

REGALP

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Work Package 6

Proposing Adjustments to EU and National Policies

Work Package Report

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List of abbreviations

CAP	Common Agricultural Policy of the European Union
CL	Cultural landscape
EIA	Environmental Impact Assessment
ESDP	European Spatial Development Perspective
ESPON	European Spatial Planning Observation Network
EU	European Union
IR RD/CL	Interrelation between regional development and cultural landscape
RD	Regional Development
SEA	Strategic Environmental Assessment

1. WORK PACKAGE 6 SUMMARY

1.1 English summary

1.1.1 Aims of WP 6

WP 6 is the final thematic work package of REGALP. Thus, WP 6 is a core work package of the whole project joining the results of the previous work packages 1-5 and formulating concrete policy recommendations aiming at the adaptation of European and national policies in terms of a balanced development in the alpine space. The objectives of WP 6 as indicated in the Technical Annex are:

- To summarise future requirements for EU and national policies based on the results of WP1-5.
- To propose specific improvements and adjustments to the policies concerned.
- To prepare first steps of implementation of the proposed adjustments.

1.1.2 Methodology and work programme

The methodology of elaborating policy recommendations was based on the following work steps:

- Defining a reference system of “sustainable development” as a basis for recommendations
- Collecting and summarising background information, especially on existing policy recommendations
- Elaborating policy recommendations in two stages: draft recommendations and final recommendations.

The main input for WP 6 besides WP 2, 4 and 5 was the evaluation work of WP 3 which was based on “policy approaches”. The REGALP team agreed to elaborate policy proposals for the following approaches:

- “Agriculture for regional development and with cultural landscape” (*the “agriculture approach”*)
- “Spatial planning to conciliate regional development with environment and cultural landscape” (*the “planning approach”*)
- “Infrastructure (including tourism) for strengthening regional development” (*the “infrastructure approach”*)
- “Projects for and with cultural landscape, cultural and natural resources” (*the “projects approach”*) and
- “Protection of nature and cultural landscape” (*the “conservation approach”*).

The elaboration of policy recommendations for these policy approaches and the connected instruments was based on several sub-steps. As a basis, the deficits and achievements of policy instruments as well as the connected reasons were synthesised from WP 3 results and further examined. Based on these findings as well as on a transnational and transsectoral synthesis of the results of WP 2, 3, 4 and 5, preliminary national policy recommendations oriented towards the criteria of sustainable development as set up in the WP 6 reference system were worked out by the partners. These recommendations were then discussed in the frame of “national policy expert workshops” which each partner ran. In addition, a synthesis of preliminary transnational recommendations was presented and discussed with representatives of relevant EU policies in Brussels. The results of these workshops were used in order to adapt the draft recommendations. In the end, final recommendations were elaborated by checking feasibility of the recommendations and comparing them with existing proposals.

1.1.3 Results

From the national WP 6 reports of the REGALP teams, transnational recommendations aiming at sustainable and spatially balanced development in the Alps were synthesised. As a basis, general recommendations addressing all policy approaches (“transversal recommendations”) were established. They were followed by proposals addressing the policy approaches of spatial planning, agriculture, landscape conservation, infrastructure and tourism. The “headlines”, i.e. the main message of the recommendations are listed below.

From a realistic point of view, the **feasibility** of many proposals has to be regarded as rather low, at least at present. However, the REGALP team already decided consciously in the beginning of WP 6 not to discard recommendations of “ideal” character, but to maintain them as meaningful, innovative and future-oriented aspects which can provide input into ongoing or upcoming debates and could even become starting points for future amendments of policies and instruments.

The degree of **transferability** of the transnational REGALP proposals to areas different from the alpine space has generally to be regarded as rather high. This is due to the mostly general character of the synthesised proposals and to the fact that the Alps comprise several basic regional types (urban, rural and tourist areas, central and peripheral areas) which are not unique or extraordinary, but rather common also in other mountain regions as well as outside the Alps and even within whole Europe.

Comparing the REGALP recommendations with those **existing recommendations**, it has to be stated that many single elements of the REGALP proposals already existed before. However, the orientation of proposals towards the interrelation between regional or economic development and cultural landscape is more or less a new field for policy recommendations. In addition, the broad coverage of a wide range from spatial planning via agriculture, nature and landscape conservation to infrastructure and tourism policy is rather comprehensive.

Transversal recommendations:

- The policy approaches should take the interrelation between regional development and cultural landscape better into account. Economic and landscape issues should be balanced within and between the policy sectors. Coordination and cooperation between the policy approaches should be improved.
- Policies should take small-scaled spatial differences in the Alps better into account. Instruments and measures should be more adapted to the specific regional situation.
- Policies should counteract the polarisation between central and peripheral areas in the Alps and aim at a better balance and synergetic cooperation between these areas.
- Monitoring and evaluation measures for policies and instruments dealing with economic development and cultural landscape should be improved in order to provide an ongoing input for policy adaptation.
- A broad and general discussion about the functions of cultural landscape in the Alps should be initiated involving all policy fields relevant for landscape as well as professional groups and the public.

Recommendations for spatial planning policies:

- Spatial planning has to focus more on the spatial balance and conciliation of economic development and cultural landscape issues. The elements of spatial regulation should be better linked with elements of economic development.
- The implementation of spatial planning goals, especially safeguarding free space and steering settlement development, should be enhanced by improvement of the operationalisation of objectives.
- In order to complement spatial plans, more local and regional projects aiming at sustainable spatial development as well as balance of economic and landscape requirements should be implemented.
- Communication and cooperation should be improved within the field of spatial planning as well as between planning and relevant sector policies on all administrative levels.

Recommendations for agricultural policies:

- Agricultural policies should further support the maintenance of alpine agriculture. State funds are still necessary, but measures and premiums should be better adapted to the regional situation. Special attention should be paid to the economic efficiency of the funds allocated.
- Agricultural policies should also aim at the improvement of alpine agriculture's business profitability. Quality products, efficient marketing structures and diversification of activities should be better promoted and supported.

Recommendations for landscape conservation policies:

- Landscape policies should provide policy- and decision-makers, professional groups and inhabitants with more information about alpine cultural landscapes. The awareness for landscapes, their requirements and their interrelation with economic development should be raised.
- Protected areas have to be complemented by environmentally sound land-use practices outside the protection areas in order to guarantee comprehensive maintenance of landscape diversity. Maintenance strategies integrating spatial planning provisions and agri-environmental measures should be established.
- The level of restrictiveness in protected areas has to be better adapted to the local situation and connected requirements. Nature protection and economic concerns have to be better balanced. Thereby, communication with and involvement of locals has to be improved.

Recommendations for infrastructure policies and projects:

- Infrastructure policies should take cultural landscape better into account as a basis for economic development. Adverse effects on landscape caused by infrastructure development should be better avoided.
- Small-scaled and environmentally sound tourism based on cultural landscape should be improved. Intensive tourism should be concentrated only in the most suitable areas of the alpine space.

1.2 German summary

1.2.1 WP 6 – Ziele

WP 6 verbindet als letztes thematisches REGALP-Workpackage die Ergebnisse der Workpackages 1-5 und formuliert auf dieser Grundlage Politikempfehlungen, die auf eine Anpassung Europäischer und nationaler Politiken im Sinne einer ausgewogenen Entwicklung des Alpenraums abzielen. Die Ziele von WP 6 entsprechend dem Technical Annex sind:

- Zusammenfassung der zukünftigen politischen Erfordernisse auf EU- und nationaler Ebene basierend auf den Ergebnissen von WP 1-5
- Empfehlung spezifischer Verbesserungen und Anpassungen der betroffenen Politiken
- Vorbereitung erster Schritte zur Umsetzung der Empfehlungen.

1.2.2 Methodik und Arbeitsprogramm

Die Methodik der Erarbeitung von Politikempfehlungen basierte auf folgenden Arbeitsschritten:

- Definition eines Referenzsystems zur „nachhaltigen Entwicklung“ als Basis für die Empfehlungen
- Recherche und Synthese von Hintergrundinformationen, insbesondere zu existierenden Politikempfehlungen
- Erstellung von Politikempfehlungen in zwei Schritten: vorläufige und endgültige Empfehlungen.

Den Hauptinput für WP 6 lieferte neben WP 2, 4 und 5 besonders die Politikevaluierung aus WP 3, die sich auf folgende „politische Handlungsprinzipien“ bezog:

- „Landwirtschaft zur Regionalentwicklung und in Verbindung mit Kulturlandschaft“ („*Landwirtschafts-Ansatz*“)
- „Raumplanung zur Abstimmung von Regionalentwicklung, Umweltbelangen und Kulturlandschaft“ („*Planungs-Ansatz*“)
- „Investitionen in Infrastruktur (einschließlich Tourismus) zur Stärkung der Regionalentwicklung“ („*Infrastruktur-Ansatz*“)
- „Projekte im Bereich Kulturlandschaft, kulturelle und natürliche Ressourcen“ („*Projekt-Ansatz*“)
- „Schutz von Natur und Landschaft“ („*Konservierungs-Ansatz*“).

Die Generierung von Politikempfehlungen zu diesen Handlungsansätzen und den ihnen zugeordneten Instrumenten erfolgte in mehreren Arbeitsschritten. Als Grundlage wurden die Stärken und Schwächen der Politikinstrumente sowie die entsprechenden Ursachen anhand der Ergebnisse aus WP 3 zusammengefasst und vertieft untersucht. Darauf sowie auf einer transnationalen und transsektoralen Synthese der Ergebnisse von WP 2 – 5 aufbauend wurden von den Partnern vorläufige Empfehlungen erarbeitet, die auf das WP 6-Referenzsystem der

„nachhaltigen Entwicklung“ ausgerichtet waren. Diese Empfehlungen wurden im Rahmen von Workshops mit Politikexperten sowohl auf nationaler / regionaler als auch auf Europäischer Ebene in Brüssel diskutiert. Die Ergebnisse dieser Veranstaltungen wurden zur Anpassung der Vorschläge genutzt. Die endgültigen Empfehlungen wurden weiter durch die Prüfung der Umsetzbarkeit und den Vergleich mit bereits existierenden Vorschlägen angepasst.

1.2.3 Ergebnisse

Basierend auf den WP 6-Berichten der REGALP-Partner wurden transnationale Empfehlungen, die auf eine nachhaltige und räumlich ausgewogene Entwicklung des Alpenraumes abheben, synthetisiert. Diese umfassen allgemeine Vorschläge, die alle bearbeiteten Politikbereiche betreffen („transversale Empfehlungen“) sowie Empfehlungen, die sich auf die Handlungsprinzipien Raumplanung, Landwirtschaft, Natur- und Landschaftsschutz, Infrastruktur und Tourismus beziehen. Die Hauptaussagen („Überschriften“) der Empfehlungen sind weiter unten aufgeführt.

Die **Umsetzbarkeit** der Empfehlungen muss realistischerweise als beschränkt betrachtet werden, zumindest zum gegenwärtigen Zeitpunkt. Das REGALP-Team entschied sich jedoch schon bewusst zu Beginn von WP 6, Empfehlungen „ideellen“ Charakters nicht zu verwerfen, sondern vielmehr als wichtige innovative und zukunftsorientierte Aspekte beizubehalten, um einen Beitrag zu gegenwärtigen und zukünftigen Diskussionen zu liefern und damit möglicherweise auch Ausgangspunkte für Anpassungen von Politiken und Instrumenten bereitstellen zu können.

Die **Übertragbarkeit** der transnationalen REGALP-Empfehlungen auf andere Gebiete kann generell als relativ hoch erachtet werden. Dies ist zum einen auf die Tatsache zurückzuführen, dass die zusammengefassten Vorschläge eher allgemeinen Charakter aufweisen, zum anderen umfassen die Alpen verschiedene Regionstypen (städtisch, ländlich, touristisch, zentral, peripher), die nicht alpenspezifisch, sondern auch in anderen Berggebieten und in ganz Europa zu finden sind.

Der Vergleich der REGALP-Vorschläge mit bereits **existierenden Politikempfehlungen** ergibt, dass viele Einzelelemente der REGALP-Vorschläge nicht neu sind. Die Ausrichtung der REGALP-Empfehlungen auf die Wechselbeziehung zwischen Regionalentwicklung und Kulturlandschaft ist jedoch ein eher weniger bearbeitetes Feld für Politikempfehlungen. Zudem ist der breite REGALP-Ansatz, der die Bandbreite von Raumplanung über Landwirtschaft und Landschaftsschutz bis hin zu Infrastrukturpolitik und Tourismus behandelt, ein besonders umfassender.

Transversale Empfehlungen:

- Die Politiken sollten die Beziehung zwischen Regionalentwicklung und Kulturlandschaft verstärkt berücksichtigen. Wirtschaftliche und landschaftliche Interessen sollten besser ausbalanciert werden. Koordination und Kooperation zwischen den einzelnen Politikbereichen sollten verbessert werden.

- Die Politiken sollten die kleinräumigen Unterschiede und Disparitäten im Alpenraum vermehrt berücksichtigen. Die politischen Instrumente und Maßnahmen sollten besser an die spezifische regionale Situation angepasst werden.
- Die Politiken sollten der Polarisierung zwischen zentralen und peripheren Gebieten in den Alpen entgegenwirken und vermehrt auf eine Balance und synergetische Kooperation dieser Gebiete abzielen.
- Monitoring und Evaluierung von Politiken und Instrumenten im Bereich Regionalentwicklung und Kulturlandschaft sollten verbessert werden, um Grundlagen für die Anpassungen der Politiken zur Verfügung zu stellen.
- Eine breit angelegte allgemeine Diskussion der Funktionen der Kulturlandschaft in den Alpen sollte initiiert werden, in die die landschaftsrelevanten Politikbereiche, Berufsgruppen und die Öffentlichkeit miteinbezogen werden sollten.

Empfehlungen zur Raumplanungspolitik:

- Raumplanung sollte sich verstärkt auf die räumliche Balance und den räumlichen Ausgleich von wirtschaftlichen und kulturlandschaftlichen Erfordernissen konzentrieren. Räumliche Restriktionen sollten besser mit Aspekten wirtschaftlicher Entwicklung verbunden werden.
- Die Umsetzung von Raumplanungszielen, insbesondere Sicherung von Freiräumen und Steuerung der Siedlungsentwicklung, sollten durch eine verbesserte Operationalisierung der Ziele gestärkt werden.
- Zur Ergänzung der Raumordnungspläne sollten verstärkt lokale und regionale Projekte durchgeführt werden, die auf eine nachhaltige räumliche Entwicklung sowie eine Balance zwischen wirtschaftlichen und landschaftlichen Bedürfnissen abzielen.
- Kommunikation und Kooperation innerhalb der Raumplanung sowie zwischen Raumplanung und den relevanten Sektorpolitiken sollten auf allen administrativen Ebenen verbessert werden.

Empfehlungen zur Agrarpolitik:

- Die Agrarpolitik sollte die Landwirtschaft im Alpenraum weiterhin unterstützen. Dafür sind weiterhin staatliche Mittel notwendig, wobei die Maßnahmen und Prämien aber besser an die regionale Situation angepasst werden sollten. Auf die ökonomische Effizienz der Mittel sollte besonderer Wert gelegt werden.
- Die Agrarpolitik sollte verstärkt auf eine Verbesserung der Profitabilität der landwirtschaftlichen Betriebe abzielen. Die Erzeugung von Qualitätsprodukten, effiziente Marketingstrukturen und die Diversifizierung der Betriebe sollte noch stärker unterstützt werden.

Empfehlungen zur Natur- und Landschaftsschutzpolitik:

- Natur- und Landschaftsschutzpolitik sollte politische und sonstige Entscheidungsträger sowie Einheimische bezüglich der Kulturlandschaften des Alpenraumes vermehrt informieren. Bewusstsein und Verständnis für landschaftliche Erfordernisse und die Beziehung zwischen Kulturlandschaft und wirtschaftlicher Entwicklung sollten gesteigert werden.
- Natur- und Landschaftsschutzgebiete sollten noch mehr als bisher von umwelt- und landschaftsgerechten Landnutzungsformen außerhalb der Schutzgebiete in der Fläche ergänzt werden, um eine umfassende Erhaltung der Landschaftsdiversität im Alpenraum gewährleisten zu können. Managementstrategien, die die Vorgaben der Raumplanung sowie Agrar-Umweltmaßnahmen einbeziehen, sollten erarbeitet und umgesetzt werden.
- Der Schutzcharakter von Natur- und Landschaftsschutzgebieten sollte besser an die lokale Situation und die damit verbundenen Erfordernisse angepasst werden. Naturschutz- und wirtschaftliche Belange sollten besser ausbalanciert werden. Dabei sollte auch die Kommunikation mit Einheimischen und deren Miteinbeziehung in Entscheidungsprozesse verstärkt werden.

Empfehlungen zu Infrastrukturpolitik und Projekten:

- Infrastrukturpolitik sollte die Kulturlandschaft verstärkt als Basis für wirtschaftliche Entwicklung berücksichtigen. Negative Auswirkungen von Infrastrukturprojekten auf die Kulturlandschaft sollten vermieden werden.
- Kleinstrukturierter und umweltfreundlicher Tourismus, der die Kulturlandschaft als Ressource nutzt, sollte verbessert und gefördert werden. Intensiver Tourismus sollte auf die am besten geeigneten Gebiete im Alpenraum konzentriert werden.

1.3 French summary

1.3.1 Objectifs du WP 6

La phase finale du programme REGALP, appelée WP6 (Work Package 6), regroupe les résultats des cinq premières phases du programme dans l'objectif de formuler des recommandations concrètes en vue d'une adaptation des politiques européennes et nationales vers un développement équilibré de l'espace Alpin. Conformément à l'annexe technique, cette phase finale a pour objectifs :

- De résumer les demandes futures pour les politiques européennes et nationales sur la base des cinq premières phases du programme.
- De proposer des améliorations spécifiques et des ajustements pour les politiques concernées.
- De préparer les premières phases de mise en oeuvre des ajustements proposés.

1.3.2 Méthodologie et programme de travail

La méthodologie d'élaboration des recommandations était basée sur les étapes de travail suivantes :

- Définir un système de référence pour un "développement durable" comme base des recommandations.
- Recueillir et résumer l'information existante, en particulier les recommandations d'ores et déjà existantes.
- Elaborer des recommandations en deux étapes: des recommandations préliminaires, puis des recommandations finales.

Le travail de la phase WP3 qui portait sur l'évaluation des principales approches politiques a constitué, aux côtés des autres phases du programme, WP 2, 4 et 5, une des entrées principales du WP6. L'équipe REGALP a donné son accord pour élaborer les propositions de recommandations sur la base des approches politiques identifiées dans cette phase WP3 :

- "L'agriculture pour le développement régional et avec le paysage"
- "La planification pour concilier développement régional avec environnement et paysage"
- "Les infrastructures (dont infrastructures de tourisme) pour renforcer le développement régional"
- "Les projets pour et avec le paysage, les ressources culturelles et naturelles"
- "La protection de la nature et du paysage"

L'élaboration des recommandations pour ces différentes approches politiques et les instruments qui y sont liés a été basée sur plusieurs étapes élémentaires. Elle s'est appuyée en premier lieu sur une synthèse et un approfondissement des éléments de diagnostics identifiés dans le WP3, qui portaient sur les réussites et déficits des instruments des politiques. Associés à la synthèse transnationale et trans-sectorielle des résultats des autres phases WP2,4,5, ces résultats ont permis de définir des recommandations préliminaires orientées vers la recherche d'un développement durable, en référence au système de référence ci-dessus mentionnée et présenté dans Arlot, Probst et Weiss. Ces recommandations préliminaires ont ensuite été discutées dans

le cadre d'ateliers de discussions conduits dans chacun des pays et qui ont généralement associé différents experts des champs politiques concernés. Une synthèse transnationale de ces recommandations préliminaires a aussi été présentée et discutée avec des représentants de l'Union Européenne à Bruxelles. Des recommandations finales ont ensuite été définies en vérifiant la faisabilité des recommandations en cours de définition et en les comparant avec les recommandations qui avaient été identifiées comme déjà existantes.

1.3.3 Résultats

Des recommandations transnationales ont été définies à partir des différents rapports nationaux. Les premières sont des recommandations transversales, concernant toutes les approches politiques étudiées. Les autres recommandations définies sont propres à chacune des approches politiques étudiées, planification, agriculture, protection du paysage, infrastructures et tourisme. Les principaux messages de chacune de ces catégories de recommandations sont présentés ci-dessous.

La **faisabilité** de beaucoup des propositions faites apparaît comme plutôt faible à ce jour. L'équipe REGALP a cependant sciemment décidé dès le début du travail sur les recommandations de ne pas écarter des recommandations de caractère plus idéaliste, mais plutôt de les maintenir comme des orientations donnant du sens, innovantes et orientées vers le futur, et pouvant ainsi servir de base pour des débats en cours ou à venir, voire devenir le point de départ de futurs amendements aux politiques et à leurs instruments.

La possibilité d'un **transfert** des recommandations transnationales de REGALP à d'autres espaces que l'espace alpin a généralement été considérée comme assez élevée. Ceci est principalement dû au caractère général des recommandations définies, ainsi qu'au fait que les Alpes comprennent plusieurs types régionaux représentatifs du reste du territoire européen (aires urbaines, rurales et touristiques, zones centrales et périphériques).

La comparaison des recommandations de REGALP avec les **recommandations existantes** montre que les recommandations sont largement basées sur des éléments de recommandation déjà existants. Cependant, l'orientation des recommandations vers le champ de l'interrelation développement régional – paysage ouvre un champ de définition de recommandations plutôt nouveau, qui de plus couvre un large champ de politiques.

Recommandations transversales :

- Les approches politiques doivent mieux prendre en compte les interactions qui existent entre développement régional et paysage. Les objectifs économiques et ceux concernant le paysage doivent être équilibrés pour chacune des approches politiques et entre elles. La coordination et la coopération entre les différentes approches politiques doivent être améliorées.
- Les politiques doivent mieux tenir compte de la mosaïque des types de développement et des types de territoires des Alpes. Les instruments et les mesures doivent être mieux adaptées aux spécificités régionales, à une échelle assez locale.

- Les politiques doivent contrecarrer les mécanismes de polarisation de l'espace entre les zones centrales et périphériques des Alpes, et viser ainsi à une coopération mieux équilibrée et plus en synergie entre ces différentes zones.
- Les moyens de mesure et d'évaluation des politiques et de leurs instruments doivent être améliorés afin de fournir des données suffisantes pour une future adaptation de ces politiques.
- Une discussion sur les fonctions du paysage dans les Alpes doit être initiée de façon large et générale, en incluant tous les champs politiques concernant la question du paysage, ainsi que les différents groupes professionnels et l'ensemble des autres acteurs.

Recommandations pour les politiques de planification :

- La planification doit se concentrer plus avant sur l'équilibre spatial et la conciliation des enjeux économiques et paysagers. Les éléments de régulation spatiale doivent être mieux reliés aux éléments de développement économique.
- La mise en oeuvre d'objectifs de planification spatiale, tout particulièrement de sauvegarde d'espaces libres et de contrôle de l'urbanisation, doit être améliorée par des objectifs plus opérationnels qu'à ce jour.
- En complément de la planification spatiale, il est nécessaire de mettre en oeuvre des projets locaux ou régionaux ayant pour vocation un développement spatial durable, ainsi qu'un équilibre entre les besoins de développement économique et ceux du paysage.
- La communication et la coopération doivent être améliorées tant dans le champ de la planification spatiale qu'entre planification et autres politiques sectorielles concernées, et ce à tous les niveaux administratifs.

Recommandations pour les politiques agricoles :

- Les politiques agricoles doivent continuer à aider au maintien d'une agriculture alpine. Des subventions d'état restent nécessaires, mais les mesures et les primes doivent être mieux adaptées aux différences régionales. Une attention particulière doit être apportée à l'efficacité économique des fonds ainsi alloués.
- Les politiques agricoles doivent aussi viser à améliorer la rentabilité des entreprises agricoles alpines. Produits de qualité, structures efficaces de commercialisation et diversification des activités doivent être plus largement promus et soutenus.

Recommandations pour les politiques de protection du paysage:

- Les politiques du paysage doivent fournir aux décideurs politiques, aux groupes professionnels et aux habitants plus d'information sur les paysages alpins. Elles doivent favoriser une plus grande prise de conscience de la valeur et de la diversité des paysages, des enjeux qui y sont liés et de leurs interactions avec le développement économique.

- Afin de garantir une protection complète de la diversité des paysages, la mise en place d'aires protégées doit être associée à la mise en place de pratiques respectueuses de l'environnement en dehors de ces aires protégées. Les stratégies de protection doivent associer des aspects de planification spatiale et des mesures agri-environnementales.
- Le niveau de restriction appliqué dans les aires protégées doit être mieux adapté à la situation locale, dans un meilleur équilibre avec les enjeux économiques. La communication avec les acteurs locaux et leur implication doit être améliorée.

Recommandations pour les politiques d'infrastructures et les politiques de projets :

- Les politiques d'infrastructures doivent mieux prendre en compte le paysage comme atout du développement économique. Les effets adverses que peuvent causer les infrastructures sur le paysage doivent être mieux maîtrisés et évités.
- Des formes de tourisme diffus et respectueux de l'environnement, basées sur le paysage, doivent être améliorées et développées. Le tourisme de masse doit être concentré uniquement dans les zones les plus appropriées de l'espace alpin.

1.4 Italian summary

1.4.1 Obiettivi del WP6

Il WP6 è l'ultimo work package tematico di REGALP. Il WP6, quindi, è un work package fondamentale dell'intero progetto, che riassume i risultati dei WP precedenti, propone suggerimenti concreti agli indirizzi politici per adattare le politiche nazionali ed europee ai canoni dello sviluppo sostenibile nello spazio alpino. Gli obiettivi del WP6, come indicato nell'Allegato tecnico-metodologico, sono:

- sulla base del lavoro svolto nei WP 1-5, individuare le esigenze future dell'area alpina affinché esse vengano prese in considerazione dalle politiche europee e nazionali;
- proporre miglioramenti e adattamenti concreti delle politiche in oggetto;
- favorire l'implementazione dei miglioramenti suggeriti.

1.4.2 Metodologia e programma di lavoro

La metodologia per l'elaborazione dei suggerimenti all'intervento istituzionale si basa sui seguenti punti:

- individuare un sistema di riferimento sullo "sviluppo sostenibile" come base per l'intervento istituzionale;
- raccogliere e riassumere le informazioni precedenti, soprattutto quelle che riguardano i suggerimenti alle politiche esistenti;
- elaborare suggerimenti per gli interventi istituzionali in due fasi: durante la prima fase verranno definiti dei suggerimenti "provvisori", nella seconda fase i suggerimenti saranno presentati in una forma definitiva.

Per la stesura del WP6 sono stati utilizzati i risultati dei WP 2, 4 e 5, ma soprattutto quelli del WP3 che riguarda proprio l'analisi delle politiche pubbliche. Il team REGALP ha deciso di elaborare proposte per l'intervento istituzionale per le seguenti tematiche:

- agricoltura per lo sviluppo regionale e a beneficio del paesaggio culturale" (l'"approccio agricolo");
- "pianificazione territoriale per conciliare sviluppo regionale, ambiente e paesaggio culturale" (l'"approccio territoriale");
- "infrastrutture (incluso il settore turistico) per rafforzare lo sviluppo regionale" (l'"approccio infrastrutturale");
- "progetti a favore del paesaggio culturale e delle risorse culturale e naturali" (l'"approccio progettuale");
- "protezione dell'ambiente e del paesaggio culturale" (l'"approccio conservativo").

La metodologia utilizzata per l'elaborazione dei suggerimenti all'intervento istituzionale nelle tematiche succitate si articola in diverse fasi. Una prima fase, riguardante l'individuazione delle carenze e dei pregi degli strumenti politici e delle relative cause, si è basata sui risultati del

WP3, che sono stati ulteriormente approfonditi. Sulla base di questa analisi e di una sintesi transnazionale e intersettoriale dei risultati del WP2, 3, 4 e 5 è stata elaborata dai partner una serie di suggerimenti per l'intervento istituzionale, secondo i canoni dello sviluppo sostenibile elaborati nel sistema di riferimento metodologico del WP6. Questi suggerimenti sono stati successivamente discussi nell'ambito di "incontri di esperti sulle politiche nazionali", che ogni partner ha organizzato. Inoltre, una sintesi dei suggerimenti transnazionali "provvisori" è stata presentata e discussa a Bruxelles con esponenti dei più importanti settori di politica comunitaria. I risultati di questi incontri sono stati utilizzati per migliorare i suggerimenti "provvisori". Infine, sono stati elaborati dei suggerimenti definitivi, tenendo conto della loro implementabilità e confrontandoli con le proposte già esistenti.

1.4.3 Risultati

I suggerimenti transnazionali per uno sviluppo sostenibile e bilanciato del territorio delle Alpi sono stati sintetizzati usando i rapporti nazionali del WP6 elaborati dai teams REGALP. In primo luogo, sono stati individuati dei suggerimenti generali a favore di tutte le tematiche politiche ("suggerimenti trasversali"). In secondo luogo, sono stati individuati dei suggerimenti a favore degli interventi istituzionali in materia di pianificazione territoriale, agricoltura, conservazione del paesaggio, infrastrutture e turismo. I principali suggerimenti sono elencati di seguito.

Da un punto di vista realistico, la fattibilità di parecchi suggerimenti è piuttosto bassa, almeno ad oggi. Comunque, il gruppo di REGALP ha deciso consapevolmente agli inizi del WP6 di non scartare alcun suggerimento, anche se di carattere "idealistico", bensì di indicarli come auspicabili, innovativi e proiettati nel futuro. Questi potrebbero alimentare i dibattiti correnti e futuri e potrebbero anche divenire punti di partenza per miglioramenti futuri degli interventi istituzionali.

Il grado di trasferibilità delle proposte transnazionali di REGALP ad aree diverse dallo spazio alpino è da considerare abbastanza elevato. Ciò è dovuto al fatto che le proposte sintetizzate hanno un carattere prevalentemente generale e al fatto che le Alpi comprendono aree di diverse tipologie (urbane, rurali e turistiche, centrali e periferiche), che non possiedono caratteristiche né di unicità, né di straordinarietà. Esse sono invece presenti sia in altre aree montuose, che in altre zone europee.

Confrontando i suggerimenti all'intervento istituzionale elaborati da REGALP con le proposte esistenti si è constatato che molti suggerimenti esistevano già. Comunque, i suggerimenti all'intervento politico riguardanti l'interrelazione tra lo sviluppo regionale/economico e il paesaggio culturale costituiscono un campo inesplorato. Inoltre, l'analisi approfondita di un'ampia serie di tematiche politiche che vanno dalla pianificazione territoriale all'agricoltura, dall'ambiente alla conservazione del paesaggio, dalle infrastrutture alle politiche del turismo è indicativa dell'eshaustività della trattazione.

Suggerimenti trasversali

- I diversi approcci dovrebbero prevedere meglio l'interrelazione tra lo sviluppo regionale e il paesaggio culturale. Le problematiche economiche e paesaggistiche dovrebbero essere bilanciate all'interno di ogni tematica e tra tematiche diverse. Il coordinamento e la cooperazione tra i diversi approcci dovrebbe inoltre essere migliorata.
- Le politiche dovrebbero essere più sensibili alle differenze territoriali delle Alpi. Strumenti e misure dovrebbero essere commisurati ad ogni situazione regionale specifica.
- Le politiche dovrebbero contrastare la polarizzazione tra le aree periferiche e le aree centrali alpine e puntare a bilanciare e rendere sinergica la cooperazione tra le diverse aree.
- Il controllo e le misure di valutazione delle politiche e degli strumenti istituzionali riguardanti lo sviluppo economico e il paesaggio culturale dovrebbero essere migliorati al fine di fornire delle informazioni tempestive per l'adattamento delle politiche.
- Una discussione ampia e generale sulle funzioni del paesaggio culturale nelle Alpi dovrebbe coinvolgere tutti i settori politici rilevanti per il paesaggio, nonché le associazioni professionali e i cittadini.

Suggerimenti per la pianificazione territoriale

- Lo sviluppo territoriale dovrebbe puntare di più al raggiungimento di un equilibrio territoriale e conciliare le problematiche dello sviluppo economico e del paesaggio culturale. Gli elementi di una regolamentazione territoriale dovrebbero essere meglio rapportati con le componenti dello sviluppo economico.
- L'implementazione degli obiettivi della pianificazione territoriale, soprattutto la salvaguardia dello spazio libero e il controllo dello sviluppo degli insediamenti, dovrebbe essere rafforzato migliorando la applicabilità degli obiettivi.
- Al fine di integrare i piani territoriali, dovrebbe essere avviato un maggior numero di iniziative regionali e locali volte allo sviluppo territoriale sostenibile nonché al bilanciamento delle problematiche economiche e paesaggistiche.
- Il flusso informativo e la cooperazione riguardo la pianificazione territoriale dovrebbe coinvolgere ogni livello amministrativo-politico.

Suggerimenti per le politiche agricole

- Le politiche agricole dovrebbero meglio favorire il mantenimento dell'agricoltura alpina. I finanziamenti statali sono ancora necessari, ma gli interventi dovrebbero essere meglio adattati a ogni situazione locale. Una particolare attenzione dovrebbe essere riservata all'efficienza economia dei fondi allocati.
- Le politiche agricole dovrebbero inoltre favorire una maggiore redditività delle aziende agricole alpine. La qualità dei prodotti, l'efficienza del marketing e la multifunzionalità dovrebbero essere meglio favorite e incentivate.

Suggerimenti per le politiche di conservazione del paesaggio

- Le politiche del paesaggio dovrebbero fornire ai decisori istituzionali, alle associazioni professione e ai cittadini una maggiore informazione sul paesaggio culturale alpino. La consapevolezza della diversità del paesaggio, dei diversi bisogni e delle interrelazioni con lo sviluppo economico dovrebbe essere incrementata.
- Le aree protette devono essere valorizzate mediante pratiche ecocompatibili al fine di garantire il mantenimento completo della diversità paesistica. Le strategie di conservazione dovrebbero essere meglio coordinate con la pianificazione territoriale e con gli interventi agroambientali.
- Il livello di protezione nelle aree protette deve essere meglio adattato alla situazione locale e alle necessità specifiche. La protezione della natura e le necessità economiche devono essere bilanciate meglio. In questo senso, il dialogo con gli attori locali e la loro partecipazione deve essere migliorata.

Suggerimenti per le politiche e gli interventi infrastrutturali

- Le politiche infrastrutturali dovrebbero prendere maggiormente in considerazione il paesaggio culturale quale base per lo sviluppo economico. Gli effetti avversi sul paesaggio causati dallo sviluppo infrastrutturale dovrebbero essere evitati.
- Il turismo a basso impatto ambientale basato sul paesaggio culturale dovrebbe essere favorito. Il turismo di massa dovrebbe concentrarsi solo nelle aree più consone dello spazio alpino.

1.5 Slovenian summary

1.5.1 Cilji delovnega paketa 6

Delovni paket 6 (DP6) je zadnji vsebinski delovni sklop projekta REGALP, v katerem so rezultati prejšnjih delovnih paketov združeni v obliki priporočil za preoblikovanje nacionalnih in Evropskih politik v smeri doseganja uravnoveženega razvoja v alpskem prostoru. V tehnični prilogi k projektu so naštetni naslednji cilji DP6:

- na osnovi rezultatov DP1-5 povzeti prihodnje zahteve za politike na ravni EU in držav,
- predlagati izboljšave in prilagoditve za obravnavane politike,
- predlagati prve korake za izvedbo predlaganih sprememb.

1.5.2 Metoda in program dela

Metodo za oblikovanje priporočil sestavljajo naslednji koraki:

- določitev referencnega okvirja za 'trajnostni razvoj',
- zbiranje in povzemanje strokovnih podlag s poudarkom na obstoječih priporočilih,
- oblikovanje priporočil za politike v dveh korakih: osnutek in končna verzija priporočil.

Poleg rezultatov delovnih paketov 2,4 in 5 so bili rezultati vrednotenja politik, ki je bilo opravljeno v DP3, najbolj neposredno uporabljen vhodni podatek. V tem koraku je bila analiza opravljena po značilnih skupinah ukrepov politik, ki smo jih imenovali 'pristopi'. Priporočila so bila torej oblikovana za naslednje glavne pristope v javnih politikah:

- Spodbujanje kmetijstva za regionalni razvoj in ohranjanje kulturne krajine (pristop '*kmetijstvo*')
- Prostorsko planiranje za usklajevanje regionalnega razvoja z varstvom okolja in kulturne krajine (pristop '*planiranje*')
- Izgradnja infrastrukture (vključno s turistično) za krepitev regionalnega razvoja (pristop '*infrastruktura*')
- Projekti za ohranjanje in razvoj kulturne krajine ter kulturnih in naravnih virov (pristop '*projekti*')
- Varstvo narave in kulturne krajine (pristop '*varstvo*')

Oblikovanje priporočil za našete politike in njihove ukrepe je potekalo po več korakih. Cilji trajnostnega razvoja so bili opredeljeni v prvem koraku DP6. Na osnovi ugotovljenih pomanjkljivosti in prednosti posameznih ukrepov ter razlogov zanje in ob uporabi medsektorskih in med-državnih primerjalnih rezultatov DP 2, 4 in 5 so partnerji oblikovali osnutke priporočil. Ta priporočila so bila preverjena v delavnicah s strokovnjaki na področju javnih politik v posameznih državah; predlog nadenacionalnih priporočil pa je bil predstavljen in obravnavan s predstavniki politik EU v Bruslju. Končna priporočila so bila oblikovana na osnovi pripomb z delavnic ter preveritve izvedljivosti in skladnosti z obstoječimi priporočili.

1.5.3 Rezultati

Porocila DP6 za posamezne države, ki so jih pripravile delovne skupine, so bila osnova za oblikovanje med-državnih priporočil za doseganje trajnostnega in prostorsko uravnoveženega razvoja v Alpah. Najprej so bila oblikovana splošna priporočila, ki se nanašajo na vse pristope; tem pa sledijo predlogi za posamezne pristope politik: kmetijstvo, prostorsko planiranje, varstvo in turizem.

Izvedljivost priporočil moramo ob realisticnem pogledu oceniti dokaj nizko, vsaj v današnjih okoliščinah. Vendar pa smo vključili tudi bolj idealistične predloge, ob predpostavki, da so inovativni in upoštevajo prihodnji razvoj ter tako predstavljajo koristno izhodišče za prihodnje razprave o spremembah.

Prenosljivost skupnih (med-državnih) priporočil v območja zunaj alpskega prostora je visoka. To je predvsem posledica dokaj visoke splošnosti skupnih priporočil in pa dejstva, da tudi Alpe sestavljajo različna območja (urbana, podeželska, turistična; središčna in odmaknjena, v vzponu, stagnaciji in v zatonu ...), kakršna so tudi v delih Evrope in so izpostavljena enakim globalnim procesom in gonilnim silam.

Primerjava z **obstoječimi priporočili** pokaže, da marsikatera ugotovitev ponavlja že napisano. Vendar pa usmeritev priporočil v stičišče politik med regionalnim razvojem in kulturno krajino ter umestitev priporočil v okvir hkratne obravnave več sektorskih politik pogosto odkrije nove poudarke, nakaže pa tudi možnost sinergije.

V nadaljevanju so povzeta osnovna sporočila posameznih priporočil.

Splošna priporočila:

- Pristopi politik morajo bolje upoštevati razmerje med regionalnim razvojem in kulturno krajino. Razvojne in krajinsko-varstvene zahteve morajo biti uravnovežene znotraj sektorjev in med njimi, kar zahteva boljše sodelovanje in usklajevanje med politikami.
- Politike morajo upoštevati razlike znotraj Alp. Ukrepi morajo biti ustrezno prilagojeni regionalnim značilnostim.
- Politike morajo delovati proti težnjam po polarizaciji med središčnimi in robnimi območji v Alpah in spodbujati sodelovanje in uravnoveženost med obojimi območji.
- Spremljanje in vrednotenje učinkov politik in njihovih ukrepov je treba izboljšati; rezultate pa uporabiti kot izhodišče za stalno spreminjanje politik.
- Vzpodbuditi je treba široko javno razpravo o vlogi kulturne krajine v Alpah, ki naj vključuje predstavnike javnih politik, strokovnjake in javnost.

Priporočila za politike prostorskega planiranja

- Prostorsko planiranje se mora usmeriti na uravnoveženje prostorskega razvoja ter usklajevanje gospodarskega razvoja z vprašanji kulturne krajine. Posamezne sestavine prostorskega planiranja je treba uskladiti s sestavinami gospodarskega razvoja.

- Uresnicevanje ciljev prostorskega planiranja, še posebno varovanje odprtega prostora in usmerjanje poselitve je treba izboljšati predvsem skozi bolj konkretno in izvedbeno naravnost ciljev.
- Izvrševanje prostorskih planov je treba pospešiti tudi s podporo in izvedbo lokalnih in regionalnih projektov, usmerjenih v trajnostni razvoj ter uravnoteženje gospodarskih in varstvenih ciljev.
- Treba je izboljšati komunikacijo in sodelovanje na področju prostorskega planiranja ter med prostorskim planiranjem in drugimi sektorji na vseh upravnih ravneh.

Priporočila za kmetijske politike:

- Kmetijske politike morajo še naprej podpirati alpsko kmetijstvo. Državne pomoči so potrebne, vendar je treba ukrepe in placila bolj prilagoditi regionalni ciljem in potrebam. Preverjati je treba tudi gospodarski učinek porabljenih sredstev.
- Kmetijske politike morajo težiti k izboljšanju poslovne učinkovitosti alpskih kmetij. Uvajati in podpirati je treba kakovostne produkte, učinkovite prodajne mreže in vključevanje novih dejavnosti.

Priporočila za varstvene politike:

- Na področju krajine je treba zagotoviti boljše informacije o alpski kulturni krajini, ki morajo biti dostopne snovalcem politik, odločevalcem, strokovnjakom in prebivalcem. Treba je izboljšati zavest o krajini, njenih zakonitostih in razmerju do razvoja.
- Celovito vzdrževanje krajinske pestrosti je mogoče zagotavljati le z ustrezno rabo prostora, tako znotraj kot tudi zunaj zavarovanih območij. Varstvene strategije morajo vključevati in povezovati planske instrumente in kmetijsko – okoljske ukrepe.
- Raven omejitev v varstvenih režimih je treba prilagoditi lokalnim značilnostim in potrebam. Pri usklajevanju ohranjanja narave in skrbi za razvoj je treba omogočiti sodelovanje lokalnim prebivalcem.

Priporočila za infrastrukturne politike in projekte:

- Politike na področju infrastrukture morajo bolj upoštevati kulturno krajino kot osnovo za regionalni razvoj. Neželene vplive razvoja infrastrukture na krajino je treba bolj učinkovito preprečevati, pri čemer je treba računati tudi s posrednimi in nenacrtovanimi vplivi.
- Treba je krepiti okoljsko sprejemljiv in manj intenziven turizem, ki temelji na kulturni krajini. Intenzivne oblike turizma je treba skrbno načrtovati in omejiti le na najbolj ustrezne lokacije v Alpskem prostoru.

2. INTRODUCTION

WP 6 is the final thematic work package of REGALP. Thus, WP 6 is a core work package of the whole project joining the results of the previous work packages 1-5 and formulating concrete policy recommendations aiming at the adaptation of European and national policies in terms of a balanced development in the alpine space. This introductory section features an overview of the Technical Annexes requirements as well as a short guideline on how to read this report.

2.1 Aims, tasks and deliverables as laid down in the Technical Annex

The objectives of WP 6 as indicated in the Technical Annex are:

- To summarise future requirements for EU and national policies based on the results of WP1-5
- To propose specific improvements and adjustments to the policies concerned
- To prepare first steps of implementation of the proposed adjustments

Note: The preparation of first steps of implementation has been worked upon on the transnational level only to a limited extent, but the national teams integrated options of implementation into the national final recommendations (cf. national WP 6 reports). As these options are prevailingly very specific for the concerned national situation, the WP 6 report mentions such options only in the cases of transnational convergence (integrated into the final recommendations, cf. section sub-section 4.3).

The connected tasks (T) according to the Technical Annex and added tasks by the REGALP team are:

- T6.1: Defining reference system “sustainable development” (*introduced by REGALP team*)
- T6.2: Collecting and summarising background information (*introduced by REGALP team*)
- T6.3: Developing scheme for proposals
- T6.4: Proposing adjustments
- T6.5: Adapting proposals
- T6.6: Finalising and delivering proposals.

List of deliverables (D) in WP 6:

- D6.1: Scheme to propose adjustment to policies
- D6.2: Proposals for adjustment of policies
- D6.3: Final version of proposals for adjustment of policies (= summarising work package report).

2.2 How to read this report

In the following section 3, the work programme and methodology of WP 6 are presented in detail. Section 4 features the results of WP 6, i.e. the basic reference system for policy recommendations, deficits and strengths of policies and the final policy recommendations, starting with transversal (general) recommendations, followed by specific proposals concerning the different treated sector policies. Finally, a short assessment of feasibility and transferability of the REGALP recommendations and a comparison with existing policy recommendations is added.

Annex 1 at the end of this report shows the template charts for the work steps in the process of elaborating policy recommendations. Annex 2 provides the memo of the EU policy workshop in Brussels.

The national WP 6 reports of the REGALP partners can be found as separate reports in the form of annexes to this report.

A further annex to this report is the screening study of existing policy recommendations.

3. WORK PROGRAMME AND METHODOLOGY

In the following sub-sections 3.1 – 3.6 a short description of the steps of work performed and the methodology applied is given.

3.1 Task 6.1: Defining reference system “sustainable development”

The discussion within the REGALP team soon brought up the need for a reference system to provide a common understanding of “sustainable” and “balanced development” and to base policy recommendations on. The approach of elaborating such a system of reference was based on the three pillars of sustainability: economy, ecology and social issues. A chart was set up by AFI in which adequate criteria for these three pillars, arranged in the columns, were gathered in terms of sustainable and balanced development. In the frame of the elaboration of these criteria, the following factors were decisive:

- **Territorial level:** criteria focussing on the alpine space combined with the consideration of the European context
- **Level of concreteness:** general criteria for economic, environmental and social aspects combined with several more specific ones concerning the alpine situation
- **Sources:** European Spatial Development Perspective (ESDP), European Landscape Convention (ECL), Alpine Convention, programmes and literature on sustainability in the Alpine space (INTERREG III B Alpine Space Programme Documents, various studies of W. Bätzing and others – cf. section 5, Literature).

The final reference system is presented in sub-section 4.1. It includes the WP 3 reference system which was established for purposes of policy evaluation (cf. ARLOT et al. (2004), WP 3 Report).

3.2 Task 6.2: Collecting and summarising background information

As the issue of elaborating policy recommendations for sustainable development, regional development and cultural landscape in the alpine space is a field in progress, there are already many relevant proposals from previous projects and studies to be found in different kinds of publications and literature. In order to prevent REGALP from proposing adjustments which already exist and to use existing material rather as an additional input for WP 6, the REGALP team decided to collect and summarise the sources and to elaborate an overview of the present state of existing policy recommendations for the alpine space.

Additionally, not only the thematic content of existing proposals is of interest for REGALP, but also their dissemination, acceptance and implementation. To obtain information concerning these issues was difficult, but even from few qualitative statements referring to this it was possible to learn a lot about how to design WP 6 dissemination activities – from deficits as well as from success of dissemination and implementation of previous proposals. One result of the

results of the screening study was that result was that there are already a lot of proposals mentioned in existing studies, projects, literature etc., but their dissemination and implementation remains mostly weak and could be improved.

A template chart was filled in by all the partners with existing policy recommendations in the context of sustainable development in the alpine space on all territorial levels from international to regional (whereby the majority address the alpine space in the national context of one country or in few cases the Alps as a whole). The result including a synthesis done by AFI can be found in Annex 1 to the Work Package 6 Report. Finally, 56 research projects, scientific publications, evaluation and assessment studies, national concepts and declarations were screened and analysed. The existing recommendations were aggregated according to the following thematic fields:

- “Sustainable development”
- Cross-sector recommendations
- Recommendations for specific regional types
- Cultural landscape recommendations
- Regional development
- Agriculture and forestry
- Nature and Environment
- Transportation, infrastructure and settlement
- Economy and
- Tourism.

In addition, “technical” recommendations were summarised which aren’t related to any specific policy field or instrument. Annex 1 to the WP 6 report shows the synthesis as well as the detailed charts filled in by the REGALP partners.

Furthermore, AFI screened and analysed EU policies, instruments and documents which are relevant for the regional development and cultural landscape issue in the alpine space, thus complementing the studies of WP 1 and WP 3. The following EU devices were reviewed:

- European Spatial Development Perspective (ESDP)
- Common Agricultural Policy (CAP) including the changes planned after 2006
- NATURA 2000
- Structural Funds: Objective 1 and 2
- Community Initiatives: LEADER+, INTERREG II, III and
- Trans-European Networks (TEN).

The results of this screening have been used as the basis of elaborating policy recommendations for the European and transnational level.

3.3 Task 6.3: Developing scheme for proposals

As a preparatory step for the actual work of task 6.4 (“proposing adjustments”), AFI has worked out the methodology for how to work out national proposals. This scheme then has been implemented by the REGALP partners in task 6.4.

3.3.1 Basis for deriving recommendations

WP 3 “policy approaches”

The main input for WP 6 besides WP 2, 4 and 5 is the evaluation work of WP3 which was based on “policy approaches” and the connected policy “devices” respectively policy instruments (ARLOT et al. (2004)). The REGALP team agreed to elaborate policy proposals only for those approaches which are of significant importance in the partner countries for the REGALP thematic and which were covered in detail by the partners in WP 3. Those policy approaches are:

- “Agriculture for regional development and with cultural landscape” (*the “agriculture approach”*)
- “Spatial planning to conciliate regional development with environment and cultural landscape” (*the “planning approach”*)
- “Infrastructure (including tourism) for strengthening regional development” (*the “infrastructure approach”*)
- “Projects for and with cultural landscape, cultural and natural resources” (*the “projects approach”*) and
- “Protection of nature and cultural landscape” (*the “conservation approach”*).

Chart 1 provides an overview of which partners treated which approaches in the national WP 3 evaluation work. The chart shows that only one approach was treated by five partners (agriculture), two approaches by four partners (spatial planning, infrastructure) and two approaches by three partners (projects, conservation), whereby different scales of evaluation were applied (national, regional and case study level).

Chart 1 : Overview of policy approaches covered by the partners in WP 3

Policy approach	A	F	D	I	SLO	CH
Agriculture for regional development and with cultural landscape						
Spatial planning to conciliate regional development with environment and cultural landscape						
Projects for and with cultural landscape, cultural and natural resources						
Protection of nature and cultural landscape						
Infrastructure for strengthening regional development						

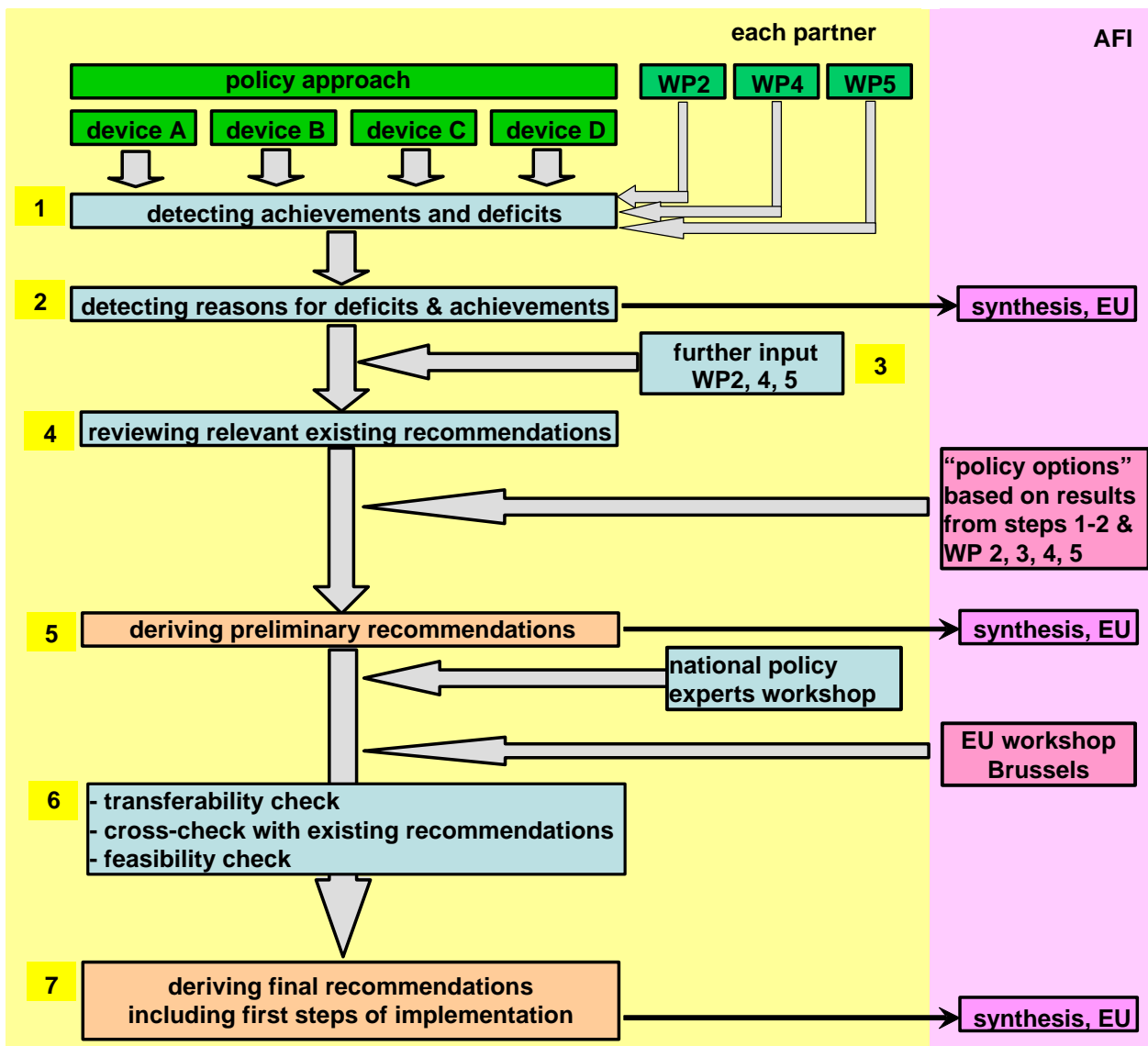
Summary of relevance, coherence and impacts of principles of action

As an additional input into the process of establishing a scheme for proposals, AFI requested from each partner a very short summary of the national WP3 evaluation results concerning relevance, coherence and impacts of the policy approaches and the connected instruments. These summaries were used in order to set up the methodological steps for the elaboration of policy recommendations which are presented in the following sub-section.

3.3.2 Methodological steps for the elaboration of policy recommendations

Based on the five selected “policy approaches” mentioned above and the connected devices (i.e. policy instruments), recommendations for the improvement or adaptation were derived in several steps (cf. Figure 1). Each partner carried out steps 1-7 for all or some of the policy approaches which he worked on in WP3. The synthesis as well as the work on EU level was done by AFI. For steps 1 – 4 and step 6, template charts were provided by AFI which were then filled in by the partners. Step 5 and 7 were not elaborated in chart style but in texts. The detailed results for the partner countries (national WP 6 reports) can be found in the separate reports as annexes to the WP 6 report. In the following sub-sections, the methodology for the single steps is shortly described. The connected template charts for the work steps 1-7 can be found in Annex 1 (section 6) of this report.

Figure 1 : Methodological steps of elaborating policy recommendations



Source: own computation

3.3.2.1 STEP 1: detecting achievements and deficits of the policy approach and its devices concerning relevance, coherence, impacts and objectives as well as concerning WP2, 4, 5

The first step consisted partially of a summary of the WP3 evaluation results for the policy approach and partially of inputs from WP2, 4 and 5. The aim of this task was to detect the achievements and deficits of the policy approach and its connected devices a) concerning relevance, coherence with other devices of the policy approach, impacts, achievement of objectives and b) concerning WP2, 4 and 5. Achievements or positive items were regarded as “good practice”, deficits were concrete starting points for deriving recommendations for improvements in step 5.

Much of the work concerning part a) has already been done in WP3 so that the WP3 national reports were the main basis for step 1. Thus, WP3 results had to be summarised in the

corresponding lines. Concerning step b) the national reports for WP2, 4 and 5 built the basis. In this second part it had to be reviewed which inputs could be derived from these work packages for the treated policy approach. Ten sub-steps of examination were required which should reveal different positive and negative aspects of the policy approach:

- relevance of devices
- coherence of devices with other devices of the policy approach
- impacts of devices
- impact cross-check
- achievement of objectives
- consistence impacts – RSS
- relation to developments and trends (WP2,4)
- relation to WP4 cluster and
- relation to local demand (WP5).

3.3.2.2 STEP 2: detecting reasons for deficits and achievements

The deficits and achievements detected in step 1 were the starting point for the elaboration of recommendations. Step 2 aimed at the deeper examination and verification of the reasons for the detected deficits and achievements. These reasons provide further input (technically, thematically etc.) for the recommendations. Three sub-steps were necessary: a) deriving hypothetical reasons for deficits and achievements, b) checking possibilities of how to verify the hypothetical reasons and c) verification / falsification of hypothetical reasons.

Starting point for this task were the deficits detected in step 1. The achievements were summarised in the last line of the table. Each case of a deficit made it necessary to look for the connected reason(s). In a first step, preliminary reasons for deficits and achievements were based on hypotheses (except if there was already verified knowledge from literature or WP3 expert interviews). Afterwards, a verification or falsification was necessary in order to get reliable and proved reasons. Possibilities for verification were literature review and expert interviews. In the case that the reasons couldn't be proved by the team's knowledge gained in WP3 or from literature, expert interviews were necessary. Such interviews were carried out by telephone calls as well as in personal meetings. Some of the partners thereby made use of expert interviews quite extensively.

3.3.2.3 STEP 3: further input from WP 2, 4, 5

Step 3 provided the possibility to bring in further input from WP2 (pilot region analysis, interviews etc.), WP4 (important future trends, items of the local scenario) and WP5 (requirements mentioned in the local workshops or the Conference of Regions) which hadn't been integrated in step 1 but was regarded as relevant by the partners for the elaboration of recommendations.

3.3.2.4 STEP 4: reviewing existing recommendations relevant for principle and devices

Before preliminary recommendations were actually elaborated in step 5 a review of relevant existing recommendations concerning the treated principle and its devices was carried out. From the list of existing recommendations (cf. Annex 2 to the Work Package 6 Report), technical and thematic recommendations directly related to the principle and the devices had to be indicated. In addition, the partners were able to mention further recommendations they knew with the citation of the source. Thereby it was especially interesting to review whether all the existing recommendations went into the same direction or whether there were diverging opinions, too. In order to understand the circumstances under which the respective recommendations were made the sources of the original recommendation had to be reviewed by the partners once again.

3.4 Task 6.4: Proposing adjustments (STEP 5)

After steps 1 – 4 had been finished by the partners and synthesised by AFI, an additional step of work was necessary to build a basis for the elaboration of recommendations. As the scope of work was rather wide before Task 6.4, the focus had to be put more strictly on REGALP's key issues of regional development and cultural landscape as well as on the main objective of a balanced development in the Alps. Therefore, AFI worked out a comprehensive synthesis of all REGALP inputs concerning the principles of action including the results of WP 2, 3, 4, 5 and 6 as far as available in order to get a synthetic view of the arising requirements concerning policies and instruments. Thereby, transversal aspects built the starting point, i.e. aspects which are valid for all countries (transnational) and all principles of action (transsectoral). Afterwards, transnational issues were summarised for the single principles.

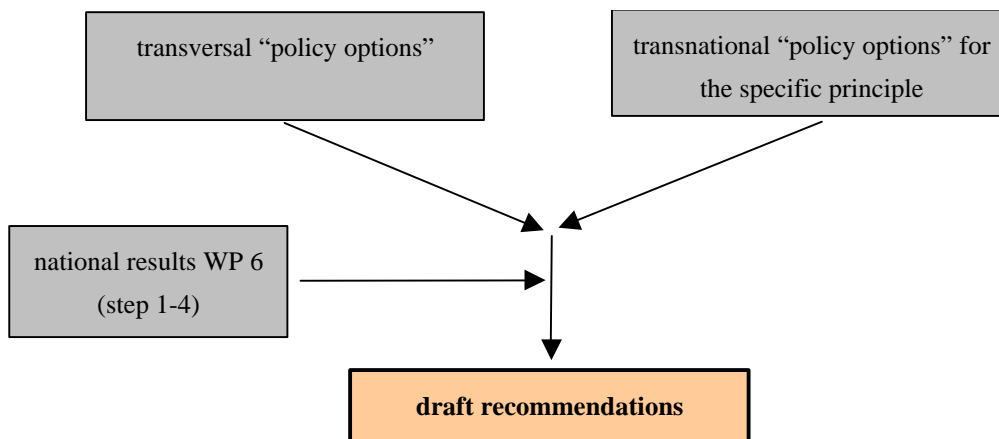
From the following sources, results for the transversal aspects and single principles were summarised:

- the reference system of sustainability from WP 6 as the basis, including the sustainable development criteria for the interrelation regional development / cultural landscape from WP3
- future perspectives from WP2 and WP4: current and future trends (WP2 development trends, inertial scenario), WP4 cluster types and trends in these clusters
- elements of the WP3 “diagnosis”: transnational results based on the WP3 evaluation
- synthesis of WP6 step 1-4, achievements and deficits and connected reasons
- WP5 local demand (from the conference of regions).

From all these sources conclusions and directly connected requirements were derived which are called “**policy options**”. These options served as the starting point for the elaboration of draft recommendations by the partners whereby the transversal options provided a very general orientation for the recommendations. The options for the specific principle gave more specific and sectoral orientation. Nevertheless, both kinds of options were rather general but adequate

for the purpose of starting working on proposals from a common ground within the team. Based on these options, the partners integrated the previous results of WP 6 steps 1 – 4. Figure 2 shows the way of elaborating draft recommendations.

Figure 2 : Process of elaborating draft recommendations



Source: own computation

3.5 Task 6.5: Adapting proposals (STEP 6-7)

3.5.1 Policy experts workshops

In order to get feedback of policy experts the draft proposals with experts of national / regional policy and administration, **“policy expert workshops”** were carried out by each partner. In the frame of these workshops, the national REGALP teams presented and discussed the results of policy evaluation and preliminary ideas of recommendations with experts from national and regional policy, administration and research.

The content of the workshop was based on the results of the WP 6 steps 1 – 4 and 5 as far as available at that point of time. The main objective of the national expert meeting was to present deficits and strengths of the treated policies, to discuss, improve and concretise first proposals with policy makers and representatives of administration. Feasibility of recommendations was one major part of the debate. Thus, the objectives of the policy expert workshop were:

- to involve policy experts into the REGALP process, to rise their interest and commitment towards dissemination and implementation of REGALP results
- to present the first REGALP recommendations based on the study of achievements and deficits of political devices, also in the light of existing recommendations
- to discuss our recommendations with the experts, to make amendments, to add further recommendations and to concretise these proposals

- to conciliate the concerns of different sectors (e.g. nature protection and agriculture), to solve conflicts between devices and to search for possible synergies
- to discuss the feasibility of the recommendations, to consider whether obstacles could be “bypassed” or compromises seem more promising and
- to review possibilities of implementing the recommendations.

The conclusions from this exchange provided important input for the process of concretising REGALP recommendations not only thematically but also from the aspect of feasibility of preliminary recommendations.

3.5.2 European policy experts workshop

In June 2004, the project coordinator Regional Consulting and the AFI as the WP6 coordinator organised a half-day workshop in Brussels in the frame of which project results and draft transnational recommendations were presented. The workshop was held in order to discuss the REGALP team’s work, especially the policy recommendations available at that point of time and to get feedback from the view of EU policy representatives. The results of this meeting were integrated into the further process of finalising proposals.

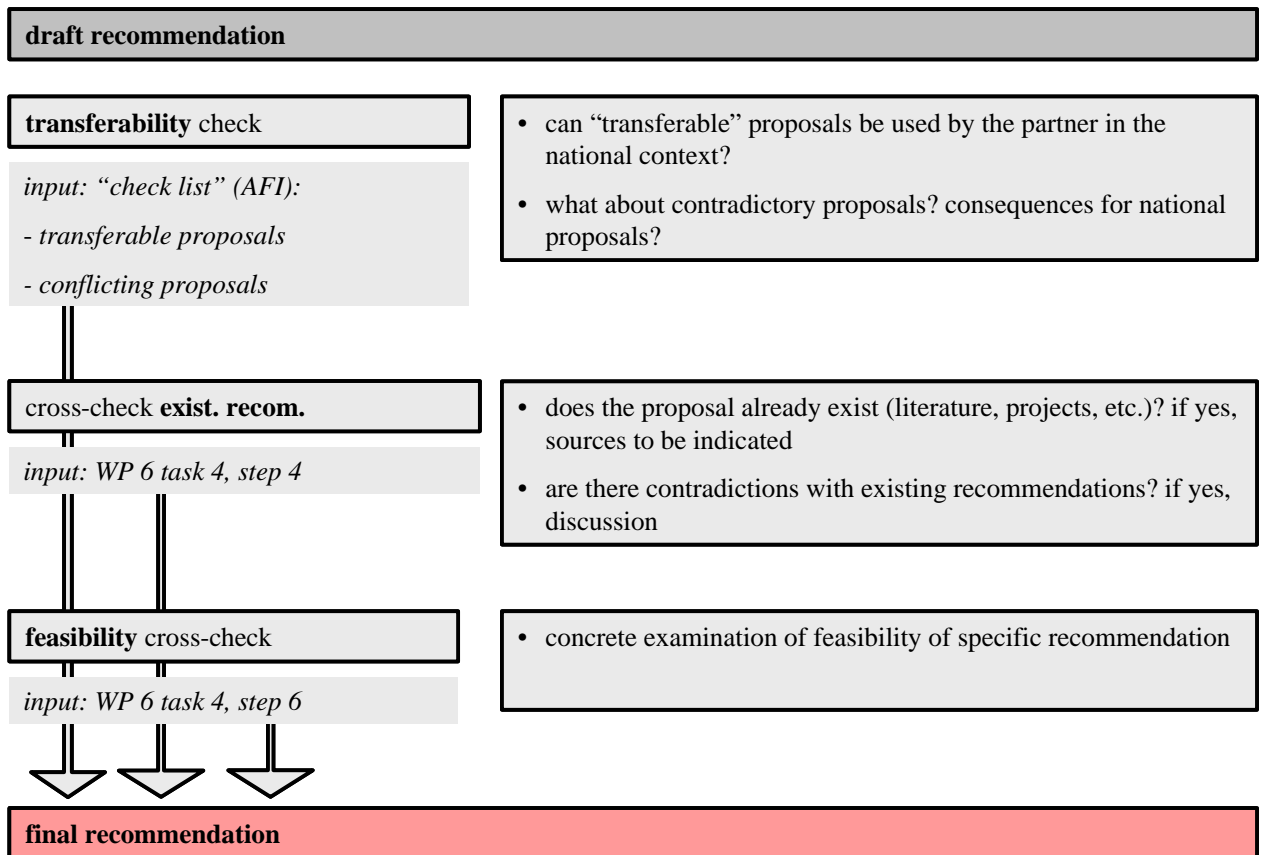
3.5.3 Final steps of elaborating policy recommendations

As the last steps in the process of finalising the proposals, the following tasks were necessary for the adaptation of draft recommendations:

- a transferability check
- a deepened cross-check with existing recommendations and
- a more detailed feasibility check.

In addition, the emphasis of the recommendations was oriented more towards regional development and cultural landscape issues. Figure 3 shows the procedure for the adaptation of recommendations.

Figure 3 : Procedure of adapting draft recommendations



Source: own computation

AFI summarised a “**transferability checklist**” which included recommendations regarded as potentially transferable from the country of origin to other countries. The partners then tested whether a transfer was possible, i.e. whether proposals from other countries fitted also for their respective national context. Thereby, the checklist served both to complement the draft national recommendations and to examine whether proposals of other partners could be transferred.

Each draft recommendations also had to be **compared with similar recommendations** from other projects, studies, literature etc. if available. The general input for this step is to be found in Task 3, step 4. At this stage, however, the specific REGALP draft recommendations had to be cross-checked in more detail with existing recommendations.

The **examination of feasibility** of recommendations already started before the adaptation of draft recommendations was carried out. However, the results were very general and vague so that the review had to go into more detail. For each national recommendation, the following factors of feasibility had to be checked:

- “quality” of recommendation
- overall effort required for implementation, including assessment of “price-performance ratio”
- political/ administrative situation

- financial and human resources and
- attitude of relevant target groups.

In many cases, the implementation of different recommendations depended on the same factors – or if only very general information on feasibility for one policy sector could be found – one chart was sufficient for several recommendations.

In the end, final recommendations were set up according to the following **structure**:

- short explanation why the recommendation is proposed (*why?*)
- **headline** summarising the main intention of the recommendation
- **policy sectors and administrative levels addressed by the recommendation** (*who?*)
- description of the recommendation's aim (*what?*) and if possible options of implementing the recommendation (*how?*).

For a few recommendations concrete examples of “good practice” in specific alpine countries are added in boxes. Further examples are mentioned in the text.

3.6 Task 6.6: Finalising and delivering proposals

After finalising national recommendations each partner worked out a national WP 6 report which was sent to AFI. The synthesis of the partners' reports is presented in this final WP 6 report. Both transnational and national WP 6 reports will be sent to relevant EU, national, regional and local authorities as well as to all persons who were involved in REGALP and interested in the reports. The reports will also be available on the REGALP website. Finally, some of the partners presented the project results and final recommendations in the pilot regions or on higher level.

4. WORK PACKAGE 6 RESULTS

4.1 Reference system for sustainable development in the Alps

According to the methodology described in sub-section 3.1 the reference system for sustainable development as shown in Chart 2 was established as a basis for a common understanding in REGALP of sustainable and balanced development and for the elaboration of policy recommendations.

Chart 2: Reference system for sustainable development in the Alps

Economic criteria	Social criteria	Environmental criteria
<p><i>Development, maintenance and strengthening of a regionally adapted, decentral and spatially balanced economy</i></p>	<p><i>Securing and improving quality of life, strengthening cultural identity connected with a common responsibility for the living space</i></p>	<p><i>Utilisation of natural resources according to local and regional carrying capacities regarding stability and diversity of nature and landscape</i></p>
<ul style="list-style-type: none"> • Maintenance and improvement of economic competitiveness of both urban and rural areas, efficient usage of economic potentials • Creation of local working places, winning and binding especially younger and qualified workers, promoting education and training, knowledge, skills, research and innovative approaches, implementation of modern technologies (ICT); dissemination of knowledge and innovation • Developing, maintaining and strengthening a polycentric, balanced and complementary economic structure for urban and rural areas • Balancing urban/rural and endogenous/exogenous economic interests: avoiding one-sided predominance, excessive competition and dependence; improving co-operation and establishing networks • Provision of a diversified mixture of economic branches, avoiding mono-structures • Valorisation and environmentally friendly usage of endogenous resources, adjustment of type and intensity of usage to the local situation, promotion of ecologically friendly quality products and production methods (when possible in closed economic loops) • Provision of capable and environmentally friendly infrastructure (traffic and telecommunication) as a prerequisite for economic competitiveness 	<ul style="list-style-type: none"> • Spatial justice: maintenance and strengthening of decentral structures (settlement, economy, health, education, transportation), aiming at equal living conditions and at fair distribution of infrastructure, goods and services • Social justice in inner-regional relationships and relations beyond the region: prevention respectively reduction of social injustice in any form, equal opportunities for individuals, gender equality, promotion of mutual understanding and co-operation between populations • Strengthening regional self-confidence and cultural identity (traditions, languages, settlement structures, building style, eating and drinking, sportive activities) • Promotion of active dealing with current and future development issues (regional, national, European and global), provision of chances of participation in decision making and in the elaboration of regional development concepts • Rising readiness for advancement and adjustment of cultural traditions taking into consideration present development and changes of society and the connected demand • Rising the locals' awareness of the own responsibility for the local living space, strengthening local associations • Making procedures and processes of policy and administration and their effects more transparent for individuals 	<ul style="list-style-type: none"> • Environmentally friendly and sparing usage of endogenous resources, consideration of the limits of the ecological carrying capacity of the location and the region; avoidance of over- and under-usage • Conservation, management planning and development of (cultural) landscape as the basis for living and economy improvement and organisation of European, national and regional co-operation on landscape issues • Conservation and protection of species and ecosystems, of soil, water and air and restoration of damages • Preservation, reinforcement and restoration of mountain forests and their protective function • Diminuation of the development of undeveloped surfaces and urban sprawl • Production, distribution and usage of energy in a sparing and environmentally friendly way, promoting the use of renewable energies • Reduction of environmental burdens (incl. traffic, noise) • Reduction of waste and improvement of waste management • Reduction or prevention of negative environmental effects caused by economic liberalisation of markets (electric power, water markets) • Avoiding and counteracting natural hazards and the growing danger for settlement areas (eg caused by climate change)

Economic criteria	Social criteria	Environmental criteria
<ul style="list-style-type: none"> Improvement of co-operation of and flow of information between different groups: policy, administration, companies, universities, research facilities and citizens 		<ul style="list-style-type: none"> Spatial balance of environmental measures (on the different territorial levels: regional, national, total Alps), improvements in one particular area should not have negative consequences for other areas

Source: own computation

4.2 Analysed policies and devices

The following sections present an overview of all policies and instruments covered by the partners in the frame of WP 6. Thus, these (and no other!) are the policies and instruments which are addressed by policy proposals elaborated in the process of WP 6.

Policy approach “spatial planning”

EU policies and devices: European Spatial Development Programme (ESDP)

Chart 3 : Spatial planning policies and instruments covered in WP 6

country	laws and instruments concerned		
	national	regional	local
Austria	Spatial Development Concept (ÖREK 2001)	Tyrolean Spatial Planning Act (TROG)	<ul style="list-style-type: none"> Local development concepts and zoning plans of Wipptal municipalities Tyrolean Spatial Planning Act (TROG)
France	<ul style="list-style-type: none"> Territorial Planning Directive (DTA) Plan of collective service for natural and rural areas (SSCENR) 	<ul style="list-style-type: none"> Device UTN Massifs Prescriptions (PM) Local Urban Plans (PLU) Ground Occupation Plans (POS) Territorial Coherence Plan (SCOT) Plan of collective service for natural and rural areas (SSCENR) 	<ul style="list-style-type: none"> Local Urban Plans (PLU) Ground Occupation Plans (POS) Territorial Coherence Plan (SCOT)
Germany	Federal Spatial Planning Act (BROG)	<ul style="list-style-type: none"> Bavarian Land Planning Act (BayLPIG) Bavarian Land Development Programme (LEP) Regional Plan for the Planning Region 17 “Oberland” 	
Slovenia	<ul style="list-style-type: none"> National spatial order Site plan Cooperation of sectors in planning processes 		<ul style="list-style-type: none"> Landscape plan Local spatial order Site plan Cooperation of sectors in

country	laws and instruments concerned		
	national	regional	local
	<ul style="list-style-type: none"> Protection zones designated in local plans 		planning processes <ul style="list-style-type: none"> Protection zones designated in local plans

Policy approach “agriculture”

EU policies and devices: Council Regulation (EC) 1257/1999 on support for rural development, Council Regulation (EC) 1268/1999 on pre-accession programme for agriculture and rural development (SAPARD)

Chart 4 : Agricultural policies and instruments covered in WP 6

country	laws and instruments concerned		
	national	regional	local
Austria	<ul style="list-style-type: none"> Agriculture Act (LWG) Austrian Programme for the Development of Rural Areas (except obj. 1): <ul style="list-style-type: none"> Compensatory allowances Agri-Environmental Programme ÖPUL Adaptation and development of rural regions (Art. 33) Investment and settling of young farmers processing and marketing of agricultural products vocational training 	<ul style="list-style-type: none"> Austrian Programme for the Development of Rural Areas (except obj. 1): <ul style="list-style-type: none"> Compensatory allowances Agri-Environmental Programme ÖPUL Adaptation and development of rural regions (Art. 33) Investment and settling of young farmers processing and marketing of agricultural products vocational training 	
France	<ul style="list-style-type: none"> Farming Territorial Contract (CTE) Territory Forest Chart (CFT) Grants for Keeping the Extensive Animal Production Areas (PMSEE) Local agri-environmental projects (OLAE) Protected Designation of Origin (AOC) 	<ul style="list-style-type: none"> Local Projects on Areas Management (PLGE) 	<ul style="list-style-type: none"> Local agri-environmental projects (OLAE)
Germany	<ul style="list-style-type: none"> Agriculture Act (LwG) Land Consolidation Act (FlurbG) 	<ul style="list-style-type: none"> Compensatory Supplement Bavarian Cultural Landscape Programme, Part A (KULAP-A) Bavarian Contractual Nature Protection Programme (VNP) Bavarian Agriculture Promotion Act (LwFöG) Bavarian Landcare 	

country	laws and instruments concerned		
	national	regional	local
Slovenia	<ul style="list-style-type: none"> • Agriculture Act • EKO1: support for agriculture in unfavorable conditions • EKO 2 & 3: agri-environmental measures: support for specific agricultural practices, • support for restructuring of agriculture production • National fund for agricultural land and forests • Support for traditional farming and mountain habitats in Triglav national park • Protected agricultural land and compensation for land use change • Regional advisory service for agriculture • Support for restructuring of agriculture production 	Programme <ul style="list-style-type: none"> • Support for countryside development – regional and cross-sectoral regional programs – CRPOV 	<ul style="list-style-type: none"> • Regional advisory service for agriculture
Switzerland	<ul style="list-style-type: none"> • Agriculture Act (LwG) • Regulation on Direct Payments for Agriculture (DZV) • Regulation on the Support of Quality and the Integration of Ecological Compensation Areas (ÖGV) • Regulation on Contributions for high-altitude Summer Pastures (SöBV) 		

Policy approach “conservation”

EU policies and devices: Council Directive 2001/42/EC on the assessment of the effects of certain plans and programmes on the environment, Council Directive 92/43/EEC on the conservation of natural habitats and of wild fauna and flora, Council Directive 79/409/EEC on the conservation of birds

Chart 5 : Nature and landscape protection policies and instruments covered in WP 6

country	laws and instruments concerned		
	national	regional	local
Germany	Federal Nature Protection Act (BNatSchG)	Bavarian Nature Protection Act (BayNatSchG)	Nature and landscape protection areas
Slovenia	<ul style="list-style-type: none"> • Act on nature conservation: • nature protection decrees (EPA, NCA) and management plans (national level: national park, regional parks, natural reserves, landscape 		<ul style="list-style-type: none"> • nature protection ordinances (local level: natural values, landscape park) • Act on nature conservation: • promotion of nature protection

country	laws and instruments concerned		
	national	regional	local
	<ul style="list-style-type: none"> park • Special Areas of Conservation NATURA 2000: in preparation • promotion of nature protection • Act on environment protection: • Strategic Environmental Impact Assessment • Environmental impact assessment • Triglav National Park Act 		

Policy approaches “infrastructure” and “projects”

EU policies and devices: Council Regulation (EC) 1260/1999 on structural funds, Objective 2 Program, Decision (EC) n. C (2811) November 23, 2001, Council Regulation (EC) 1783/1999 on the European Regional Development Funds, Council Regulation (EC) 1257/1999 on support for rural development, European Initiative LEADER +, INTERREG III (Com. 2000/C 139/05, April 14, 2000), Decision No 1600/2002/EC of the European Parliament and of the Council of 22 July 2002 laid down the Sixth Community Environment Action Programme, Treaty of Maastricht, including the Trans-European Network (TEN)

Chart 6 : Infrastructure and project policies and instruments covered in WP 6

country	laws and instruments concerned		
	national	regional	local
Austria	<ul style="list-style-type: none"> • Programme planning document Austria: Community Initiative LEADER+ • Austrian General Transport Plan 2002: rail infrastructure projects, road infrastructure projects 	<ul style="list-style-type: none"> • integrative programme planning document Tyrol: objective 2 – rural areas with a regressive development • Provincial transport concepts • minor road infrastructure projects 	
France		<ul style="list-style-type: none"> • Inter-communal Projects • Regional wildlife Parks (PNR) • Park charter 	<ul style="list-style-type: none"> • Inter-communal Projects
Italy		<ul style="list-style-type: none"> • Rural development plan (2000-2006) • Objective 2 Programme (2000-2006) • Objective 5b Programme (1994-1999) • Regional LEADER+ Programme (2000-2006) • Regional LEADER II Programme 	<ul style="list-style-type: none"> • Local Agenda 21 • Realisation of VAS (DOCUP 2000-2006)

country	laws and instruments concerned		
	national	regional	local
		(1994-1999) <ul style="list-style-type: none"> • Regional INTERREG programme • Regional Law on management and development of mountains territories (33/02 Reg. Act) • Regional financial support • Mountain Community • Agemont 	
Slovenia	<ul style="list-style-type: none"> • Act on tourism advancement: support for development of new and complementary tourist products, services and tourist infrastructure 	<ul style="list-style-type: none"> • Act on stimulating balanced regional development, National development program 2001-2006: Regional supports for areas with specific development problems / demographically endangered areas • TNP 	
Switzerland	<ul style="list-style-type: none"> • Act on Investment Assistance for Mountainous Regions (IHG) • Regio Plus • Federal Resolution on the Promotion of Innovation and Co-operation in Tourism (“Innotour”) • Swiss Tourism Concept 		

4.3 Deficits and achievements of analysed policies and instruments

4.3.1 Policy approach “spatial planning”

Policy approach worked upon by the Austrian, French, German and Slovenian team

Achievements

Spatial planning aims at the conciliation of diverging interests and has in this respect positive effects. The planning approach is usually integrated, synergistic and balanced. Once the objectives of spatial planning have been formulated, planning bodies and documents can function much as a “knowledge bank”, from which other policy areas can draw information. One further positive element of the approach through spatial planning is that it usually provides a useful and appropriate typology of areas whereby landscape and environmental concerns often play an important role. One of the best examples is the zoning of the Bavarian “Alpenplan” (which is legally binding for infrastructure development); it can be regarded as a positive example of active spatial development steering.

Generally, a certain steering effect on spatial development can be attributed to spatial planning. However, tangible effects are more likely to arise from planning regulations which are binding or made at the local level than from spatial planning guidelines elaborated at the level of the region or district.

Deficits

Despite the ambitious aims of spatial planning, the basic deficit consists in the lack of implementation. This is mostly due to the fact that objectives often remain too normative and non-binding in character. Furthermore, planning documents are often too comprehensive and thus in several cases prove to be internally incoherent: there are large lists of comprehensive objectives which sometimes stand in obvious conflict to each other within the same document. This weakness is a likely result of trying to conciliate conflicting policy fields. In addition, spatial planning tends to have too low an influence over other sectoral policies and thus operate in a relative isolation. Objectives of economy, infrastructure etc. policy and spatial planning policy and devices are in many cases diverging. Planning can on occasion become dominated by other policies fields whose priorities are seen as more pressing and thus become imperatives (especially economy, infrastructure). This results in fields being neglected in the weighing process which in theory should be equilibrated. Because of this latent antagonism, spatial planning prescriptions tend to be broadly unpopular with sectoral policies and municipalities. Furthermore, the lengths and complicatedness of spatial planning procedures seriously hinder development: there is a problem of time frame as well as rigidity of planning provisions. Participation procedures are included only to a minor degree.

Too many decisions concerning spatial planning, particularly concerning settlement development, take place at the level of the municipalities with too little focus on supra-local planning. This is problematic for a number of reasons as local thinking is no longer adequate for dealing with situations which affect many municipalities. Not enough use is being made of the existing legal frameworks which do permit this supra-communal co-operation. There seems also to be a lack of monitoring and evaluation of spatial planning policies and instruments. As far as targeted areas are concerned, their character is often either too loose (i.e. the establishment of the target areas has no consequences) or too rigid (i.e. even appropriate development may be hindered). Finally, planning focuses mostly on solving existing problems and neglects future challenges.

4.3.2 Policy approach “agriculture”

Policy approach worked upon by the Austrian, French, German, Slovenian and Swiss team

Achievements

The agricultural policies addressed can be credited with a series of important achievements in the field of regional development and cultural landscape in the whole Alpine Space. First of all, the measures contribute to the maintenance of agriculture in the alpine space, i.e. they hinder excessive restructuring and the trend towards abandonment in remote areas. However, in France and Italy ongoing trends of abandonment can hardly be reversed. Through continued extensive agriculture in mountain areas, changes in cultural landscape and natural reforestation are largely prevented. The preserved landscape is also of significant importance for regional identity and thus a prerequisite for residential quality, tourism and recreational activities. Thereby, it is important to note that the construction of countryside roads has been decisive in maintaining cultivation in many regions. Measures aiming at the diversification of agriculture (for example agri-tourism) have a further positive effect, especially in peripheral areas and for small farms.

Measures which are designed towards enhancing the general quality of products, their marketing and advertising remain of importance for the survival of small farms. Basically, farm pluriactivity is needed especially in rural and tourist areas which benefit from the preserved cultural landscape and the prevention of natural risks.

All in all, the examined instruments show a high degree of complementarity or even synergy. There are different reasons for the positive impacts of the agriculture. First of all, payments have remained relatively high or have even increased in recent times, thus effectively stabilising the farmers' income to a crucial degree. Furthermore, in some countries several payments are at the moment not linked to cultivation obligations and no excessive additional efforts are needed on the part of the farmers to fulfil many of the eligibility criteria. The policies clearly aim at maintaining current practice, which consist mainly of extensive cultivation, and in this sense it seems logic that the payments are not linked with high obligations. As far as production is concerned, measures which increase the "prestige" of a productive area by emphasising the quality of products also encourage farmers in several countries to take landscape and the environment in consideration. In areas with extensive agriculture, a significant share of the farmers secures further sources of income from outside of agriculture (at least where such possibilities are provided by the local economic structure). Finally, one can say that the instruments are often well promoted, which leads to a wide acceptance on the part of the farmers. However, the consulting services of agricultural agencies or private consultants often focus their consulting activities for farmers towards profit maximisation and not towards cultural landscape or environmental concerns.

The instruments furthermore aiming at maintenance of extensive agriculture or extensification of agriculture contribute to landscape conservation, environmental protection and to biodiversity conservation. Environmentally suitable practices in agriculture are largely maintained and even an increase in organic farming due to financial contributions could be observed for example in Germany in the last years. This is partly due to the fact that common agricultural practice, at least in the alpine space, is considered as relatively positive from an environmental point of view and this common practice is kept afloat by the various instruments. In addition, a raised awareness about environmental issues with farmers can be observed.

There are a number of reasons for these positive effects among which the financial and consulting aspects have already been mentioned. The agri-environmental programmes and instruments are well known and generally accepted by farmers. Mandatory environmental or landscape obligations are regularly monitored and controlled to verify the level of implementation. Generally speaking, the easier the obligations are to meet, the higher is the acceptance (hence the wide acceptance of the most mainstream instruments). For the agri-environmental instruments, one can point at complementary effect in terms of landscape and environmental conservation.

Deficits

The maintenance measures are very costly and hardly sustainable from an economic point of view. It can be argued that the public funding reward practices which would have been carried out anyway, thus generating partially high income effects for the farmers without generating added value in comparison to the past ("windfall gains"). However, this effect is in several legal

texts even explicitly mentioned as a desirable aspect. At least at the moment the society seems to be willing to pay for the maintenance of agriculture in mountain areas. Nevertheless, the trend towards abandonment and reforestation is occurring in spite of the policy measures in several areas of the Alps (Italy, France, Austria), especially in very disadvantaged areas – which proves that revenue is not the only and probably not even the sufficient condition to keep people in remote areas: financial aids have to be complemented by other measures.

Basically, an open contradiction remains between policies which support intensification and policies which support extensification – a general problem within agricultural policy. Furthermore, the high share of public subsidies in agricultural incomes prevents farmers from finding other farm strategies oriented more towards market needs. On the other hand, the drop in prices of agricultural products, and especially milk, is a very difficult blow to alpine producers who cannot afford to sell their production (which is necessarily limited in quantity) at too low a price. Not enough is done to promote alpine production and to raise consumer awareness about the possible consequences of their consuming behaviour on the most extensive forms of alpine farming. Despite the general complementarity of agri-environmental measures, it has been pointed that, in a few cases, there is also some overlapping between separate devices or parts of them. In addition, some environmentally desirable measures are either bound to high obligations while not being mandatory or especially attractive financially. Another fundamental reason for the lack of positive environmental effects is that Compensatory Supplements in several countries (except for Switzerland) are not linked to ecological demands, or the ecological demands included are relatively weak. A further weakness of agricultural policy is that measures do not take the specific difficulties of some mountainous areas sufficiently into account. In some countries, for some areas where continued farming is especially effort-intensive the premiums are not higher than in other, more cultivable areas (but for example in Austria this is definitely not the case). Thus, in effect, not many farmers take part in some of the measures, which are considered useful from a landscape point of view. The agricultural measures show the weakness of all mass measures: there is the difficulty to set the ‘adequate amount’ of the payment. In certain circumstances they may be too low to achieve the desired change in behaviour, in others they may be too high or even spent for something that would have happened anyway.

The bad image of “strictly environmental measures” among the farmers plays an additional role. The local population sometimes does not truly consider landscape as a resource worth conserving and there is too little awareness of the effect of human actions on its evolution.

4.3.3 Policy approach “conservation”

Policy approach worked upon by the German and Slovenian team

Achievements

The measures of this policy approach, such as the establishment of protected areas hinder inappropriate excessive development and efficiently protect the biodiversity and landscape by preventing damaging forms of land-use and restricting development projects. As a direct result fewer infrastructure projects are being permitted, while others are being better adapted to concerns of nature protection. Within the borders of protected areas legally binding provisions

regulate more or less strictly and guarantee in most cases environmentally friendly land-use. The case of road construction in certain protected areas in mountainous has some positive effects even though they are widely controversial: they make forest management easier, thus ensuring the quality of the forests and they encourage extensive agricultural activities which themselves ensure an adequate care for the environment. As far as large protected areas with attractive landscape are concerned, tourists are attracted thus generating income for the local population. Furthermore, awareness of the public for conservation issues is raised. Some of the protective measures (for example the Bavarian “Alpenplan” or measures within the Triglav National Park) are actually very popular. Locals take pride in being inhabitants of an “exceptionally valuable area” and they also recognise the opportunities of trademarks, so they are actively prepared to contribute to the protection efforts. Protection areas are often rightfully accompanied with public relation, education and promotion activities.

Deficits

Some of the measures are mostly regulatory and restrictive, they are rarely pro-active. Yet, the aim is not to leave the landscape undisturbed but to maintain it as desired, which usually implies some form of land-use. Defining which areas are protected and which areas are not can be controversial: compromise might be achieved at the price of watering down the initial ambitions, for instance by protecting areas which present little economic interests anyway. On the other hand the approach might be too ambitious and generate massive conflicts as private settlement and economic development are hindered by regulations. In some cases, unresolved land-use conflicts have provoked non-compliance in some countries. Private interests and political decisions are sometimes able to press their interests through and curb the regulations.

A frequent controversy in protected areas is the level of tourism activities which is to be permitted: too much frequentation and inappropriate tourist activities can endanger the environment which is being protected. Often, a lack of communication between the involved groups intensifies the problem. Roads in protected areas attract traffic which directly endangers the surrounding nature: hikers, bikers, skiers can thus be seen as problematic. The presence of roads can even attract settlements of tourist facilities like restaurants etc.

On territories for which nature protection policy has the sole competency for managing the protected areas, these seem to foster a one-sided orientation towards nature protection, taking little account of other interests. The situation can be very tense when the protected areas are very large and attractive for commercial exploitation or settlement. Large protected areas like national parks cause additional development pressures on land which is directly adjacent to the protected area, causing land use conflicts and counteracting conservation measures in the park.

Another difficulty which has been pointed out is the lack of resources allocated to nature protection outside of protected areas, given that the maintenance of protected areas themselves (especially the largest ones) concentrates most of the financial resources.

4.3.4 Policy approach “infrastructure”

Policy approach worked upon by the Italian and Swiss team

Achievements

Measures like strengthening of and investments in infrastructure, enterprises and business initiatives including tourism achieve a reduction of regional disparities to some extent. Peripheral and economically weak municipalities and regions can be strengthened by such activities. Basic infrastructure (schools, public transport etc.) is supplied in order to prevent excessive migration and accessibility of remote areas is improved. Some measures explicitly foster the co-operation and coordination between the various interests and sectors. In addition, technical support, knowledge transfer and professional training are provided so that firms acquire new possibilities to develop innovative approaches.

Successful incentives aiming at improving or “upgrading” the existing tourist offer without adverse impacts on the environment were installed, which are in line with the objective of making use of existing infrastructure and concentrating intensive tourism in some areas, while preserving other areas. In Switzerland, initiatives to maintain landscape through involvement of the tourism sector are being discussed, but until today no concrete projects have been launched.

Deficits

Despite these noted achievements the Swiss team describes a large number of adverse impacts of traditional infrastructure policies in mountain areas. Urban sprawl, increased traffic loads, negative environmental effects are caused especially by large transportation and tourist infrastructure development. Furthermore, it has been observed that new infrastructure especially in the tourism sector tends to attract “follow up activities” like even more buildings although these developments have clearly negative impacts on the landscape. Yet, their effect on the landscape is seldom anticipated consciously because of a lack of knowledge and awareness about cultural landscape, and in this domain there is not enough preliminary impact assessment. In fact, there are few initiatives taken aiming explicitly at the protection of cultural landscape and little financial resources are dedicated to the protection and enhancement of the landscape resource. Basically, landscape is regarded as an asset worth preserving rather on the political level but less in terms of implementation on-site.

Land-use conflicts often increase with infrastructure development. In addition to this, price for property usually increases in tourist resorts. Especially in most remote areas, huge investments have proven economically inefficient, generating high level of indebtedness in numerous alpine communities while exerting a destructive impact on the surrounding natural environment. Increased accessibility generates commuting from the periphery towards the centres, which is not always seen as desirable.

One further weakness is to be found in the fact that not enough differentiation is taking place in designing policies for the different areas within the alpine space. In some cases, not all the sectors of the economy have been efficiently targeted: research, health, social services and industry have been relatively left behind, which can generate imbalances discouraging the settlement of firms.

A lack of co-operation and synergy between the local communities and tourist institutions is obvious especially in Italy, where there is also a lack of investment in agri-tourism. Finally, although the measures do have a significant importance for rural areas, they do not succeed in reversing the dichotomy between prosperous areas and those areas lagging behind. The measures have little impact in the most remote areas, but they are very relevant for areas which previously had industrial activity which is now declining, or in Switzerland for tourism resorts which benefit from regional policy.

4.3.5 Policy approach “projects”

Policy approach worked upon by the Italian and Swiss team

Achievements

The project comprehends all projects basing the development of the territory on its landscape and environmental value, thereby encouraging desirable practices neither in a strict dependence from high subsidies nor achieved through purely restrictive regulations. France for example has a special device of “Regional Natural Parks” which allow a certain steering of the development and the rise of public awareness. Furthermore, labels connected to the name of the Regional National Park are introduced, thereby promoting market success. LEADER or INTERREG projects in many cases contribute to either local or regional economic development or landscape maintenance respectively valorisation. In Italy, synergy effects between the tourism sector and the local handicraft sector are fostered by specific projects and measures are taken to encourage the population to gain awareness of their local specificity.

Deficits

Several LEADER or INTERREG project approaches have taken the landscape issue into account only to a limited extent (but there are also projects in the frame of these programmes dealing explicitly with landscape and/or its interrelation with economic development). Additionally, the integration of the various target groups and local stakeholders is regarded as not sufficient. The Regional Park charters are regarded as too loose as their character is more of a declaration of intention. Furthermore, too many measures in the frame of such Regional Parks can unbalance an area. Often, there is a lack of clarity in the responsibilities of the different bodies as well as a lack of external coherence of the devices.

4.4 National policy expert workshops

Each REGALP partner carried out a workshop with policy experts of the concerned policy sectors and administrative levels (according to the respective national context of the partners) in order to present deficits and strengths as described beforehand as well as to present preliminary recommendations. The central question was to determine how policies and instruments can be designed in future in order to assure a sustainable development of landscapes and regions in the Alpine space.

The preliminary recommendations were generally highly valued by the workshop participants. The central messages included in the REGALP recommendations were especially useful for policy, while the more technical aspects were of interest to the administrations. Nevertheless, the often vague and general character of recommendations, their lack of operationalisation and the basically very broad and comprehensive approach to the interrelation between regional development and cultural landscape was sometimes criticised. It was pointed out that many of the REGALP recommendations had been around for a long time, but were never implemented because of a watering down by sectoral interests. Nevertheless, the dialogue with policy experts was especially important in the discussion of strengths and weaknesses of the policies, and consequentially for the formulation of policy recommendations.

Even at an early stage of developing the recommendations, the workshop participants in all countries found it necessary and worthwhile to better **integrate landscape considerations within public action**. Generally, they were eager to obtain more information about cultural landscape and the interrelation between regional development and landscape change. However, to this day this interrelation has played a relatively insignificant role in most policies, as the debates in the workshops showed.

Historically, where public action has been taken with an aim to protect landscape, it has tended to favour solely the aesthetic value of the most outstanding sites. The workshop participants understood that the preservation of landscape as a common good was necessary everywhere, not solely a conservation of the ecologically most valuable sites. Many questions about a **prospective “landscape policy”** were raised during these initial workshops: In whose competency should the preservation of landscape fall? Which financial resources and expertise will be needed in order to permit those institutions to conduct their task adequately?

The concerns expressed by the REGALP teams regarding **spatial planning** were widely shared by the participants of the expert workshops. No one questioned the understanding that sectoral policies should take into account the claims made by spatial planning. A recurrent comment was that the coordination between spatial planning and sector policies needed to become much more efficient. The lack of implementation of spatial planning objectives was broadly agreed upon. A main barrier for realisation on-site is the fact that actors resent the superimposition of planning guidelines which sometimes do not seem to take their concerns fully into account.

The difficulties faced by farmers in the alpine space were one further major issue in the policy expert workshops. There was an overwhelming consensus on stating that, without continued payments, **agriculture in the Alps** would not be able to survive. Maintenance of the agricultural cultivation (especially in mountain areas) and thus maintenance of the cultural landscape is considered an important policy goal, not only by the representatives of agriculture,

but also by spatial planners and by representatives of the industry and service sectors present at workshops.

Most participants were aware of and concerned about the **polarisation between central and remote areas** as well as between strong and weak regions. They felt that this issue should be emphasised in the recommendations. The trend towards concentration in the centres should be prevented, and there should remain sufficient infrastructure in the remote areas. The possible developments in regional policy, which aim at strengthening the competitiveness of the regions by supporting their urban centres, should not be implemented without a solid concept for urban-rural partnership.

To counteract the **negative socio-economical trends** on local and regional level, some experts suggested that more institutional power should be granted to the regional level. The cooperation between municipalities is considered as (too) weak in many cases. Indeed, the lack of cooperation and coordination among various local institutions and stakeholders was identified as one of the most important problem that hinders efficient economic development of the area. One of the most interesting outcomes of the REGALP research is the assertion that the landscape itself can work as an excellent catalyst for cross-sectoral cooperation. Indeed, as most actors can relate to landscape in a way or another, a constructive debate can take place.

4.5 European policy workshop Brussels

In the frame of the REGALP presentation on 24th of June 2004 in Brussels, project conclusions and draft transnational policy recommendations have been discussed with one representative of DG Agriculture, one representative of DG Regional Policy, one representative of the European Association of Elected Representatives from Mountain Areas (AEM) and the Scientific Officer (DG Research) responsible for REGALP. After the presentation of the results of data analysis, future scenarios, local workshops and policy evaluation preliminary transversal recommendations were discussed. The memo of the workshop can be found in Annex 2 (section 7) in the present WP 6 report.

The REGALP recommendations were largely agreed upon by the workshop participants. Several complementary remarks and comments were provided in the course of the vivid discussion, which were integrated into the further process of finalising recommendations. In the following, the debate is summarised briefly.

The participants emphasised that huge effort is necessary in order to **raise awareness for cultural landscape** not only with the public but especially on all level of policy. In many sector policies, like transportation and infrastructure policy, the landscape issue isn't taken into adequate consideration yet. Therefore, one of the main future challenges will be a better integration of cultural landscape both in the respective policies and in the frame of Environmental Impact Assessment (EIA) and Strategic Environmental Assessment (SEA).

In order to avoid further increase of small-scaled disparities in the alpine space, **bottom-up approaches like LEADER or INTERREG** will still be necessary after the reform of EU Cohesion Policy. With respect to a balanced spatial development, the European Spatial Development Perspective (ESDP) can only set a non-binding framework of European spatial

planning orientations. However, the new principle of “territorial cohesion”, which was integrated into the European Constitution, could provide a new perspective. Thereby, the concretisation and operationalisation of the principle has only started in the DG Regional Policy.

It was commonly agreed that **landscape diversity** can only be preserved by a combination of area-wide sound land-use and selective protection of highly valuable landscapes. Agriculture plays in this context a leading role. The **support of alpine agriculture** will be continued in the frame of Compensatory Allowances and agri-environmental measures also after the reform of the EU Common Agricultural Policy in 2007. Positive effects on landscape and environment are expected from the newly introduced principle of “cross-compliance”, i.e. the coupling of premiums to “good practice” of agricultural cultivation. Unfortunately, the effort for control will further increase with cross-compliance.

Finally, the workshop participants were unanimously of the opinion that above all the **intensification of communication** between different policy sectors could improve their coordination significantly. Cross-sector and transdisciplinary approaches strongly involving local actors are regarded as an adequate means in this respect.

4.6 Final policy recommendations

In this sub-section, the final REGALP policy recommendations aiming at balanced and sustainable regional and cultural landscape development are presented. These recommendations are based on the national recommendations of the partners which were elaborated by integrating the national results of all previous work packages and by orienting them towards the reference system of sustainability (cf. sub-section 4.1). The preliminary recommendations of the REGALP partners, which set the basis for the final recommendations, can be found in the national WP 6 reports (attached to this report as annexes).

Thus, the final recommendations as presented in the following sub-sections are a transnational synthesis of those national proposals which are commonly stated by the REGALP teams or transferable from one country to the others. Proposals very specific for one country were not included (but they can be seen in the national WP 6 reports). Proposals concerning European policies and instruments were included into the synthesised recommendations by the AFI.

After an overview of the listed final recommendations (showing only the headlines of the recommendations), transversal policy recommendations are proposed which concern all covered policy approaches and are of general character. They are followed by recommendations for the policy approaches spatial planning, agriculture, conservation, infrastructure and projects.

It has to be pointed out that the final synthesised recommendations relate *exclusively* to the national policies and instruments covered by the national REGALP teams in WP 6, which are mentioned in sub-section 4.2.

4.6.1 Overview of policy recommendations

Transversal recommendations:

- The policy approaches should take the interrelation between regional development and cultural landscape better into account. Economic and landscape issues should be balanced within and between the policy sectors. Coordination and cooperation between the policy approaches should be improved.
- Policies should take small-scaled spatial differences in the Alps better into account. Instruments and measures should be more adapted to the specific regional situation.
- Policies should counteract the polarisation between central and peripheral areas in the Alps and aim at a better balance and synergetic cooperation between these areas.
- Monitoring and evaluation measures for policies and instruments dealing with economic development and cultural landscape should be improved in order to provide an ongoing input for policy adaptation.
- A broad and general discussion about the functions of cultural landscape in the Alps should be initiated involving all policy fields relevant for landscape as well as professional groups and the public.

Recommendations for spatial planning policies:

- Spatial planning has to focus more on the spatial balance and conciliation of economic development and cultural landscape issues. The elements of spatial regulation should be better linked with elements of economic development.
- The implementation of spatial planning goals, especially safeguarding free space and steering settlement development, should be enhanced by improvement of the operationalisation of objectives.
- In order to complement spatial plans, more local and regional projects aiming at sustainable spatial development as well as balance of economic and landscape requirements should be implemented.
- Communication and cooperation should be improved within the field of spatial planning as well as between planning and relevant sector policies on all administrative levels.

Recommendations for agricultural policies:

- Agricultural policies should further support the maintenance of alpine agriculture. State funds are still necessary, but premiums should be better adapted to the regional situation. Special attention should be paid to the economic efficiency of the funds allocated.
- Agricultural policies should also aim at the improvement of alpine agriculture's business profitability. Quality products, efficient marketing structures and diversification of activities should be better promoted and supported.

Recommendations for nature and landscape conservation policies:

- Landscape policies should provide policy- and decision-makers, professional groups and inhabitants with more information about alpine cultural landscapes. The awareness for landscapes, their requirements and their interrelation with economic development should be raised.
- Protected areas have to be complemented by environmentally sound land-use practices outside the protection areas in order to guarantee comprehensive maintenance of landscape diversity. Maintenance strategies integrating spatial planning provisions and agri-environmental measures should be established.
- The level of restrictiveness in protected areas has to be better adapted to the local situation and connected requirements. Nature protection and economic concerns have to be better balanced. Thereby, communication with and involvement of locals has to be improved.

Recommendations for infrastructure policies and projects:

- Infrastructure policies should take cultural landscape better into account as a basis for economic development. Adverse effects on landscape caused by infrastructure development should be better avoided.
- Small-scaled and environmentally sound tourism based on cultural landscape should be improved. Intensive tourism should be concentrated only in the most suitable areas of the alpine space.

4.6.2 Transversal policy recommendations

Transversal recommendation 1

The examined policies and instruments in most cases do not consider the relation between regional development and landscape sufficiently as they are oriented either to economic development or landscape maintenance. In addition, the lack of coordination and cooperation between the approaches often results in conflicts. Thus, the following general recommendation is stated:

The policy approaches should take the interrelation between regional development and cultural landscape better into account. Economic and landscape issues should be balanced within and between the policy sectors. Coordination and cooperation between the policy approaches should be improved.

Addressed sectors: spatial planning, agriculture, conservation, infrastructure

Addressed levels: EU to local

Both development and conservation approaches should avoid strictly one-sided orientations. Each approach should take the relation and interdependencies between economic development and cultural landscape more into account. On the one hand, landscape concerns and requirements should be better considered in economy-oriented policies like infrastructure, transport, tourism and regional development. Basically, landscape needs to become a real dimension and not just a mere “greening” of the policies. The integration of cultural landscape and its relation to economic development should be enhanced in programming and implementation of the concerned policies and instruments. On the other hand, nature and landscape protection policies should not a priori exclude economic concerns. The need of cultural landscape for certain economic activities should be better integrated.

Furthermore, both policies of regional development and policies of protection and spatial regulation have to be better coordinated in order to create more synergies in terms of adequate economic development based on a viable landscape. Cross-sector cooperation and approaches between development and conservation policies have to be enhanced. Thereby, the improvement of communication between the concerned policy sectors on all administrative levels from EU to local level is a key factor.

Transversal recommendation 2

Policy instruments especially on European or national level, but also on regional level are often not sufficiently adapted to the specific situation of the alpine space. One main result of WP 2 and WP 4 was that “the Alps as a whole” do not exist; there is rather a mosaic of different spatial clusters and development trends. The pilot region case studies in WP 3 showed that the impacts of measures are context dependent: the same instruments did not achieve the same results in different environments. Thus, the following proposal is stated:

Policies should take small-scaled spatial differences in the Alps better into account. Instruments and measures should be more adapted to the specific regional situation.

Addressed sectors: spatial planning, agriculture, conservation, infrastructure

Addressed levels: EU, national, regional

Policies should avoid regarding the Alps as a homogenous area. Instead of the application of undifferentiated measures, the areas characterised by specific needs should be identified and targeted with corresponding measures, i.e. the “fine-tuning” according to regional requirements is necessary. There should be an adaptation of policies’ objectives, instruments and measures to the conditions, current trends, resources and potentials as well as other specific circumstances in the alpine region. The Alpine Convention and its different protocols provide a basis for regional targeting of policies and instruments. The European Union as well as the alpine countries should better take the provisions of the Alpine Convention into account in the frame of their economic and landscape policies.

On the EU level, the principle of “territorial cohesion” is going to be implemented into the new European Constitution. This principle comprises chances for a better integration of territorially relevant policies. However, the principle of territorial cohesion has to take into account the different regional situations which vary on a small scale in the alpine space.

Transversal recommendation 3

WP 2 and WP 4 underlined the disparities between central and peripheral areas in the Alps. The polarisation trend between these clusters is ongoing and likely to increase if intervention doesn’t take place. Thus, the following proposal is stated:

Policies should counteract the polarisation between central and peripheral areas in the Alps and aim at a better balance and synergetic cooperation between these areas.

Addressed sectors: spatial planning, agriculture, infrastructure

Addressed levels: EU, national, regional

Policies should counter the development gap between the prosperous central regions and the less favoured peripheral areas. Thereby, not only polarisation within the alpine space should be taken into account, but also polarisation between metropolitan areas outside the Alps (like Milan, Torino, Vienna, Munich, Zurich etc.) and the adjacent alpine areas. The aim should be the creation of a balanced and synergetic development between these areas based on mutual complementarity instead of single-sided dependence of the periphery on the central areas.

Urban-rural partnerships as described by the European Spatial Development Perspective (ESDP) or “centre-periphery” partnerships could be the guideline for a better balance between inner- and outer-alpine cities and their periphery. Thereby, policies should aim at strengthening the opportunities of both central and peripheral areas so that they better complement each other. The centres should be strengthened in their functions of economy, services and supply, but in a way which also lets the adjacent periphery benefit. In peripheral areas, policies should aim at safeguarding and strengthening the economic and social basis by provision of basic infrastructure and services as well as promotion of the use of local and regional resources – especially cultural landscape – for economic development, in particular for recreation and tourism. The innovative power of the regional economy should be enhanced. Thereby, the support of development programmes is necessary.

However, within the new EU structural policy after 2006, the development of rural regions could have a lower significance than previously (cf. 3rd EU Cohesion Report). In Switzerland, there is currently the fear that the change of Swiss regional policy and its new focus on the

promotion of urban areas leads to disadvantages for mountainous. Negative consequences on peripheral areas have in both cases to be counteracted by even higher efforts of national and regional policies. In this respect, subsidies from structural and regional policy should be better coordinated with those from agricultural policy in order to prevent peripheral regions in the Alps from falling behind.

Transversal recommendation 4

The screening of existing evaluation studies showed that policy and instruments influencing cultural landscape and regional development are only partially assessed and that there are few in-depth studies. Generally, there is a lack of methods and data for a quantitative assessment of the effects of policies on supra-local scales. Thus, reliable and applicable results concerning policy impacts on landscape and regional development are rare which hinders the adaptation and coordination of policies as aimed at in the recommendations before. Thus, the following proposal is made:

Monitoring and evaluation measures for policies and instruments dealing with economic development and cultural landscape should be improved in order to provide an ongoing input for policy adaptation.

Addressed sectors: spatial planning, agriculture, conservation, infrastructure

Addressed levels: EU, national, regional

Evaluation studies should result in enhanced knowledge of territorial impacts which enable the respective adaptation of policies and instruments in the sense of a balanced development of the alpine space. Although evaluation instruments such as Strategic Environmental Assessment (SEA) and Environmental Impact Assessment (EIA) are implemented on a regular basis and in countries like France scientific policy evaluation is rather common, cultural landscape and especially its interrelation with regional development are often not taken into account sufficiently. Thus, policy devices should be assessed in terms of impacts both on economic development and cultural landscape. In addition, there should be more integrated or cross-sector studies covering more than one single policy instrument. With such a broader approach, the interface between cultural landscape and regional development could be further examined. REGALP has provided a basis in this field which should be detailed in further studies. Generally, transferable results from other countries should be also used as a further input for the adaptation of policies.

At the EU level, there has been an increased interest in evaluation of the territorial effects of sector policies over the last few years. After 2006, the measures of the structural funds will be subjected to SEA. Recently the territorial impacts of several sector policies have been evaluated within the scope of the ESPON programme. The territorial impacts of policies found should be taken better into consideration in the concerned instruments. These trends should be continued and followed by the countries which still lack the culture of evaluation.

Transversal recommendation 5

Although landscape changes are increasingly examined and discussed, apart from the landscape conservation thematic there is still few debate about landscape functions, objectives and responsibilities. Because of the continuing pressures by economic measures and other political priorities, there is a danger that landscape will fall further behind on the agenda. Therefore, the following recommendation is stated:

A broad and general discussion about functions and objectives of cultural landscape in the Alps should be initiated involving all policy fields relevant for landscape as well as professional groups and the public.

Addressed sectors: conservation, spatial planning, agriculture, infrastructure

Addressed levels: national, regional, local

Today, future landscape changes are partially foreseeable, but there are still hardly any stated objectives which explicitly deal with the evolution of cultural landscape (except for example the Swiss concept “Landschaft 2020” established by the Swiss Federal Agency for the Environment, Forests and Landscape, BUWAL). A general discussion about a target-oriented policy for landscape maintenance and landscape development which goes beyond the aim of maintaining the area-wide agricultural cultivation should therefore be initiated. Thereby, the economic, ecologic and social functions of cultural landscape should be discussed, especially in terms of which functions of landscape are expected to be fulfilled. In order to facilitate such a task, the definition of cultural landscape functions of specific areas (similar to the “forest functions”) would be an option. Thus, landscapes with for example recreational, cultural, ecologic etc. functions could be defined.

Furthermore, there should be a debate about which items of the cultural landscape are considered as especially important, who is responsible for the preservation and further development of cultural landscapes and the allocation of the required funds.

4.6.3 Recommendations for spatial planning policies

Spatial planning recommendation 1

Spatial planning instruments are basically cross-sector oriented, but they treat cultural landscape and regional development rather as separate complexes. Thus, land-use conflicts between the various sector policies dealing can hardly be conciliated by spatial planning. Therefore, the following proposal is expressed:

Spatial planning has to focus more on the spatial balance and conciliation of economic development and cultural landscape issues. The elements of spatial regulation should be better linked with elements of economic development.

Addressed sector: spatial planning

Addressed levels: national, regional, local, (EU)

Spatial planning policies should provide cross-sector strategies and concrete plans aiming at sustainable spatial development aiming at a better balance and conciliation between economic interests and the issue of conserving and suitably developing cultural landscape. Thereby,

landscape has to play a more important role and shouldn't be regarded as an isolated issue; the role of landscape as the basis for economic development should be emphasised. Overall strategic documents are regarded as guidelines and could be designed at a higher level (Bundesland, Canton etc.). The Swiss Landscape Concept can be regarded as such an overall strategic document.

As a basis, current knowledge on the interrelation between economy and landscape as well as on the landscape impacts of policies should be integrated in laws and plans. Existing internal conflicts within spatial planning instruments between controversial economic and landscape objectives should be reduced.

Good practice: "Alpenplan" / "Plan for the Alps" (Germany) and Triglav National Park (Slovenia)

The "Alpenplan" has been set up in the frame of the spatial planning programme for the Bundesland Bavaria in 1974. The legally binding "Alpenplan" divides the Bavarian alpine space into three development zones which allow or forbid the installation of transport infrastructure. The spatial concretisation of development and restriction zones can be regarded as very effective. Transport and consequently settlement and tourism development has been spatially concentrated, thereby also limiting urban sprawl, while free space in the valley floors as well as mountain areas have been preserved.

The Triglav National Park in Slovenia is also split up into development zones. Their effects are similarly positive to the ones described above. Thus, biodiversity within the park is preserved while economic and tourism usage is also possible to an adequate degree.

Spatial planning recommendation 2

WP 3 and WP 6 have proved that spatial planning objectives often lack implementation, especially at an intermediate level linking the general orientations with the local planning documents. Thus, existing spatial planning provisions aiming at spatial balance and coordination of different land-use interests are in many cases not realised. Therefore, the following recommendation is proposed:

The implementation of spatial planning goals, especially safeguarding free space and steering settlement development, should be enhanced by the improvement of the operationalisation of objectives.

Addressed sector: spatial planning

Addressed levels: national, regional, local

Spatial planning goals should be more concrete, comprehensible and oriented towards implementation. Goals should be as precise concerning content and spatial reference as possible. In addition, the planning instruments of different levels from national to local should be better coordinated in order to ensure overall coherence. Spatial plans should rather concentrate on key

issues like spatial, settlement and infrastructure development or safeguarding free space than addressing a too comprehensive list of issues.

The general principle of “sparing and effective land use” is especially important in terms of steering settlement development and avoiding further urban sprawl. Municipalities and the supra-local level (districts, provinces, Cantons etc.) should implement the spatial planning instruments in the sense of a more effective guidance of the settlement development than has been the case to this day. Settlement development should thereby gain more attention at the supra-local level since the municipalities often cannot cope with settlement pressure.

The basis for the enforceability of provisions is that spatial planning is implemented on the adequate territorial and administrative level. The adequate level is the one which allows the most efficient realisation of spatial planning objectives (which can be different from country to country). The transfer of decision-making and administrative competences from both supra-regional and local level to the regional level could be an option aiming at “regional governance”. Important supra-communal and supra-regional issues could also be assigned more binding character which could be enforced by such regional governance. Municipal participation in spatial planning is certainly to be maintained but local “egoism” should be better avoided.

Spatial planning recommendation 3

Spatial planning instruments set guidelines and provisions, but the implementation of these objectives depends also on the active application of further complementary measures. Current legislation does provide manifold opportunities for bottom-up approaches, but these are in many parts of the Alps not or only to a limited degree implemented until now. Thus, the following proposal is stated:

In order to complement spatial plans, more local and regional projects aiming at sustainable spatial development as well as balance of economic and landscape requirements should be implemented.

Addressed sectors: spatial planning, agriculture, conservation, infrastructure

Addressed levels: regional, local

Measures which could serve towards the implementation of the spatial planning objectives are regional conferences or forums, regional management and especially projects in the frame of the EU programmes LEADER+, INTERREG III A, B, C, LIFE Environment etc. In addition, there are several national or regional respective initiatives. Such “soft” instruments have to be made better known and supported by the concerned Ministries and agencies on regional and communal level, particularly in peripheral and most remote areas, in order to set incentives for these levels to become more active in terms of bottom-up approaches of regional development and cultural landscape issues. Thereby, closer cooperation between the municipalities and the regions should be fostered.

Good practice: LEADER and INTERREG projects in the Wipptal (Austria)

The Austrian pilot region Wipptal runs both projects in the frame of LEADER+ and INTERREG aiming at sustainable rural development in the fields of economic strengthening and landscape maintenance. There is a close relation between these projects; for example, the LEADER association Wipptal is also the executing organisation for the INTERREG project “St. Jacob’s hiking trail”. The most successful LEADER-project until now was an educational action (IT training). Other projects were cultural events, a study about local social needs (old people’s care), and actions upgrading the touristic attractiveness of the region (e.g. descent of the cattle from the pastures, herbs garden). At present, the most important project deals with “quality meat production”, a co-operation of farmers for quality assurance.

Spatial planning recommendation 4

As found in WP 3 and WP 6, one reason for the weak role of spatial planning and its lack of implementation is insufficient communication and cooperation within spatial planning policy, but also with sector policies. Therefore, the following enhancement is recommended:

Communication and cooperation should be improved within the field of spatial planning as well as between planning and relevant sector policies on all administrative levels.

Addressed sectors: spatial planning, agriculture, conservation, infrastructure

Addressed levels: national, regional, local, (EU)

The coordination of spatial planning units on all concerned levels from national to communal should be improved in order to foster internal coherence and effectiveness of decisions and measures. Furthermore, inter-communal and inter-regional cooperation should be enhanced in order to address and solve problems and conflicts in a supra-communal and supra-regional way of cooperation. In fields like flood protection or waste management such cooperation already exists in several countries, but should be extended to the issues of regional development and cultural landscape. The top-down approach of spatial planning could be better linked with a bottom up-approach by integrating regional and local actors (mayors, municipalities, stakeholders).

Spatial planning should also enhance its communication and cooperation with all policy fields relevant for regional development and cultural landscape such as economy, infrastructure, transportation, tourism, agriculture, nature and landscape protection, water management etc. in order to make planning a real cross-sector and interdisciplinary policy field. Sectoral provisions with implications for spatial development should be better coordinated. The aim is not only to improve the image and political power of spatial planning but also to help it acquire more coordinating and pro-active competencies, avoiding the political “isolation” of spatial planning and the constraint to react on the provision of sector policies. Information measures oriented to sector policies and local actors should be provided by the spatial planning units in order to raise awareness and knowledge for spatial planning concerns and to build a common basis for cooperation.

4.6.4 Recommendations for agricultural policies

Agriculture recommendation 1

Agriculture has been pointed out as particularly important for the cultural landscape of the Alps. However, alpine agriculture is disfavoured and threatened by liberalisation of markets and strong competition. Agricultural restructuring is ongoing which endangers cultural landscape, especially in peripheral areas. Thus, the following proposal is expressed:

Agricultural policies should further support the maintenance of alpine agriculture. State funds are still necessary, but measures and premiums should be better adapted to the regional situation. Special attention should be paid to the economic efficiency of the funds allocated.

Addressed sector: agriculture

Addressed levels: EU, national, regional

Natural competition disadvantages of mountain agriculture should be adequately compensated by State funds, whereby differentiated strategies should be applied according to the respective specificities and requirements of an area. However, all subsidies and promotion programmes have to be examined for a reasonable relation between financial input of State means and effectiveness on-site; long-term efficiency has to be aimed at from the point of view of economic sustainability. Furthermore, the reform of the EU Common Agricultural Policy as well as decreasing State funds have to be considered.

As the most important devices supporting alpine agriculture, Compensatory Allowances and agri-environmental measures should be further continued, even after the CAP reform from 2007 on. However, the connected premiums should be better adapted to the respective regional situation which is determined by sea level, inclination of slopes and actually necessary work effort for specific measures. In addition, the programmes and measures should be better oriented to environmentally sound cultivation as well as maintenance of landscape elements and landscape diversity. Organic farming should be even more than until now promoted. The payments should contribute to agricultural income, but high windfall gains or overcompensation for alpine agriculture have to be prevented. Therefore, more restrictive obligations concerning landscape maintenance and development could be introduced. However, agri-environmental measures have to remain “acceptable” for farmers and should not be transferred into mere landscape conservation activities.

Agriculture recommendation 2

To enhance business profitability would be an effective way to prevent excessive restructuring and contribute to the maintenance of alpine agriculture, thereby avoiding agriculture being too dependent on subsidies. Thus, the following proposal is stated:

Agricultural policies should also aim at the improvement of alpine agriculture’s business profitability. Quality products, efficient marketing structures and diversification of activities should be better promoted and supported.

Addressed sectors: agriculture, (tourism)

Addressed levels: national, regional, local

Alpine agriculture should orient even more towards the production and marketing of high quality products. Local and regional labels imparting the relation to specific regions and landscapes as well as regional marketing for such products provide income rise – provided that efficient marketing structures can be installed and effective advertising initiatives are launched. Thereby, cooperation between farmers on the one hand and the industry processing and marketing agricultural products as well as gastronomy and hotel business on the other hand has to be enhanced. Such initiatives will only be successful if the market has been made sufficiently receptive and the production chains sufficiently effective beforehand. Therefore, the State should set better framework conditions and incentives in this respect. The example of the French territory based definition of labels can be regarded as good practice.

Furthermore, consumers have to be made more aware of the consequences of their consume behaviour. Thus, awareness raising measures are required in order to inform about the relation between agriculture, its products and cultural landscape. Especially advertising campaigns for “environmentally friendly and high quality products of mountain agriculture” could be enforced. In the future, while large farms will be oriented rather exclusively to production, smaller enterprises should better diversify their structures. This means that production should still play a role for small farms, but additional measures in the fields of direct marketing, handicraft, environmental or land-care services as well as holiday on farms offers etc. will be needed. Such possibilities already exist but have to be further promoted and applied by agricultural policies.

4.6.5 Recommendations for conservation policies

Conservation recommendation 1:

Policy-makers of all levels from EU to local, especially those of policy fields which have little contact with landscape issues, often lack of knowledge and understanding for cultural landscape issues. The same seems true at least partially for professional groups, local stakeholders, and inhabitants. Therefore, the following recommendation is proposed:

Landscape policies should provide policy- and decision-makers, professional groups and inhabitants with more information about alpine cultural landscapes. The awareness for landscapes, their requirements and their interrelation with economic development should be raised.

Addressed sectors: conservation, spatial planning, agriculture, infrastructure

Addressed levels: EU, national, regional, local

The knowledge of alpine cultural landscapes in general and of the interrelation between regional development and landscape in particular should be enhanced by information campaigns of the Environmental Ministries and agencies or the DG Environment on EU level in order to raise awareness and provide understanding for the cultural landscape thematic in the Alps. The importance of the landscape issue has to be communicated, especially in terms of landscape being one of the fundamental elements for future economic development, society and regional identity in the Alps. The findings concerning the interrelation with regional development provided by REGALP and other studies (for example the Austrian Cultural Landscape Programme (KLF) or the Swiss Research Programme “Landscapes and Habitats of the Alps”)

should be integrated in the communication measures. Furthermore, professional education and further training for farmers, planners or politically responsible persons is proposed.

As landscape is a key element of regional and local identity, and as it appeals to many people in a rather emotional way, the landscape issue is an appropriate tool not only for the participation of the population but also for the integration of different sector policies. Dealing with landscape changes and the connected reasons helps to overcome territorial, institutional and sectoral barriers. Therefore landscape should increasingly be used as a communication tool.

Conservation recommendation 2

Protected areas are important in order to safeguard valuable areas also in future, but the authoritarian approach of protected areas alone cannot succeed in terms of area-wide landscape maintenance and development. In spite of the fact that the extent of protected areas increased during the last decades, these areas remain in majority small protected islands. Thus, the following recommendation is stated:

Protected areas have to be complemented by environmentally sound land-use practices outside the protection areas in order to guarantee comprehensive maintenance of landscape diversity. Maintenance strategies integrating spatial planning provisions and agri-environmental measures should be established.

Addressed sectors: conservation, spatial planning, agriculture, infrastructure

Addressed levels: regional, local

Strategies combining protected areas and environmentally sound land-use activities should be set up and spatially concretised. Such strategies should be closely linked with existing spatial development concepts and provisions of concerned sector policies in order to achieve synergetic proceeding and avoid sectoral competition and divergences. The European Landscape Convention (ELC) provides a rudimentary strategy on the European level aiming at the maintenance of landscape diversity. However, the ELC should be further concretised and complemented by devices aiming at the operationalisation of its objectives.

Nature conservation efforts should go beyond sectoral and geographical borders of protected areas. Therefore, complementary voluntary measures have to be taken in order to make land-use environmentally friendly as far as possible. Especially agriculture has to act as the main “provider” of cultural landscape and orient cultivation towards landscape maintenance, even in protected areas. Thus, adequate agri-environmental programmes and compensation payments have to be further promoted and applied. Furthermore, existing adverse effects on landscape and environment caused by implementation of sector policies (transportation, infrastructure etc.) should be limited. On the European level for example, the ESDP advocates the integration of biodiversity considerations into sectoral policies.

Further options for the conciliation of nature protection issues and land-use interests (agriculture, tourism, settlement development) are respective projects in the frame of LIFE, INTERREG or LEADER which could be applied to a greater extent in several parts of the Alps. For national and regional programmes or measures, the relevant State bodies should create more incentives. However, the activity, will and commitment of local stakeholders, municipalities and

regions are basically required – thus, bottom-up approaches aiming at integrated nature and landscape conservation have to be basically strengthened.

Conservation recommendation 3

The protection status of nature protection areas in several cases seems not adequate to the requirements of the local / regional situation: in some cases protection seems too “loose”, in other cases too rigid. Thus, either justified landscape or economic demands cannot be met. Therefore, the following recommendation is stated:

The level of restrictiveness in protected areas has to be better adapted to the local situation and connected requirements. Nature protection and economic concerns have to be better balanced. Thereby, communication with and involvement of locals has to be improved.

Addressed sectors: conservation, agriculture, infrastructure

Addressed levels: regional, local

On the one hand, nature and landscape protection seems to be not sufficiently restrictive in valuable central areas with heavy land-use pressure (caused by settlement expansion, infrastructure or tourism development). In such areas, existing regulations should be better enforced even against strong resistance (from policy, stakeholders, land owners etc.) or the protection status should be even more restrictive as at present – at least as long as protection seems more urgent and reasonable compared to the planned development. The protection category should be adequate to ecologic value and pressure. For large protection areas, one further possibility is spatial zoning according to the degree of ecologic value. Tourism in valuable areas has to be carefully planned. This includes management, control and limitation of the upgrading of tourist infrastructure and increase of capacity.

On the other hand, protected peripheral areas often require a certain extent of land-use for their long-term preservation. In such cases, the connected measures should be adapted in an environmentally sound way to the on-site situation, environmental and cultural landscape requirements. Suitable compromises should be searched to enable development while at the same time achieving nature conservation goals. For instance, alpine pasture or forestry roads are necessary for the long-term maintenance of mountainous cultural landscape and forest functions but have to be constructed in an ecologically appropriate way.

Nature protection has to achieve a more positive, dialogue- and service-oriented image and leave the “prohibitive touch” behind. Traditional resentments between nature protection and agriculture or tourism have to be reduced actively by better communicating landscape requirements and involving locals. In general, nature and landscape conservation should apply a less authoritarian approach in the frame of which the requirements and needs of inhabitants and land-owners are seriously taken into account.

4.6.6 Recommendations for infrastructure and project policies

Infrastructure recommendation 1

Infrastructure policies are often oriented in a one-sided way towards economic development aspects. Cultural landscape is in these cases not integrated into the preparation and implementation of projects, which in many cases leads to negative effects on landscape. Thus, the following recommendation is expressed:

Infrastructure policies should take cultural landscape better into account as a basis for economic development. Adverse effects on landscape caused by infrastructure development should be better avoided.

Addressed sectors: infrastructure, tourism

Addressed levels: regional, local

The interrelation between economic development and cultural landscape has to be taken more into consideration in order to avoid one-sided orientation towards economic aspects. A better knowledge of the interrelation and of the effects of certain measures will serve towards minimising the conflicts that often arise between the bodies which seek to maintain an intact cultural landscape and the actors which seek to enhance first and foremost the economic development of the municipality or region. Landscape issues have to become a basis concern for all regional development projects. The aim has to be a future-oriented sustainable development with a viable balance between an efficient economy and a landscape which is capable to fulfil its expected functions. Thereby, cooperation and communication between developers and departments concerned with landscape has to be basically improved. New strategies of communication, co-operation and networking have to be integrated in such projects.

Existing provisions of nature and landscape policies have thereby to be considered closely in order to avoid unfavourable effects. In this respect, Environmental Impact Assessment plays an important role.

Good practice: "Parcs Naturels Régionaux" / "Regional Natural Parks" (France)

The "Regional Natural Parks" (PNR) in France explicitly integrate the landscape dimension in their development approach. Regional Natural Parks comprehend a number of municipalities in a cultural and natural heritage region. PNRs aim at the reconciliation of economic development with environmental and free space preservation through charters and territorial projects. The park charters determine the orientations of protection, valorisation and development and the measures to implement them.

Although the concepts remain still little detailed and have to be improved concerning the interrelation between development and cultural landscape, they still represent a promising basis.

Good practice: “Regio Plus” (Switzerland)

“Regio Plus” provides financial support for innovative projects and local initiatives with model character combining regional development with nature conservation, tourism and agriculture, e.g. local & regional identification, labelling for regional products etc. The projects help to implement development based on cultural and natural resources. By supporting innovative projects and local initiatives they contribute to the development of the region and open up regional potentials. With their focus on cooperation between agriculture, tourism, and nature conservation they contribute to the maintenance of cultural landscape by sound land-usage.

Infrastructure recommendation 2

Alpine tourism faces huge challenges which are due to changing tourism demand, economic concentration and foreseeable climate changes. Intensive tourism based on large infrastructures exerts manifold negative impacts on cultural landscape and seems economically viable in the long term only in certain areas. Thus, the following recommendation is proposed:

Small-scaled and environmentally sound tourism based on cultural landscape should be improved. Intensive tourism should be concentrated only in the most suitable areas of the alpine space.

Addressed sectors: tourism

Addressed levels: regional, local

Policies in the field of tourism should be based on long term perspectives and sustainable development concerns. Thereby, not only environmental and landscape aspects should play a more important role but also long term economic considerations concerning the profitability of infrastructure development. Therefore, the development of new strategies for the alpine tourism should constitute a main focus of policies. Quality improvement of infrastructure and services should rather be aimed at than further constructions and expansion.

While intensive tourism should be concentrated in the most suitable areas, where its impacts on cultural landscapes can be controlled, policies and local decisions should support rural alpine regions in developing soft and small-scaled tourism. Thereby the cultural landscape and the typical regional resources should play a more prominent role. Diversification of touristic bargain should be fostered in order to meet the increasingly differentiated demand. In this respect, sound and agri-tourism should be even more supported. Co-operation of tourism with other economic sectors, above all agriculture, should be intensified in order to provide mutual synergies between these sectors.

Good practice: “Innotour” (Switzerland)

Innotour was mainly developed to support the competitiveness of Swiss tourism by federal financial assistance. Although focussing on economic aspects and innovations, the pilot projects also promote a tourism development which is in line with nature, environment and social requirements and provides respectively maintains attractive employment possibilities.

By supporting the tourism sector they contribute to the economic development of the region. Cultural landscape is rather generally addressed, but economic incentives to maintain the cultural landscape are included.

Good practice: “Albergo diffuso” / “Hotel Widespread” (Italy)

The “Albergo Diffuso” project in the small municipality of Sutrio (Carnia / Italy) aims at rural sustainable development by providing hospitality in private houses. Buildings were restored based on their traditional peculiarity and provide at present 74 tourist beds. An increase of capacity is expected. A cooperative for the operation of “Albergo Diffuso” was established, currently consisting of 22 employees. Clients are generally young people or families from the nearby regions, but also from the metropolitan areas like Milan and Rome during summer season. “Albergo Diffuso” contributes to a mixed local economy structure combining tourism with part-time activities in agriculture or handicraft.

This model of development can be regarded as a successful strategy for the development of marginal areas suffering of economic weakness. Moreover, quality of life could be improved by combining traditional production sectors, representation of local culture and identity with more modern initiatives. From the point of view of sustainability, the “Albergo Diffuso” approach represents an innovative kind of tourism, capable of improving the usage of endogenous rural resources through a new way of management oriented to tourism and landscape conservation.

4.7 A short assessment of REGALP policy recommendations: feasibility, transferability and comparison with existing recommendations

Feasibility of REGALP recommendations

The assessment of feasibility carried out by the national teams showed that the chances for implementing REGALP proposals are different from recommendation to recommendation and from country to country. However, it has to be stated from a realistic point of view that feasibility of many proposals seems rather low, at least at present. This was nothing new for the REGALP team but rather expected and accepted as a fact from the very beginning of REGALP and WP 6. The team already decided consciously in the beginning of WP 6 not to discard recommendations of rather “ideal” character and of low feasibility, but to maintain them as meaningful, innovative and future-oriented aspects as they are well based on REGALP findings. Such proposals can provide input into ongoing or upcoming debates and could even become starting points for future amendments of policies and instruments – i.e. the concerned REGALP proposals can be valuable not only at present, but also in the future.

Transversal recommendations are in fact rather general and address several policy fields on different levels so that the basic difficulty for implementation lies in finding actors who commit themselves to the realisation of these proposals. However, the chance that especially policy experts on national, regional, local or even EU level who were involved into REGALP integrate

some of the recommendations into their daily business is actually given. The extensive integration of policy experts and stakeholders into the REGALP process and their active participation in discussing and adapting policy proposals can be regarded as a general basis for implementation. The same is true for the sector recommendations concerning spatial planning, agriculture, landscape protection, infrastructure policy and tourism.

Generally, proposals aiming at major changes of policy devices or requiring additional funds have to be considered as rather idealistic with respect to the current restricted financial and personal situation of almost all policy resorts. On the other hand, some recommendations like those aiming at the maintenance of alpine agriculture are in line with present agricultural policy guidelines in general and also rather common sense within society, but additionally feature several complementary elements. These complementary aspects therefore show a higher degree of feasibility.

Transferability of REGALP recommendations

The degree of transferability of the transnational REGALP proposals as described in this report to areas different from the alpine space has generally to be regarded as rather high. This is due to the mostly general character of the synthesised proposals on the one hand and to the fact that the Alps comprise several basic regional types (urban, rural and tourist areas, central and peripheral areas) which are not unique or extraordinary, but rather common outside the Alps or even within Europe, and certainly in other mountain regions. Thus, only few of the transnational recommendations (for example “taking into account alpine specificities”) are not transferable to outer-alpine areas.

Comparison of REGALP recommendations with existing recommendations

Comparing the REGALP recommendations with those existing recommendations gathered in the Annex to this report, it has to be stated that many elements of the REGALP proposals already existed before. However, the orientation of proposals towards the interrelation between regional or economic development and cultural landscape is more or less a new field for policy recommendations. Dealing with this interrelation makes the REGALP proposals different from the existing ones. In addition, the broad coverage of a wide field from spatial planning via agriculture, nature and landscape conservation to infrastructure and tourism policy is rather comprehensive.

5. LITERATURE

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6. ANNEX 1: TEMPLATE CHARTS FOR THE ELABORATION OF RECOMMENDATIONS (WORK STEPS 1-5, 7)

Chart 7 : Template chart for step 1

STEP 1: achievements and deficits		<i>principle: ...</i>
	+	-
relevance of devices	relevance criteria matched (according to WP3.6, relevance analysis)	relevance criteria not matched (according to WP3.6, relevance analysis)
coherence of devices with other devices of the principle	synergy, complementarity (according to WP3.6, coherence analysis)	competition (according to WP3.6, coherence analysis)
impacts of devices	positive impacts (according to WP3.6, impact analysis)	negative impacts no impacts (according to WP3.6, impact analysis)
impact cross-check	synergetic or complementary impacts	conflicting or counteracting impacts
achievement of objectives	impacts contributing to the achievement of objectives	impacts opposed to objectives little or no impacts
consistence impacts - RSS	correspondence	conflicts
relation to developments and trends (WP2,4)	high relevance / positive impacts of principle / devices: strengthening positive developments or trends or counteracting negative developments and trends	(low or) no relevance / negative impacts: competing with or counteracting positive developments or trends or contributing to negative ones
relation to WP4 cluster	high relevance / positive impacts of principle / devices in specific WP4 cluster types	(low or) no relevance / negative impacts in specific WP4 cluster types
relation to local demand (WP5)	high relevance / positive impacts from the local point of view	(low or) no relevance / negative impacts from the local point of view
synthesis	short summary of main results of step 1	

Source: own computation

Chart 8 : Template chart for step 2

STEP 2: reasons for deficits and achievements			<i>principle: ...</i>
	reason hypothetical	verification options	reasons verified
relevance	hypotheses directly derived from the deficits detected in step 1	results from WP3 literature review expert interviews	as a result of verification / falsification of hypotheses
coherence with other devices			
impacts			
achievement of objectives			

STEP 2: reasons for deficits and achievements			principle: ...
	reason hypothetical	verification options	reasons verified
consistence impacts - RSS			
relation to WP2,4			
relation to WP4 cluster			
relation to WP5			
reasons for achievements / good practice	hypotheses directly/indirectly derived from achievements detected in step 1		

Source: own computation

Chart 9 : Template chart for step 3

STEP 3: further input WP 2, 4, 5		principle ...
	input concerning principle	conclusion for principle/devices
WP 2	additional input from pilot region analysis	
WP 4	additional input from future trends and pilot region scenarios	
WP 5	additional input from local workshops	

Source: own computation

Chart 10 : Template chart for step 4

STEP 4: reviewing existing recommendations		principle ...
existing technical recommend.	...	
existing thematic recommend.	...	
synthesis	summary, discussion of possible diverging recommendations	

Source: own computation

Chart 11 : Template chart for step 6

STEP 6: assessment of feasibility		
indicator	features	feasibility
“quality” of rec.	possibilities: simple / complex recommendations specific focus (regional, thematic)	

STEP 6: assessment of feasibility		
indicator	features	feasibility
overall effort required	for the implementation of “optimum recommendations”	
“price-performance ratio”	assessment of the relation between effort required for implementation of recommendations and expected outputs/impacts	
political/ administrative situation	attitude of policy towards principle / devices ongoing political discussion administrative framework future perspectives of policy sector (esp. regard to EU policy)	
financial resources	present and future allocation of means for principle / devices development of EU resources, EU enlargement	
human resources	present and future allocation of personnel for principle / devices	
attitude of relevant target groups	professional organisations NGO’s	
further (add. items from expert interviews & workshops		
synthesis		

Source: own computation

7. ANNEX 2: SUMMARY OF THE BRUSSELS WORKSHOP: DISCUSSION OF PRELIMINARY POLICY RECOMMENDATIONS

After the presentation and discussion of the main REGALP results preliminary transnational recommendations were presented. In the following these recommendations and the discussion on each of them are summarised.

(1) Balancing regional development with landscape concerns and strengthening co-operation between sector policies – *this rec. includes two very different aspects (balancing RD / CL = regarding content, cooperation = more technical). Good cooperation is a precondition for a better balancing of sectoral concerns.*

A future sustainable development of the Alpine Space needs the balanced application of all policy approaches mentioned in the section 3.4 of the workshop materials. Thereby, regional development interests (in the economic sense) and cultural landscape concerns should be better balanced and conciliated.

On all levels, from the European to the local, sector policies should be better co-ordinated; this needs the introduction of adequate co-operation mechanisms. Furthermore, public policies should enhance bottom-up approaches and participatory procedures.

Recommendations:

- integration of cultural landscape into transportation, infrastructure and economy policy (SEA!)
- integration of economic aspects into nature protection
- balance between policy fields
- *frame: to be set by ESDP!?*

Discussion

Mrs Sanches underlines with regard to the ESDP that the EU has no mandate in spatial planning, thus, one should not expect too much from a non-binding strategic document like the ESDP. A new perspective might arise from the integration of the objective “territorial cohesion” into the EU Constitution. However, the discussion process on the understanding and implementation of territorial cohesion has just started within DG Regio and has to be regarded as a rather “immature” principle. Furthermore, Strategic Environmental Assessment (SEA) will be implemented soon, also the Structural Funds-Programmes after 2006 will be subject to SEA.. She thinks that the co-operation between the European regions will be intensified, because the priority “European territorial cooperation” in the new structural policy will be stronger than INTERREG. According to Mrs Sanches, NATURA 2000 and its implementation represents an example of a regulation which doesn’t take human beings and their needs adequately into account but focuses too much on nature protection issues. In this case the project could point out measures and examples of good practice. With regard to the 3rd cohesion report Mrs Sanchez indicates that the role of urban centres for the cohesion and territorial balance is to be discussed and further, regional adapted indicators should be developed.

Mr Evrard adds that the principle of territorial cohesion offers new chances for mountain regions in the EU. Furthermore, the REGALP project and its recommendations could be a good example for other mountainous regions than the Alps and a good basis to sensitise decision makers on the specific conditions in mountain areas. In his opinion mountain areas could be pilot regions for new ideas and innovations (“lessons learned”) because they face very difficult conditions.

Mr Courades states that landscape maintenance is part of many of the “axes” of agricultural policy, especially in the “axe” of “living countryside”. The landscape issue also is well integrated in EU environmental policies. However, in the approaches of DG Agriculture and DG Regio, landscape is considered almost exclusively in economical terms, i.e. there is a need for more landscape management and zoning of different users’ interests. Furthermore cultural aspects and cultural landscape elements are weakly integrated in the policies.

Mr Baardsen summarises that these REGALP recommendations and the “streamlining” of sector policies are great challenges for the policies concerned.

(2) Contributing to a spatially balanced development within the Alps

Public policies should be better adapted to regional conditions. They should not contribute to an increase of the gap between prosperous and less favoured regions within the Alps. They should better take into account small-scaled regional disparities and consider the problems of lagging rural regions. Public policies should contribute to safeguarding the economic and social base of vital Alpine regions. Endogenous development should play a considerable role; policies should better support regional actors in profiting economically from regional resources, particularly from cultural landscape.

Recommendations:

- avoidance of further polarisation
- evaluation of territorial impacts (-> ESPON)
- consideration of sub-regional level (!?) (->3rd Cohesion Report)
- ESDP: urban-rural-partnership (!?)
- aims of LEADER+, INTERREG, Objective 2: to be continued

Discussion

Mr Baardsen points out that the recommendation of avoiding further polarisation is in line with the new rural development policy, in the frame of which the LEADER initiative is going to be enforced.

Mr Courades states that the intention is not only to enhance the LEADER approach but also to keep “LEADER” as a well-known and well-accepted label. He underlines that urban-rural and private-public partnerships have to be enforced in order to improve a spatial balance. Especially the coordination of urban and rural areas’ requirements has to be strengthened. Furthermore he points out that accessibility is an important factor to reach public services.

Mrs Sanches says that regional policy will not continue the dichotomy of urban development and rural development. Urban agglomerations should also consider their surroundings. She

repeats that DG Regio can only make recommendations for adequate procedures of urban-rural partnerships (consultation of stakeholders, bottom-up-approaches). The implementation is a national and regional concern, the actors on regional level have to become active.

Mr Evrard points out that – considering the NUTS 2-level – Alpine regions are rich; the polarisation takes place below. A spatial balance crucially depends on territorial competitiveness and competition policy which are more dedicated to the centres and agglomerations. Competition policy does not consider geographical conditions, and support for enterprises in disadvantaged areas is not possible. In future these enterprises will only be supported if they provide additional value regarding social and ecological objectives. He suggests adapting competition policy to the specific needs of mountain regions (comparable to the sparsely populated regions in the North). Mr Evrard wishes that “rich” (central) regions support “poor” regions in financial terms. Mr Courades adds that a compensation for the recreative functions of rural areas would be necessary.

(3) Providing for landscape diversity

As the cultural landscape of the Alps is a main factor of economic development and regional identity, public policies should contribute to the maintenance and development of the diversity of Alpine landscapes. Cultural landscape has to be considered as an asset and not as a hindrance for economic development. Policies should contribute to safeguarding the biodiversity and the ecological value of Alpine landscapes and to maintaining the cultural and natural heritage – but not to fostering “museum landscapes”.

Recommendations:

- large-scale: environmentally sound cultivation
- environment policy: protection of valuable areas
- forestry policy: stable forest functions
- wilderness areas: not generally negative
- reduction of adverse effects, strengthen SEA, EIA
- basis for tourism

Discussion

Mr Courades proposes to differentiate more precisely between environmentally sound land-use in general and sound agricultural cultivation in particular.

Agriculture is still regarded as the main actor for maintaining landscapes in mountain areas.

(4) Reducing pressure on landscapes, managing land use conflicts

Public policies should, especially in prosperous Alpine valleys and in areas with intensive tourism, contribute to reducing the pressure on landscapes and the negative environmental impacts of development. This needs an improved control of settlement development. Spatial planning aims should be better implemented. Policies should contribute to the management of land use conflicts and to the introduction of new and alternative negotiation procedures.

Recommendations:

- mainly a national / regional task, EU: frame
- urban sprawl: unsolved problem (-> ESDP)
- new ways of conflict resolution (-> participation)
- stricter conservation in conflict areas

Discussion

Mrs Sanches informs that the DG Environment is currently concerned with the elaboration of a directive on urban sprawl.

Mr Courades mentions the approach of the French “Parcs Regionaux” as good practice examples for managing land-use conflicts.

(5) Maintaining agricultural cultivation

As Alpine agriculture is a crucial factor for cultural landscape and for the identity of the Alps, public policies should contribute to maintain the agricultural cultivation of the Alpine space by supporting Alpine agriculture. Policies should strengthen Alpine agriculture and enhance its ecological performance. This needs the compensation of competitive disadvantages of Alpine agriculture and the enhancement of agri-environmental measures. The development of rural regions and the integration of agriculture with other economic sectors should be enhanced.

Recommendations:

- State incentives for continuation of agricultural land-use in rural areas (Compensatory Allowances)
- continuation and regional adaptation of agri-environmental measures
- modulation means: for rural development
- clear and operable formulation of aims and measures
- reduction of bureaucracy

Discussion

Mr Courades states that for Compensatory Allowances a better geographical coverage would be necessary. In some countries these allowances should be eligible for more farmers (part-time farmers). He underlines the necessity of adapting agri-environmental measures to the regional situation. Furthermore, the upcoming principle of cross compliance has to be regarded as kind of environmental legislation in the frame of agricultural policy. He suggests developing new legislation on the base of the existing notion of “good farming practice” which is well defined in many countries or regions.

(6) New options for Alpine tourism

Public policies should support the development of tourism strategies taking into account the forecasted climate change which calls for alternatives to ski-tourism. Policies should support the

development of soft and small-scaled tourism in rural Alpine regions, based mainly on cultural landscape resources. Thus, policies should counteract the trend towards spatial concentration of tourism, and make more Alpine regions profit from tourism development.

Recommendations:

- promotion of future oriented and sustainable forms of tourism (e.g. LEADER+, INTERREG)
- strengthening the link between alpine agriculture and tourism
- *who pays for landscape diversity?*

Discussion

Mr Courades emphasises that mountain agriculture needs innovative products like eco-products, “green” agri-tourism or culture tourism offers. In this respect LEADER projects have been successful and should be further developed. In addition, there is the need to train tourism providers for environmentally sound tourism, e.g. for special itineraries.

Mrs Sanches refers to the new communication on tourism by DG enterprise (cf.: <http://www.europa.eu.int/comm/enterprise/services/tourism/workinggroups/workgroupd.htm>). Furthermore she stresses the idea of using regional products in gastronomy.

Answering the team’s question whether tourism taxes should be used for landscape protection Mr Baardsen has the opinion that landscape is a public, freely accessible good, and should be treated as such in future. Landscape maintenance is a public task and should be financed with public money. Mr Courades adds that in some areas permits for landscape use by tourism as well as local taxes already exist.

(7) Strengthening regional co-operation and overcoming barriers with the help of the landscape topic

Public policies should enhance bottom-up approaches for making use of regional potentials, for regional planning or solving land use conflicts – this needs participatory approaches and better co-operation structures within and also between regions. Public policies should foster inner- and inter-regional communication and help to overcome sectoral and mental barriers. As landscape is a key element of regional identity, the landscape topic is very useful for integrating local population into regional planning procedures and participatory decision making. This fact should be considered more in discussions about good governance on local and regional level.

Recommendations:

- better framework conditions for activities and responsibilities of the regional level below NUTS 2 (“regional governance”)
- strengthening bottom-up initiatives, usage of regional resources (especially cultural landscape), regional coordination and participation

Discussion

Mr Courades refers to a project in the Mosel valley which can be characterised as good practice: Local stakeholders are involved in a project of „landscape interpretation“.

(8) Raising awareness about cultural landscape and its interrelation with regional development

Public policies should contribute to improving the information about cultural landscape issues and about the interrelations between regional development and landscape changes. This may concern awareness raising measures for all actors involved, as vocational education for farmers, planners and other persons dealing with landscape development, information campaigns (e.g. for consumers of Alpine agricultural products or for tourists) and last but not least information activities focussed on policy-makers on all administrative levels.

Recommendations:

- awareness raising for the cultural landscape issue as well as the interrelation between regional development and cultural landscape
- more communication!
- cross-sector conferences, workshops etc.

Discussion

Mrs Sanches and Mr Courades emphasise that they regard this recommendation as one of the most important REGALP results and proposals. In wide parts of policies the landscape issue plays no or only a very subordinate role – as well as in the public debate. Therefore, awareness raising seems to be an urgent requirement. Until now the public debate on landscape was too focused on the aesthetic aspects. In the discussion the question arises how useful the concept of sustainable development is for public debates and awareness raising measures. Mr Evrard points at two AEM projects (INTERACT and INTERREG III B) to which REGALP maybe could provide some useful inputs. Information on these projects will be provided by Mr Evrard.

(9) Fostering transdisciplinary research on rural areas and participation of regional stakeholders

Reviewing the experiences gained with national decision-makers, in the pilot regions workshops and in the Conference of Regions, the REGALP team concludes that research on rural areas should be oriented more to the needs of end users: regional, national and EU policy and decision makers as well as NGO's. Researchers should involve these target groups into research work: not only at the end to tell them the results, but throughout the whole working process of the project: let them bring in their needs and opinions, make them participate!

Recommendations:

- better application of transdisciplinary approaches in future research activities
- better oriented to the needs of end users
- integrate locals into research work

Discussion

Mr Baardsen points out that in fact there are several research projects involving stakeholders (e.g. SAGRIALP), but the kind of adequate involvement depends on the topic and the target group. Mr Courades stressed the importance of “bringing people together”.

Mr Courades mentions a conference of the European Observatory of Rural Areas in 2005 for which the REGALP results and recommendation could be very interesting. He will send further information to the REGALP team. Furthermore he mentions a seminar on “valorisation of natural resources”.