.

There are at least two main categories of issues to be considered regarding local planning processes: governance issues related to the management of complex situations involving a high number of stakeholders whose interests often diverge; and policies related to the identification of adequate solutions to the critical issues of fragile mountain areas.

The main governance issues are:

- the awareness that new complex situations call for a substantial rethinking of public planning, its procedures, customs and functions;
- the size of the area affected by the plans, and the relationship with large area plans and/or strategic plans;
- the relationship with sector plans and the coordination in formulating their objectives and managing their implementation.

The main policy issues are:

- the need to preserve and manage natural and environmental resources in order to meet emerging demand of improved liveability;
- the need to support a tourism-driven turn in local economies, in order to exploit resources like historical heritage, and crafts;
- searching for new, customised modes and requirements in community service provision, in order to address the changing demands of local communities and the rise of new users;
- the urge to counteract depopulation trends that severely affect certain areas, and to envisage measures to draw new population;
- the need to rethink transport models and city logistics in accordance to emerging social uses, commuting phenomena, and changing job market geographies.

The experience gained in the framework of CAPACities pilot action has confirmed that the Alpine Space requires a different approach to local planning processes in order to enhance sustainably its attractiveness and competitiveness. The more significant elements for an effective policy are:

- to support integrated planning in order to preserve and exploit the local natural, environmental and historic resources which are broader than municipality borders;
- to aim at achieving durable results in policies and local planning processes;
- to follow a bottom-up approach in planning processes, with a broad involvement of citizens, encouraging cooperation in designing local plans, and starting from that territorial capital which is recognised by the citizens (common territorial capital);
- to look for innovative and environmentally friendly methods to exploit natural, territorial, environmental and landscape resources;
- to face common problems going beyond administrative borders and formal competences;
- to apply the principle of horizontal and vertical subsidiarity in planning matters.

The main issues to be taken into consideration when approaching local planning processes are:

- the large fragmentation of administrative competences in areas needing integrated projects;
- the high cost of planning and acting in a general situation of lack of economic resources from public bodies;
- and, finally, that standard policies and planning models (very general and not contextualised) are normally not suitable for mountain areas.



## Strategic planning and inter-communal cooperation within the vicinity of metropolitan areas

Author	DI Herbert Liske
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In areas such as Lower Austria, the main strategic issues for the development of AS-SLUC for what strategic planning is concerned are:

- definition of own positioning and development of key objectives, paying particular attention to the conflicting areas between economically dynamic urban zones at the foot of the Alps, and the Alpine space proper, with its top-quality natural expanses and landscape; focus on the regional environment, viewed “from outside” and “from inside”; exploration of the functions that AS-SLUCs might furnish to neighbouring smaller municipalities (e.g., utility supply, social- and health care facilities, employment opportunities) and to larger conurbations (recreation, residential sites);
- management of different interests concerning space utilization and requirements: avoiding conflicts and securing sustainability;
- creation of networks of AS-SLUCs and joint articulation of specific interests, strengths, requirements and problems, also addressing the neighbouring conurbations;
- development of specific, highly flexible instruments regarding all details, in order to react to changing frame conditions, and integration of evaluation processes.

When designing a policy or a plan in the field of strategic planning, the most relevant issues to be analysed are:

- identification and analysis of opportunities and threats: determining relevant general and specific indicators fed by an appropriate database (observation of time series and representative reference values);
- “quality of life” as main focus of the thematic analysis in the light of competitiveness and attractiveness (residential and living space, level of employment, quality and quantity of services supply, as well as social and technical infrastructural facilities);
- analysis of possibilities of cooperation at different levels: inter-communal cooperation, regional, national and trans-national networks with thematic focus;
- optimizing current planning instruments in terms of the specific requirements of AS-SLUCs (e.g.: regional and local development concepts, zoning and land-use plans); and development of innovative instruments (e.g., utilization of the towns’ possibilities and activities under private law).

When designing strategic planning policies in the Alpine Space, the following approaches seem to be particularly effective:

- utilization of (AS-SLUC) networks: “Learning from others”;
- participation of decision-makers and the general public interested in certain issues, themes and activities;
- development of modular, flexible planning instruments;
- process-oriented planning procedure accounting for monitoring and evaluation phases.

When implementing strategic planning policies in the Alpine Space, the following problems should be taken into due consideration:

- lack of specific policies and activities for the Alpine Space (particularly regarding transition zones), apart from the thematic programs concerning agriculture and rural space, and the city/environs issues;
- lack of long-term key goals at inter-communal level; monitoring and evaluation processes for advanced development are to be integrated;
- policy adjustments at different levels is mainly achieved by more or less binding specifications; lack of feedback process;
- complex fiscal aspects (public budgets) within the framework of inter-communal planning work: budget alignments of partners (e.g., for project initiatives), compensation of expenditures/returns between partners, quantification of savings potential and savings by indirect returns.

## Economic valorisation of local resources

Author	René Guérin (CAUE84)
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The Pays Une Autre Provence is an unbalanced territory: on one hand, the Rhone valley, with “Competitiveness Clusters” based on nuclear industry and fruits and vegetables transformation and marketing, on the other hand, a wide mountain area that is very depopulated because of the decline of agriculture in the last 150 years.

The main strategic issue for the development of AS-SLUCs linked to the mountain area such as Buis-les-Baronnies, Nyons, Vaison-la-Romaine or Valréas, is to identify some emerging activities, with the aim to strengthen and develop them, and thus to contribute to their competitiveness. The main activity sectors concerned are “environmentally friendly” building, health and well-being products and services and, most of all, transformation of plant products.

A strategy for economic regeneration is set up, giving prospects to some activities (cosmetics production, healthy and organic food production, distillation by molecular extraction issued from nuclear technologies...) with research and development, in order to create value added and employment. About plant products, the Pays Une Autre Provence develops a “Competitiveness Cluster” on “Perfumes, aromas, fragrances and flavours”, and a “Rural Excellence Cluster” on “Plant products valorisation and transformation”.

When setting up a Plan for trading estates, concerning valorisation of local resources, different relevant issues are analysed:

- local resources: Inventory of local natural and human resources, valorised or not, with the aim to define specific sectors to be strengthened and developed. For example, in the Pays Une Autre Provence, there are traditional activities issued from mountain agriculture: but the value added, locally issued from the transformation of plant products, is insufficient.
- enterprises: Inventory and analysis (from data bases, enquiries and interviews) of companies whose activity is based on local resources. The data bases bring information about the enterprises (date of creation, size, turnover...); enquiries and interviews give knowledge on future development, market and growth prospects.
- activity clusters: Inventory of sites or estates, with location and territorial context (networks of enterprises, urban planning regulations), services and infrastructure, typology of companies, land available for building.

At least two different approaches concerning economic valorisation of local resources seem effective in the Alpine Space:

- historical and prospective approach on local resources. The mountain areas, like Alpine Space, hold many specific natural resources: among them, a large part are not exploited or insufficiently valorised, since they were supplanted by industrial processes and products (e.g.: medicinal plants); but it is also true that, during the last century, new industrial technologies were developed in the Alpine Space (e.g.: hydro-electricity). With the aim to improve competitiveness of the Alpine Space and its AS-SLUCs, past, present and future resources must be taken into account, to find more economic development opportunities.
- approach by synergy between endogenous and exogenous resources. In the present complex economic system, local development can't be based exclusively on endogenous resources, particularly in the Alpine Space where resources are insufficiently diversified. A synergy between endogenous and exogenous resources must be found, particularly for what the use of new production and information technologies is concerned.

When implementing the economic valorisation of local resources policies in the Alpine Space, the following problems should be taken into due consideration:

- renewable resources: If an uncontrolled exploitation of natural resources menaces their depletion, the risk of environment deterioration (e.g. loss of biodiversity...) is particularly high in mountain areas. In this context, it's important to base local economy on a sustainable development model, where only renewable resources are used.
- isolated territories: In the Alpine Space, many territories are far from important services and transport infrastructure, from qualified human resources clusters (university towns) and from leading enterprises with their subcontractor clusters. However, in the field of immaterial economy, the new information and communication technologies contribute to reduce the isolation handicap.
- little size: In the Alpine Space, a large part of economic and territorial structures are small: this can be a disadvantage for territorial promotion, and, above all, for enterprises which face international competition.

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## What place for participation in territorial planning?

Authors

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### *Information, consultation or participation*

Recent years have been characterised by the advent of sustainable development and the rise of environmental concern, but also by the crisis of representative democracy, reflected in the weakening of elected representatives' legitimacy. New official texts have been adopted as a consequence of these trends (article 10 of the Rio declaration, the Århus Convention and the *Charte de l'Environnement*, which is integrated in the French constitution). These documents have made it compulsory to inform citizens and to allow them participate. International legislation establishes the evolution of the role of citizens in decision-making processes and the progressive replacement of information and consultation systems through participation.

The right to information requires from national, regional, and local authorities that citizens be consulted. Most of the time, this happens after decisions have been made. This is an instrumental approach to public action, whereby the inclusion of people helps in adopting objectives and orientations – the latter mostly being defined by policy-makers, in other words by political decision-makers and experts. Such an approach is based on the notion that public interest can be defined *a priori* and is guaranteed by public authorities – most importantly by the State and its administrative apparatus. Informing the public and consulting residents are therefore perceived as a way of facilitating the definition of objectives. Only the State can assess whether these are in line with public interest.

The public, which is invited to information meetings or is asked to provide a point of view during consultations, should be competent to do so and represent an interest group (a social, professional or age group, a neighbourhood, a community). In all consultation processes, the citizens' points of view are only taken into account if they express an opinion, which is not too specific or associated to what policy-makers refer to as NIMBY behaviour. But the outcome of this instrumental approach is rarely successful: the viewpoints expressed are often those of local residents. *Citizens* in the wider sense never take part in the process. Therefore, authorities that initiate consultations complain about the poor quality of the outcomes, due to the lack of competence, or representativeness, of those who are consulted (Fourniau, 2008).

The right to participate stems from a more political conception of collective action: for example, article 2 of the Århus Convention states that the public can be defined as “one or more natural or legal persons, and, in accordance with national legislation or practice, their associations, organizations or groups”. Here, public participation is not based on an *a priori* definition of the public interest and does not assume that a competent and representative public is required. Rather, it highlights the determining role of the systems and methods upon which the deliberation process is based.

One of the main characteristics of experiences in this field<sup>1</sup> is to let an independent and neutral third party handle the dialogue so as to guarantee the debate's functioning in a context often characterised by an uneven distribution of resources among stakeholders. The public interest is the result of a construction, which allows the discussion between different points of view on a long timescale. This process also allows for social critique and cross examination of specific viewpoints. The ability to achieve this depends on the quality of the deliberative process, which should not merely take the form of deals and bargaining (Novarina, 2005).

Participation is one of the processes of deliberative democracy. What is at stake here is the engagement of a negotiation process based on common learning. Bargaining or deal-making assumes that the various parties involved negotiate on the basis of interests that are known from the start. However, as part of the deliberation process, the persons involved are aware that they have a limited knowledge not only of their own interest, but also of the interests of others involved. Hence their need to learn through face-to-face exchanges such as plenary sessions, meetings, or workshops. In this sense, “learning from deliberation can lead to far better outcomes for both parties than the more short-sighted compromises of deal-making” (Forester, 1994, p. 156).

A parallel can be established between the expected results of deliberative democracy and the way some sociologists analyse the role of social capital in local development processes. Italian theorists who have examined industrial districts were the first to highlight the links between systems of small and medium enterprises and local communities in forming socio-territorial entities (Beccatini, 1992; Bagnasco, 2003). The North-Eastern and central regions of Italy feature an “urbanised countryside”. In these areas, the emergence of districts is

<sup>1</sup> Commission Nationale du Débat Public in France, strategic planning in numerous European towns, public examination of major infrastructure project.

linked to the existence of social capital, made of relationships based on trust and reciprocity, and informally produced by the local community. Similar cases can be identified in mountain areas with a strong agricultural base.

#### *Social capital in local communities*

In the Middle Ages, the thriving economy relied on local resources and on place-specific cultures. The social organisation of Alpine valleys was generated in close relation to the organisation of production, and particularly that of agriculture. Peasants – and more specifically those families who had settled for a long time in the same area – had a high degree of autonomy *vis-à-vis* feudal families in terms of land management.

Social life and land use habits were established and sometimes transcribed in local legislation.<sup>2</sup> These habits enabled the management of different interests and common rights. Such sets of rules identified, among other things, public or private persons in charge of investment in the area, and those who overlooked road or canal maintenance. In Aosta Valley, a meeting was traditionally held on a public square in order to define the duties to be carried out as a group during the following week. The entire society was thus involved in the management of resources and in the economic production process.

Traditional lifestyles declined during the 20th century. A new way of life was adopted as from the 1970s, after agricultural activities were almost abandoned and the people were uprooted from the valleys. As a consequence of the economic boom of the 1980s, tourism became the main activity found in the Alps. The tradition of local management was progressively abandoned as a result of the transformation of local societies and of regional lifestyles.

New users have repopulated the Alpine valleys: tourists who settle there on a seasonal basis, new permanent populations who can rely on new technologies for teleworking, retired persons in search of services and of a good quality of life, young families who wish to acquire a house at a price lower than in urban areas. Urban sprawl and motorised vehicles are both the cause and the consequence of the fact that workers can commute from even quite remote places. The dispersion of local communities has led public authorities (Regions, Provinces and Municipalities) to deal with territorial development and management. Entrepreneurs and non-governmental organisations alike see public authorities as service suppliers and are not as involved in local governance as they used to be.

#### *New modes of building social capital*

The decline of autonomous rural societies has therefore led to the erosion of “primordial social capital” which had informally appeared in local communities. This situation has led development project leaders work on organisational design, to produce new forms of social capital (Coleman, 1990). This way of working offers numerous opportunities to interact (seminars, workshops, commissions, working groups, issue-based meetings, forums): face to face interaction is needed for learning purposes and to establish new habits – such as economic and social innovation –, the latter being a prerequisite for adapting to change. Experiments in what is referred to as strategic planning were led in various European towns (Birmingham, Barcelona, Bilbao, Lyon, Torino...). These experiments somewhat inspired the work of some CAPACities project partners.

Strategic planning reflects a will to change public action establishing new relationships between the civil society and public authorities. It relies on new principles and on experimenting new methods. It acknowledges and values the civil society’s capacity to organise itself. It generates innovative forms of public action, which are not so much based on governmental action as they are founded upon agreements with enterprises, universities and public service agencies. It devises a plan, generated through continuous interaction with social players. Participation is a goal in itself rather than a tool (Trigilia, 2005).

This approach relies on the adoption of sophisticated systems, initiated by public authorities, facilitated by non-governmental organisations and based on a wide range of discussion arenas (issue-based meetings, plenary sessions, working groups, citizen forums).

Strategic planning is a renewed form of social interaction, which favours direct interaction between people (stakeholders or ordinary residents) as opposed to the official relationships publicised by institutions. The aim of such a system is to put people in precise spatial situations and in a face to face position in order to encourage them to move away from pre-established roles that may stem from their economic or social status, from their ideologies, or from their being confined to a local or community-based group (Bagnasco, Courlet, Novarina, 2010)

Some CAPACities project partners wanted to experiment a new social organisation process based on participation, in coherence with the aforementioned approach. The aim was to encourage the involvement of

<sup>2</sup> See for example the Coutumier of Aosta Duchy, 1580.



local players in governance-related choices and raise awareness as to the need for a new “deliberative democracy”. The Autonomous Region of Aosta Valley thus sought to strengthen the link between territorial planning and local development as part of projects designed with the civil society.

The regional administration made a first step by reversing roles. Until recently, communes, NGOs and populations depended on regional administrations and occasionally turned to them to express a request. The team in charge of the project met local councillors, non-governmental organisations and economic actors, and carried out interviews to identify their engagement in territorial planning and the ways they could get involved in local development choices. These interviews aimed at:

- identifying the activities the organisation carried out;
- ascertaining the interests represented;
- identifying the actions that are foreseen in the area;
- determining the critical situations related to each player’s economic and social activities;
- understanding the potential interaction between the development of private activities and the territorial planning process;
- imagining a shared territorial planning process that would enable to strengthen possible local development.

Interviews were based on reputation. The sample of interviewees was built through a “snowball effect”. This method consists in informally asking each interviewee to suggest other people whose point of view deserves to be heard. The stakeholders who were contacted through this process reacted in a positive way: they were very interested in the fact that the project team sought to meet them, listen to them and discuss their projects. Therefore, the team in charge of this process succeeded in building trust.

Public entities are in charge of territorial resource management, service organisation, economic development, and territorial marketing. Their action consists in understanding the interaction between private activities and territorial planning. In particular, they should draw planning directions so to increase the efficiency of governance. It is often private actors who create wealth and generate economic development. Their representatives are therefore the main interlocutors of local authorities and regional administrations when it comes to territorial planning, and infrastructure or service development projects.

In order to attain a shared vision of the territory future, in Aosta Valley it was decided to progressively encourage the emersion of a strategic analysis based on the common identification of assets, problems, existing projects, and desired interventions. The issues discussed during this first phase – getting to know the area social and cultural potential – were analysed during a series of interactive workshops. Issue-based workshops and events such as walking or cycling tours have been organised so to attract as many people as possible. The aim of such approaches is to show that carrying out an in-depth survey of the area can be enjoyable. “Shock workshops” were also organised, in order to show the long-term effects of “non-planning” and “non governed” evolution.

In the Aosta Valley experiment described in this paper, the methods and systems used to encourage local players to participate are based on two principles. First, debate takes place as close to the *places* as possible, rather than in the city hall meeting room. Second, those who are in charge of meetings and workshops do not hold a position in an institution and have no interest in the projects. In this case, the team included consultants from the Aosta Valley and the French organisation BazarUrbain.

The work carried out by Institut d’Urbanisme de Grenoble consisted in organising student workshops to showcase candid visions of territorial transformations – visions that were then used as a basis for discussion with local players. The methods used for this project were wide-ranging but nonetheless based on the idea that calling in a third party to carry out the mediation or research is a good way of getting local players move away from their narrow cognition and get involved in building an open vision of their territory’s future (Stone, 1993).

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## Energy and renewable resources

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The Alpine Space has got a great energy production potential for what renewable resources are concerned. In particular, the Alpine Space has almost everywhere been a net exporter of wood (used for general building purposes and as a fuel, also after transformation into coal), and early industries have been located at the foot of the mountains in order to exploit direct hydro-mechanic power. The same renewable resources are used today, in the form of hydro-electric power and biomass (wood logs, chipped wood, wood pellets...) to be burnt (thermal generation and co-generation).

Such resources are quite evenly distributed all over the Alps, which means that the potential local benefits of their exploitation might be quite equally spread. Actually, the generation of profit for local communities broadly varies depending on national regulations, contracts in force with large energy production companies, and the possible presence of local energy production companies.

The Alps are net exporters of energy, both in form of electricity and fuel production. Generally speaking, the local availability of renewable sources of energy exceeds even the contemporary high levels of consumption, because of the low population density, and the relatively low per capita energy consumption (mountain climate asks for a higher energy consumption for heating, but the density of energy intensive industries is much lower than in the surrounding plains).

At a more local scale, this means that at least in some territories it might be possible to sustain a considerable amount of local energy needs making use of residual energy sources overlooked by large companies and entities, either for their marginal dimension (e.g., micro-hydro) or for the degree of organisation which their exploitation would imply (e.g., forest management). This might mark a remarkable step towards a locally-centred development approach, based on the sustainable, endogenous exploitation of resources.

### *Designing a policy on energy: what to look for*

It appears particularly promising to understand an AS-SLUC as an integrated local system of resources and to design its energy supply and consumption in a sustainable way: see for instance the *Azienda Naturale Comunale* ("Communal Natural Company") which is being launched in Sampeyre (in Cuneo Province).

Preliminary data to be collected include: geomorphology (altitude, acclivity, exposure, etc.), climate (degree-days, annual hours of sunshine, precipitations), etc.

Information about the actual and potential production of wood is also very relevant; this implies knowledge on the distribution of vegetation (biotope categories extension, soil fertility, etc.), accessibility, land property, etc.

Extensive, detailed research should be conducted on CO<sub>2</sub> emissions due to building heating (in the two Piedmont areas we've analysed, the average is 1,14 t/y per capita for residential buildings, ranging from 0,60 to 2,41 t/y), and on CO<sub>2</sub> absorption due to forests.

The overall balance will probably be positive: the woods of a certain mountain system centred on an AS-SLUC will absorb more than locally emitted. In the cases we've studied, local emissions from residential heating systems would amount to a mere 19÷22% of total absorption capacity. At the global level, the heating amounts to about one third of the total, other relevant items being other energy production and transportation. Given the rather scarce population and industry densities and the relevant local production of 'green' energy, both areas can be safely assessed as net absorbers of Green House Gases.

As long as energy production and consumption are concerned, information should be gathered on:

1. how much energy is currently produced in the area? from which sources? for which use? how much of it is exported, and in which form?
2. how much energy is currently consumed in the area? from which sources? for which use?
3. is the balance of (a) minus (b) positive? if so, which are the benefits at the local level?

Estimates of the amounts of energy producible with the current technologies, from local renewable sources (sun, biomass, wind, water) should be calculated. These should be compared with present consumption levels, according to their possible uses, to establish local energy integrated policies.

In the two cases we studied, data showed that the thermal energy produced from local renewable sources will not be enough to cover the present levels of consumption. For instance: the 19% of the total roof surface would be needed to cover the residential consumption with solar systems (thermal and photovoltaic), but only a fraction of it would be appropriate and usable for installation; burning all the sustainably withdrawable biomass would allow to heat the 18% of the built surface in each of the two Pilot Areas, at the present rates of

consumption. Only a factor 6 reduction in the average thermal consumption would allow to heat the buildings using just the locally available wood.

Also the embodied energy of building products (production/transformation + transportation) is a very relevant issue.

#### *Crucial approaches*

Local communities should find at the proper political level recognition of their right to decide about their own energy resources, or at least to be appropriately repaid.

The contribution to the national ecological balance offered by mountain forests in terms of CO<sub>2</sub> absorption might also be economically recognised.

The most 'green' of all energy sources is not to use it in the first place (the "negajoule" concept). To attain an acceptable degree of sustainability, the first and foremost intervention should be on the demand side, not on the offer side. The priority goal for energy policies should be to reduce energy consumption, without which no renewable source, whatever its abundance and conversion efficiency, will ever allow a 'sustainable' system. In the built environment policies, priority should be clearly accorded to the reduction of envelope thermal losses. A public service of energy consumption assessment, certification, and advisory might be particularly useful to promote both public and private energy retrofit of existing buildings.

Local energy production (e.g. thermal energy produced in individual boilers; electricity from small hydropower plants; etc.) might be integrated with grid-connected back-up (e.g. district heating; electricity from dams and/or wind turbines). Albeit promising, such integrated systems aren't economically competitive at the moment.

#### *Close cycles at the local level, wherever possible*

The scale of production plants might be a relevant issue (a system made out of a larger number of small plants that use resources available in their proximity might be more efficient than a few big plants).

Traditional buildings use local, low-embodied energy building materials; passive solar gain; and insulation from natural materials such as straw, wood and snow; and they often exploit high thermal mass and animal heat; etc. These principles are still valid, but the actual performances of such buildings are insufficient to meet the expectations of contemporary lifestyle: an architectural approach with couples traditional wisdom with modern technology is called for.

#### *Possible problems in implementing energy policies in the Alpine Space*

Governance problems: the sharp edge between fragmented local experiences and centralised policies. Coordination of local energy policies and identification of appropriate governance level for energy production authorisations. Local control of local resources should be a goal.

Economic problems: local energy initiatives should be able to generate economic benefits in short terms. It is crucial to foresee strict links between local production and local consumption (to involve also local stakeholders in the policy design and implementation process).

Environmental problems: renewable resources are limited, so different uses might collide. E.g., organised electricity production in a new, purpose-built power plant which burns biomass and has possible thermal by-products (district heating) might subtract the fuel for the diffused production of thermal energy in house wood-burning boilers. Furthermore, renewable energy sources may be sometimes not too environmentally friendly: just think of the impact of dams on water life, particulate pollution from biomass burning, and the visual impact of wind turbines placed on mountain ridges.

Technical problems: the installation of insulation layers as well as PV arrays and solar thermal collectors in existing buildings is a delicate matter which calls for a particular care to ensure functional durability and respect for the historical and natural environment.

## Sustainable tourism

Authors

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Sustainability debate has taken the world by storm since the publication of the (infamous) Brundtland report (United Nations, 1987). Even though much theorizing and discussion has been and still is being done in the global sustainability debate, and the results are only partially visible, one can easily claim there has been, at least in western society, a growing awareness of environmental and social concerns over the last couple of decades. As tourism can be a powerful tool for successful economic development on a local and national scale, naturally the question arises (Stubelj Ars, Bohanec, 2010): how can tourism be made more environmentally friendly while remaining an interesting and attractive experience for customers and still generating economic prosperity? The answer may lie in ecologically sustainable tourism, which primarily focuses on the experience of natural areas and the fostering of environmental and cultural understanding, appreciation and conservation (Ecotourism Australia, 2008).

Obviously, it is this type of tourism the one that most immediately resonates with the Alpine space. Although the terms 'sustainable tourism' and 'ecotourism' are often used as synonyms, scientifically speaking the contemporary tourism sustainability conceptualizations move away from purely green, eco or nature-based forms of tourism and extend into different types of tourism (including the mass one) which, when planned, managed and monitored carefully, can be considered as sustainable (Miller, Twining-Ward, 2006).

Moreover, a notion dealing with competitiveness of the tourism sector and overall sustainability needs to be elaborated, as often extremely competitive examples of Alpine ski tourist resorts (e.g. mega purpose built high altitude resorts in the French Alps) fall short of contributing to overall sustainable development of the territory. Thus, a combination of competitiveness and sustainable development models is needed when trying to implement an efficient system of tourism sustainability monitoring in the Alpine Space, since monitoring is generally accepted as a general prerequisite and one of the most efficient tools for the shift towards a practical implementation of the sustainability concept (Miller, Twining-Ward, 2006).

Systematic monitoring gives the insight into actual development and shows the deviations from strategically planned development, so to change its direction before the damage is made. The primary components of such an indicator system, i.e. the measurement categories or indicators, play an important role in assisting decision-making processes and can be used by both policy-makers and the general public (Schnell, Umbach-Daniel, Johnsen, 2003).

The observation in Slovenian Alps showed, that at present there is no appropriate measurement and that the tourism development is uncoordinated and dispersed. On the other hand, the importance of tourism for the economic development of the Alpine regions is shown to be very high, and greater effort should be put in the sustainable development of tourism.

In a large part of the Alps the law limits the possibilities for economic activities, accelerating the development of micro and small companies, and making tourism one of the few and in some parts even the main economic activity. For this reason, NTA produced a general monitoring tool to help regions to monitor and manage their own development in a more sustainable direction. The tool is composed of sustainable tourism indicators and indicators for measuring sustainable development of the region in general, as well as some of the major determinants of most commonly used competitiveness models. A coherent framework for a monitoring system has been derived from existing theories and definitions of sustainability and later coordinated with project partners and regional stakeholders in order to tailor it to the specifics of the Alpine Space. A systematic model for the identification of indicators for sustainable tourism development has then been established, drawing upon state of the art theories about sustainability indicators, which should help Alpine regions develop their economic activities in sustainable manner.

Once the sustainability monitoring system is implemented in an Alpine region, various local tourist destinations can benchmark how they are performing in various aspects of sustainability (e.g. in environmental, social and economic terms). Similarly, the monitoring system should also provide answers, whether past policies have had the desired effect, or whether new ones would be needed. The trends that can be observed make the tourism planners aware of potential negative changes and serve as an alarm to restrain the negative impacts and trends as soon as they start appearing; the system can thus lead to more efficient and therefore also more sustainable destination management in the Alpine Space.

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## Revitalisation of historic centres

Author

Graubünden Canton

The strategic issue for the development of AS-SLUC for what revitalisation of historic centres is concerned is building a process including three steps:

- carrying out a demographic, economic and social analysis of the historic centre(s);
- assessing the current situation through a SWOT analysis, to be conducted in a workshop attended by local experts. The participatory SWOT analysis would tackle “Settlement and Geographical Issues”, “Economic Issues”, “Social Issues”, “Environmental Issues”, and “Institutional Issues”. This overall view allows to identify the key future challenges;
- designing a programme aimed at upgrading the attractiveness and the competitiveness of the historical centre(s). Such programme will be the result of discussion and selection in a workshop of experts, and will be based on the knowledge and the perspective of local actors, merging different development strategies.

When designing a policy or a Plan in the field of Revitalisation of historic centres, the most relevant issues to be analysed are:

- identification of problematic areas / buildings;
- identification of development models, that on the basis of concrete tasks are generating contemporary and attractive residences, workplaces and recreation places.

It is important that the strategies and development models are realistic and feasible.

When implementing revitalisation of historic centres policies in the Alpine Space, the following problems should be taken into due consideration:

- poor financial resources;
- lack of a common strategy/overall concept shared by the stakeholders;
- insufficient information, both on local decision-makers’ and inhabitants’ side;
- often, the local stakeholders do not recognize territorial promotion as a valid strategy.

## Gender policies

Author

LAMORO Soc. Cons. a r.l.

The most relevant issue for what gender policies are concerned is to ensure a good quality of life in mountain areas. Some elements must be considered as the basis of an action plan to ensure equal opportunities between men and women:

- first of all, a flexible and efficient network of facilities and services for the conciliation between family and working life;
- quality of women's employment: vertical segregation (attaining positions of prestige are not an automatic consequence of a greater presence of women in the workplace), horizontal segregation (originated from stereotypes about the supposed capacities of women), organizational flexibility and any pay gap between men and women;
- finally, the culture of sharing family responsibilities: what is the workload of women and the extent to which man is involved in care work.

The most efficient approach is a consultation that involves women and subjects whom women use to deal with. The experience taught us that women do not accept easily bottom-up approaches, often built up by a male point of view that does not consider their own exigencies and their own familiar needs. Moreover it is very important that consultation and active involvement do not concern only women, but also decision makers and stakeholders at the local level: in this way a real gender mainstreaming can be reached, skipping out on sectarian and isolated actions. Further fundamental elements are: the openness of ideas and intentions, and the language used. Implementing the Pilot Project we saw the importance of a direct language approach, preferably brought by those who give voice to the territory. The implementation of equal opportunities policies in mountain areas should start from the assumption that women, with their ability to adapt to difficult living conditions and their attitude to be both at the centre of family, and occupational life, represent the "strong link" in the communities to which they belong. Women ought not to be considered as a category to be protected, as the weak link of an area in trouble, but as a huge potential in the place where they live. The woman holds important knowledge concerning the use of resources, health systems, and traditional local customs; by her nature as a mother, she is environment respectful. Where women stay the mountain does not die - but a development in harmony with the land is needed, which would seize and exploit the opportunities it offers to human beings.

## Action 7.4 - Toolkit for Local Plans

### Introduction

The main goal of this chapter is to identify operative tools, that may be used by public and private stakeholders in the Alpine Space for putting into practice the methodological guidelines defined in chapter 5,2. To compile this chapter, each partner was asked to produce information on:

- the tool's goal (what can it be used for);
- its guiding principles (why has it been designed that way);
- its contents (a description on how it works);
- if available, an example of how it has been tested at a local scale and which results it produced.

In the first stance, a distinction among the tools according to their nature was proposed:

- analytical tools, for example sets of indicators that could be used to define the problem that a policy/programme/plan should face;
- policy tools, for example a specific kind of integrated plan. Here again the differences among the various administrative contexts in the Alpine Space suggests to identify only the main transferable elements of each tool, and to let aside all the most locally-defined elements. If e.g. the tool is a landscape plan, the components to spot out might be the kinds of actors (public and/or private) that it involves, the kind of resources that are mobilised, the kind of actions that it foresees, rather than its normative peculiarities or its procedures;
- governance tools, i.e. all those instruments that try to deal with the management of policy processes and of the interactions among stakeholders (for example tools for enhancing participation, managing public-private partnerships, etc.).

The tools prepared by CAPACities partners are presented according to such sequence, having in mind that they might select one or more of them according to what they judged more appropriate.

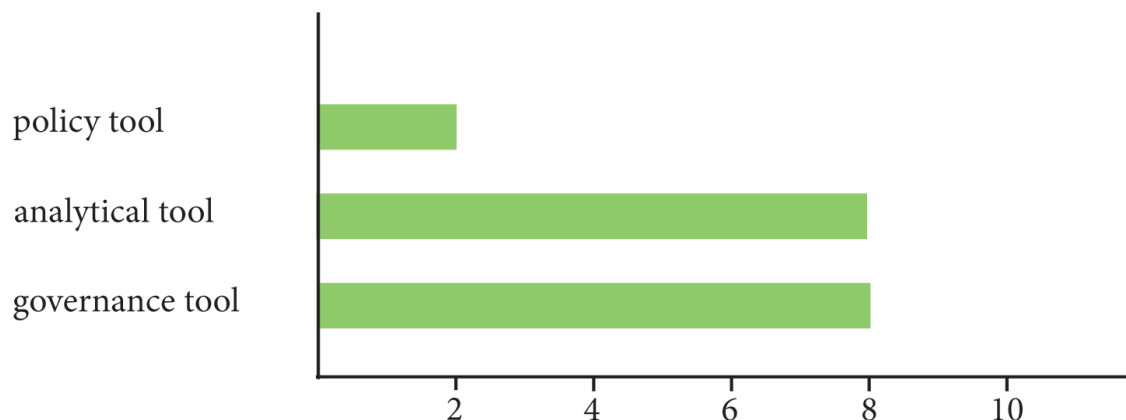
It might be of some interest to observe that out of 13 tools – one for each partner, except Regione Lombardia that submitted three, and Regione Piemonte that submitted two – 8 are analysis tools, 8 policy tools, and 2 governance tools (see figure 2). The sum is higher than 13 because of multiple choices. This fact is illuminating: a number of tools are 'hybrid' in the sense that they somewhat defied categorisation, or at least did not fit into one single category.

It is in the nature of projects promoting innovation, as CAPACities is, to allow or even call for procedures that are at the same time able to analyse and describe complex phenomena, and introduce ways to deal practically with such complexity in development policies.

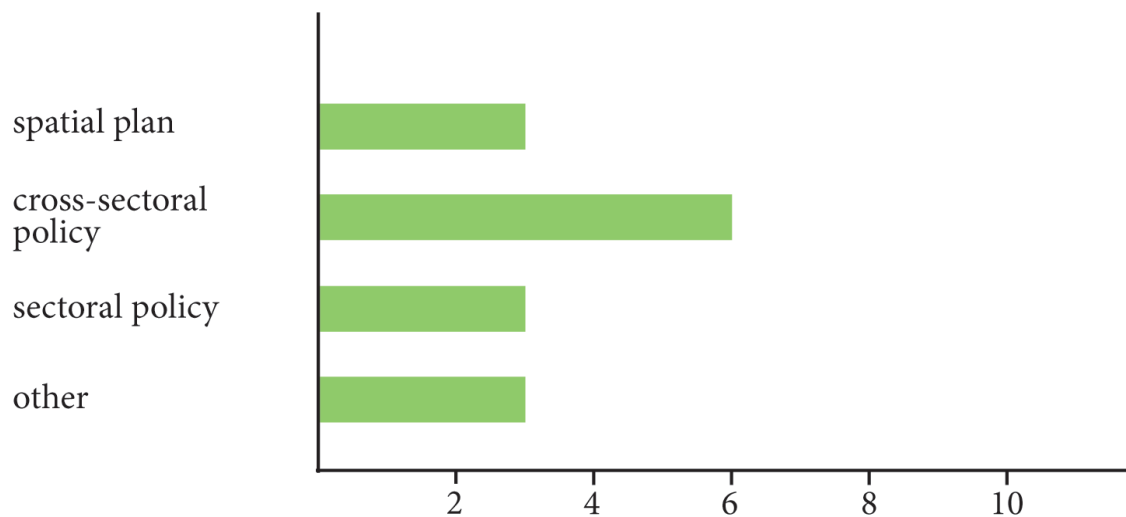
From this point of view, it should not be surprising that just two tools were considered as 'governance' tools – and still, both cases are in fact adaptive procedures to deal with quite complex participatory processes that first of all produce an agreement on future development objectives (inter-municipal co-operation in the case of LI; more general local development goals in the case of RAVDA), and only later provide with the social and political basis for managing the related implementation processes.

In sum, what implicitly all partners agree on is that – to intervene on specific contexts such as mountain areas are especially – common knowledge and analysis methods are not enough.

If one wants to concretely and operationally identify those locally available resources that can be sustainably (both socially and ecologically speaking) exploited, on which to build realistic prefigurations, a specific, 'local',



[Fig. 2 - Tools according to type]



[Fig. 3 - Tools according to type]

or 'situated knowledge' has to be developed, which will synergically integrate usual representations (Geertz, 1983; Haraway, 1988).

Moreover, as we'll see further on, in many of the proposed tools, the construction of such descriptions explicitly integrates local knowledge as expressed through participatory methods involving private stakeholders and individual citizens.

RP, LAMORO, CAUE84, and two of RL's tools, among others, well contain analysis procedures grounded on local, often on-site, research.

As long as a second categorisation is concerned - the one asking partners to label their tools as 'spatial', 'sectoral', 'cross-sectoral', or 'other' -, it seems that choices were more neat, with just a few overlaps. (These being Regione Piemonte's tool no. 6, Kanton Graubünden's no. 8, and Regione Lombardia's no. 10, all deemed as regarding 'spatial planning' and 'cross-sectoral policies' at the same time). One of the tools - namely, no. 2 by IUG - was not assigned to any category (see figure 3).

The graphic shows quite clearly that 6 out of 13 classified tools are meant as instruments concerning cross-sectoral policies affecting a large spectrum of issues that can hardly be encapsulated into categories - and, for that matter, that inherently call for a wide number of subjects to be dealt with appropriately.

Once again it is shown how experimental procedures allow room for at least trying to reconnect dispersed knowledge, and power, being recognised more or less explicitly that without some degree of co-ordination and integration between policies any development strategy - much more when the ultimate goals are so general and ambitious as 'competitiveness' and 'attractiveness' - will fall short.

As it has already been noted, three of the tools aimed at supporting cross-sectoral policies are also relevant with regard to spatial planning (RP, tool no. 6; GR, no. 8, and RL, no. 10). One more tool was designed for sustaining strategic planning practices (RAVDA, tool no. 13).

However, five proposed tools opt for clearly thematic fields: monitoring and benchmarking in the case of NTA tool no. 1; gender policies in the case of LAMORO tool no. 3; refresher course for local administrations in the case of RL tool no. 4; economic development in the case of CAUE84 tool no. 7; and service provision in the case of RL tool no. 11.

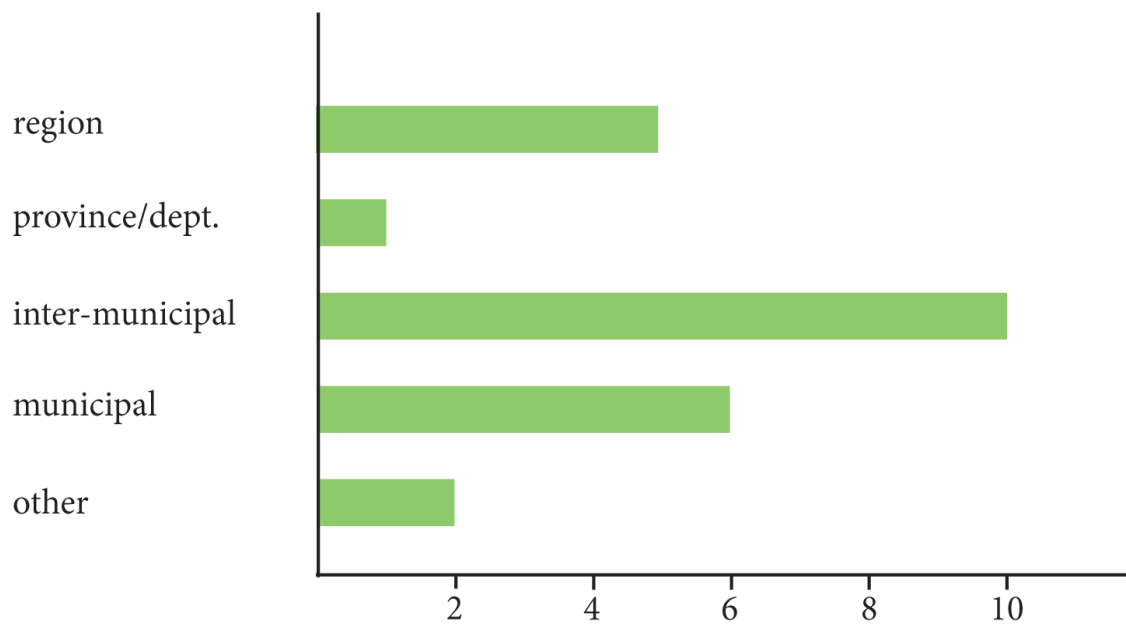
Nevertheless, also in the majority of these cases the quite specific operational fields were identified as relevant as to producing flywheel effects in the local socioeconomic system at a more general scale: namely, the development of a qualified tourism industry, the summoning and merging of the local collective knowledge, the survival and strengthening of women's businesses, and the establishment of innovative albeit niche industries were seen, in their respective contexts, as possible key elements which may affect positively the overall local dynamics, that are often very marginal and gravely hit by negative trends.

In other words, the choice there seems to have been to identify a single element from which to re-start a critical, sometimes endangered local system, that, if it evolves successfully, will provide with a more stable basis on which to build a more generally positive quality of life.

The geographical and administrative level of the proposed tools is, in 10 out of 13 cases, the inter-municipal one (see figure 4).

This choice has been made sometimes as single, more often in association with upper and/or lower levels.





[Fig. 4 - Tools according to geographical and administrative level]

There is an obvious indication here that development policies regarding mountain territories, even in case they include relatively large towns (such as, e.g., Aosta), cannot be managed appropriately without including a more or less large number of neighbouring municipalities constituting a local system (Regione Piemonte, 2008).

Sometimes this even implies the suggestion that a super-ordinate administrative level might be created, perhaps on a voluntary base, in order to facilitate the co-operation of more or less small municipalities. Such bodies might possibly be goal-oriented (i.e., explicitly define that the development of a certain area is their mission), as it happens in France with law 99-586 of July 12th, 1999, or in Italian 'Mountain Communities' according to Piedmont Regional Law 19 of July 1st, 2008.

Whatever the form – new institutional body, permanent commission, informal 'area committee', local development agency, technical task force, etc. – of such co-operation, the large majority of CAPACities partners agree on the fact that a flexible, open relationship might be sought between dispersed institutions and powers in order to attain a new level of efficiency in public policies.

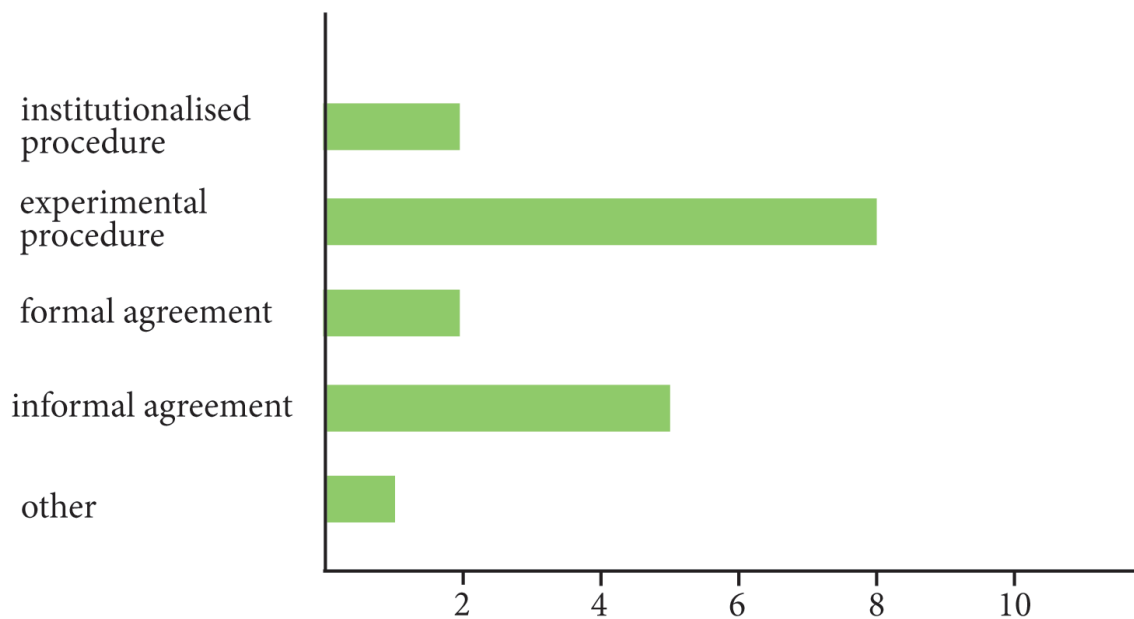
The only exceptions are RL's tool no. 4, RP's no. 6, and AMGI's no. 12, which consider existing institutional levels as appropriate. In the first case – that was applied to valle Seriana as a Pilot Project – no intermediate level is deemed appropriate notwithstanding the fact that the Mountain Community played an important role in connecting municipal counsellors and officers participating in the course with the regional level. In the second case it is judged that the provincial level might be appropriate - when closely integrated to the municipal one - to promote and manage a policy on mountain villages revitalisation.

In the third case the municipal level is deemed as the correct scale for the design and further implementation of a development strategy.

Probably such judgements, albeit correct when applied to the specific case, are the consequence of local conditions and might need to be revised in case of use in other Alpine areas. In fact:

- in applying a course such as the one proposed by tool no. 4, the significant role played by intermediate, local institutions or co-ordination bodies such as Italian Mountain Communities might be fully acknowledged both because it helps bringing the appropriate 'critical mass' together, and because it may greatly benefit from the results of the course itself;
- there might exist notable differences between a small and homogenous province as Verbano-Cusio-Ossola is (where RP's tool no. 6 was developed) and larger and more diverse provinces – Cuneo in Piedmont itself might be a significantly different case;
- while Slovenian municipalities are in average quite large both in terms of population and territorial extension, making it perfectly appropriate to draw a development strategy at that level, there are many areas in the Alps – mainly, but not only, in the Western part of the mountain system – where municipalities are so small that it wouldn't make sense (not to speak about the feasibility in terms of available resources) to draw a development strategy for each of them.

When it comes to defining the legal framework, 8 tools out of 13 are identified as 'experimental procedures'.



[Fig. 5 - Tools according to formal structure]

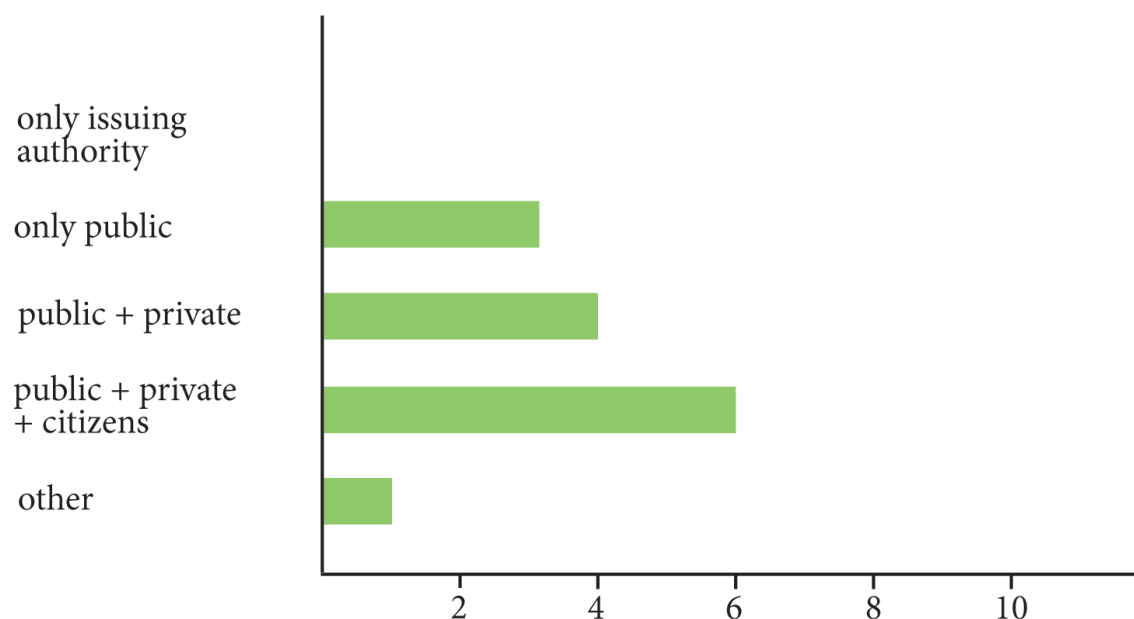
This is utterly coherent with what we have been discussing so far, since in many cases CAPACities provided the opportunity to bring in some innovative practice.

In some cases experience shows us that European projects, with their quite strict requirements, are cleverly used by transformation agencies as Troy horses to introduce seminal innovations in static, custom-burdened environments.

No surprise then, about the fact that also CAPACities was able to produce such a large opportunity for innovation – which, it must be admitted, in many cases would not be absolute innovation, rather relative innovation: with this meaning the introduction of something that had already been successfully developed elsewhere in a new environment, or its application to a new issue.

What it is impossible to assess at the moment is whether such experimentations will last as the European project itself, or will be able to grow roots and produce further results in the future. The hope lays in the fact that most of the tools have been experimented in complex social environments including a wide spectrum of stakeholders, whose interests should not be dismissed in the future, and that they were applied to issues relevant at the local level (as opposed to imposed top-down because of abstract political preferences).

Obviously such hope has larger prospects of permanent transformation of a given context in those cases an agreement could be established during the implementation process.



[Fig. 6 - Tools according to partnership involved]

This is the case of NTA's tool no. 1 and CAUE84's no. 7 (which were born as informal agreements from the start), LAMORO's no. 3 and AMGI's no. 12 (born as formal agreements; the latter aims explicitly at guiding all subsequent decisions), GR's no. 8 (covered by an formal agreement between different-level institutions in spite of its experimental character), RP's no. 5 and 6 (whose outcome was the establishment of informal agreements between involved actors), and RL's no. 10 (whose products were the result of an informal task committee whose members were the mayors). Similarly in the case of LI's tool no. 9 application to Baden and Bad Vöslau, the result won't be binding, but will become attachments to the Local Development Plan and the Building Regulations.

Some partners, such as AMGI, have observed that problems may arise in case of local leadership changes. A wide agreement involving not only counsellors or political parties but the civil society at large will much help in maintaining the direction in such cases. This is much more true in those cases, as in RL's Verbano valleys, where administrative divisions and institutional changes are just too recent to predict what use will be made of the research output.

To complete this analysis based on statistical data, we just need to add that the involvement of different actors shows a clear tendency towards multiplicity and diversity (see figure 6).

No-one of the tools is thought as an internal instrumentation for the issuing authority. 3 out of 13 (all from Regione Lombardia) are designed for involving a number of public bodies; 4 include also private stakeholders; and further 6 also citizens. In one case (CAUE84's tool no. 6), participation extends also to single enterprises.

Far from being a sign of weakness from the institutional side, the tendency towards a participatory approach that can be recognised in the latter 10 tools marks a strong on-going inclination towards inclusion and partnership at all societal levels, which builds consensus and shares responsibility and commitment in view of a more deeply rooted (and hence sustainable) development perspective.

Only assuming such a political stance may public policies build future for present and forthcoming generations (Bobbio, 2004; Wates, 2000). That is much more true in marginal territories where the more or less strong local powers just fade in front of upper level phenomena - from globalised economy to national policies, to name but a few - and should therefore find common ground on which to build their development strategies.

From this point of view, it seems that those tools that were designed for exclusively public partnerships might be quite easily rearranged in order to extend participation and hence build wider consensus and mobilise a diverse spectrum of social and economic resources.

On the basis of collected information it seems that a classification of tools might better have been as follows:

- tools to support the analysis of local resources (tangible and intangible);
- tools aimed at supporting the production of development strategies (shared, participatory, etc.) built on the above-mentioned local resources;
- guidelines and recommendations;
- management methods and schemes;
- assessment systems.

This shows once again that a predefined classification grid may not fit perfectly the reality it was supposed to describe, and that after data have been gathered and discussed a feedback might come on the grid themselves. A final remark should be dedicated to highlighting the most relevant findings that are common, albeit not unanimously present, in CAPACities partners' contributions.

*1. There is a clear and strong link between the quality of the built and natural environment on one side, and the quality of life, including the 'health' of the local socioeconomic system at large, on the other.*

Obviously, this does not mean by any means that there should be recognised some sort of determinism here. Nevertheless, the Alpine environment seems to perfectly epitomise a condition where the physical and the socioeconomic facets - if such a tremendous simplification is acceptable at all - find themselves in balance, also in the ecological sense (see Crescimanno, 2010, for a more detailed analysis).

To put it in terms of opportunities rather than of plain description of what's there, in an evermore competitive scenario it seems that Alpine areas - or, at least, those that are well-connected to transportation and information infrastructure and reasonably provided with urban functions - are particularly well positioned against their metropolitan and flatland counterparts, thanks both to their natural capital resources (such as setting, landscape, healthy environment, etc.) and availability of specific resources that may have an intrinsic economic value (see for instance, CAUE84's strategy for the use of endemic plant species in advanced industries; or RP's scheme for a careful use of local energy and building resources).

Analysis tools are therefore crucial in both clearly identifying local resources in quantitative and qualitative terms (including social values attached to them, and their *Zukunftsfähigkeit* or 'capacity to contain the future'),

and positioning them against a broader context of general unsustainability of the urban-industrial 'development model'. Mountain areas might result among the few places in the continent that are not too much detached from a really sustainable development model; they should become aware and able to take advantage of this (MerCALLI, 2002).

A number of partners felt first of all the need to implement ways to make local assets visible and build awareness of unexploited potential. What might seem obvious from the outside – for instance, the evident healthier living conditions or stronger eco-systemic resilience – may not be fully recognised locally, where marginality in service provision, job opportunities, or urban functions can outbalance strengths in the residents' perception.

*2. As we've already mentioned, tools show a quite strong tendency towards cross-sectoral policies and inter-municipal cooperation.*

The acknowledgement of a multidimensional, integrated approach is quite obvious today, once 'modernist' certainties have been set apart - be it by choice or necessity (Bauman, 1991; Bauman, 1992; Bauman, 1993). Often, the relevance of human capital and the cultural dimension of local development are mentioned in project dossiers and presentation material but play a small (if any) role in actual policies that tend to focus on infrastructure or other physical transformation. Really integrated development policies call for going beyond the jurisdiction limits of different offices within a certain public administration, or different public bodies whose powers somewhat overlap.

This said, one needs to go beyond the formulation of intentions and see if appropriate tools are available to support cross-sectoral policies, and if and how all local actors accept to share a part of their power in order to allow for a really integrated production of visions (which is perhaps easier) and concrete implementation and day-to-day management (which is by far more arduous).

Not only the initial project or strategy should be plural - it should be able to stay open during its life in order to accept actual participation and diversity, without which 'multi-', 'cross-', and 'inter-' approaches are destined, at best, to support a certain degree of co-ordination between complicated administrative divisions and functional repartitions, in order to increase efficiency. Those experimental solutions which - even though through 'weak' agreement forms - not only accept but promote as an opportunity a certain degree of plurality in points-of-view, goals, instrumentation, implementation techniques, and, what's more, decision-making processes, are those that appear best suited to put AS-SLUCs in a strong position in competing with other territories and attracting opportunities for the benefit of their populations.

*3. Social inclusion is just the most advanced consequence of adapting a participatory approach.*

All those forms of consultation that have been used by most partners - IUG, RAVDA, RL, RP, GR, LI to mention just those that have given it a heavier role - should be made permanent and not only be used instrumentally to produce documents giving voice to plural stances.

This does not imply by any means that traditional forms of representative democracy should be overcome – but they should more permanently integrated with broader empowerment of local communities.

Let us not forget that one of the traditional features of mountain community was often a large degree of self-determination, which has resisted till now only in Switzerland. By definition, a sustainable system is one that is primarily based on local resources, and the first such resources are the citizens themselves, members of a community that is able and willing to take responsibility about its own future. Whatever the legal framework, it is strongly recommended that where municipalities are small (in terms of population) they:

- a) increase the functional relationship between one another and with superordinate administrative bodies, with the aim of uniting the scarce resources available; and
- b) mobilise living forces in the civil society in a common effort towards an amelioration of local opportunities for present and future generations.

*4. Finally, innovation in entrepreneurship and public-utility service provision is another very relevant point, which unfortunately has not been developed by partners as it should.*

True, local integrated systems have been put at the centre of many partners' Pilot Projects: only think to CAUE84's revitalisation of mountain economies through the provision of co-ordinated, well-serviced facilities; RL's training activities connected in a 'cultural district' in valle Seriana; RP's effort of establishing an integrated cycle of production and transformation of wood into energy and material for the building and furniture industries in val Varaita; RAVDA's cross-generational integration of skills in crafts and tourism industries in Walser Mountain Community; and – possibly the examples that more clearly give an essential role to small and micro enterprises – LAMORO's attribution of a key role to women and their businesses in marginal mountain areas in the province of Cuneo; and LI's integrated plan for facilities and services provision in Baden and Bad

Vöslau.

Nevertheless, not much has been elaborated in order to recognise the essential role played in mountain areas by small and micro enterprises, and assess their actually overwhelming role in contributing to the health of local economies and societies at large; and still less in order to arm them against the merciless competition from external economic forces, that are not only intrinsically more powerful (being much bigger), but also strongly backed by national and European regulations, and enjoying a much easier access to both credit and subventions. Monitoring and assessing schemes should become unbiased and refrain from associating large dimensions, investment capacity, and 'modern' organisational forms with 'good' and 'well-performing' enterprises. In fact, the present economic situation shows that often in times of crisis, small and micro enterprises can better survive and hence perform an unparalleled role of social resilience.

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# Toolkit for Local Plans



## Tool no. 1: Innovative Monitoring

Proposed by	NTA
Topic	Sustainable tourism
Type of tool	Analytical tool Attractiveness and Competitiveness Monitor
Territorial scale	Region; Inter-municipal; Other (Slovenian Julian Alps)
Legal framework	Informal agreement
Actors involved	Public institutions, private stakeholders and citizens

### *Main goals*

The main logic behind the Alpine Competitiveness Monitor is to propose a user-friendly and practical tool based on scientific inquiries and can therefore contribute to practical implementation of monitoring of the competitiveness, attractiveness and sustainability of Alpine Space at the level of Alpine municipality or tourist destination

### *Guiding principles*

To achieve this the tool relies on most commonly proposed sustainability and competitiveness indicators that have been carefully selected out of the most influential models in order to best suit the characteristics of Alpine Space.

At a later stage these indicators were even empirically tested in nine municipalities of Slovenian Julian Alps and in the regions of Valle d'Aosta (IT) and Graubünden (CH).

### *Brief description*

The users just need to input the basic data about a given municipality, as the system is able to calculate and graphically represent the indicators from the available data.

Once this is completed they can analyse the figures of the calculated indicator results in the results sector.

Further users can check the graphical representations of the outcomes in the charts and analyses section.

In case they experience any problems during the operation of the Benchmarking Monitor, there is a User manual, which provides guidance through all of the available features.

The Alpine Competitiveness Monitor allows the municipalities to be benchmarked in the following system:

- pilot municipality x : pilot municipality y;
- pilot municipality x : region to which appertains;
- region x : region y;
- pilot municipality x : average of all pilot municipalities (the barometer),

both considering a single indicator and indicator groups.

In whole, the Alpine Competitiveness Monitor can be considered as an innovative tool that is:

- theoretically sound;
- practically applicable;
- simple;
- efficient;
- useful;
- able to represent the common vision of competitiveness in Alpine Space by the CAPACities project partnership.

### *Implementing example and references*

The general version of CAPACities Alpine Competitiveness Monitor tool has been used for the first time in the phase of its testing in Slovenian Alps and two partner European regions (Valle d'Aosta in Italy and Graubünden in Switzerland).

In close cooperation with Alpine municipalities the basic data needed for the calculation of indicators have been gathered and input.

This way municipalities could start benchmarking themselves against each other and also see how they perform in terms of natural, social, environmental, and economic environment compared to regional averages.

NTA created a second, tourism-oriented version of the CAPACities Alpine Competitiveness Monitor, aimed at Alpine tourist destinations.

Through the series of discussions and presentations with local stakeholders NTA analyzed how past policies affected the Julian Alps destinations' competitiveness and sustainability and to find out how the tool could be used to analyse the trends and spotlight the right policies for innovative policy promotion that would lead to consequential rise of the competitiveness of the destinations tourist offer.

<http://etool.ntz-nta.si/login>

<http://etool.dojo.si>

## Tool no. 2: Producing scenarios from student workshops

Proposed by	IUG
Topic	Participation / Public-private partnership
Type of tool	Analytical tool
Territorial scale	Inter-municipal
Legal framework	Experimental procedure
Actors involved	Various public and private institutions/stakeholders

### *Main goals*

Organizing student workshops may be a means to inform the debate between public and private stakeholders, and shape an external vision of the future image of territory.

Spatial strategic planning is based upon the production of alternative scenarios.

The workshop is organized in two phases: the survey and the project.

The survey is addressed to collect statistical data and qualitative information through interviews with local decision makers and residents.

The project phase is addressed to produce different images of the future of the territory by creating sketches and schemes.

A confrontation is organized at the end of the workshop between students and local stakeholders.

### *Brief description*

Until the end of the 1990s, strategic planning was opposed to spatial planning. Spatial strategic planning was theorised by researchers such as Patsy Healey, Bernardo Secchi or Paola Viganò.

It is an attempt to imagine spatial organisation schemes at large scales such as city regions or rural departments.

The scenarios are produced during workshops, which involve different categories of actors. A one-week workshop can produce a large set of territorial development images.

### *Implementing example and references*

The charrettes of New Urbanists in America, such as John Fregonese ([www.frego.com](http://www.frego.com)) or Peter Calthorpe ([www.calthorpe.com](http://www.calthorpe.com)).

Progetto Funo ([www.provincia.bologna.it](http://www.provincia.bologna.it)).

### Tool no. 3: Methodology for a gender analysis in order to highlight the main difficulties in starting up feminine enterprises

Proposed by	LAMORO
Topic	Gender policies
Type of tool	Analytical tool Sectoral policy (Gender policies)
Territorial scale	Inter-municipal
Legal framework	Formal agreement
Actors involved	Public institutions, private stakeholders and citizens

#### *Main goals*

The main goal is to ameliorate the quality of life in mountain areas.

The development of services and facilities, through which women combine work and life, getting out of the isolation in which they are often relegated, are fundamental for the small urban context consolidation from the point of view of equal opportunities.

The most worrying risk for women who live in mountain areas is isolation.

Even the fragmented and inefficient Internet coverage may constitute a cause of discrimination patterns, and certainly narrows opportunities down and frustrates women's expectations.

#### *Guiding principles*

The aim is to build a methodology for the analysis of feminine entrepreneurship in mountain areas, by mixing quantitative and qualitative data and deepening the research through the selection of both positive and negative examples of women-run companies.

These examples are used for an in-depth analysis, that helps understand the causes of evolutionary dynamics in the feminine entrepreneurship of a certain area.

#### *Brief description*

The methodology proposed is structured in the following parts:

- creation of a database of women's enterprises on the territory;
- creation of a database of women's enterprises ceased in the last 5 years;
- creation of an evaluation index and an in-depth analysis of a portion (10%) of the total amount of enterprises;
- interviews to experts;
- selection of 10 female-owned businesses of particular interest and in-depth analysis of their features;
- selection of 5 female-owned businesses that ceased in the last years and in-depth analysis of their history;
- elaboration of the collected data.

#### *Implementing example and references*

There is no example of implementation as this is the first time such a tool is developed.

Cuneo Province women contributed to its creation through several meetings where they discussed about their main difficulties and wishes.

They are strongly interested in carrying out activities and further developing the tool.

## Tool no. 4: Training initiatives as an engine for local development

Proposed by	RL
Topic	Economic valorisation of local resources
Type of tool	Analytical tool Refresher course in the field of territorial development planning
Territorial scale	Region; Municipal
Legal framework	Experimental procedure
Actors involved	Various public institutions

### *Main goals*

The main goals of this innovative training method are:

- the building of a new awareness of local government counsellors and officers about the local resources and weaknesses; and
- the emerging of both action fields and tools more adapted to the specific local development needs.

### *Guiding principles*

Staff and counsellors from local public bodies take part in the course. A training activity team just supports the participants in recognising the main issues for the sustainable development of the territory, and in achieving consensus on a local agenda.

The cultural dimension of local development and the central importance of human capital for the improvement of local action are the main references of the training experiences.

### *Brief description*

Before the course, a “territorial mediation” expert collects the perceptions of the local community visiting the place, listening to the population, and holding some interviews.

At the beginning of the course the participants, divided in groups, reflect on community perceptions, and highlight the main factors influencing local development. After some discussion steps, a few main issues are identified.

About two weeks later, the participants meet experts specifically involved on the basis of the issues previously acknowledged. Following a bottom-up approach, the territory itself selects the discussion items and the experts are asked to highlight opportunities and tools for the development of that specific district.

A final activity can be implemented in order to produce a final document or, when possible, an Agenda, where some concrete steps for future activities are underlined.

### *Implementing example and references*

The course was organised with the technical support of the Seriana Valley Mountain Community. Regione Lombardia designed the activities and program with the help of a hired consultant and a course team.

A week before starting, the expert made a survey in Seriana Valley. A list of faithfully reported quotes from such survey have been selected and then proposed to the participants during the first stage of the course.

Ten days later, the participants got together with officials from the Regione Lombardia, who had been specifically involved on the basis of the issues that emerged during the first meeting: interregional cooperation, tourism and commerce, and mountain agriculture.

During the second part of the final day, the expert proposed a reflection on “Identity and mentality at the local level”. After this a discussion was developed in order to produce the contents of a local Agenda.

The course team and the expert have then drawn up the Agenda and proposed it to the local institutions for approval.

## Tool no. 5: Renewable energy guidelines

Proposed by	RP
Topic	Renewable energy production and consumption
Type of tool	Analytical tool; Policy tool Cross-sectoral policy
Territorial scale	Regional; Inter-municipal; Municipal
Legal framework	Experimental procedure; Informal agreement
Actors involved	Public institutions, private stakeholders and citizens

### *Main goals*

Support decision-making towards a sustainable management of mountain territories. The main goal should be the reduction of the ecological impact produced by human activities (production and transformation processes, household management, transportation...).

The use of local resources (building materials, local energy resources) is a key point for a sustainable development, and can support a new mountain economy based on short distance supply chains.

Mountain communities are often exporters of renewable energy (in the form of wood and/or hydropower). The local energy patterns should be rethought over, so to satisfy sustainably the local demand without decreasing one of the few sources of income they can dispose of, and drastically reducing the need to import fuel for heating purposes.

Another relevant goal is to guide those who live now and will live in the mountains towards a different lifestyle, based as much as possible on local resources.

### *Guiding principles*

In the present crisis of the urban-industrial development model – not a transitional event, but one that will lead to relevant economic and ecologic changes – the mountain areas may offer both tangible and intangible resources.

Local communities should become aware of such potential and develop a strategy to exploit it sustainably and efficiently.

The awareness that our present model is not sustainable both economically and environmentally should push the people and the local stakeholders to adopt a less energy-consuming lifestyle.

### *Brief description*

The guidelines tackle a number of issues:

1) Reduce energy consumption:

- for transportation: decrease the use of car for commuting, use public transportation or live close to workplaces;
- for construction: use building products with low embodied energy (priority should be given to local materials e.g. wood or stone produced and transformed locally, keeping in mind that the heavier the material, the bigger its ecological footprint for transportation); choose durable materials: the embodied energy will be amortised during the long building life;
- for buildings use: this point should be accorded maximum priority.

2) Reduce residential heating volumes (for example plan covered spaces where activities can take place), reduce the envelope thermal losses adding insulation layers, introduce passive systems (e.g. greenhouses), install new heating systems that burn renewable fuels.

3) Use local renewable energy sources to heat water and produce electricity: sun (photovoltaic and thermal solar panels), biomass from wood (possibly in cogeneration boilers), wind, water. Every source should be used according to its local potential and minimising its impact on the environment.

4) An integrated public energy management is needed to cover the initial investment to build a local energy system - profits will then be available to fund community projects.



5) A public information service providing also counselling and energy assessment of existing buildings might be very useful too.

### *Implementing example and references*

About transportation:

- Serge Salat. The efficiency of territorial urban morphology and human behaviour are as relevant as the building efficiency on the global environmental impact. [urbanmorphologylab.com](http://urbanmorphologylab.com).

About buildings:

- EVA Lanxmeer, a Dutch almost self-sufficient neighbourhood in Culemborg (Utrecht), provides examples of application of greenhouses added on the north and south facades. [www.eva-lanxmeer.nl](http://www.eva-lanxmeer.nl);
- Bengt Warne: Houses built inside greenhouses. <http://bengtwarne.malwa.nu>; [www.ecorelief.se](http://www.ecorelief.se);
- Werner Schmidt. Houses with thick strawbale walls, with a very low energy consumption. <http://www.atelierwernerschmidt.ch>;
- Andreas Ruedi: Houses whose solar gains are larger than thermal losses. <http://www.a-ruedi.ch>.

About integrated local management:

- Azienda Naturale Comunale (“Communal Natural Company”) is being founded by the Municipality of Sampeyre (CN) and by Cerigefas (Università degli Studi di Torino). <http://www.vallevaraita.cn.it/ita/cerigefas>; <http://www.comune.sampeyre.cn.it/>

## Tool no. 6: Villages revitalisation guidelines

Proposed by	RP
Topic	Revitalisation of historic centres, Sustainable development
Type of tool	Analytical tool, Policy tool Spatial plan; Cross-sectoral policy
Territorial scale	Province/Department; Municipal
Legal framework	Experimental procedure; Informal agreement
Actors involved	Public institutions, private stakeholders and citizens

### *Main goals*

The guidelines define a strategy on how to deal with abandoned mountain villages: how to allow new residents and activities settle, in places where now there are only holiday houses.

Particular concern is given to how to rescue the buildings, respecting their appearance, and building techniques, the culture they represent, and the agricultural landscape they stand in.

Being their number absolutely non-negligible, such effort will contribute to stop urbanization processes and agricultural soil consumption.

### *Guiding principles*

In the Alps thousands of settlements, heritage of a different socio-economic and ecological system, are almost abandoned.

Only some houses have been converted into holiday homes.

Besides their cultural value as evidence of past know-how in tune with nature, mountain villages can represent high-quality environments to live today – much better than the commodified ‘urban sprawl’ – and sometimes at a very reasonable distance from urban centres.

Moreover, mountain settlements are imbued with clear principles that can become again useful when trying to move away from the actual development model.

A lower-impact development model should take in great consideration the environment and the local context, without reducing the actual quality of life level.

### *Brief description*

The local community is responsible in face of the establishment of a solid agreement about the preservation of the villages and a new shared identity. This needs to be rebuilt making profit of traditional culture, but should embed present living values. Actions to promote social awareness are needed to gain cultural and administrative autonomy.

An inter-municipal commission gathering all relevant institutions should be created (one-stop procedure) for historical settlements.

One of the leading suggestions is to provide (free, public) services instead of subsidies: supply an effective organization to manage the building process; develop information and training activities; give counselling, also showing best practices; etc.

Information and plans regarding entire villages should be provided by public bodies as a result of participatory designs, especially regarding access roads and parking lots, anti-seismic load-bearing structures, public spaces and communal facilities, energy systems, and in general issues that cannot properly managed at the level of individual estates.

The lifestyle should be adapted to the buildings at least as much as the buildings are modified to meet contemporary, sometimes abstract requirements. The use of local materials and labour-intensive (traditional or innovative) techniques should be promoted both to sustain the local labour market and for environmental reasons. Energy, water, food, and waste should be managed as locally as sustainably efficient. The rehabilitation of mountain villages shouldn't be considered as restoration work – they must be respected, but are not monuments. Durability, energy efficiency, comfort should rank among the highest-prized requirements. In any

case, suggested 'appropriate' technical solutions cannot control the quality of refurbishment.

Detailed on-site surveys are the starting point for any project and should be compulsory.

Design must be custom-made – transferring standard solutions is at best dangerous. This tendency is the result of seeing the professional as a dispenser of bureaucratic papers, and of laws and by-laws tending to impose industrialised ways of doing born in totally different contexts. Therefore, a high degree of awareness and technical competence is called for from all the actors in the building trade.

In the end, the guidelines provide with a few principles to sustain and design respectful, functional, and affordable rehabilitation.

### *Implementing example and references*

Revitalisation of whole villages:

- Bordo ([www.bordo.it](http://www.bordo.it)) and Torri Superiore ([www.torri-superiore.org](http://www.torri-superiore.org)) are examples of collective self-building work that last for a long time. The works are characterized by acceptance of existing traditional buildings and minimal changes;
- Paraloup and Colletta di Castelbianco ([www.colletta.it](http://www.colletta.it)) are examples of intervention by a single actor: in the first case a trust, in the second a developer.

About the principle of distinction between new and old (an addition to a building is a contemporary work of architecture, standing out from the ancient one), good practices are works by:

- Werner Schmidt ([www.atelierwernerschmidt.ch](http://www.atelierwernerschmidt.ch));
- Naumannnaumann architects ([www.promolegno.com/materialelegno/01/progetti/la-casa-nella-casa.htm](http://www.promolegno.com/materialelegno/01/progetti/la-casa-nella-casa.htm));
- Daniele Marques ([www.marques.ch](http://www.marques.ch));
- Michele Arnaboldi ([www.ma-a.ch](http://www.ma-a.ch)).

## Tool no. 7: Plan for specific economic estates

Proposed by	CAUE84
Topic	Economic valorisation of local resources
Type of tool	Analytical tool; Policy tool Sectoral policy (economic development)
Territorial scale	Inter-municipal
Legal framework	Informal agreement
Actors involved	Various public and private institutions/stakeholders; Enterprises

### Main goals

The main objectives of the tool are:

- to reduce territorial unbalance between competitive, industrialised areas, and depopulated mountain areas;
- to identify some specific emerging activities, with the aim to strengthen and develop them, and so to contribute to their competitiveness;
- to define a strategy for economic renewal, giving prospects to specific activities (in the case of Pays Une Autre Provence cosmetic, healthy food, distilling with nuclear technologies...) by research and development, in order to create value-added employment.

### Guiding principles

The Plan is set up to answer two main questions:

- which are the organisational methods and means of the industries that are active in the area?
- how to intervene on the industries' organisation, to strengthen the local development dynamics?

The key issue is to reveal the valorisation potential of local resources, and their development opportunities, with an approach based on spatial planning, but also on organisational optimization.

Therefore, the Plan is based on an analysis of location, and of development prospects of traditional and emerging industries, with the aim to arouse synergies between enterprises.

### Brief description

A specific methodology based on data bases analysis, enquiries, and interviews is set up, following to the objectives of the Plan:

- definition of the area targeted for this policy. It is elected for being a disadvantaged area as long as economic development is concerned (according to the findings of a SWOT analysis). This justifies the institution of specific public measures. In the case of Pays Une Autre Provence, such "priority area" corresponds to the mountain area and its surroundings;
- analysis of Status indicators: characteristics of existing trading estates (location, infrastructure level, built surface, total surface), data on potential growth of trading estates (urban planning regulations, land available for future estates, price of land, responsible authority or manager, evolution of jobs, predominant activity sectors, development prospects...), characteristics of significant enterprises (activity sector, size, evolution of jobs, turnover, development prospects...);
- analysis of the economic structure of different sectors (both traditional and emerging activities), based on local resources: clustering;
- drawing of recommendations to strengthen local resources exploitation, emerging activities and their clusters, spatial management, and development planning.

### Implementing example and references

In the mountain area of Pays Une Autre Provence, a large part of the economy is still based on traditional agriculture, e.g. aromatic plants growing (lavender...). This activity is very vulnerable, due to the competition of countries where labour is very cheap.

Nevertheless, at present plant growing could take off again with good market prospects in the field of cosmetics and well-being industry.

According to the Plan for specific trading estates, the development of Pays Une Autre Provence will be based on synergies between different kinds of enterprises, local clusters, and geographical areas. For example, the Rhône Valley hosts an important nuclear industry, which has developed certain new technologies which can contribute to the progress of the distillery industry in the mountain area.

So, a platform dedicated to molecular extraction – gathering companies that implement innovative technologies such as supercritical carbon dioxide – is planned in Nyons area.

- Charter of Pays Une Autre Provence (2004) [www.paysuneautreprovence.com](http://www.paysuneautreprovence.com)
- Project and Local Action Group “Soil of taste” in Pays Une Autre Provence (programme LEADER, 2008)
- “Rural Excellence Cluster” on “Plant products valorisation and conversion” in Pays Une Autre Provence (DATAR, 2010) [poles-excellence-rurale.datar.gouv.fr](http://poles-excellence-rurale.datar.gouv.fr).

## Tool no. 8: Revitalisation of historic centres

Proposed by	GR
Topic	Revitalisation of historic centres
Type of tool	Analytical tool; Policy tool Spatial plan; Cross-sectoral policy
Territorial scale	Region; Inter-municipal; Municipal
Legal framework	Institutionalised procedure; Experimental procedure
Actors involved	Various public and private institutions/stakeholders

### *Main goals*

The main objectives are:

- to revitalise historic centres;
- to envisage sustainable solutions to make the centres more attractive;
- to raise financial resources inside and outside the region.

### *Guiding principles*

In many mountain areas, peripheral urban centres happen to provide both local and at a certain extent regional functions (schools, basic healthcare, basic shopping facilities, basic services such as post office and banks, etc.). The attractiveness and competitiveness of the towns that play such a role of small Alpine centres need to be upgraded through the search of appropriate solutions.

### *Brief description*

Although the process must start out of an institutional decision, a private operator may be appointed with its coordination and management.

The first step is to analyse the current economic and social situation.

Then different development strategies are compared and assessed, setting relevant goals (e.g., for Poschiavo the goal was to market its historic centre to attract visitors, for Roveredo-Mesolcina to attract new residents).

Development strategies are subsequently be discussed in an experts workshop.

Finally, the development strategies are submitted to the municipalities involved. These can decide to approve them and implement the chosen strategies.

### *Implementing example and references*

Poschiavo:

[http://www.stw.ch/RNS\\_2\\_it.html](http://www.stw.ch/RNS_2_it.html)

[http://www.ilbernina.ch/article.php3?id\\_article=9217](http://www.ilbernina.ch/article.php3?id_article=9217)

Roveredo-Mesolcina:

<http://www.zukunftswohnen-netz.ch/index.php?page=0&cont=01>

[http://www.wohnforum.arch.ethz.ch/publikationen/pub\\_buch\\_wohnen2lebenshaelfte.html](http://www.wohnforum.arch.ethz.ch/publikationen/pub_buch_wohnen2lebenshaelfte.html)

<http://www.neueswohnen50plus.ch/>

<http://www.wohnform50plus.ch/d/index.cfm>



## Tool no. 9: Strategic planning and inter-municipal cooperation within the vicinity of metropolitan areas

Proposed by	LI
Topic	Strategic planning
Type of tool	Policy tool; Cross-sectoral policy
Territorial scale	Inter-municipal
Legal framework	Experimental procedure
Actors involved	Public institutions, private stakeholders and citizens

### Main goals

The key goal is enhancing attractiveness and competitiveness of Alpine Space Small Urban Centres, focusing on the specific situation and requirements of those urban centres that lay within the vicinity of MEGAs.

This tool makes a contribution to the following issues:

- development and implementation of inter-municipal cooperation processes in line with local policies, planning activities and actions;
- identification of cooperation fields duly considering sustainability and cost efficiency;
- optimisation of local resources use, shared and complementary strengths and opportunities;
- continuous pursuit of medium and long term development goals while ensuring flexibility throughout the implementation process.

### Guiding principles

The objective is to contribute to the identification of potential fields of inter-communal cooperation, which will be requested by tightening budgets, rising requirements for small and medium-sized towns, and spatial complexity.

What is crucial in terms of broad applicability of this tool is the customised usage in line with the specific local situation.

Thus it is advised to adapt the SWOT analysis methodology based on general indicators, integrating specific (locally relevant) indicators.

The tool is open towards a diversity of organisation, cooperation, and participation forms.

### Brief description

“Traditional” inter-municipal partnerships are primarily established to share or co-ordinate public tasks and services such as technical infrastructure, administrative services, etc.

The innovative approach of this instrument lays in the extension of the field to include integrated spatial planning processes as well as development strategies, featuring the following work phases:

- SWOT analysis based on general and local indicators for every AS-SLUC;
- definition of common strengths and weaknesses as well as complementary resources and deficits of the AS-SLUCs;
- identification of cooperation fields and shared strategy formulation by network partners (public and private stakeholders, public administration, external experts, but also, e.g., special interest groups and citizens);
- establishment of a modular strategy concept, considering different scenarios and sets of measures (action alternatives).

### Implementing example and references

This instrument with its individual working steps was specified in the Pilot Project involving the Cities of Baden and Bad Vöslau, and there tested within the quite limited timeframe of CAPACities.

In order to improve its practicability and take local specific features into account interviews with local public

and private decision makers were conducted in addition to the SWOT analysis.

The modular strategy plan was tested addressing the issue “Housing and Work”, in particular regarding small and micro-enterprises, other issues may follow.

Implementation was initiated by means of an informal loose network to be continued and intensified in the future.

As successfully performed upon completion of the project “Culturalp”, further project implementation shall be supported by the project partner in its function as counseling planner.

Evaluation steps are to be added.

Though it is not foreseen that the strategy concept will attain a legally binding character, findings may become part of the legal tools of the Local Development Program and the Building Regulation Plan.

Links:

[www.capacities-alpinespace.eu](http://www.capacities-alpinespace.eu)

[www.liske.at](http://www.liske.at)

## Tool no. 10: Environment and heritage recovery – Place making

Proposed by	RL
Topic	Local planning processes
Type of tool	Policy tool Spatial plan; Cross-sectoral policy
Territorial scale	Inter-municipal; Municipal
Legal framework	Experimental procedure; Informal agreement
Actors involved	Various public institutions

### *Main goals*

The recognition of shared responsibilities in managing an area involves the need of an innovative approach for planning and growth management at the municipal level. This implies encouraging and implementing inter-municipal cooperation measures.

The tool aims at improving the policy makers' consciousness of shared spatial assets such as those resources with a unique, distinctive character that can increase competitiveness and attractiveness.

The tool is also useful to improve the functional relationship between different planning levels and competences (Regional spatial plan, local urban plans), in order to increase efficiency in space management.

### *Guiding principles*

The organisational structure is very simple: it leads the municipal governments to work cooperatively, considering the sum (in our Pilot Project, the Chiavenna Plain) as a whole, and not only the single municipal territories.

### *Brief description*

The work structure is the following:

- preliminary study of the characteristics of the shared area and its context, and meetings with the mayor who will act as local project leader, to discuss characteristics and problems of the target area;
- study on the features of the common area, and conception of a shared project on it involving local stakeholders;
- building a network containing all mayors (a sort of area committee), and organisation of meetings to agree on a common project and a work plan;
- implementation of shared planning, and meetings to discuss the work in progress;
- completion of the plan;
- public presentation of the plan.

### *Implementing example and references*

The implementation of the tool in Chiavenna Valley included the following steps:

1. Creation of a Guidebook, the first about the whole Chiavenna Plain (only guidebooks dealing with single municipalities in the plain existed before). The main goal of the guide is to collect experiences (past, present, or future projects) which can be related to competitiveness and attractiveness issues. The Guidebook will be available in local bookstores, libraries, and tourist offices. The Guidebook will push municipalities to look at the plain as a whole area, with its peculiarities and treasures, and not as a land fragmented by administrative divisions. Lastly, the Guidebook will contribute to connect the local potential to planning decisions, taken at different scales (e.g.: regional plans, local urban plans).
2. Workshops involving mayors who worked together on a draft of the Guidebook.
3. Meetings with mayors aiming at building a committee on the Plain, which could proceed working when CAPACities Project is over.

## Tool no. 11: Innovating and integrating community services for urban and environmental quality

Proposed by	RL
Topic	Local planning processes
Type of tool	Policy tool Sectoral policy (service provision)
Territorial scale	Region; Inter-municipal; Mountain Community
Legal framework	Study
Actors involved	Various public institutions

### *Main goals*

The tool aims at providing an informative instrument to improve the provision of local interest services, by defining the more efficient size of municipalities. There is in fact a chance that inter-municipal bodies may turn into coordinating agencies capable of assisting small municipalities, and staging new projects of joint service provision. From this point of view it is strategic to provide technical support to decision makers and representatives of inter-municipal bodies in their efforts towards organising their offices, offering some new perspectives and a proper information basis.

### *Guiding principles*

Different demands (from citizens, social groups, business sectors, commuters, and tourists) overlap and compete over Alpine areas. Such diversity challenges the current system of public service provision and calls for an integrated approach in order to achieve an economy of means, as well as a “rescaling” of services with respect to localities and the geographical distribution of citizen needs. In a way, rethinking service provision can be sought as an attempt to create a “shared infrastructure” for the manifold communities that use the analysed area.

### *Brief description*

The tool consists in creating a workgroup composed by consultants and officers of the inter-municipal body. The workgroup produces a study on the area analysing potential synergies in service provision.

The outputs are then delivered to the counsellors of the inter-municipal body in order to help them instruct preliminary meetings with mayors of the affected municipalities.

The workflow of the project organization features four main activities:

- study of the administrative context and collection of data;
- delivery of a written report;
- two public meetings (a preliminary meeting and a final presentation of the study involving the local key policy makers);
- communication (printing and diffusion of the study).

### *Implementing example and references*

The application of the tool to the CAPACities Pilot Project consisted in supporting counsellors and officers of the Mountain Community Valli del Verbano. Accordingly, the project team has been composed by a referee of the Mountain Community, and consultants from the CAPACities team (Regione Lombardia, Finlombarda and Politecnico of Milan). The project group has also exchanged information with another research group working on the same area.

The main output delivered by the project group to the Mountain Community was a handbook. It addressed the more peculiar needs of the Mountain Community, by providing a survey on the geographical distribution of community demands, a list of critical services that require reorganisation, and some basic considerations to reshape the responsibilities at a proper scale. The document contains also general guidelines and policy recommendations addressed to regional government officers.

## Tool no. 12: Strategy for sustainable local development

Proposed by	AMGI
Topic	Sustainable development
Type of tool	Policy tool; Governance tool Cross-sectoral policy
Territorial scale	Municipal
Legal framework	Institutionalized procedure
Actors involved	Public institutions, private stakeholders, and citizens

### *Main goals*

The main purpose of the strategy for local sustainable development is to harmonize the medium and long-term development goals and combine them into a uniform strategic framework that will take into account local resources, potentials, limitations, and desires to connect various needs of local stakeholders, thus defining a joint development direction.

The strategy represents a common consensus, defines the key guidelines, and supports decision-makers in adopting decisions acceptable from the viewpoint of sustainable development.

### *Guiding principles*

Because local elections usually take place every four years, municipalities find it difficult to consistently pursue joint development goals when there are changes in leadership, especially if these goals are not clearly defined and agreed among individual local stakeholders. A clear definition of goals is vital in order to effectively use the development resources and potentials and to successfully connect all the development players and their actions. Specifically, coordinated activity can contribute to creating synergic effects.

### *Brief description*

The key moment for successfully implementing the strategy is the preparatory stage because it must include all areas of local community activities, evaluate local resources and potential, ensure inclusion of all involved in development, and produce a development vision that complies with all economic, social, and environmental standards. This can only be achieved through a careful study of the local conditions and consistent implementation of the participatory process, in which all stakeholders become involved and identify with the strategy, its guidelines, and goals; this is also a necessary prerequisite for its successful implementation.

Goals defined in terms of number and timeline, responsible coordinators, and indicators for monitoring the implementation process must be defined for the harmonized guidelines.

This type of umbrella document is then adopted by the relevant municipal body, which consistently takes it into account in all further regulations and decisions, which prevent it from departing from the previously set strategic goals.

### *Implementing example and references*

In Slovenia, local development strategies are uncommon; they are usually only adopted by large municipalities. Nonetheless, it makes sense to systematically introduce them because the needs for these types of documents are manifested at every step.

This has also been experienced in the case of the Innovative Strategy for Sustainable Development of the Municipality of Idrija, in which the stakeholders were aware of the necessity for this type of strategy and participated with commitment in the majority of the preparatory activities.

Through this, cooperation between those involved already began at the preparation stage, which will be of key importance in implementing the strategy later on.

In terms of strategy preparation, our work in the pilot region is thus an example of effective development discussions. The implementation of this type of strategies can be verified in several municipalities that have already adopted a similar document.

## Tool no. 13: interactive workshops

Proposed by	RAVDA
Topic	Participation
Type of tool	Governance tool Strategic Planning
Territorial scale	Inter-municipal
Legal framework	Experimental procedure
Actors involved	Various public and private institutions/stakeholders

### *Main goals*

An inter-municipal plan has to be set up on the basis of a participatory process involving public and private actors, whose interests are linked to the territory.

A shared vision of the future of their territory is the base of local development.

Interactive participation is the most efficiency means to connect and share development choices.

Building an interaction network between local stakeholders means therefore to be effective in terms of development choices.

### *Guiding principles*

In the process of strategic planning, workshops are commonly organised in a quite conventional way.

Setting up an interactive workshop means, in addition, to identify the preferences of the participants, in order to work on those issues that are perceived as relevant.

Public and private stakeholders are involved on the basis of a “snowball” method, established by sociologists for reputational survey.

### *Brief description*

For each topic, all actors that have interests on territorial planning and governance (“all-encompassing interest”) are involved.

Stakeholders are interviewed at their work place or any other neutral place, in order to acquire some preliminary knowledge of the preferences of each participant.

This facilitates further interaction and networking.

Moreover, stakeholders are asked to provide connections to other local stakeholders (“snowball” method).

A direct link, based on trust, is established with each stakeholder: the quality of the relationship is very relevant in letting participation grow.

After the interviews phase come(s) one or more workshop(s) that can be organized in different ways:

- workshop taking place in a meeting room: plenary session plus workshops about specific issues. Each participant chooses the thematic workshop they prefer, and on this basis work groups are organized;
- workshop “in situ” with *parcours commentés* (interactive discussion journeys). After the site visits, the thematic discussion is held in a meeting room.

At the end of the process, the stakeholders are in charge of settling the choices emerged during the workshop.

### *Implementing example and references*

The model is participatory strategic planning as developed in Northern European towns, which has been implemented in a more complex way in metropolitan areas such as Torino.

The Northern European tradition is based on the pre-existence of organised interests which are involved in the governance process.

We have used such a model, in the context of an Alpine valley, adding the participation of citizens, through individual interviews and group workshops.

The “snowball” method, which is also called reputational survey, has been first used by sociologists such as

Hunter to understand the power networks in local societies.

Later, urban sociologists (laboratory CRESSON of the Architectural School of Grenoble) used this method to analyse social interactions.

The *parcours commentés* have been experimented in France by the multidisciplinary agency BazarUrbain, Grenoble ([www.bazarurbain.com](http://www.bazarurbain.com)).