

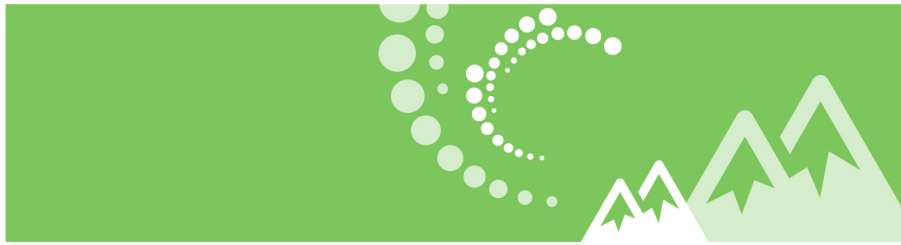
Analysis of national documents in regard to needs and challenges of transnational spatial development

Action 4.2 Working Document

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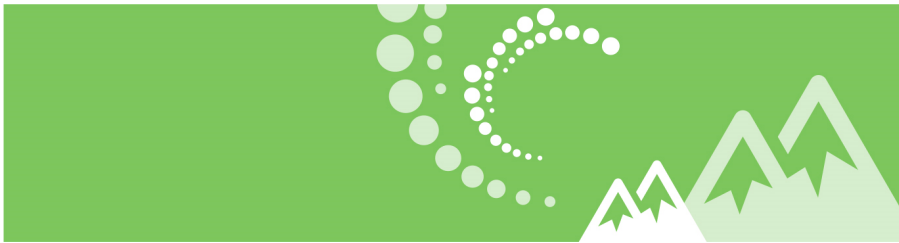


Content

1	Task and objectives	2
2	Approach	3
3	Overview of hypotheses	3
4	Detailed hypotheses.....	6
5	Source documents.....	13

Tables

Table 1	Overview of hypotheses	3
Table 2	Detailed hypotheses.....	6



1 Task and objectives

As outlined in the adopted WP4 methodology, chapter 2.1.1 (p.7f), draft hypotheses “serve as a reference for the project analysis and do not claim to fully represent all driving forces of spatial development. Nonetheless, the task is to reduce the complexity of spatial development with its driving forces, pressures, impacts, states and responses while still avoiding oversimplistic cause-effect conclusions. However, it is not the mission of WIKIAlps to develop a complex reference framework for sustainable spatial development. ... Hypotheses will be built on information from objectives in relevant documents which give indication for sustainable spatial development requirements (such as Alpine Convention documents, strategic objectives of the AS Programme) as well as already known obstacles for such a development.”

In the course of the project analysis, “individual sequences of the hypotheses are related to individual project outcomes. This analysis will not examine whether the project results are “good” or “bad” but will compile where achievements, synergies or even contradictions etc. occur.” (cf. WP4 methodology p.8/9).

In order to understand what particular spatial development process the individual topics can be assigned to, the WIKIAlps project team has extracted hypotheses on spatial development processes in the Alps that roughly describe various cause-effect relationships. These hypotheses have at least partly been addressed by these planning documents and have been fine-tuned and agreed upon in the course of a iterative consulting process within the WIKIAlps team. The hypotheses proofed to be a helpful intermediary methodological step. Their application for the project analysis revealed no need for a further refinement. Therefore, a second refinement process of these hypotheses which was originally foreseen was no longer necessary

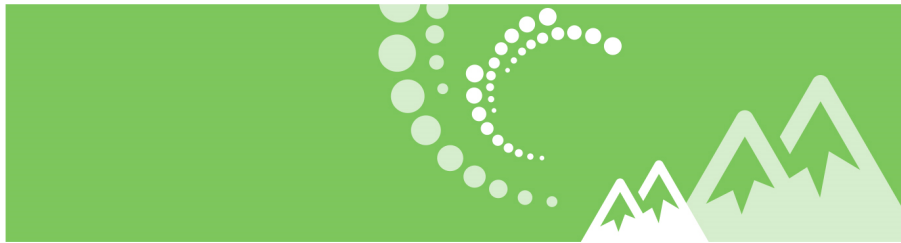
The hypotheses are supposed to assist in the following tasks:

- the identification of requirements of sustainable spatial development
- the selection of promising projects in the screening for the in-depth analysis
- the analysis of projects in regard to their contributions for a sustainable spatial development particularly in terms of transnational issues and
- the extraction of information on sustainable spatial development from the projects.

In action 4.3 we will check whether the project analysis gives evidence as to how projects have contributed to a sustainable spatial development in terms of these hypotheses. This might deliver information which kind of hypotheses / aspects of sustainable spatial development are appropriately addressed by projects (and their results, methodologies, data) and which would require further attention. This could give valuable inputs to the new Operational Programme. In some cases, project results may also contribute to refine hypotheses as the project delivers new data, trends or scenarios which are addressed by the hypotheses.

For these reasons, hypotheses on sustainable spatial development have been synthesized on the basis of the following documents:

- 1) Strategy Development for the Alpine Space
- 2) Report on the State of the Alps “Sustainable Rural Development and Innovation” (Summary)



- 3) Alpine Convention Protocol on Spatial Planning and Sustainable Development
- 4) A resource-efficient Europe – Flagship initiative under the Europe 2020 strategy (COM (2011) 21)
- 5) Our life insurance, our natural capital: an EU biodiversity strategy to 2020 (COM (2011) 244 final)
- 6) European Commission (2011): Roadmap to a Resource Efficient Europe. COM(2011) 571 final.

2 Approach

Considering the comments and suggestions to the first draft of the hypotheses we have restructured the first set of hypotheses, have streamlined the hypotheses and put them into a framework of hypotheses and topics of sustainable spatial development (SSD).

For this the topics are used which have been extracted from the CEMAT main topics as an orientation of sustainable spatial development in the document for the document analysis on transnational needs. That way, the hypotheses are linked to the topics of sustainable spatial development. Even more – the hypotheses also are used to describe relations between the different topics of sustainable spatial development.

The hypotheses may be used in two steps:

- Firstly, the hypotheses should give a useful identification what issues sustainable spatial development could deal with. So the hypotheses will help to check whether projects have a contribution to SSD and whether it is recommendable to have a closer look on them.
- Secondly, the cause-effect-chains behind the hypotheses may be used for the in-depth-analysis of selected projects.

For each hypothesis a main subject is mentioned, a short title, followed by the hypothesis and the reference in the source documents. At the end of each hypothesis the relation to sustainable spatial development is indicated.

3 Overview of hypotheses

Table 1 provides an overview in terms of the short titles of the hypotheses based on the documents mentioned in chapter 1.

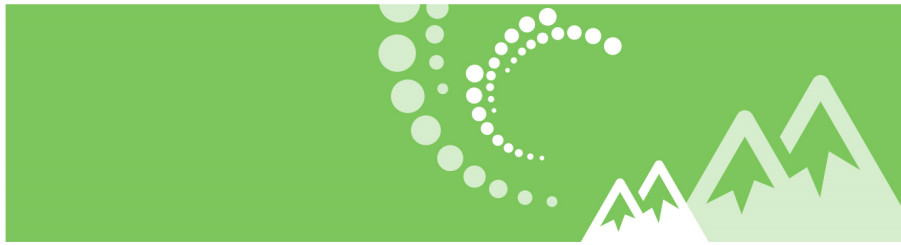
Table 1 Overview of hypotheses

No.	Hypothesis
1	Coordination of sector policies to prevent exploitation of natural resources and single-sector economies
2	Sensitive Alpine territory requires appropriate and diversified measures (consensus-oriented multi-stakeholder approach)



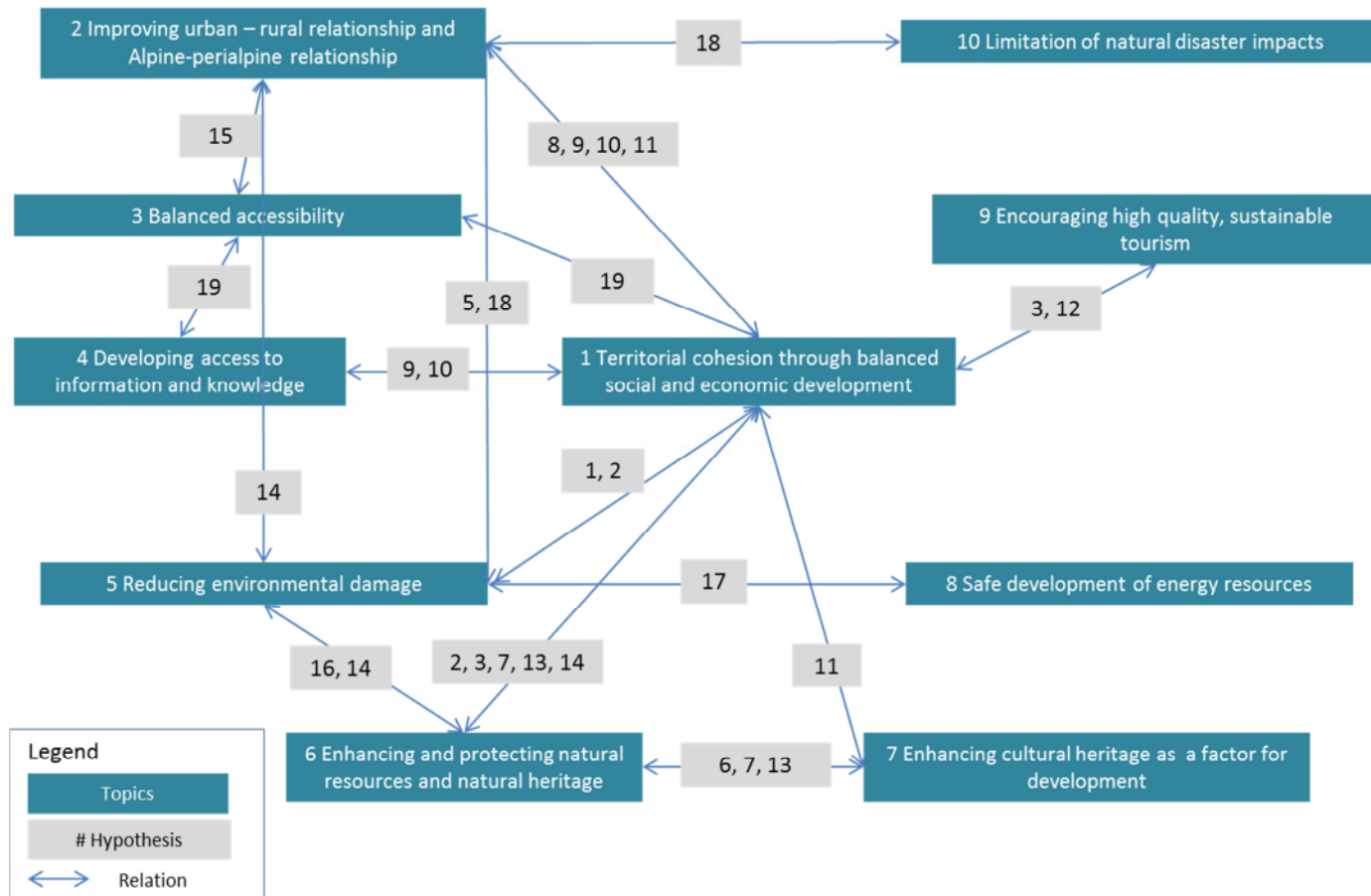
No.	Hypothesis
3	Partnerships & trade-offs between inner- and outer-Alpine areas
4	Rural-urban partnership requires vital networks and processes
5	Cross-sectoral and integrated approaches are needed to slow down impacts in rural areas
6	Adopt policies that recognize the multi-functionality of the primary sector
7	Economic valorisation of natural resources and ecosystem services initiates new compensations schemes
8	Compensation schemes between urban and rural areas
9	Rural areas need to cooperate and complement each other
10	Public services are under pressure and cuts will particularly affect small and isolated mountain communities
11	Competition between global and regional economic cycles
12	Changing consumer patterns require adaptation of tourism evolution
13	Value creation in the primary sector generates payment schemes and opportunities for regional economic development
14	Resource efficient economies become economically competitive and implement sustainable structures
15	Ageing population requires adaptation and offers opportunities for Alpine areas
16	Alps are a hotspot for maintaining and restoring ecosystem services
17	Changes in energy sector requires more energy efficiency and causes land use changes
18	Urban development and increasing land take pose a risk
19	High mobility level punctually triggers economic growth and at the same time aggravates spatial disparities

Beside the objectives of the hypotheses already mentioned in chapter 1, the hypotheses may describe the relation of the different topics of sustainable spatial development to each other. In this view the hypotheses can support the identification of synergies, contradictions, gaps, etc. between different topics of SSD. That way, they may also support a further evolution of sustainable development in the Alpine Space. The relation of the hypotheses and topics are illustrated in Figure 1 and may be further developed in the course of the WIKIAlps project and results of the project



analysis. It is important to stress that the relations between topics are not exhaustive, meaning that even though no respective hypothesis has been identified in the document analysis, additional relations between topics are imaginable and even likely. However, these are beyond the immediate scope of our project.

Figure 1 Relation of topics and hypotheses





4 Detailed hypotheses

The following Table 2 outlines the hypotheses in more detail and indicates references in the source documents. Modifications to the rationale of the source documents are formatted in italics.

We have grouped the hypotheses into appropriate categories, which shall not be confused with the topics / transnational needs. They merely provide a quicker overview over the issues the identified hypotheses are dealing with and have no further function in the following project steps. The categories include:

- Spatially adapted policies
- Macroregional issues
- Urban-rural linkages
- Acknowledgment / internalization of external effects / Compensation schemes
- Services of general interest
- Alpine economic development

Table 2 Detailed hypotheses

No. new	Hypothesis (title)	Hypothesis (cause-effect-chain)	Source
		Spatially adapted policies	
1	Coordination of sector policies to prevent exploitation of natural resources and single-sector economies	Instruments for coordinating sector policies → promote sustainable development of the Alpine territory and its regions → necessary to find solutions that are compatible with environmental protection and sustainable management of natural resources → prevent risks connected to single-sector economies, promote diversification of activities and guide partners towards mutual objectives	3) Article 6 4) pg. 4
2	Sensitive Alpine territory requires appropriate and diversified measures (consensus-oriented multi-stakeholder approach)	Urbanisation, land take and spatial polarisation → necessary to pay special attention to close interrelations between human activities (esp. agriculture and forestry) and the safeguarding of the ecosystems → make Alpine territory extremely sensitive to changing framework conditions of social and economic activities → requires appropriate and diversified measures in accord with the local population, political representatives and with businesses and association	3) preamb le, 9 th indent
		Macroregional issues	



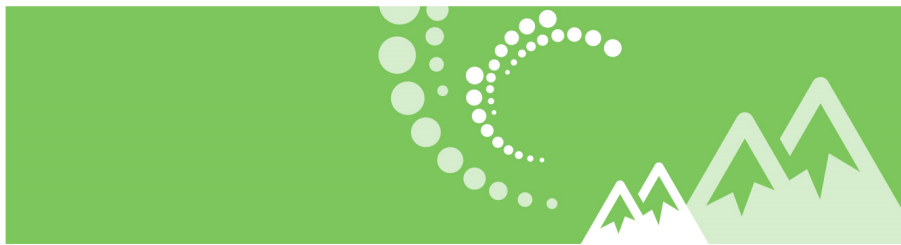
No. new	Hypothesis (title)	Hypothesis (cause-effect-chain)	Source
3	Partnerships & trade-offs between inner- and outer-Alpine areas	Alpine territory has various functions of general interest ¹ → important natural resources & ecosystem services for different scales and populations, also for Europe in general, notably water reservoir, biodiversity, tourism and recreation, as well as important European transport arteries → functions of protection and those connected to ecological balance, and as an area of tourism and recreation can justify appropriate support measures → market prices can be ascribed to the users of Alpine resources and services provided in the general interest can be recompensed	3) preamble, 6 th indent and 15 th indent, Article 11
		Urban-rural linkages	
4	Rural-urban partnership requires vital networks and processes	The cooperation between towns and their surroundings can be enhanced through networking, the structuring of various processes ² , the definition of strategic bases and long-term objectives, awareness building, support from key personalities, as well as through legal and organizational framework conditions. → <i>requires city-region/functional urban area approaches to strategic spatial planning, taking into account spatial interactions</i> ³ .	2) pg. 33
5	Cross-sectoral and integrated approaches are needed to slow down impacts in rural areas	One of the most significant trends observed in the Alps is the polarization between marginalization and urbanization ⁴ → As a result of structural change, younger people tend to move away, which means that the region is faced with ageing, depopulation and isolation (brain-drain) → To mitigate demographic imbalances and polarization trends, which tend to undermine economic development, integrated strategies and better coordination of sectorial policies are required → <i>spatial development is dedicated to act as such a cross-sectoral and coordinating approach.</i>	2) pg. 35 and 25f 3) preamble 8 th indent

¹ This hypothesis is also reflected in the preamble of the AC protocol on Spatial Development, third indent: “aware that the Alps make up an area of Europe-wide importance (...) whose conservation should be of interest not just to the Alpine States”.

² No direct reference what these processes refer to. However, conclusions include “accessibility to services of general interest, (...) a proper balance of economic power” as well as “[p]lanning areas (...) adapted (...) to integrate urban and surrounding rural spaces into one common planning area (horizontal financial organization).” (ibid, pg. 35)

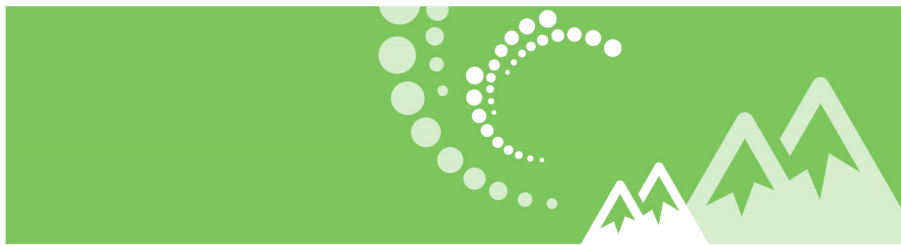
³ Amendments by the WIKIAlps team to source material are formatted in italics.

⁴ Also reflected in the preamble of the AC protocol on Spatial Planning: “aware that this need is not evenly spread but is concentrated in single areas while others (,,) have a lack of opportunities and are subject to rural exodus (AC Spatial Planning protocol, 8th indent).



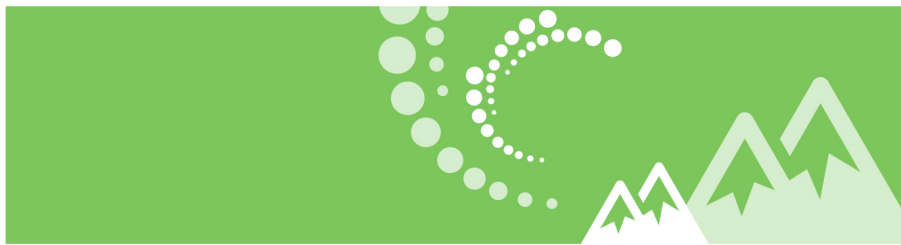
No. new	Hypothesis (title)	Hypothesis (cause-effect-chain)	Source
		Acknowledgment / internalization of external effects / Compensation schemes	
6	Adopt policies that recognize the multi-functionality of the primary sector	Rural development concerns several sectors (e.g. tourism, agriculture, forestry, energy) → multifunctional dimension of economic key sectors associated with mountain regions (e.g. agriculture, forestry, tourism) need to be recognized in policies and spatial development ⁵	2) pg. 10 3) Article 5
7	Economic valorisation of natural resources and ecosystem services initiates new compensations schemes	Improvements in assigning monetary value to ecosystem services / Alpine resources makes aware of economic value and society's dependency of ecosystem services → information can be used by policy-makers to identify market and policy failures, e.g. dysfunctional incentives/subsidies that contribute to environmental degradation → awareness raising and creating positive incentives, e.g. linking payments to recognizable and valuable services → spatial development could take advantage of these insights and use them for improved balancing between natural resource capacities and society's demands	2) pg. 36 3) Article 11 4) pg. 7
8	Compensation schemes between urban and rural areas	Urban areas are more likely to supply a high level of public services, whereas rural areas are often good at providing ecosystem services and therefore supply society with energy resources, food and offer recreation, landscape and nature → balanced approach in the urban-rural-relationship to the fair use and management of rural resources → Sustainable spatial development must consider compensating tradeoffs between these areas by using benefit/support mechanisms in the regions	2) pg. 30 3) preamble, 3 rd indent
		Services of general interest	
9	Rural areas need to cooperate and complement each other	Needs are increasing qualitatively (and depending on regional demographic developments also quantitatively) and services are increasingly concentrated in urban areas → rural areas must organize collective measures and at the same time maintain a cross-cutting approach → developing services individually is too costly → a global approach based on the regional/inter-municipal planning and pooling of services should be preferred including neighboring territories (valleys, watersheds, intermunicipal structures), combining different services and improving the accessibility of services of general interest	2) pg. 43

⁵ If and to what extent this multi-functionality exists depends on the practices the primary sector employs.



No. new	Hypothesis (title)	Hypothesis (cause-effect-chain)	Source
10	Public services are under pressure and cuts will particularly affect small and isolated mountain communities	Public budgets are increasingly defunded / deregulation and privatization has reduced the capacity of public authorities to provide/influence public services → range and extent of public services are being reduced [...] → particularly small and isolated alpine communities are exposed to reductions in public service provision and regulatory changes in service regimes	1) pg. 57
		Alpine economic development	
11	Competition between global and regional economic cycles	Decision-makers neglect regional and local contexts of economic activities in favor of international competitiveness → renaissance of “social economy” ⁶ and corporate environmental and social responsibility → <i>development and increase of regional economic cycles</i>	1) pg. 57
12	Changing consumer patterns require adaptation of tourism evolution	<p>Changing consumer behaviour in tourism → decreasing potential in winter sports, but new opportunities in outdoor experience and wellness/spa tourism</p> <p>Changing mobility patterns towards short-trip tourism → transformation of Alpine tourism from main-holiday to short-stay and event destinations → <i>on the other hand, antidigitalisation and deceleration are trends that can also be observed → spatial development is challenged to steer this evolution future-oriented in a sustainable manner and develop capitalize on niches in regard to “slow-tourism”</i></p>	1) pg. 61

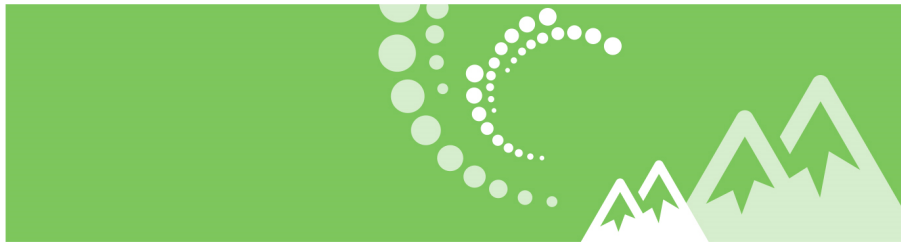
⁶ The term “social economy” comprises a) businesses delivering social services and/or goods and services to those in need and/or b) businesses which in their production and service processes pursue social objectives, e.g. the inclusion of marginalised parts of the population such as handicapped, untrained persons etc. in the labour market (cf. European Commission COM(2011) 682 final).



No. new	Hypothesis (title)	Hypothesis (cause-effect-chain)	Source
13	Value creation in the primary sector generates payment schemes and opportunities for regional economic development	Agriculture has been recognized for its major role as a multifunctional activity (production of traditional cultural landscapes, preservation of biodiversity, impact on economic structure, as well as on local society and culture) → public funds have been developed specifically for mountain areas to promote the competitiveness ⁷ of mountain farming in each Alpine country → however, reliance on public spending is not a long-term solution → a more market-oriented approach should be developed → PES (Payment for Environmental Services) schemes, which have been adopted throughout the Alps, → spatial development might use these positive examples of value creation to develop more structures according to this model.	2) pg. 29 3) preamble 14 th indent
14	Resource efficient economies become economically competitive and implement sustainable structures	Transforming the economy onto a resource-efficient path → increased competitiveness and new sources of growth and jobs through cost savings from improved efficiency, commercialization of innovations and better management of resources over their whole life cycle → requires policies that recognize the interdependencies between the economy, wellbeing and natural capital and seek to remove barriers to improved resource efficiency → <i>spatial development will have to reflect the requirements of resource efficiency</i>	6) pg. 4 4) pg. 4
		Demographic change	
15	Ageing population requires adaptation and offers opportunities for Alpine areas	Birth rates and migration leads to regional disparities between growing urban areas and stagnating or declining rural areas → selective migration resulting in a) young people moving towards cities and b) elderly staying in rural areas or moving to attractive destinations (<i>amenity migration</i>) → companies need to adapt services and goods ⁸ to ageing consumers and their increasing demands → also voluntary work and community engagement among young retired persons becomes an increasingly important asset for civil society → dependency on good accessibility to basic/public services will increase as well → <i>spatial development needs to consider this new composition of demand and supply in infrastructures and economic structures as well as the crucial role of maintaining and relocating jobs to mountain areas in order to create attractive framework conditions for young people and families.</i>	1) pg. 61

⁷ Also reflected in the preamble of the AC protocol on Spatial Planning: “disadvantaged natural conditions of production, particularly in agriculture and forestry, can undermine the livelihood of the population” (AC Spatial Planning protocol, 14th indent).

⁸ Particularly healthcare and medical services.



No. new	Hypothesis (title)	Hypothesis (cause-effect-chain)	Source
		Alpine ecosystems	
16	Alps are a hotspot for maintaining and restoring ecosystem services	<i>Through their large stretches of undissected and sparseley populated areas⁹, the Alps are particularly capable of maintaining and restoring ecosystem services → maintenance and development of an EU backbone of green infrastructures underlines the responsibility of the Alpine Space for maintaining and restoring ecosystem services (in view of the EU commitment at the 10th CBD-COP in Nagoya and the EU biodiversity strategy's objective to restore 15% of degraded ecosystems)</i>	5) pg. 5

⁹ In regard to the Alpine main ridge, being aware that inner-Alpine valleys and foothills are featuring high population densities.



No. new	Hypothesis (title)	Hypothesis (cause-effect-chain)	Source
		Pressure on Alpine resources	
17	Changes in energy sector requires more energy efficiency and causes land use changes	Peak oil and the phase-out of nuclear energy in Germany creates significant changes on the energy market → requires increasing energy efficiency and an increasing share of renewable energies → industries, economic sectors and especially transport with high energy consumption will come under pressure → on the other hand, regions with a high potential for renewable energy can expect increased incomes under the precondition of efficient solutions for production, storage and transport of energy to markets and relocation of energy-intensive activities to these areas → <i>this will trigger land use changes and increasing pressure on alpine land resources</i>	1) pg. 55
18	Urban development and increasing land take pose a risk	Natural limits of the territory and the sensitivity of the ecosystems exist → imply problems of compatibility with the increase in the population, both local and regional, and also with the significant increase in land area required for these functions → resulting in harm or risks to the ecological balance of the Alpine territory	3) preamb le, 7 th indent
		Mobility	
19	High mobility level punctually triggers economic growth and at the same time aggravates spatial disparities	Economic globalization and low prices of fossil energy → increased mobility of goods and persons → ambivalent effects: On the one hand, major transport investments (e.g. TEN) currently influence economic development along European major transport axes or in the vicinity of transport nodes (e.g. airports), on the other hand European transport policy may widen rather than narrow differences in accessibility between central and peripheral regions ¹⁰ → <i>spatial development is required to balance short-term economic advantages versus drawbacks of spatial disparities and adopt a long-term vision for spatial development that coordinates transport and economic projects</i>	1) pg. 63

¹⁰ E.g. high-speed connections link agglomerations and their respective corridors even closer while travel times from rural areas to agglomerations are more or less stagnant. Therefore, improvements in the TEN networks may contribute to widening the accessibility gap between different regions in a relative sense.



5 Source documents

In view of the focus of WIKIAlps on spatial planning and development as well as the thematic focus on “inclusive growth” and “resource efficiency and ecosystem management”, the following documents have been screened for relevant hypotheses:

- 1) Joint Technical Secretariat (2013): Strategy Development for the Alpine Space. Final Report. Munich.
- 2) Permanent Secretariat of the Alpine Convention (Ed.) (2011): Sustainable Rural Development and Innovation. Report on the State of the Alps. Alpine Signals Special Edition 3. Summary. Innsbruck.
- 3) Protocol on the Implementation of the Alpine Convention of 1991 Relating to Spatial Planning and Sustainable Development.
- 4) European Commission (2011): A resource-efficient Europe – Flagship initiative under the Europe 2020 strategy (COM (2011) 21)
- 5) European Commission (2011): Our life insurance, our natural capital: an EU biodiversity strategy to 2020 (COM (2011) 244 final)
- 6) European Commission (2011): Roadmap to a Resource Efficient Europe. COM(2011) 571 final.