



FOR A BALANCED DEVELOPMENT OF THE RELATIONS
BETWEEN RURAL AND URBAN AREAS







on **www.rurbance.eu** the complete project results booklet



Image: G. Molina



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THE RURBANCE PROJECT

Integrated policies and inclusive governance in rural-urban areas

In the Alpine Space, urban areas and the neighbouring rural regions are facing problems in terms of landscape degradation, lack of water and soil quality, loss of biodiversity, territorial fragmentation, abandonment of the territory, intense use of resources, social problems, quality of life decay.

A balanced development cannot be achieved with sectorial interventions but only by crossing the segmentation of the territorial policies. Therefore, RURBANCE has developed cooperative and integrated governance models towards the implementation of Joint Development Strategies that induce territorial requalification processes in order to hand back value to the economic, social, environmental and cultural heritage that constitutes the identity of the territories as a whole. As a result, rural/mountain and urban communities become “equal players” in an inclusive decision making process.

A balanced model of economic development and lifestyle has to be found for these territories, combining the dynamic of the metropolitan areas with the natural attractiveness and know-how of rural and mountain territories in proximity. This concept puts the following open questions:

- ④ How to conceive a common territorial development vision where all the territories are creators of value (economic, social, cultural, environmental)?
- ④ How to create economic co-development by balancing the functional relationship among territories, by preserving natural resources and by providing an efficient and sustainable mobility?
- ④ How to aggregate public and private stakeholders around a co-development model?

13 Partners from 6 alpine Countries have been called to answer to the above mentioned questions through the definition and implementation of good governance processes, able to involve all the relevant actors and to drive them towards common objectives:

AUSTRIA

- ④ City of Graz
- ④ Regionalmanagement Graz & Graz Surrounding

FRANCE

- ④ Regional Council of Rhône Alpes, Mountain, Tourism and Natural Regional Park Direction
- ④ Grenoble Alpes Métropole, Department of Prospective & Territorial Strategy
- ④ Town Planning Institute of Grenoble, University Pierre Mendès France
- ④ Urban Agency of the Grenoble Region

GERMANY

- ④ Leibniz Universität Hannover, Chair for Regional Building and Urban Planning
- ④ Allgäu Association for Dwelling and Tourism

ITALY

- ④ Lombardia Region, Environment Energy and Sustainable Development Directorate (Lead Partner) in collaboration with Territory, Urban Planning and Soil Conservation Directorate
- ④ Veneto Region, Urban Planning Section
- ④ Piemonte Region, Environment, Land Government and Protection Department, Unit for Spatial and landscape planning

SLOVENIA

- ④ Research Centre of the Slovenian Academy of Sciences and Arts, Anton Melik Geographical Institute
- ④ Regional Development Agency of Ljubljana Urban Region

SWITZERLAND

- ④ City of Zurich, Urban Development and Foreign Affairs

Since the various RURBANCE activities - in the sense of current conditions, challenges and perspectives - interact with the territories, they combine in an increasing inseparable way the layers of natural resources and forces, built systems of settlements and architecture and infrastructural systems moving from a series of sector views to an integrated vision of development, able to interpret the evolution of territories as unitary systems in which the components of the ecosystem interact with settlement patterns, infrastructures and economic, social and cultural components.

3-year activities in the RURBANCE's project context aimed at:

- ① Reinforcing and orienting the existing governance models (creating new ones when needed) towards a cooperative approach for the definition and implementation of cross-sectorial policies;
- ① Establishing a co-deciding and co-designing process of the planning tools and socio-economic measures which are devoted to become usual for the decision-making at regional and local level;
- ① Designing an integrated territorial vision which will lead the local development policies in each Territorial System for the coming years;
- ① Re-addressing plans, programs or projects for local development towards an integrated approach;
- ① Giving inputs to European, national and regional bodies for a better use of development and cohesion funds.

Starting from the assumption that urban areas and the connected rural and mountain territories could be considered as one single territorial system, RURBANCE:

- ① Identified pilot areas representative of interface situations (the so-called "rurban" territories);
- ① Supported projects and territorial strategies based on public-private cooperation;
- ① Produced a set of governance models to be integrated in regional, national and transnational strategies.



The final objective of the RURBANCE's partners is the foundation of a new inclusive strategy able to raise the sectional policies to a new development scheme for competitive, balanced and winning territories.

To this end the role of participatory approach has been exceptionally important because local cultures, geographical conditions, economic structures and governance models are site-specific and have influence on planning decisions.



THE PRINCIPLES OF THE TERRITORIAL AGENDA OF THE EUROPEAN UNION

The RURBANCE project borrowed the principles stated in the Territorial Agenda of the European Union 2020 - Towards an Inclusive, Smart and Sustainable Europe of Diverse Regions (2011):

“(11) We consider that the place-based approach to policy making contributes to territorial cohesion. Based on the principles of horizontal coordination, evidence-informed policy making and integrated functional area development, it implements the subsidiarity principle through a multilevel governance approach. [...]

(29) We acknowledge the diverse links that urban and rural territories throughout Europe can have with each other, ranging from peri-urban to peripheral rural regions. Urban-rural interdependence should be recognised through integrated governance and planning based on broad partnership. We welcome place-based strategies developed locally to address local conditions. [...] In rural areas small and medium-sized towns play a crucial role; therefore it is important to improve the accessibility of urban centres from related rural territories to ensure the necessary availability of job opportunities and services of general interest. Metropolitan regions should also be aware that they have responsibility for the development of their wider surroundings”.

“(40) We are aware that enhancing territorial cohesion calls for effective coordination of different policies, actors and planning mechanisms, and the creation and sharing of territorial knowledge. Implementation instruments and competences are in the hands of EU institutions, Member States, regional and local authorities and private actors. Multi-level governance formats are required to manage different functional territories and to ensure balanced and coordinated contribution of local, regional, national and European actors in compliance with the principle of subsidiarity. This needs vertical and horizontal coordination between decision-making bodies at different levels and sector-related policies to secure consistency and synergy.”

The European Commission has therefore proposed a new regulatory and planning framework inspired by the principles of territorial cohesion: recognition and enhancement of synergy between territories, solutions for flexible governance aimed at functional territorial areas, even infra-regional; relations between parties of different administrative levels; the best possible coordination between the different policies, harmonisation and accountability of the different administrative levels in the practices and methods for the management of public action.

USING EUROPEAN STRUCTURAL & INVESTMENTS FUNDS IN AN INTEGRATED MANNER

The RURBANCE project was developed simultaneously with the definition of the new Community Planning 2014-2020. Therefore, the opportunity arose to integrate it into the debate on territorial and development policies of the European Union, assuming that the territorial dimension of the cohesion policy can be achieved by taking into account, in the planning phase, the specific characteristics of the various areas and their functional links: the needs of the cities and of the city networks, the relationships between the city and the country, as well as the specific needs of the rural and mountainous areas.

The Common Provisions Regulation (EU) No 1303/2013 has introduced new integrating tools that can be used to implement territorial strategies on the ground, linking the thematic objectives and the territorial dimension: Community-Led Local Development (Article 32-35) and Integrated Territorial Investments (Article 36). They can involve investments from the European Regional Development Fund (ERDF), the European Social Fund (ESF), the European Agricultural Fund for Rural Development (EAFRD) and the Cohesion Fund.

CLLD is a specific tool to use at sub-regional level, which encourages local communities to develop integrated bottom-up approaches and stimulates innovation, entrepreneurship and capacity for change by encouraging the development and discovery of untapped potential from within communities and territories. It promotes community ownership by increasing participation within communities and assists multi-level governance by providing a route for local communities to fully take part in shaping the implementation of EU objectives in all areas.

ITI is essential to develop a cross-sectoral integrated development strategy that addresses the development needs of the area concerned. The strategy shall be designed in a way that the actions can build on the synergies produced by coordinated implementation. Any geographical area with particular territorial features can be the subject of an ITI, ranging from specific urban neighbourhoods with multiple deprivations to the urban, metropolitan, urban-rural, sub-regional, or inter-regional levels.

The Territorial Systems identified in RURBANCE are intervention areas suitable for testing on the field new planning and governance approaches aimed at the achievement of the European Territorial Agenda objectives, even through implementation of multi-fund instruments.



Image: G. Molina

A PROJECT OF TERRITORIAL COOPERATION

THE ALPINE SPACE PROGRAMME

European Territorial Cooperation is the instrument of cohesion policy that aims at solving problems across borders and jointly developing the potential of diverse territories. Cooperation actions are supported by the European Regional Development Fund through three key components: cross-border cooperation, transnational cooperation and interregional cooperation.

The RURBANCE project has been granted in the framework of the transnational cooperation program Alpine Space 2007-2013, which aims at increasing competitiveness and attractiveness in the alpine territories by developing joint actions in fields where transnational cooperation is required for sustainable solutions such as innovation, balanced territorial development, accessibility, local development.

According to the Alpine Space 2007-2013 Operational Programme *“the Alpine Space is characterised by a well-developed polycentric urban system which is especially strong in the regions surrounding the Alps. The exploitation of an underused potential of various forms of urban and urban-rural cooperation networks is considered as a great asset. On the other hand, growing disparities between urban and rural areas small scale disparities especially within the mountain areas, demographic change and urban sprawl phenomena affect the development process. These phenomena require to be faced on a long term basis and in a transnational perspective. A better and sound use of endogenous potentials can help overcoming these negative phenomena and support balanced and long term development plans. Fostering cooperation between urban and rural areas and allowing a broad participation in the development process transnational cooperation can be considered as essential for reducing economic, social, cultural, regional disparities between and within regions.”*



The RURBANCE project has been submitted under the priority *“Competitiveness and attractiveness of the Alpine Space”* which refers to the programme objective *“to encourage innovation, entrepreneurship and strengthen research and innovation capacities for SMEs”* and *“to enhance a balanced territorial development to make the Alpine Space an attractive place to live, work and invest”*.

It is obvious that, in pursuing the objective of economic, social and territorial cohesion, the project can contribute to the implementation of the objectives of the Europe 2020 strategy. Thanks to the improvement of their link with the growth and convergence objectives, the actions for territorial cohesion contribute to the reduction of territorial inequalities as regards the achievement of the basic objectives of the strategy, thereby contributing to the sustainable achievement of greater wellbeing. This potential can be used in a coherent manner through the partnership approach typical of the cohesion policy, specifically addressing the conditions and potential of single territories through locally based strategies.

Therefore RURBANCE has applied a territorial approach to the pursuit of the objectives of the Europe 2020 strategy, to foster the following:

- ④ Smart development, designed to promote the activity of Enterprises in the Territorial Systems identified, so that business development can contribute to the improvement of the social, environmental and landscape quality, as well as security and the possibility of multi-faceted and full use of the land;
- ④ Sustainable development, able to govern the transformation of settlements in such a way as to steer them towards an integrated system of intervention which enable the protection and enhancement of common assets (water, soil, biodiversity, landscape) in order to enhance the environmental significance of the landscape and to contain degradation;
- ④ Inclusive development, aimed at heavy investment in the participative aspect in the process of sharing and continuous implementation of the objectives for growth and restoration of the territorial balance.

In particular, the RURBANCE project has been dedicated to the definition of suitable models of governance capable of managing the complexity of territorial relations, as explained by Alpine Space: *“the ever more complex spatial patterns and developments require introduction of new governance concepts, such as joint planning in functional urban regions, inclusion of new categories of stakeholders in decision processes, new methods of participation, networking etc. All of these seem to remain underused in the context of urban and regional development as well as of urban-rural relations in the Alpine Space.”*



The development of planning activities in the transition period from the Community planning 2007-2013 to the new planning 2014-2020 immediately allowed new emerging approaches to be tested and actions to be designed as consistent with the objectives of the Alpine Space Programme for 2014-2020 and those of the European Strategy for the Alpine Region EUSALP. In particular, the partners of RURBANCE have designed and implemented processes to strengthen governance by fostering multi-level governance models which respond to the need for innovation of the Public Administration and its way of interfacing with the local actors for the construction of shared policies.

The project essentially anticipated some of the objectives currently present in the new Alpine Space programme approved by the European Commission in December 2014:

[...] a number of principles for projects, namely related to governance and integration:

- ④ application of partnership and multi-level governance;
- ④ support for capacity building and improvement of governance interactions;
- ④ delivery of concrete impacts on policy making processes and follow-up actions;
- ④ contribution to integrated territorial development;
- ④ coordination and maximisation of synergies with other national, regional and EU programmes and initiatives.

POLICIES ANALYSIS AND GOVERNANCE MODELS

A TRANS-NATIONAL APPROACH TO POLICIES

The RURBANCE Project focused on the public policies tackling the relationship between rural and urban areas: moreover the project dealt with these topics at trans-national level, discussing and developing proposals in an Alpine and European context. With this aim the project had to develop a shared approach concerning the public policies involved in those topics, which was necessary for allowing knowledge exchange, cross-national comparison, identification of common problems and best-practices.

Through the focus on the topic of governance we were able to develop analysis and considerations not depending on the national context and specific administrative procedures, but rather on the structure of the relationships among the public and private stakeholders, at local and regional level. During the project this framework was to become the common language of all the RURBANCE Project Partners, to discuss rural-urban management in its assembly. All the Project Partners contributed to the activities of Work Package 4 that elaborated this common basis, coordinated practically by Veneto Region, and supported by Scientific Research Centre of the Slovenian Academy of Sciences and Arts and by Grenoble Urban Planning Institute.

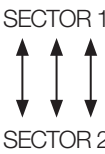
THE DATA COLLECTION: FROM TERRITORIES TO POLICIES

The common work of the Project Partners started with an extensive data collection. For such proposal a geographic area of interest had to be determined. The concept of Territorial System was adopted by the RURBANCE Project to identify an area that includes a core urban centre and the rural areas linked to it. In the Alpine region these relationships have a long history that runs through the centuries, which goes in many cases from a role of food and materials supply in the past, to the role of sport and leisure place at the present time, but in some cases also of abandonment and de-population.

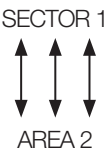
The identification of the Territorial Systems resulted in the production of 8 sets of maps and descriptions of the wide area of interest for the Project Partners in their country. The Territorial Systems have then become the starting point to collect a framework of the public policies that in those areas regulate rural-urban relationships. To these aims the term “policies” was considered in a wide sense, which can include laws, programmes and projects. The extensive legislation framework which emerged through this collection offered an interesting representation of the various forms that take the regulations of rural-urban links in the different countries.

MODELS OF GOVERNANCE

MODEL 1



MODEL 2

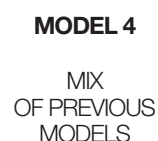
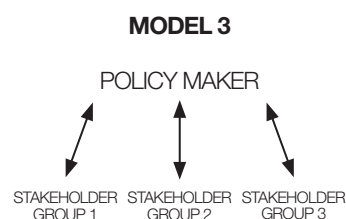


GOVERNANCE MODEL 1: COOPERATION BETWEEN SECTORS	GOVERNANCE MODEL 2: COOPERATION BETWEEN AREAS
Two sectors, each having its own competences, work together to solve mutual problems. For example: transport planning and spatial planning join forces in order to solve the mobility issue and to make settlement more sustainable.	Two territorial bodies work together to solve common problems. There are two different modes: horizontal cooperation (e.g. between two municipalities) or vertical cooperation (between region and municipality).

Note: In these definitions, as in the whole document, the term ‘stakeholder’ is used as a synonym of ‘actor’.

PILOT ACTIONS AND RURAL-URBAN POLICIES

To focus the policy collection and analysis, a relation with concrete activities has been adopted. In each Territorial System the Project Partners have developed Pilot Actions, supporting local policy makers and stakeholders to orient plans, programs and projects. The policy analysis focused on the Pilot Actions, to offer support to the activities on the ground. Many observations could be developed on the basis of the collected information. Trying to give an outline of the resulting picture of the Alpine regulatory framework, it can be reported that the



**GOVERNANCE MODEL 3:
COOPERATION BETWEEN
RESPONSIBLE BODY AND
INTERESTED PUBLIC
/STAKEHOLDERS**

This model represents a single policy-maker and its relation to interested public/private stakeholders. For example: the municipality invites other stakeholders to take part in the preparation process of municipal development strategy.

**GOVERNANCE MODEL 4:
MIX OF PREVIOUS MODELS**

This model is a mix of the previous models. For example: a region while preparing the Regional development plan has to include different sectors, territorial bodies, different stakeholder groups in order to make a comprehensive plan.

GOVERNANCE MODELS

To proceed further in considering the policies linked to rural-urban relationships, the sphere of governance was tackled. The concept of governance is connected to the concept of government. Governmental bodies are responsible for policy and decision making: to this end the governance is a process where different decision-makers join their efforts in order to solve their common problems and to overcome the common problems by connecting each other.

All the Project Partners applied a methodology based on four models of governance, proposed by Scientific Research Centre of the Slovenian Academy of Sciences and Arts, as shown in the table in these pages. All partners classified the policies significant for their Pilot Action on the base of their governance models.

FIRST RESULTS

relationships between governments and stakeholders in rural-urban systems follow in many cases a “traditional” approach where a single government body, responsible for the policy implementation, deals with a number of other stakeholders in a one-to-many relationship.

On the other side an effort for sharing responsibilities and policy integration, both between different territorial levels (state/regional/local) and between different areas (neighbouring municipalities) has been reported. The policy analysis brought to consider the increasing diffusion of the local development policies, the Community-Led Local Development (CLLD), recently defined by EU as an approach to policy implementation centred on sub-regional territories, supporting the role of local groups. The ongoing diffusion of CLLD is in fact a phenomenon that emerges strongly from the recognition of the Alpine legal framework for rural-urban relationships (LEADER, Local Development Programmes, etc.).

The policy analysis was conceived to put the basis of the RURBANCE Project. The activities returned a picture of the regulatory framework for the rural-urban relationships in the Alpine region. Moreover, the Work Package 4 put the basis of a transnational approach based on the concept of governance, offering a common perspective on the different national and local regulatory systems. In a general view, the picture returned by the analysis shows that a traditional approach to policies, based on the negotiation of one public body with all other stakeholders (what was called Governance Model 3) is increasingly being substituted by a local development approach (CLLD, part of Governance Model 4) which involves directly a partnership of local subjects in the policy implementation.

After this preliminary survey the project carried on further the analysis of the governance systems, tackling the stakeholders relationships in the areas of interest of the Project Partners, to consider in more depth the strategic framework in each country.

GOVERNANCE ANALYSIS TO PROPOSE PRINCIPLES FOR A COOPERATIVE GOVERNANCE

The general aim of the governance analysis is to trace the path of a good governance through cooperative and integrated governance models by analysing advantages and disadvantages of cooperative formats.

RURBANCE territorial systems have different levels of institutions from regional to municipal governments. Power sharing between levels is clearer in some countries (Italy, Germany) than in others (France, Switzerland) and forms of cooperations are very diverse. The need of communication between institutional levels and between territories is an emerging stake for everybody.

Rural-urban policies are identified as an in-between not really organized by the institutional and legal framework. Its implementation requires to build alliances and to negotiate agreements in a fragmented and complex system.

16 cases of policies or projects selected by partners have been analysed, providing for a large panorama of practices. Through 6 themes (leadership, institutional coordination, efficiency of the process, democratic issues, economic efficiency and participation to an integrated approach), the analysis concludes to 6 main lessons:

- ① Two kinds of approaches: a regional one - more top-down and structuring but weak to involve local actors - and a local one - more area-based, gathering stakeholders in a more egalitarian way but weak to associate the upper-levels.
- ① Everywhere, multi-level governance asks the same questions about the right scale for intervention, the kind of stakeholders to involve and the legitimacy to act.
- ① Efficiency is directly linked to the willingness of the main stakeholders to share decision power.
- ① Targeted approaches create a habit of dialogue which is improved when performed from a concrete object or a coherent area.
- ① A constrained role of non-public stakeholders with civil society involve through intermediate bodies rather than citizens and economic actors behaving mainly as lobbies.
- ① Mountain issues are addressed only via specific topics.

WHICH INGREDIENTS FOR A SUCCESSFUL COOPERATIVE GOVERNANCE?

SUCCESS

INVOLVING WIDELY THE
PARTNERSHIP
(STAKE-HOLDERS),
INCLUDING USERS

VALUING SMALL SUCCESS
(SMALL-STEPS STRATEGY)

INGREDIENTS FOR A SUCCESSFUL RURAL-URBAN COOPERATION

“RURBANCE questions the current ways to drive territorial policies and show the opportunity to develop a cooperative governance. To work on governance issues, we must take into account some assumptions:

- ① each territory / level is autonomous in its decision-making process,
- ① visions of the territory and projects differ depending on stakeholder's position,
- ① difficulties to consider the conceptual idea of urban-rural linkages on practice.

For these reasons, the stakeholders have to take into account that the management of inter-territoriality is still a sensitive topic which need a constant dialogue. The governance organisation (partnership, decision-making process and objectives) and the choice of the topic are crucial to develop a balanced and efficient cooperation.

According to that, RURBANCE proposes 10 “ingredients” to address successfully rural-urban issues.”

1 ORGANISING FROM THE BEGINNING EVALUATION AND CAPITALISATION OF RESULTS

2 SHARING A LEXICON ACCORDING TO THE TOPIC

FACTORS

3 ORGANISING CONDITIONS FOR A WIN-WIN DEAL BETWEEN TERRITORIES / LEVELS

4 ORGANISING AN INTEGRATED AND OPEN GOVERNANCE

5 ANCHORING THE PROCESS ON A CONCRETE TOPIC AND ACHIEVABLE GOALS

6 BUILDING THE FEELING TO BE A STAKEHOLDER OF A COMMON TERRITORIAL SYSTEM

7 IDENTIFYING AND DEFINING ALL TOGETHER THE ISSUE TO BE SOLVED

8 AGREEING PREVIOUSLY ON DIAGNOSIS, CHALLENGES AND OBJECTIVES

1. BUILDING THE FEELING OF BEING STAKEHOLDERS WITHIN A COMMON TERRITORIAL SYSTEM

The territorial system - common area requiring a shared approach – has a different meaning to the idea of territory linked to identity. Because administrative boundaries separate territories, at odds with the territorial, social and economic reality, the recognition of belonging to a common territorial system is a prerequisite.

2. IDENTIFYING AND DEFINING TOGETHER THE ISSUE TO SOLVE

Beyond identification of shared objectives, we must carry out common projects. Objectives should be shared preliminarily by taking into account differences in terms of visions and opinions.

3. AGREEING PREVIOUSLY ON DIAGNOSIS, CHALLENGES AND OBJECTIVES

Diagnosis - often neglected in local action - is a way to find levers and to create a dynamic. This step helps to anchor knowledge with qualitative data, to extract remarkable findings or specific difficulties and to reveal challenges.

4. ANCHORING THE PROCESS ON A CONCRETE TOPIC AND ACHIEVABLE GOALS

For areas that are not used to working together, it is helpful to start a collaboration with a topic based on achievable goals. Because the rural-urban issue is quite conceptual, making the cooperation easy to understand is important.

5. ORGANISING AN INTEGRATED AND OPEN GOVERNANCE

The legal and institutional framework doesn't give ready-made solution for inter-territorial projects. This lack of governance solutions could be answered by testing new forms of governance, more flexible and vertical, and including civil society and private actors.

6. ORGANISING CONDITIONS FOR A WIN-WIN DEAL BETWEEN TERRITORIES / LEVELS

To reach the right level of commitment of each stakeholder, it is necessary to formalize clearly what each territory / level can earn. The ability to discuss this point is crucial.

7. VALUING SMALL SUCCESSES (SMALL STEPS STRATEGY)

Approaches to rural-urban cooperation are quite complex. Rather than focusing on a single overall result, it seems to be more appropriate to organise the process in several small steps. This will help to create a ripple effect and strengthen the partnership dynamic.

8. INVOLVING WIDELY THE STAKEHOLDERS IN THE PARTNERSHIP, EVEN USERS

The capacity to involve actively a broad partnership demonstrates the ability to gather energies. Willingness to involve widely civil society and private actors is also a way to create a real collegiality in the decision-making process.

9. SHARING A LEXICON ACCORDING TO THE TOPIC

Many words related to rural-urban issues (eg. rural or metropolisation) could be understood differently. Sharing a lexicon in connection with the topic will facilitate to find common solutions because vocabulary is the basis for mutual understanding.

10. ORGANISING FROM THE BEGINNING EVALUATION AND CAPITALISATION

Evaluation is a way to settle expertise and move towards to a working method. It should help to consider how results are achieved and the relevance of the project. It is a condition of a good project appropriation by stakeholders.

GOVERNANCE IMPLEMENTATION

One of the RURBANCE's objectives was to turn the decision-making into an inclusive, equal, active and efficient process, considering governance as one of the co-production factors of good policies and participation process as a key to efficient governance. Implementing governance in practice has taken two different forms – the more general one on a territorial level representing the entire rural-urban dimension in each participating region and one on a local level, defined by the functional area of selected intervention. This way partners have implemented more than 60 development discussion tables (DDTs) either on territorial or local level.

Considering different size and character of the areas as well as purposes of the interventions tackled, comparison between the regions is hindered. Despite the differences in afore-mentioned variables, all the processes in regions have in common urban-rural dimension and methodological approach, being characterized as development discussion table. In terms of governance, similarities could also be observed in the content. The analysis of implemented activities has namely set out three rather generalized thematic groups: institutional setting, functionality and planning, and search for problem-centred solutions.

INSTITUTIONAL SETTING

As indicated in the previous chapter, governance models relate to fields, where governmental competences are not clearly defined, and different interpretations might appear. Therefore the aspiration of the governance process in this context was to clarify the relations among institutions and to define the decision-making logic. Partners were striving to identify relevant institutions, to interlink their competences, to create networks among them either by public-private partnerships or by inter-municipal cooperation, and to define operational logic in avoiding the entropy. By combining bottom-up and top-down approaches the partners were searching for synergies and reduction of constraints like administrative barriers or mistrust.

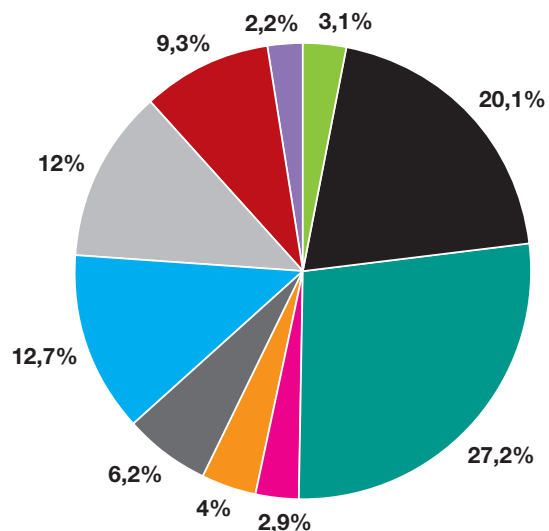
SEARCH FOR PROBLEM-CENTRED SOLUTIONS

Specific needs of regions were often addressed directly, whereas the coordination among different territorial levels, sectors and stakeholders was of crucial importance for reaching the goals. In this regard the DDTs were tackling issues like mobility, transport, tourism, energy, landscape, spatial development, recreation, agriculture, urban planning, marketing and similar. Topics were more specified on a local level, where partners had the chance to go deeper into the problem, whereas on a territorial level discussions stayed rather general.











All the implemented governance processes have followed a common logic: problem analysis, policy analysis, participative processes, visioning and policy readdressing. In this point participatory processes and participatory planning played a crucial role, being a main tool for bringing stakeholders together and to bind them into common planning activities.

DDT in Cirié





STAKEHOLDERS INVOLVED IN DDTs

-  Government/National authorities
-  Regional authorities
-  Municipalities/Local communities
-  Public institutes
-  Universities, R&D
-  Civil society/NGOs
-  Public service agencies
-  Private companies
-  Independent experts
-  Other



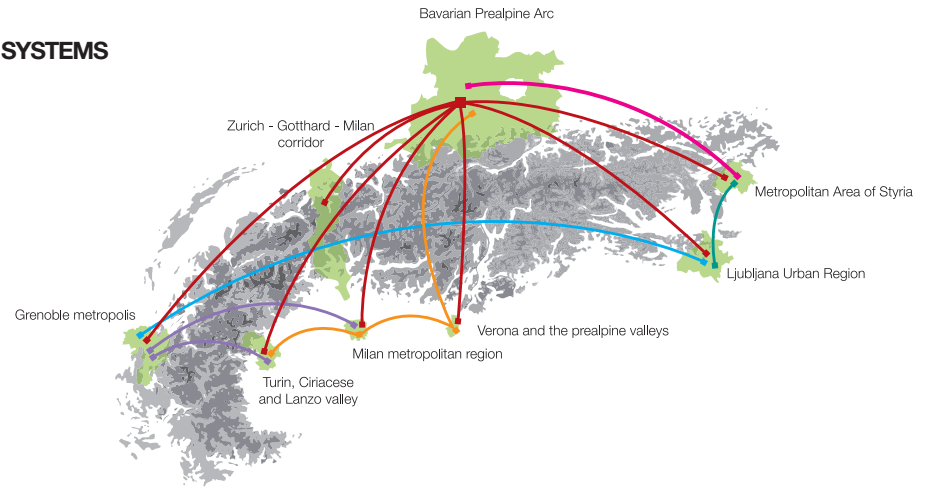
 DDT in Ljubljana

PARTICIPATORY PLANNING: A KEY TO SUCCESS

Governance itself is a dynamic and inclusive process, joining various actors into a common decision-making process and bridging their interests. Therefore the planning must in any case respect actors' needs, transcend their partial interests and assure consensus, acceptable for all the involved parties. Although being a very complex process due to its duration and different skills of actors to take part in it, participatory planning is still the most powerful instrument for shaping common future and for meeting the expectations of all the included actors. By working together the gaps between actors become smaller, unproductive competition could be turned into cooperation, solutions meet expectations of a wider public and actors are more likely to identify with decisions taken. Taking public as one of the crucial elements in planning raises the interest of inhabitants and strengthens their commitment, and it enriches the decision-making with new knowledge and new perspectives that might otherwise be overlooked. By respecting the needs of inhabitants the plans and priorities are more realistic and have stronger foundation in the regional context, whereas the plans are more legitimate. The exchange of information that takes place already between the decision-making processes makes implementation easier. Participation in the process strengthens regional identity and sense of belonging, starts learning processes and new initiatives, and underlines common strengths and resources.

Being aware of all its positive and negative points participatory planning has enabled partners to face their challenges and to reach results that might make a considerable change comparing to the planning practices in the past. No matter the topic discussed, regions have strengthened their sustainability and resilience, and above all they have learned lessons for adapting their planning procedures towards more open and flexible models, enabling the planners to adequately address the challenges of a constant transformation. This gives the readdressing of policies a solid foundation and legitimacy.

TWINNING SESSIONS: EXCHANGE OF IDEAS AND EXPERIENCES FOR GOOD GOVERNANCE



To reach the goal of turning the decision-making into an inclusive, equal, active and efficient process the project partners and project stakeholders were engaged in different twinning sessions that serve as exchange of ideas and experiences through a learning-by-doing process. At first twinning sessions were meant to be realized between two regions, but since similar interests between more regions were detached, there were also sessions with more than two regions involved but still named twinning as twinning between hosting region and others.

TWINNING SESSION BETWEEN LJUBLJANA URBAN REGION AND GRENoble METROPOLIS: URBAN, RURAL AND TERRITORIAL DEVELOPMENT OF LJUBLJANA URBAN REGION (LJUBLJANA, SLOVENIA, 19. 3. 2014, 47 PARTICIPANTS)

The main aim was to exchange experience in development strategies of the two regions. There was a presentation and discussion on urban – rural development of Ljubljana Urban Region (LUR), Regional development plan of LUR and exchange of information on ongoing city and regional projects that was checked also on the field in the City of Ljubljana (e.g. public transport projects).

TWINNING SESSION BETWEEN BAVARIAN PREALPINE ARC AND METROPOLITAN AREA OF STYRIA: IMPLEMENTATION AND BEST PRACTICE CASES OF ALTERNATIVE REGIONAL MOBILITY CONCEPTS (ALLGÄU, VORARLBERG, GERMANY, 8.–10. 5. 2014, 10 PARTICIPANTS)

The main motivation for twinning was the fact that both regions have similar issues and challenges regarding individual, alternative transport means and are planning an implementation of such systems in their region. The regions Allgäu and Graz-Nord/Almenland presented hail shared taxi concept, sustainable “Explorer-Hotel” and car sharing system. The discussion topic was “Touristic and recreational mobility in region Neuschwanstein/Füssen (free for tourists)”. The main result was very effective knowledge transfer through excursions to Vorarlberg and around the Allgäu and presentation of best practice cases.

TWINNING SESSION BETWEEN TURIN, CIRIACESE AND LANZO VALLEY, MILAN METROPOLITAN REGION, VERONA AND THE PREALPINE VALLEYS AND BAVARIAN PREALPINE ARC: LANDSCAPE AS AN ENGINE OF ECONOMIC DEVELOPMENT: SYNERGIES BETWEEN PUBLIC, PRIVATE AND LANDSCAPE PROFESSIONALS (TURIN, ITALY, 13. 6. 2014, 20 PARTICIPANTS)

Participants discussed on landscape and agriculture, possible development scenarios, ecological networks and ecosystem services and territorial equalization. A comparison of projects and pilot activities was shared through presentations and a round table discussion. The desire of the participants was to identify good practice for a balanced development between urban and rural areas and to draw a comparison between different administrations and different projects to find fresh views on the topic.

TWINNING SESSION BETWEEN VERONA AND THE PREALPINE VALLEYS, TURIN, CIRIACESE AND LANZO VALLEYS AND MILAN METROPOLITAN REGION: RURAL-URBAN TIES. A TRAIL BETWEEN VERONA AND ITS VALLEYS (GREZZANA, QUINTO, ROVERÈ VERONESE, NEGRAR, VERONA, ITALY, 18. 9. 2014, 100 PARTICIPANTS)

Participants were representatives of municipalities, agro-food producers and farmers, different associations and representatives of the University of Venice and University of Siena. The topics discussed were good practices in planning and policies between rural and urban areas focused on territorial scale examples of governance and examples in agro-food production that link with urban areas.

TWINNING SESSION BETWEEN TURIN, CIRIACESE AND LANZO VALLEYS AND GRENOBLE METROPOLIS: AROUND THE FOOD SIDE OF THE AGRO-FOOD STRATEGY (CIRIÈ, TURIN, ITALY, 15. 10. 2014, 25 PARTICIPANTS)

The aim of the session was to develop a dialogue and discussion with the foreign partners of the project, to assess the results achieved with the implementation of “Market 0 km” and to compare the good practices of exploitation of local agricultural products.

TWINNING SESSION BETWEEN MILAN METROPOLITAN REGION AND GRENOBLE METROPOLIS: AROUND THE FOOD SIDE OF THE AGRO-FOOD STRATEGY (MILAN, ITALY, 16.–17. 10. 2014, 16 PARTICIPANTS)

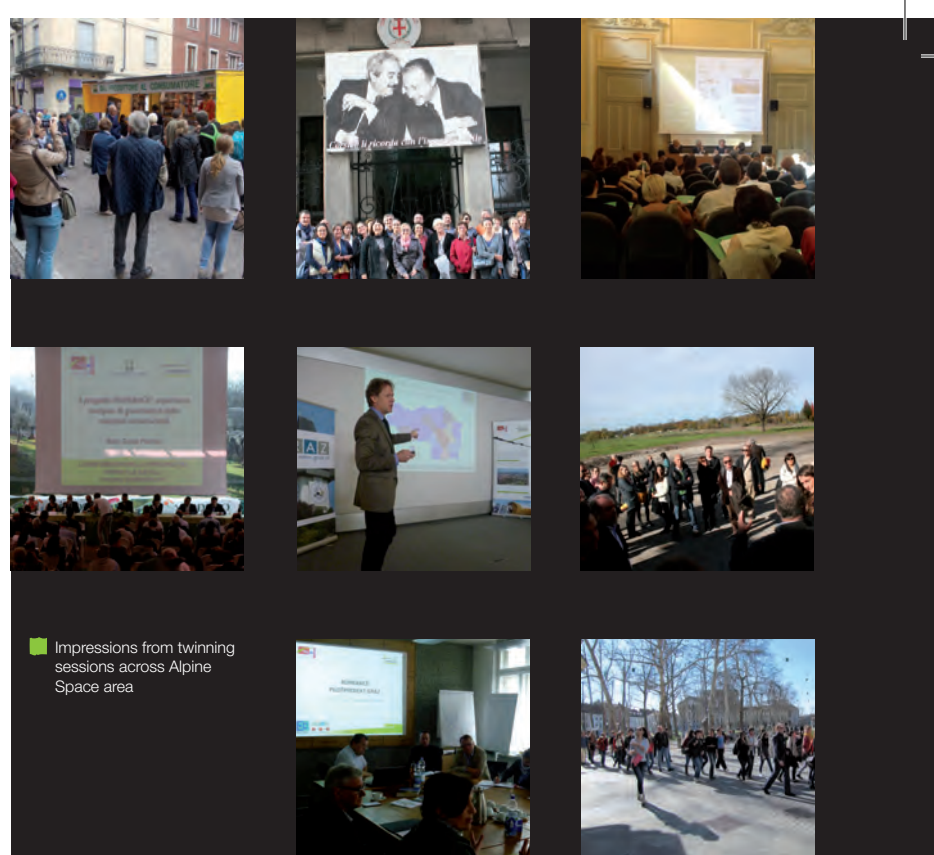
The topic was agro-food policies in a wider term: local (and quality) production, logistic to reach the consumers, markets and ways to sell local products and multilevel governance as a way to develop an agro-food policy. To answer this very complex topic the organisation of multi-level and multi-territorial governance is needed. It is typically a topic which needs cooperation beyond administrative borders in order to work at different scales with different kind of partners.

TWINNING SESSION BETWEEN BAVARIAN PREALPINE ARC AND ALL OTHER PROJECT PARTNERS’ AREAS: NEW FARMING MODELS AND AGRICULTURE/LANDSCAPE GOVERNANCE MODELS (MUNICH, GERMANY, 3.–4. 11. 2014, 78 PARTICIPANTS)

This event comprised two parts: Conference “Food and the City” and Site Visit “Munich Urban Farms”. The participants concluded that urban farms can play a model role for sustainable agriculture and can especially contribute to a changed awareness of regional food production and landscape vision. Urban farms could become activating poles for rural-urban cooperation. One of the major challenges for metropolitan areas in general are regional landscape visions as basis for an actualized, effective and shared strategic planning and decision-making across sectorial and administrative borders.

TWINNING SESSION BETWEEN METROPOLITAN AREA OF STYRIA AND LJUBLJANA URBAN REGION: INTER-MUNICIPAL COOPERATION (GRAZ, AUSTRIA, 11. 11. 2014, 17 PARTICIPANTS)

The event was dedicated to inter-municipal cooperation which is a good example of policy making beyond administrative boundaries and to its relation to rural-urban municipalities’ cooperation. Since in Slovenia there is no formal regional level and inter-municipal cooperation is weak, and in Austria all these levels are developed, the participants exchange some “good practices” and examples.

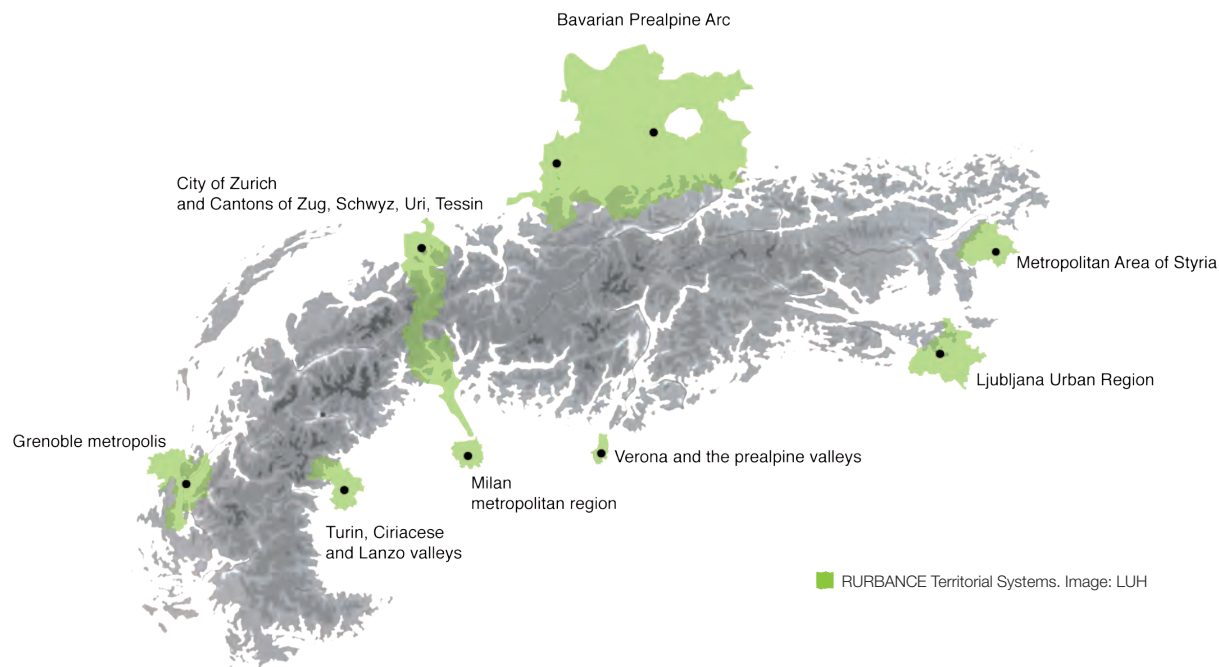


TWINNING SESSION BETWEEN GRENOBLE METROPOLIS, MILAN METROPOLITAN REGION AND TURIN, CIRIACESE AND LANZO VALLEYS: EAT LOCAL, EAT WELL (GRENOBLE, FRANCE, 5.–6. 3. 2015, 50 PARTICIPANTS)

Meeting for the third time on the topic of agro-food, the three partners’ discussion and study visits were focused on transformation, supply chain and collective catering policies. Grenoble Metropolis presented the local and integrated organisation joining neighboring territories and mountains Natural Regional Parks on a coordinated policy. A seminar on the topic “eat local, eat well” closed the twinning.

TWINNING SESSION BETWEEN METROPOLITAN AREA OF STYRIA AND BAVARIAN PREALPINE ARC: REGIONAL CUISINE & PRODUCTS (GRAZ, AUSTRIA, 29. –31. 3. 2015, 13 PARTICIPANTS)

The aim of the twinning session was to give an insight to cultural characteristics of the Metropolitan Area of Styria concerning local culinary products and their strategic commercialization. Beside an extensive field trip to world famous manufactory sites in the hinterlands of Graz, a course of lectures by local experts was organized and participants had an opportunity to discuss different successful approaches and to exchange experiences.



INTEGRATED TERRITORIAL VISION

An integrated territorial vision as overall aim of RURBANCE, in Workpackage 7 is addressed with three different characteristic components according to the project results. Firsthand RURBANCE enhances methodological setup, participative use, and design of territorial maps as most important representation of the Alpine territories involved. These maps – either showing portraits of different territorial characteristics, either visualizing scenarios or visions - are understood as qualitative tools, created for, during and with the analysis and stakeholders' involvements. Following the inherent combination of functional, natural and cultural criteria, the maps contribute to regional awareness and decision processes about territorial development. This actualized status of recognized important factors (what territory do we have? What territory are trends leading to?) lays ground for visionary strategies (what territory do we want?) and more precise scenarios with defined time-horizons of 10 or 15 years (what territory can we effectively shape?). In the second part of Workpackage 7 this imaginative and strategic approach is combined with clearly integrated development measures, that are directed toward the RURBANCE approach of rural-urban cooperation and inclusive governance models, enfolded the core themes of the project in a concrete catalogue of measures. In conclusion general remarks from the perspective of RURBANCE towards an Alpine Strategy refer to ongoing discussions of a macro-regional strategy and strategic outlines of programming. Rural-urban relations as important factor for a sustainable setup of Alpine territories are thus highlighted for strategic frameworks and project conceptions.

PORTRAIT MAPS

Showing in a focused manner relevant aspects of the existing territory in thematic threads, as starting point for scenarios for territorial transformation and sustainable local development. Capacity and resilience factors of the territorial setup of the pilot areas are expressed in portrait maps, that include actual trends the territory is moving to, in a combined approach of settlements, mobility and landscape.



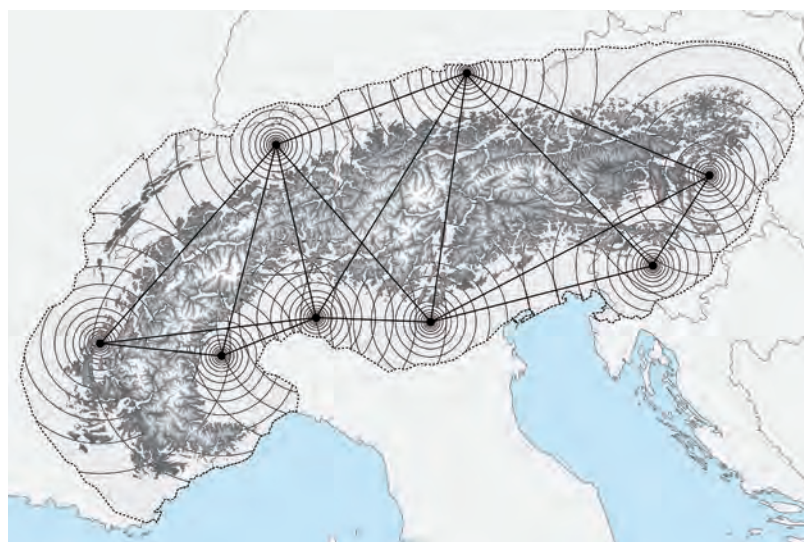
Overview of portrait maps. Image: LUH



Overview of scenario/vision maps. Image: LUH

SCENARIO/VISION MAPS

Project Scenario – Mid Term Perspective: With the Scenario map that projects the thematic focus for the pilot area, the policies integration approach of RURBANCE is described, in order to drive development trends towards the balance of rural and urban areas, with focus on knowledge, innovation, entrepreneurship, environmental quality, use of resources, quality of life. Vision – Long Term Perspective: With the Vision map a common perspective of a new setup of rural-urban structures and relations can be illustrated, addressing also the public and cultural awareness.



Contribution to an Alpine Strategy, territorial vision network. Image: LUH

FRAMEWORK OF MEASURES

The framework of measures collects the overall local project's approaches of the pilot activities in each region. The collection facilitates a possible transfer to the whole pilot area, or describes further measures connected to the pilot activity, if possible in different policy sectors and administrative levels, also including civil society organisations or private businesses. The policy background and support for each pilot measure aims at combining different policy sectors, and declare necessary adaptations and improvements of policies. In a special focus the framework evaluates the chosen governance models for the measures, how decision and implementation processes are drawn, and how citizens and local stakeholders are involved.

TRANSFER MATRIX

The transfer matrix is oriented towards thematic threads, to facilitate transferability of the regional specific measures, that also differ in scales and policy fields addressed. For the cross-sectorial issue of rural-urban collaboration, the matrix provides a first overview of approaches in the Alps as transferable set of tools.

CONTRIBUTION TO AN ALPINE STRATEGY

As contribution to an Alpine Strategy RURBANCE offers the following strategic elements for territorial understanding, formulation of objectives and displays of measures:

1. Network of Prealpine Metropolises

A coherent vision for the Alpine core as rural-urban territory with high natural values in connection with the Pre-alpine Metropolises, combined with the network of the metropolises as global knowledge and practice hubs regarding rural-urban cooperation, as new part of their global common positioning.

2. Network of rural-urban territories in and around the Alps

Rural-urban strategies and projects as fundamental part of territorial development of the Prealpine Metropolises with their hinterland with the Alpine core and as network of rural-urban territories.

3. Alpine mobility network

Enhanced mobility connections between the Pre-alpine Metropolises (Gotthard, Brenner, Simmering, etc.), public transport by rail, correlated to an increased awareness for mobility axes as guiding development catalysts for the Alpine core. Common Alpine mobility network between highspeed train routes and regional/local trains (vision: one ticket for the Alps), focussed for example firsthand for tourism/leisure mobility.

4. The Alps as multirelational core in European territorial networks

to other macro-regions, programme areas and economic hubs in Europe, due to the Alps' position in spatial models as "European blue banana" or "European Pentagram"

Transferability a strategic considerations to other regions

The four describe strategic considerations are transferable to other regions, e.g. also to flatlands as Poland or to cities and regions around a bay (Baltic sea, Channel, etc.), apart from Alpine specific aspects





BAVARIAN PREALPINE ARC

Munich Metropolitan Region and Allgäu GmbH as center of the pre-alpine horizon of Germany

In the German contribution to the RURBANCE project the focus will be on two territories that form the territorial system: the European Metropolitan Region München and Allgäu GmbH.

The Munich Metropolitan Region is one of the youngest metropolitan regions, but at the same time one of the oldest regional co-operations. The association Munich Metropolitan Region was established in 2009 as a result of the fusion of the association Greater Munich Area e.V. and the Initiative Munich Metropolitan Region. The region comprises 24 South Bavarian districts, more than 20 district towns and municipalities and the six independent cities of Augsburg, Ingolstadt, Kaufbeuren, Landshut, Munich and Rosenheim. The Munich Metropolitan Region (EMM) is one of the leading economic regions in Europe.

The Allgäu GmbH was founded in 2011. It emerged from the fusion of the Allgäu Initiative GbR and the Allgäu Marketing GmbH. The main goal is the simplification of the development process and coordination of overlapping spheres of competence.

The area of the Allgäu GmbH is located between the metropolitan areas of Munich, Zurich and Stuttgart. It is composed of four rural and three urban districts. It is a rural area with a few smaller towns, with approximately 650.000 inhabitants. The Allgäu GmbH is situated in close vicinity to the Munich Metropolitan Region. The administrative district of Ostallgäu and the city of Kaufbeuren belong to both units.

Nevertheless the analysis will not solely focus on these two administrative regions – the territorial system – as an isolated unit, but takes the whole context of the pre-alpine horizon of South Bavaria into account. The area from Chiemsee in the East to Bodensee in the West and the Alps in the South forms the territorial context, therewith generating a new territorial reading and vision for the South of Germany.

RURBANCE activities in the Prealpine Arc focus on the four thematic threads landscape, spatial development, mobility and energy, by investigating ongoing small scale development concepts and their underlying political decision-making processes. The thematic threads as well as different governance models get analysed and will be visualised with various tools like maps, diagrams or images; and results have been discussed at congresses, workshops or stakeholder meetings, with the aim to foster new governance strategies overcoming political borders and to strengthen rural – urban networks.

PRESENTATION OF THE POLICY CONTEXT

The Allgäu is a natural and cultural region of foothills and mountains located at the edges of 2 länders (Bavaria and Bad Württemberg). The region started to develop an integrated governance because of the fragmentation of its current territorial governance, with the installation of Allgäu GmbH as regional development and marketing agency. Processes to find common aims and procedures in territorial policies emerge as main task for sustainable development.

The administrative organisation is quite complex with several districts, independent cities and smaller municipalities. Actually in the focus of Allgäu are the topics of touristic and economic development, and of regional branding. With RURBANCE activities additional fields of regional cooperation and the adapted governance ideas, and as overall task a coherent territorial development along the Prealpine Arc, also with the Metropolitan Region Munich, are addressed.



IMPROVING RURAL-URBAN COLLABORATION IN THE ALLGÄU

1. Landscape: Within the Allgäu area landscape will always be in conflict between the thematic threads energy / economics, agriculture and tourism. Only if all three thematic threads create coordinated, sustainable and well-considered approaches, the typical and famous scenery of the Allgäu can be obtained.

2. Spatial development: The transition between landscape and spatial development is nearly fluent. Especially within the spatial development the region has to cope with huge challenges. In the next years the main points of the discussion will be the intercommunal collaboration and an integrated inner development. Only together with all involved players a sustainable solution can be created.

3. Mobility: The main topic within the thematic thread mobility is further on an administrative district overlapping structure of the public traffic system both for local inhabitants and tourists. Above all the implementation, funding and feasibility of such a proposal has to be discussed.

4. Energy: Meanwhile the Allgäu is considered to be a best-practice example within the field of energy. eza! is a flagship institution within the Allgäu, which attracts attention Germany-wide. In the future it will be important to concentrate the offer and the success on the right users and customers, in order to spread information purposefully.



A VISION FOR THE BAVARIAN PREALPINE ARC

1. Rural-urban cooperation

Both Allgäu and EMM include urban and rural areas, and are challenged by different legal, funding and cultural setups for rural and urban. An up-to-date perception of territorial reality and a shared vision of the Bavarian Prealpine Territory can support the necessary awareness process as first step to integrate sectoral policies and to close the gap especially between rural and urban development procedures.

2. Thematic fields - interfaces between spatial development, mobility and landscape

Policentric spatial development in combination with the thematic fields settlement development, landscape development and mobility development are addressed as future main part of both Allgäu's and Munich Metropolitan Region's strategic missions. The analysis and approach of RURBANCE, as well as initiatives and projects started by the two regions are laying ground for this important discussion and definition of territorial development aims. Specifically the state and federal levels will have to address them to shift incentives, legal and administrative backgrounds and funding to this renewed vision of rural-urban cooperation.

3. Governance Models – possibilities for cooperation between EMM and Allgäu

Allgäu GmbH as international Good Practice for new regional cooperation and decision making will optimise the combination of funding programs for concrete projects and try to influence policy backgrounds for better regional success and impact of development projects. The European Metropolitan Region Munich EMM actually is discussing a reshaped strategic setup, and aims at focussing more on concrete cooperation development projects. The possible formats and organization models for a cooperation between Allgäu and EMM will be related to addressed topics, due to very different stakeholders and policy background connected to the topics.

TERRITORIAL PORTRAITS

LANDSCAPE

The landscape of the Allgäu is characterized by its agricultural use, as the typical grassland, forests and croplands. A long tradition of dairy production shaped the green Allgäu landscape in the foothills and on the Alpine fringe itself. Green meadows with the typical cows represent the image of the Allgäu. This is an important factor; not only for tourism and economy. Large areas are getting transformed into areas for industrial farming, e.g. for corn production. Slopes in the mountain regions, which were formerly used for agriculture, are given up since they cannot be used for industrial farming: woods are growing again and taking back former cleared woodland areas. The maps of these two - most obvious - phenomena related to landscape transformations hint also at the complexity of these processes and the related possibilities (or non-possibilities) to decide upon those transformations on a regional scale.

SPATIAL DEVELOPMENT

As many other regions the Allgäu is affected by demographic changes. Especially mountain regions are affected by emigration. Many people move from those regions into urban centres. Therefore big parts of those regions, except some few important -tourist centres, are shrinking. Growth is focussing mainly on some urban centres. The highway from Munich to Zurich connects those growing areas and can be seen as a motor for further spatial development - to be balanced on local level at least. As in many other regions urban sprawl causes problems for the Allgäu. The focus on internal development concepts offers the potential to meet the need for new housing without further big housing interventions in the sensitive landscapes of the Allgäu. Areas which were formerly used for military purposes offer great potential for these purposes.



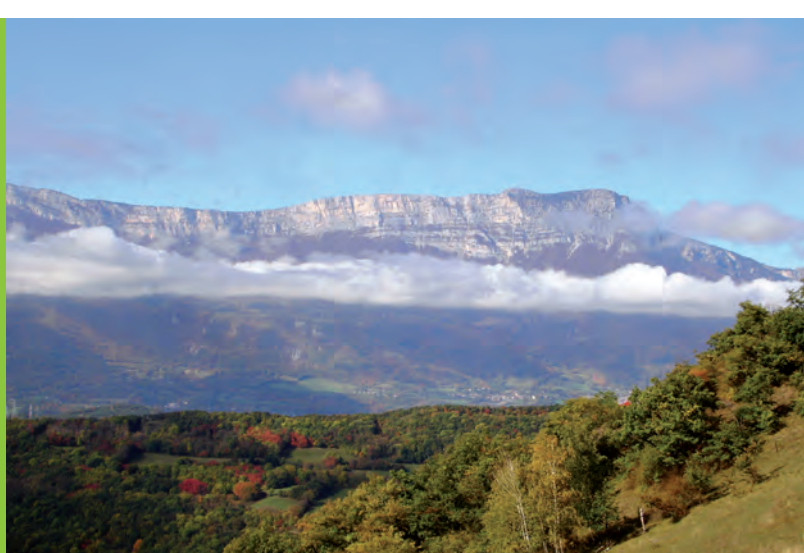
MOBILITY

The Allgäu - between the metropolitan regions of Munich, Stuttgart and Zurich - lacks efficient connections inside the European high-speed rail network and to the airport hubs. The small Allgäu airport as regional achievement remains in an uncertain status in a rapidly changing airline economy. Especially an improved train connection towards Zurich and Munich - with the strategic value of better connecting the two metropolises - would enhance development perspectives for the Allgäu region in between. This improvements would not only strengthen work and goods- related transport but also tourist and leisure accessibility. For the Allgäu itself one comprehensive transport association would be promising for the future - therefore it is even more important to develop concepts for networks among different traffic modes.

TERRITORIAL VISION

In common perception the area of the Bavarian Prealpine Arc is a monocentric system with Munich as its clear centre. To a certain degree this perception is consistent with functional relations of the region and its development tendencies. But this monocentric tendency is already causing problems due to an imbalance between the different parts of the region, in the provision of housing and infrastructures in centres or their lack in peripheries, in difficulties to find balances between leisure, resource use, nature protection and aesthetic values of Prealpine landscapes.





GRENOBLE METROPOLIS

The Grenoble urban region, with 670 000 inhabitants, is the main urban area of the French Alps (2nd metropolis of the Rhône-Alpes region) and an important centre of high-tech research and industry. Its main specificity comes from its location marked by mountain environment creating discontinuity between the urban space and the peri-urban area with:

- ① Valleys of the Isère and Drac rivers with a very high intensity of human occupation,
- ① Foothills marked by increasing suburban habitat while preserving agricultural and natural land,
- ① Mountains (Vercors, Chartreuse, Belledonne) labelled as Natural Regional Parks (PNR) with great natural spaces and linked with the urban area through tourism and recreation activities.

The territorial system corresponds to the functional urban area gathering the urban agglomeration, the peri-urban territories and parts of PNRs. This situation illustrates the particular needs in having the city and mountains in such close proximity and the conditions to create effective and sustained dialogue between diverse entities. It highlights also the crucial role of PNRs in building balanced relationships between cities and mountains by involving urban and rural governments through their charters.

The territorial system has a strong identity, the local economic system a strong capacity of resilience and there is a tradition of cooperative planning. On the other hand, there is a loss of demographical and economic attractiveness, a fragmentation of the institutional organisation and a lack of valorization of intermediary spaces.

RURBANCE examined the ways in which these territories could highlight their complementarities. It aims at helping local decision-makers to strengthen an inter-territorial process to promote cooperation between city, valleys and mountains. One of the key component is the capacity to manage a city-mountain relationship through the cooperation between metropolis and the Natural Regional Parks.

A SHARED AGRO-FOOD STRATEGY FOR THE GRENOBLE REGION IN THE COMING YEARS?

In the context of strong urban pressure and institutional fragmentation and enhancement of local agriculture as part of the alpine metropolis is an emerging issue. The development of a local approach from agricultural production to food policy is crucial for the coming years.

The definition of a food strategy raises the question of the complex relationship between production areas and consumption areas, the preservation of agricultural and natural land to urbanisation and the will to maintain a productive function.



A RURAL-URBAN PARTNERSHIP TO CREATE A MOBILITY AGENCY IN CHARTREUSE MOUNTAIN

Nowadays, urban mobility has to be addressed at the scale of the urban area. In Grenoble, it means to include specificities of mountains territories (slope, low density of population) where alternative solutions to solo-car are an emerging need. But the transport authorities work under institutional perimeters which are not always able to address these needs.

Because of the recent enlargement of Grenoble-Alpes Métropole, a new institutional limit is created within the massif of Chartreuse (North-East of Grenoble). The Metropolis and the PNR of Chartreuse have to take into account new needs and new ways to organise mobility. A shared approach between the two institutions is an opportunity to find solutions adapted to local context.

A BETTER ORGANISATION FOR LEISURE ACTIVITIES IN SENSITIVE AREAS NEARBY METROPOLIS

Chartreuse, Vercors and Belledonne mountains are rural territories directly linked with the dense and urbanized part of Grenoble agglomeration. They have to face rural development based on the valorisation of quality and local productions or leisure activities organization, in compatibility with natural spaces protection and regeneration they are in charge of.

The existence of the Vercors and Chartreuse Natural Regional Parks (PNR) and the planned Belledonne park in which cities already play a role gives a frame to go further towards integrated local planning and balanced development for rural areas, together with metropolis. RURBANCE project gives an opportunity to activate a common approach on revaluing leisure activities and tourist visiting from agglomeration, which must become a common challenge.



SCENARIOS AND RESULTS

The territorial base of the scenario is the Grenoble territorial system gathering the urbanised valleys and the three mountainous territories (Vercors, Chartreuse and Belledonne), areas of high naturality. Three very different scenarios of evolution were built based on the analysis of territorial planning documents and on the work carried out by RURBANCE partners and observers:

- ① A scenario of autonomy: the territories draw upon their own resources to build specific modes of local development with minimal relationship between them,
- ② A scenario of integration where activities of the Grenoble metropolis drive local development; others areas are considered as peripheral,
- ③ A scenario of interdependence: the resources of each territory are valorised to generate complementarities at the scale of the territorial system.

These scenarios were discussed by the stakeholders to finally focus on a fourth one: the scenario of complementarities, highlighting several priorities:

ON URBANISATION DEVELOPMENT:

- ① Build a polycentric territory that includes urban poles, small towns, rural hamlets and spaces of leisure, by improving their interconnection,
- ② Intensify urbanisation of centres which are most accessible by public transport,
- ③ Reinterpret the urban morphology and types of buildings found in mountainous areas to adapt them to contemporary and sustainable lifestyles.

ON MOBILITY POLICIES:

- ① Implementing an integrated public transport network serving the most populated areas,
- ② Developing public transport to link the most important urban and tourist poles; encouraging car-sharing and car-pooling in low density areas,
- ③ Widening the area and strengthening the role of the agency in charge of mobility to the entire territorial system,
- ④ Develop a clear double level strategy connecting metropolitan accessibility and territorial mobility.

MEETINGS OF THE OBSERVING PARTNERS: A SPACE TO DISCUSS AND DEVELOP A COMMON VISION

The Grenoble territorial system tables of discussion were part of a voluntary approach that brought together technicians, academics, researchers, etc. from the territories. It's a setting in which the partners have been able to meet, become closer, get to know each other better, share experiences, develop work habits, and initiate dynamic and future-oriented discussions on the relationship between cities, valleys, and mountains.



ON LANDSCAPE VALORISATION:

- ① Creating a system of natural spaces, from the mountain range as nature reserves to urban parks,
- ① Bridging the longitudinal fracture in the plain (motorway, railway, river) by strengthening green transverses and links between mountain ranges,
- ① Developing a strategy to reinforce “open spaces” on foothills through active policies.

ON ECONOMIC DEVELOPMENT:

- ① No longer considering that activities related to high-tech are the only the ones that drive development,
- ① Rebalancing economic development between territories in order to favour the outreach and attractiveness of the whole Grenoble region,
- ① Looking for complementarities between the production economy (industries, services to industries, technology) and the residential one (services to individuals, tourism),
- ① Imagining that territories that are today considered as peripheral contribute to the development of the global territorial system,
- ① Moving towards a jobs/workers ratio of 1 in each sub-territory,
- ① Developing a strategy for the territorial integration of industrial activities at the scale of the urban region.

ON TOURISM AND LEISURE:

- ① Creating complementary offers that mesh, with a better capture of customers,
- ① Promoting an integrated tourism offer which associate the mountain ranges to cultural and commercial tourism,
- ① Building a touristic image of Grenoble connected with mountains,
- ① Sharing investments for tourism between the agglomeration and Natural Regional Parks.

FOR AGRICULTURE RE-COVERY:

- ① Intensifying agricultural activity (urban, peri-urban and rural) on the basis of labels and registered designations of origin based,
- ① Building a supply strategy for local products in the agglomeration,
- ① Valorising the products of the mountain ranges sold in the agglomeration (support of markets and associations valorising local production, collective catering) within a local food strategy,
- ① Developing the wood and energy sectors in wooded territories.



GOVERNANCE ORGANISATION

This scenario is the most difficult to build from a political and social point of view. It is based on the assumption that cooperation is strengthened and on the fact that no institution is able to exercise its authority and power on other stakeholders. The scenario is hard in terms of dialog, institutional coordination and civil society involvement.

The complementary scenario requires to work on a common vision and to organise a strong but flexible governance frame. It has to take into account the need of an initial agreement of main stakes and goals, a balanced sharing of powers and the promotion of concrete objectives and singular projects. This governance organisation should also involve non-political stakeholders in order to overcome political standoffs (trust in participation and public debate). Because Institutions are still unchanged, “contracts” could be developed on the Italian model (or like Grenoble’s contrats d’axe for mobility).







LJUBLJANA URBAN REGION

The green powerhouse of development – the metropolitan bioregion of knowledge

As a center of creativity, culture, education, science, and business, the Ljubljana Urban Region (LUR) presents the richest region in Slovenia, which creates 36.5% of national GDP. The region is situated in Central Slovenia and consists of 26 municipalities – including Slovenia's capital: the City of Ljubljana. With approximately 537.000 inhabitants – a great share of whom is highly educated and enterprising (creating high added value per employee) – this largest Slovenian region has immense development potentials. LUR extends over 2,555 km² and is the most densely populated Slovenian region (with 210 inhabitants/km²).

Centrally positioned, LUR has good traffic and transport connections to other regions in Slovenia. It is characterised by a mono-centric spatial structure: Ljubljana (LUR's and Slovenia's capital) hosts a vast majority of business headquarters, educational, research, and governance institutions as well as NGOs, and attracts numerous daily commuters and migrants, who wish to pursue their career goals as well as live in an environment, which offers them a high quality of life, to the region.

LUR is also rich in natural resources, which further enhances its position as an entrepreneurial and touristic centre. This bioregion is characterised by close linkages between urban and rural areas. The City of Ljubljana with its suburban settlements, historic and natural heritage for example is progressively intertwined with the inter-city region. Such cohabitation of natural and urban environment offers opportunities for socially responsible and environmentally-friendly solutions and development.

Compared to other Slovenian regions, LUR has a smaller share of industry, while market and public services providing a better quality of life in the region are more developed.

With an excellent geographical position, high concentration of human capital, creativity, knowledge and skills, remarkable historic, cultural and natural heritage, LUR presents a green powerhouse of development and a metropolitan bioregion of knowledge.



GOVERNANCE AND COOPERATION IN LJUBLJANA URBAN REGION

Slovenia has two levels of government: national and municipal. Lack of governance at the regional level was a weakness in terms of managing and promoting development in LUR. Establishing a regional development agency (RRA LUR) was, hence, the first step to building a shared vision for LUR.

The agency prepares the Regional Development Programme (RDP) for LUR – together with relevant stakeholders. The process of preparation of RDP is open to all stakeholders, while content is coordinated at all levels.

In the 2014–2020 EU programming period, strong cooperation between rural and urban areas has become an emerging priority.

As we do not have formal rural urban cooperation in the region some informal forms of cooperation are established. In the field of development of individual rounded rural areas local action groups (LAG) have the task of preparing and implementing their local development strategies and making decisions on the allocation and management of financial resources. Another informal form of cooperation is also Coordination committee for public transport in LUR, Regional creative economy centre (RCKE), various boards and European projects just to name a few.



INTER-MUNICIPAL COOPERATION AND SHARED DEFINITION OF TASKS ON SUPRA-MUNICIPAL LEVEL

Slovenia is one of the most centralised countries in Europe. Providing the necessary financial means, central government can transfer certain responsibilities to municipalities.

Among all 212 municipalities in Slovenia the City of Ljubljana (Slovenia's and LUR's central municipality including Slovenia's capital city – Ljubljana), has a special status with certain specificities in regard to its competences and to financing public affairs. It is also one of eleven city municipalities in Slovenia.

The role of city municipalities is to cooperate with rural municipalities in their region in order to ensure economic efficiency of public tasks and services. To improve this cooperation in LUR we performed the following pilot activities:

1. Development of a general inter-municipal cooperation model.
2. Analysis of tasks and main problems in the model's delivery.
3. Proposal of "selected" tasks where inter-municipal cooperation is feasible (needs attitude of municipalities, legislation).

Inter-municipal cooperation is increasingly destined for use in certain fields, where joint management is regarded as a more efficient solution. Therefore it is important to identify functions where inter-municipal cooperation enables added value.

Municipalities generally cooperate with their neighbouring counterparts, especially in the areas of road and public utilities infrastructure that often demand coordination by nature. Almost a half of municipal administrations offer other municipalities some sort of assistance, especially in the areas of inspection controls and joint performance of public services.

Inter-municipal cooperation can help overcome weaknesses in capacity and problems associated with inefficient scale through mechanisms such as joint administration or inter-municipal contracting.



PARTICIPATORY PROCESS FOR DEFINING MODELS OF INTER-MUNICIPAL COOPERATION IN LJUBLJANA URBAN REGION

The red line of the Ljubljana Urban Region (LUR) pilot activity was inter-municipal cooperation. Since there is no regional level in Slovenia supra-municipal tasks are not clearly defined and cooperation of municipalities on common tasks is limited. In addition, there are big differences among municipalities – some of them are able to perform complex tasks and some of them are too weak to fulfil all the obligations. To solve the existing problem inter-municipal cooperation must be enhanced especially in the fields where joint action leads to more effective and efficient solutions.

To get a better insight on informal inter-municipal cooperation we organised three working tables on topics of energy and local self-sufficiency with the focus on inter-municipal cooperation and one working table on establishment of informal model for inter-municipal cooperation.

All together more than 100 participants joined the working tables, coming from ministries, regional development agency, municipalities, research institutions, private companies, NGOs, public service agencies and other public institutions.

MODEL OF INTER-MUNICIPAL COOPERATION IN LJUBLJANA URBAN REGION

MODEL OF INFORMAL INTER-MUNICIPAL COOPERATION IN LJUBLJANA URBAN REGION

Ljubljana Urban Region is a dynamic urban area and thus a motor of growth and competitiveness. By extending its economic performance the interdependency in terms of jobs, supply, services, building areas and working force extends from the metropolis outwards and thus poses new sorts of spatial relations between metropolis and its hinterland that require new approaches in managing common matters. Lack of institutionalized regional level causes many problems in implementation of projects – some projects are too small to be national projects implemented by the state, but they might at the same time be too big for the municipalities to handle them themselves. Therefore, cooperation among municipalities is especially important, above all in the fields of public transport, spatial planning, waste management, flood protection, environment degradation, etc., where joint actions would lead to more effective and efficient solutions.

MODEL OF INTER-MUNICIPAL COOPERATION ON THE FIELD OF SELF-SUFFICIENCY WITH LOCAL FOOD IN LUR

The concept of local sustainable supply represents local production, buying, processing and marketing sustainably produced food that is affordable to the local population and consumed in local markets. Due to the interplay of various development factors that affect the level of supply of locally produced food in LUR, the model to improve the supply is highly complex and at the implementation level includes a whole range of different stakeholders in the food chain. Besides the stakeholders in the food chain, which directly affect the volume of supply and consumption of food, indirect stakeholders also play an important role by participating in various areas of integration, promotion and organization of the food supply.

INTER-MUNICIPAL COOPERATION IN RELATION TO ENERGY PROBLEMS IN THE REGION

The gap between the National energy program and the Local energy concepts is big and opens a niche for a region to improve its energy supply at the regional level taking in mind the most suitable use of renewable energy coming from the region. As there is no administrative body at regional level the inter-municipal cooperation is essential for preparation of such a concept, since energy production and consumption and its impact on environment is geographically broader and interconnected phenomenon that exceeds municipal borders.



COOPERATION – AN OPPORTUNITY FOR THE DEVELOPMENT AND SUSTAINABLE EXPLOITATION OF OWN RESOURCES

In consideration of the statutory governance system of the Republic of Slovenia, the Ljubljana Urban Region (LUR) stated in its development documents that the region's greatest opportunity lies in its effective internal cooperation. Both the RURBANCE project and the Regional Dev

LOCAL SELF-SUFFICIENT SUPPLY

The measures of LUR in the area of self-sufficient supply will primarily support and encourage sustainable and environment-friendly forms of managing agricultural land, woodland, the cultural landscape and natural resources as well as the integration and joint promotion of local produce and products in the regional market, new marketing techniques and the distribution of regional produce and products. Raising awareness, promotion and education will be a significant accompanying theme to stimulate the development of the said practices.

REGIONAL ENERGY MANAGEMENT

In the Ljubljana Urban Region, the exploitation of renewable energy resources such as solar energy, wind and biogas for power generation is very low. The best possibilities for exploiting wood biomass can be found in rural municipalities. The region's potential also lies in a reduction of electric power consumption – especially by retail, industry and households. It is also essential to establish a local energy organisation in LUR which would primarily tend to improve possibilities for introducing measures for efficient energy use in the local communities and assist individuals, research institutions and companies to work together and find synergetic effects in the energy sector.





THE METROPOLITAN AREA OF STYRIA

A region of dynamic, future-oriented development

The functional, economic and demographic center of Styria is known as its “metropolitan area”. It includes the districts of Graz, Graz-region & Voitsberg. The share of total population amounts to 37.6 percent. The population counts currently 467.256 inhabitants and the region – compared to other areas – is faced by a dynamic growth. There are two sub centers in the western part of the area: Koeflach & Voitsberg.

With regard to the geographical framework, the area is embedded in the south eastern Alpine foothills. The topographic framework of the core city and its surroundings with hills in all orientations except south has a strong impact, e.g. on local climate, air exchange and pollution, but also in sectors like settlement and mobility development.

The economic structure of the metropolitan area is characterized by secondary and tertiary sector including single locations (Koeflach, Voitsberg) which look back on a tradition of mining. Nowadays, there is manufacturing industry for metal, paper and glass. Due to the former industry, these sites are still well connected to the core area by railway infrastructure. Today it's used by the commuter railway system. In southern areas of Graz, the so called “auto-cluster” plays an important role. The southern part of the metropolitan area is characterized by agricultural production.

Transition zones between urban and rural areas have developed differently. In many cases, administrative boundaries were blurred by a settlement structure reshaping and an intensification of functional relationships. On the basis of mentioned conditions and developments, cooperation between the core region and surrounding areas becomes increasingly important, focusing on regional development. This includes funding of urban-rural development measures, further integration into transnational programs and strategic networking on national and international level.

REGIONAL DEVELOPMENT & URBAN-RURAL COOPERATION MODERN STRUCTURES AS A BASIS FOR LONG-TERM STRATEGIES

As the core city of the Metropolitan Area of Styria, the City of Graz comes with an above-average offer of services, culture, and other central institutions. Demographic forecasts indicate a strong growth of the district of Graz-surrounding in the next decades. Especially in the southern surroundings, areas with intensive functional linkages prevail and also appear in a tight relationship between transport policies and spatial development. In this context, numerous regional concepts and initiatives were elaborated under the leadership of the Regional Management Graz & Graz-surrounding as important basis for decision-making.

The regional development concept for the Metropolitan Area of Styria is the central instrument of regional policy. It defines the future strategic orientation of the region and includes working plans and flagship projects which hold a guiding function in reaching common regional objectives. The concept is elaborated until 2015, involving a broad basis of regional actors and stakeholders. As a result, there should be a working program for regional projects concerning the funding period 2014-2020.

REGIONAL TRANSPORT CONCEPT

The Regional Traffic Concept for Graz and Graz-region defines, based on the objectives of the general Styrian Transport Concept, a guideline, priorities and areas of action for a future-oriented regional transport policy. With the elaboration of the Regional Transport Concept, Graz and surrounding municipalities are complying a long-standing demand of regional actors: Through an integrative approach between transport- and spatial planning as well as an intensive cooperation with representatives of the region, municipalities and the core city of Graz, the region is facing future requirements of a sustainable mobility development. As part of an integrated planning approach the transport concept was developed in a cross-modal way (motorized, non-motorized, public transport). Results are taken into account in the construction programs for transport infrastructure, the revision of the Regional Development Concept, and the Regional Development Program (REPRO) for the newly defined planning region Metropolitan Area of Styria.

INTEGRATION OF REGIONAL STAKEHOLDERS ACHIEVING COMMON GOALS IN EYE-LEVEL PARTNERSHIPS

The northern transition zone of the city region of Graz is affected by a relatively abrupt switchover from urban to rural areas once from a geographical & topographic and twice from a functional point. Therefore, this area early came into focus considering appropriate regions for the implementation of the Rurbance pilot. The area is characterized by a bipolar structure. The valley of the river Mur is established as an important traffic axis which connects the City of Graz with regional centers like Bruck a. d. Mur. Over the last years, public transport capacities have been extended with the implementation of the railway commuter system. So, the valley builds a well-connected area for tourists, excursionists etc. as a starting point for leisure time activities. But, public transport connections are laid out to operate commuters and pupils on working days. Concerning leisure activities, there is a lack of connections to touristic destinations in the periphery of the main valley, so they have no possibility to reach e.g. hiking areas, except by car.



IMPROVED REACHABILITY OF LOCAL RECREATION AREAS RURBANCE PILOT INITIATIVE AS A REGIONAL IMPULSE

Regarding the implementation of the hailed shared taxi in the framework of the Rurbance pilot initiative, several scenarios are under consideration. For example, the exact locations of some stations need to be defined. In addition, there is counselling about possible subsidies, the definitely regularity of the operation times and exact pricing. Concerning price structure, a declining passenger oriented pay scale would be useful to push car-pools. The final start of the measure is expected in spring 2015 at the seasonal shift to summer tourism.

Because the action field mobility with different topics like commuting, settlement sprawl, local recreation, environment protection or air pollution will also be a key issue for the future in the whole region, in a long-term way of thinking it's necessary to consider ways and opportunities to get measures like this spread into other regions in the surroundings of the core city. In the current situation with structural reforms happening in 2015, conditions aren't satisfying to convince a critical mass of decision makers of giving impulses by invest financial funds. But in the framework of the processing of the regional development

concept, it's very important to define intentions and planned activities for the next years. The Rurbance pilot initiative and the implementation of a hailed shared taxi system should be taken as a starting point for a long-term process to enhance public transport connections, exchange experiences and take benefit from arising synergies. As mentioned, some municipalities have shown interest in alternative public transport means and structures after getting some best-practice information, others want to start initiatives for their citizens by themselves. For the next years, the challenge will be to bring together different interested cooperation bodies and develop ideas on how to make the region more attractive by sustainable mobility solutions. This takes place in several regularly meetings with participants of different administrative levels, also in the framework of the all-day-work of the Regional Management Graz & Graz-region. Hereby, also the fact, that thus cooperation also includes topics beside mobility & transport such as social or other projects, which helps all participating actors to keep a kind of integrated, holistic view on the development of their small local entities but also the whole region, is mentionable.



DEVELOPMENT OF AN ALTERNATIVE TRANSPORT SYSTEM PLANNING, CONCEPTION, IMPLEMENTATION

Because the thematic focus of the pilot project was set on mobility and local recreation / tourism, it was necessary to get an overview of touristic offers in the region. Therefore, the local recreation database of Graz & Graz-region was used to select relevant destinations and analyse their geographical distribution, thematic concentrations and the current reachability by public transport means. There was a breakdown of destinations into the categories leisure time, health, culture, nature, sport, water.

After some actors have shown interest in the development of a concept to improve of public transport connections, the concrete focus area was analysed by project partners and an external expert regarding the status quo of public connections for several user groups (inhabitants, tourists, excursionists from the core city Graz). Project partners succeeded in involving important decision makers of the region including mayors of municipalities, heads of tourism associations, the Naturpark Teichalm/Almenland or other institutions. With their local support it was possible to collect information about the on-site requirements concerning paths and ways of tourists, all-day-mobility of inhabitants and changes in the number of potential passengers (seasonal, holidays, weekends). To complete the analysis, stakeholders were asked to provide information about mid-and long-term regional measures, just to be able to take them into account to ensure a harmonized development.



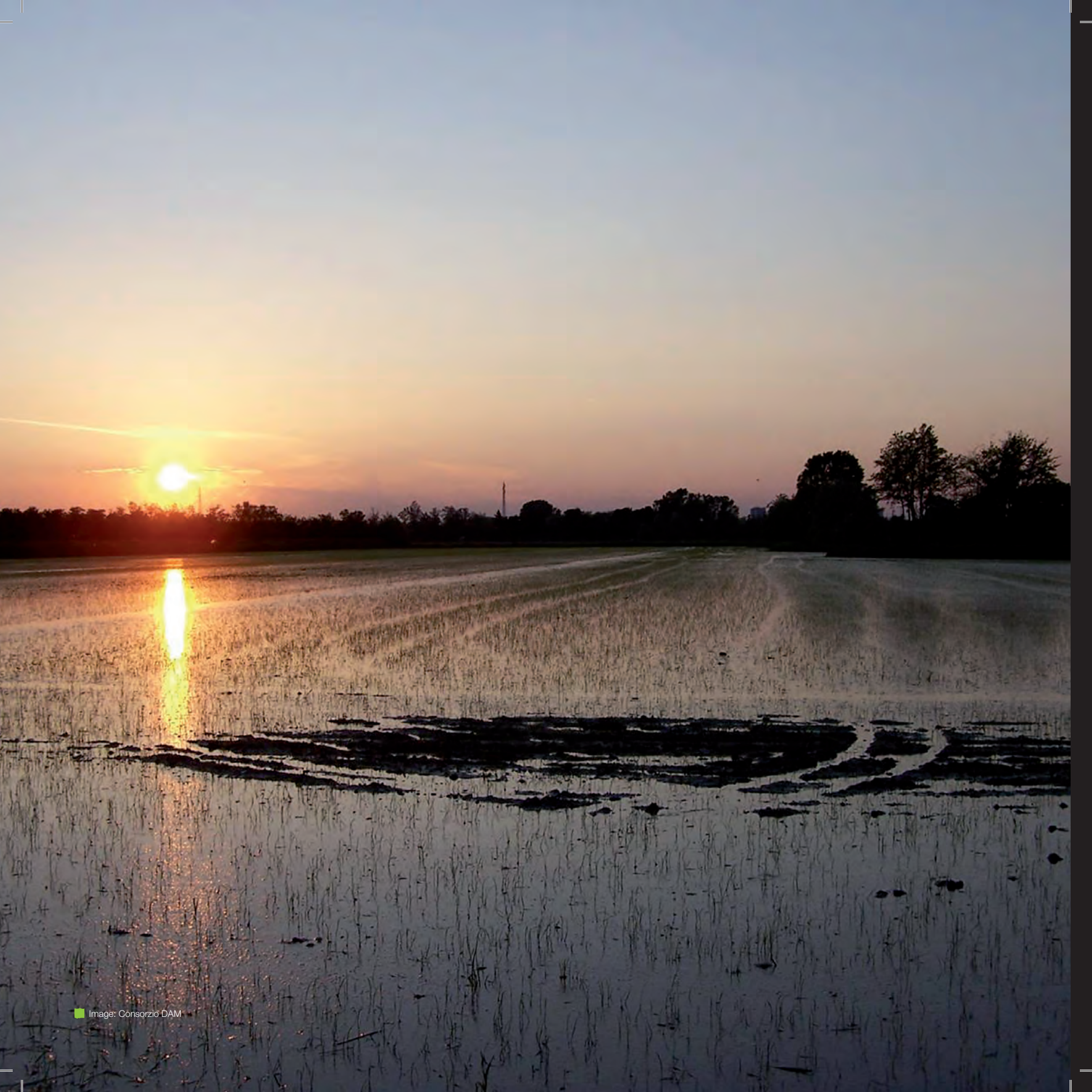




Image: MilanoDepur Spa

POLICIES FOR AN INTEGRATED SUSTAINABLE DEVELOPMENT STRATEGY

In the Region of Lombardy, the case of the metropolitan system of Milan is emblematic of the interdependence and interconnection between rural and urban areas: the Milanese civilization was born and developed as a rural-urban one and development of the metropolitan system is still influenced today by this relationship, not without conflict and criticalities.

This territory lends itself to innovative experimentation with the Community approach to integrated sustainable development so far as the strategies for regeneration and urban sustainability can be pursued, starting with the rebalancing of the urban-rural relationship - the driving force of environmental requalification, of the recovery/enhancement of cultural heritage, of the consolidation of multi-functional green infrastructure, of eco-innovation, of social inclusion, etc.

Responding to the thematic objectives set out by the Community Programmes 2014/2020 and to the priorities defined in the regional context (for example, in the prospective of the Alpine Macroregional Strategy or the Unitary Strategic Document), the Regional Authority of Lombardy has directed its own action towards the subject of maintenance, security and protection of the territory, through the promotion of multilevel territorial governance systems aimed at the protection and enhancement of environmental and landscape resources, as well as the recovery of areas of decay and/or at risk of being compromised.



image: G. Larroux

THE TERRITORIAL SYSTEM “MILAN METROPOLITAN REGION”

A living-lab for the integrated sustainable development

The biggest urban area in Lombardia (and in the whole Country) is located around the city of Milan, in the heart of the Lambro-Seveso-Olona watershed, which is a portion of the wider Po river watershed.

Thanks to the great abundance of groundwater and surface water, the high fertility of soils and the flat landform, this territory has been ever characterized by a rich economy, mainly based on agriculture first and on industry and tertiary activities later on, and by the presence of flourishing human settlements. From the 1950s to the present, and particularly in the last decades, the balance between built-up areas and agricultural areas has been dramatically upset and in this portion of territory, which represents the connection area between city and countryside, land consumption is particularly evident. Transformation processes are unstable and the agricultural activities need to be developed in a diversified and multifunctional way to be competitive and survive.

Nowadays, the abandonment of the rural activities that in past led to a lack of maintenance and control of the settlement system gives way to a reverse of the trend: the birth of the Rural Districts is the main indicator of the enduring value of the rural tradition in the Milan area. Water and soil are again at the heart of the settlement system towards a “new civilization” based on healthy food, renewable energy, environmental and landscape quality, protection of the biodiversity, valorization of the cultural heritage. Many citizens are actively supporting farmers throughout short chain markets that trigger a new mutual confidence and a growth of the social capital; this shows some potential options for a new life style where the territory is considered a common good to be shared among the people who work together for an integrated sustainable development in a sort of living-lab.

A SHARED PATH

In order to combine aspects of environmental landscape protection with social and economic aspects, the local communities and businesses should participate in the implementation of the policies through initiatives aimed to foster the production of services to the territory, in a way that supports its capacity for resilience, improves the quality of life of the local population and at the same time creates new job opportunities.

This means creating forms of settlement where the strengthening of the rural landscape and the development of green infrastructures are the focus of multi-actor partnership agreements, in such a way that multifunctional production activities can consolidate the factors that determine the resilience of the overall system, contributing to sustainable development through the integration of the production system with environmentally sustainable activities capable of fulfilling – at least in part- the demand for food, energy, natural resources and wellbeing. In accordance with the Rurbance approach, the territories where the urban-rural relationship is well-governed and co-managed by local actors are the most resilient and, consequently, the most competitive. This strategy has been recognised not only by local business, which for some time have been contributing to the development of territorial policies, but also by agricultural businesses, which in recent years have united into Consortia called ‘Rural Districts’.

In a situation where the diversity of the territorial areas and actors that operate within it can be used to its full potential, the entire productive system – even more if organised according to the district principles – can increase its competitiveness. It is against this backdrop that the Rurbance project has carried out the public/private multi-partner governance process, which has already begun in May 2012 with the signing of the ‘Memorandum of Understanding for the sharing of the development strategy of the rural system of Milan’ by Lombardy Region, City of Milano and Milan Rural District DAM.



Image: M. Pozzetti

A PARTICIPATORY PROCESS TOWARDS THE TERRITORIAL DEVELOPMENT FRAMEWORK AGREEMENT (AQST) ‘MILAN RURAL METROPOLIS’

The actors involved in the process of construction and implementation of the urban/rural development strategy of the metropolitan territorial system of Milan have worked side by side for more than two years in a structured working group, which has opened up various areas of discussion (so called ‘development discussion tables’ - DDTs).

It was agreed that a negotiated planning tool, the Territorial Development Framework Agreement (AQST), would be used in order to develop and establish a model for the governance of the process intended to achieve the objectives and is capable of maintaining the relationship between partners with a clear definition of the responsibilities and role of each person.

The AQST will ensure the process the following:

- ① Subsidiarity: the operational involvement of actors capable of expressing their wide knowledge of the territory, its resources and its needs;
- ② Local partnership: local public and private actors define and share objectives, strategies and intervention plans;
- ③ Integration and concentration: the definition of the set of interventions according to criteria of coherence and functional integration, assuring the convergence of resources and actions towards a common development objective;
- ④ Territorialisation of policies: the identification of suitable territorial areas to concentrate and integrate policies, taking into account the territorial vocations and the economic, social and environmental impacts;
- ⑤ Sustainable development: this guarantees that the interventions will be capable of carrying out a rational and sustainable use of the natural resources protecting the quality of the environment.



Image: M. Pozzetti

THE INGREDIENTS OF THE SCENARIO

In Lombardy, the Territorial System identified in the Rurbance project currently looks like a prime example of urban-rural relationship, an area in which recent territorial transformations conceived, developed and implemented according to a strategic objective of upgrading and enhancing local peculiarities, and with a view to sustainable development in order to reverse the degradation, abandonment and typical fragmentation of peri-urban areas, have formed the engine of a new reality full of vitality and new meanings, restoring dignity to this extraordinary piece of territory, a land of waters, reclamation, agriculture and innovation.

The ingredients used to build the scenario are the following:

-  Landscape
-  Spatial development
-  Mobility
-  Energy

RURAL DEVELOPMENT and URBAN DEVELOPMENT have been understood to cross all of the constituent elements of the scenario and permeate both the representation of individual themes and the overall scenario itself.

Image: G. Molina



TOWARDS A DEVELOPMENT SCENARIO

The strategic scenario for the exploitation of the rural settlement matrix for sustainable integrated urban/rural development aims at contributing to the construction of a new high-quality landscape complex of the territorial system, able to express the recognisable meanings, related both to identifiable factors of historical-cultural identity and to the new territorial role that the area is beginning to have in the metropolitan city.

The scenario was built also through the selection of ongoing and planned policies at present in the medium-term, with a time horizon of 5-15 years ("What territory can we effectively have?"), through the following key objectives: redevelopment of the water system as the carrier of the new landscape; creating ecosystem units able to reduce environmental pressure and contribute to a local ecological network; maintenance of agriculture with multifunctional role; enhancement of the architectural heritage, particularly of rural villages and abbeys; redevelopment of urban margins; mitigation of the effects of fragmentation of infrastructure, avoiding the emphasis on their extraneousness to paths with local characters, but instead trying to reformulate its landscape importance.

THE ACTION PLAN OF THE "MILAN RURAL METROPOLIS" FRAMEWORK AGREEMENT THE MEASURES FOR A RURAL-URBAN SUSTAINABLE DEVELOPMENT

- M1** - IMPROVEMENT OF THE WATER RESOURCES MANAGEMENT
- M2** - ENVIRONMENTAL AND LANDSCAPE REQUALIFICATION
- M3** - RENOVATION OF THE RURAL ESTATE
- M4** - PRODUCT, PROCESS AND SUPPLY CHAIN INNOVATION
- M5** - MULTIFUNCTIONALITY
- M6** - PROMOTION OF THE RURAL HERITAGE AND CULTURE





TURIN, CIRIACESE AND LANZO VALLEYS

The territorial system identified by the Piedmont Region corresponds to the perimeter of the Territorial Areas of Integration (AIT) n. 9 - Turin Metropolitan Area and n. 10 - Ciriè, as defined by the Regional Territorial Plan.

This perimeter includes the Turin Metropolitan Area, the first northwest belt of Turin, the plain crossed by the Stura Torrent and Lanzo's Valleys. It is a complex territory of peri-urban agricultural areas and lowland agricultural areas, three valleys (Lanzo's Valleys), the path and the catchment areas of the Stura of Lanzo Torrent and other protected areas such as the regional park "La Mandria" and regional special reserve "Vauda".

The territory is characterised, for the part of the plain, by medium and small sized population centres with the presence of a significant expansion of built-up areas (residential, commercial and production) and their widespread sprawl. The pilot area corresponds to the whole perimeter of the AIT 10 which includes Ciriacese and Lanzo's Valleys and the territory of the project consists of the municipalities belonging to the Union of Municipalities of Ciriacese and low Canavese (Ciriè, Nole, Robassomero, San Carlo Canavese, San Francesco al Campo, San Maurizio Canavese).

The integration of the pilot area with the subway system is still partial and based on relations of dependence. The reasons that suggest a closer integration into the subway system, more respectful of the identity and local governments, are: 1st the opportunity to balance the reduced naturalness of the urban area with the protection and enjoyment of natural heritage mountain, the 2nd need to ensure the garrison settlement and the mountain housing with the presence of services and employment in diverse networks with the metropolis, 3rd prevention of geological risk (in the mountains) and hydraulic (the plains), with operations in the mountainous parts of the river basins, 4th integrated use of water resources and renewable energy sources, especially hydropower and biomass forestry.

POLICIES AND STAKEHOLDERS INVOLVED

The pilot actions of the Piedmont Region have developed since instruments and policies at the regional level have been implemented, performing their actions of government and regional planning at the local level; these instruments have a direct impact on urban-rural relations in the area under investigation and have a significant effect on the development of the territory. The tools whose contents, methods of implementation and territorial impact of major interest have been analysed are the Regional Territorial Plan, the Regional Landscape Plan, the Rural Development Programme and the River Contract of the Stura of Lanzo.

In the area, there are three different institutional levels: municipalities, unions of municipalities (Lanzo Valleys and municipalities of Ciriacese) and the Province of Turin. The "Gruppo di Azione Locale (GAL) Valli di Lanzo, Ceronda e Casternone", a public/private consortium created for the of EU Leader+ Program has been one of the most relevant actors. Governance networks are quite strong in the Ciriè area and they include private and public actors with some relevant activities, like the Stura Territorial Pact, Green Crown Strategic Project and Stura River Contract. The pilot activities will be aimed at defining models and operational arrangements to ensure the reduction of land consumption, the recovery and regeneration of the built environment, the preservation of agricultural areas and the implementation of the ecological network.

The participatory process, promoted by the Piedmont Region in the local area, was somehow integrated and enabled the development and sharing of spatial representation that was inspired by the idea of a substantial coincidence between the government of the landscape and the territorial government.

This strategic vision or strategic framework of the supra-municipal interest and predominant project has taken the form of end product in a process of participatory planning, as a result of the contributions made by discussion tables, coordinated by the Piedmont Region, attended by local administrators of 'Union of Municipalities of Ciriacese and Basso Canavese', stakeholders and local actors.





“LABORATORI DEL FUTURO”

It was in this context that the research group launched a series of workshops (Laboratori del futuro -Workshops of the future) in 2014, organised in 4 themed sections:

- 1. Agricultural metropolis:** agricultural areas and food production chain, which aims at making the most of the potential offered by a multi-functional agricultural system designed to improve the environment, preserve the landscape and promote social and economic development in the area.
- 2. Regeneration:** renovation of the structures, environment and energy of the settlements, designed to identify the conditions for launching urban regeneration projects, with particular reference to brownfields or disused areas, and to activate processes for developing the existing buildings. These actions aim at counteracting land consumption, and so contributing to stemming the current stagnation of the construction market.
- 3. Mobility and quality of life:** transportation, distribution and accessibility of services, designed to define the requisites of the metropolitan regional railway service and the actions required in related to these; to propose actions that aim to reorganise the services in the area of the Union, while providing an efficient response to the requirements of the population and the local economic system.
- 4. Local resources and landscape:** local community, metropolitan use and tourism designed to define the actions that must be performed in order to achieve widespread ecological functionality and an overall improvement of the landscape that will benefit the local communities and reinforce the potential of tourism in the area.



SCENARIOS

The main objective for the development of the territorial system is represented by the region's ability to be attractive both in relation to other Regional systems of Piedmont, both towards National and European territorial systems with larger dimensions. The statistical and qualitative photo-mapping performed has allowed the emergence of four major development strategies focused on the following aspects:

- ① Integrated development of the territory,
- ② Local factors of development,
- ③ Exploitation and strengthening networking assets,
- ④ Loisir and personal care.

In parallel to the identification of the four development strategies, with the intersection of the directions contained in the instruments of European programming period 2014-2020 and the outcome of the analysis of current trends, four scenarios were identified in which the above strategies are declined:

- ① Inertial-regressive;
- ② Minimal;
- ③ Medium-development;
- ④ Optimal.

Altogether we considered measures for the support and the revival of the still present production system and for the identification of alternative production systems that were gradually dying:

- measures to redevelop the existing building;
- hydro geological measures for the safety of the area and for the redevelopment territorial and environmental;
- measures related to agriculture and tourism;
- measures to optimise the system of material and immaterial communication: the metropolitan railway system integrated with the Turin metropolitan area and the broadband in order to acquire the necessary tools to connect efficiently and sustainably all the municipalities.

The mission and the common strategy described so far will have to consider not only the Union of Municipalities constituents the pilot area but also municipalities of the Lanzo's Valleys, and especially the hinterland municipalities of Turin, so as to develop the potential at the local scale and amplify it thanks to the implementation of the system.



DEVELOPMENT MEASURES FOR OUR PILOT AREA

The development measures are defined based on the results of a research carried out in the initial phase of the project and illustrated in the Methodological Document. The Document discusses several innovative aspects of the new Piedmont Regional Town Planning Law: town planning equalization, the distinction between the structural and operational contents of the planning process, the recognition of the value of ecosystems services, the integration of quality objectives relative to the landscape and its economic development, recognition of the role performed by the rural-urban areas on the outskirts of the city (territorial equalization). The research provides basic theories and operational guidelines for the use of the new analysis and planning methodologies, with a view to favour: urban regeneration, which will counteract the expansion and consumption of agricultural land; improvement of the local and territorial environmental balances by reinforcing the services relative to the ecosystems and the environmental and landscape components of structural value; a greater, more balanced involvement of private individuals in the construction of the “public city”.





VERONA AND THE PREALPINE VALLEYS

The urban area of Verona is located at the mouth of a valleys system in the Prealps (Valpolicella, Valpantena, Val Squaranto): the hilly area historically represented an agricultural resource for the town, from the Roman time to the Venetian Republic. Today, after a productive decline in the XXth Century, it plays again an active role in the regional economy with its high quality agro-food productions (wine, oil) positioned on the international market.

The town of Verona includes the historic center (UNESCO World Heritage) visited by hundreds of thousands people every year, which is the fourth tourism attraction in Italy. The two industrial clusters (Agricultural Industrial Zones, ZAI) are presently affected by the economic crisis. After the changes in the economic context the town is called to rethink the relationships between the different parts that forms its territorial system. In the pre-alpine valleys (Municipalities of Negrar, Grezzana, Roverè Veronese) the agro-food productions reached in the last decades a level of excellence recognized at international level (Valpolicella, Amarone), offering a specific development sector able to withstand the crisis and represent a model by its own. The mountain area rising toward Lessinia mountains presents a unique landscape of grazings, with tourism potential beside production.

The balance between the urban and rural dimension, the achievement of a mutual and fruitful relationship between the urban area and the pre-alpine valleys, offer the opportunity for a lasting and sustainable development of the entire territorial system. It represent a challenge to promote specific characters within a cohesive territorial structure.



THE POLICIES INVOLVED IN THE PILOT ACTION

The pilot action of the Veneto Region has been developed considering which “policies” at regional level affect the urban- rural relationships and have a significant outcome on territorial development. To this end the word “policy” is used in a wide sense, including plans, programs and projects, as agreed with the other Partners of the RURBANCE Project. The Urban Planning tools and the Rural Development Programme have been identified as the policies of greatest interest. These two sectors, each governed by a complex regulatory system by the Region, have a significant impact on territorial changes, but often they are not adequately integrated or coordinated.

Despite the territorial impact of these policies (planning with regard to new urbanization, rural development concerning agricultural production) only spare experiences exist in the region with the objective of their integration, taking the form of experimental plans or policy actions for restoration of the rural heritage.

An example of integration between these two policies has been implemented under the Pilot Action of Veneto Region. The first steps to strengthen urban-rural relationships within these instruments have been made. The proposals for a more comprehensive integration were developed. The overall objective is to coordinate the territorial transformations foreseen by the planning instruments with those promoted by the agricultural policies, in order to foster an organic territorial evolution and a balanced development of urban and agricultural areas.



THE PARTICIPATORY PROCESS WITH THE STAKEHOLDERS

In Veneto, participation with the stakeholders was a key step to support decision makers in government actions concerning rural-urban relationship and local development. The choice of a bottom-up model of Community Led Local Development aimed at building a model of inclusive and integrated governance in the territorial system of the pilot area. In fact, the inter-municipal scale gave an opportunity to integrate and expand the government actions beyond the administrative level, toward a systemic and cooperative approach.

Thus, participation has triggered a step by step process, which began with the identification (mapping) of the various stakeholders at local level (public and private). These subjects have been offered 1) training and guidance (coaching) to make them aware of their policy options and extend their expertise (capacity building); 2) a comparison with other areas and experiences (twinning) concerning the same topics, to understand the value of their own practices and import new actions recognized as virtuous. The final step of the process was building a group of stakeholders (networking), to run discussion tables and prompt local animation. Common and preliminary to each phase has been communication, conducted both by traditional means (official invitations from municipalities, regional invitations by Veneto, project e-mail invitations) and through use of social media (mainly Facebook).

COACHING FOR THE POLICY MAKERS AND STAKEHOLDERS

To create a cooperative win-win vision among the different subjects and the government policies of this territory, the organization of some meetings was necessary, for information, training and capacity building.

The coaching was identified as the best strategy to collect and transmit knowledge, in order to generate an empowerment of decision makers and stakeholders, before they were engaged in a participatory process aimed at resolving the place-based problems. The training and capacity building during the coaching, in fact, had not only informational purposes (for an informed discussion), but also operational purposes. These activities were oriented to prompt a change, both in individual and associated subjects, through enhancing qualities (skills and knowledge) of the reached stakeholders, for the improvement of future performance related to the effectiveness of government actions and territorial management, aiming at a sustainable local development.



DEVELOPMENT MEASURES

The Pilot Action of Veneto Region within the RURBANCE Project aimed at integrating urban planning instruments with Rural Development policies. With this aim a set of “framework measures” have been introduced from the project beginning.

1. A “regional need” has been defined for the rural development programme of Veneto region for 2014-2020 called “Supporting the relationships between different systems, urban and rural areas, mountain areas and plains”. It has been approved by Veneto Region and sent to the European Commission for approval on July 22nd 2014.

2. A proposal for the operative regulations of the Veneto region planning act (n.11, 2004) about “Territorial standards” has been drawn, concerning services offered by farmers for land management to be recognized through agreements with the municipalities or urban planning benefits.

The participation process of the Pilot Action returned later a set of requests and of opportunities for the rural-urban relationships in the Pilot Area. In detail some projects proposals emerged

3. A bike trail system linking the urban core of Verona with the rural valleys to the north, which would be useful to enhance rural tourism. A technical proposal for the implementation of this bike trail system, named “RUR[By]CyCLE”, have been drawn with the support of Veneto Region by 4 Municipalities, that have applied to a European Cohesion Fund Call by Dec 2014 (see below).

4. A local network of farmers and agro-food producers, with a technical staff, which would support them in their market and tourism activities linked to the urban center of Verona (beside the the bike trail system, see above). A technical proposal for the network have been prepared for the Rural Development Programme Call of the Cooperation measure open in late 2015 (see below).



5. Agreements with the municipalities have been proposed to the farmers, agro-food producers and associations through a second round of discussion tables. The agreements concern the land and trail maintenance work realized by them (related to the bike trail system) in exchange for a set of rural tourism services by the local network (organizing tours, products booking, etc.).

To implement these proposals the opportunities offered with a cross-sector approach by the European funds have been examined. The funding opportunities identified are the following.

6. The Measure 16 of the Rural Development Programme (“Cooperation”, Article 35 of EC Regulation) have been identified to support the local farmers network. The technical options of using sub-measure 16.1 related to the European Innovation Partnership (EIP-AGRI) or the sub-measure 16.5 Related to environmental services have been evaluated. The first Call for Measure 16 is foreseen for the second half of 2015.

7. A public call of European Cohesion Fund for “Bike trails - Sustainable mobility, Axis 4”, have been identified, which opened on 3/10/2014 and closed in 2 months. 4 Municipalities of the Pilot Area have applied to the Call with the support of Veneto Region. Through the analysis of RURBANCE Project a problem in the Call concerning urban planning permits has been identified and solved, to allow the access of all the Municipalities to the funds.





ZURICH - GOTTHARD - MILAN: TRANSPORTATION CORRIDOR AS COOPERATION AXIS?

The «Gotthard» is the heart of Switzerland and its corridor one of the most important north-south-transportation-axes in Europe. It covers the cantons of Zurich, Zug, Schwyz, Uri and Ticino. The «Gotthard»-pass (Italian «passo del San Gottardo») is geographically and historically seen the heart of Switzerland. The pass has been a myth for Swiss population and is still today. «Gotthard» is the waterhead of big European rivers and the continental water divide between north and south. During World War II, «Gotthard» was the heart of the so called «Réduit», in case of a warlike attack the last defence line within the own country. The trade over the Gotthard brought together people from north and south. In former times over the pass by mules, later with the famous Gotthard-coach, through tunnels since 1882 with the train, and since 1980 with cars and trucks. These facts give an important historical and geographical role to the «Gotthard»-line. That's why the Gotthard-corridor was chosen as an object for the concrete project of the city of Zurich as a partner in the Alpine Space-project «RURBANCE».

NEW RISKS, NEW CHALLENGES

The so defined Gotthard-corridor includes 25% of Swiss population and 16.5% of Swiss territory. The effective living space is a very tight settlement with 590 km² or 1.4% of Swiss land. The corridor is home of very diverging urban, semi-rural and rural regions. The 57 km long Gotthard Base-Tunnel (opening end of 2016) and the 15 km long Ceneri Base-tunnel (opening end of 2019) will shorten the distance by train between Zurich and Milan by 75 minutes to less than 3 hours. The delimitation of the Territorial System «Zurich-Gotthard-Milan» is congruent to the Pilot Area and is given by geographical, economic and historical reasons. The new base tunnel will have impacts on all regions on the Gotthard-axis, and this opens questions: What effects must we expect in urban, semiurban/semirural and rural areas? What changes can be anticipated, where are common interests? How can efficiency and effectiveness of cooperation be improved? What kind of cooperations could be successful in terms of generating an integrated urban-rural relationship?



TUNNELS CAUSING NEW INITIAL POSITIONS FOR RURAL AND URBAN REGIONS

The «Gotthard»-line leads from Zurich along the lake of Zurich to the plain of the densely populated canton Zug. From there, the line continues to the inner line from Erstfeld to Bodio will experience an enormous change. From Bodio, the train very soon gets to the capital of the Canton Ticino, Bellinzona. From there, a second new base tunnel will traverse from 2020 on the Monte Ceneri. Monte Ceneri divides geographically Canton Ticino into the so called Sopraceneri and Sottoceneri. The Ceneri Base Tunnel will be 15.4 km long and will avoid as the Gotthard Base Tunnel height differences. In the Sottoceneri, the train passes the economic heart of Ticino, the city and agglomeration of Lugano, and the dam of Melide to get to the urban region of Mendrisio and Chiasso (Mendrisiotto) and the Italian city of Como. From there the «Gotthard»-line leads through flat land via Lainate directly to Milan.



RESILIENCES AND EXISTING COOPERATIONS: A GOOD BASE TO FIGHT VULNERABILITIES

The urban regions experienced strongly growing prices for housing especially in Zurich, on the lake shore and in the Canton Zug due to the high growth of population. The city of Zurich takes a lot of measures to keep housing prices on a reasonable level. Keeping the outstanding quality of life is a basic factor for all Cantons on the corridorline. Even so the dependency on and the partly lack of highly qualified specialists is a special challenge. Growing stress-factors for the whole corridor are noise and dirt by growing transit traffic. For the rural regions there is a high economic dependency on a safe north-south-connection for trains and cars. The nearer to Gottardo, the higher the dependency. In the mountainous, peripheral regions of Canton Uri and in the northern part of Canton Ticino (Leventina, including side-valleys), depopulation and population ageing are a serious problem. Especially young people look for jobs in urban regions, whilst the older people remain in the valleys. The meltdown of permafrost causes more falling rocks, rocky regions over any living spaces and infrastructure have to be observed and maintained regularly. This leads to high requirements and costs on protection of settlement, economic areas and of traffic routes.

The infrastructure has generally a worldwide leading standard, such as mobility-, health-, education- and security system. Within this political system, that is based on a liberal ground and allows an unfolding of private initiative, there grew a strong economy as well as private organisations, that organise any topics in an efficient and economic way. The transportation systems of the corridor-regions are known as very exact and punctual.

«GOTTHARD»-PARTNERS IN SEARCH OF HIGH LEVEL COOPERATION THEMES

The aims of the project were defined as «Informing actors» (show current state of the corridor and the probable effects of the NEAT, risks and chances), «Connecting actors» (bring partners together for discussion) and «Developing ideas for common action» (proposals for specific policy measures; design of possible processes for implementation). out of these aims there should grow measures that can be implemented as a cooperation a) between urban and rural areas, south and north, b) which cannot be carried out taking unilateral action and c) that use chances/avoid risks triggered by NEAT.



A DIVERSE AND SEGMENTED REGION GETTING NEARER TO EACH OTHER

The Gotthard-corridor is a very diverse and segmented region. Even if the regions within the corridor have been connected for centuries, there are remarkable and obvious differences between them. A first analysis of the regions shows the very urban region of Zurich including Canton Zug and the inner part of Canton Schwyz. The same picture shows up in the south, where the agglomerations of Lugano/Sottoceneri and Bellinzona-Locarno are comparable to Canton Zug and the inner part of Canton Schwyz. Milan would be the counterpart of the core city Zurich in the north.

To sum up all maps of the corridor show one quality: the high diversion and segmentation between the urban north (Zurich, Zug, partly inner part of Canton Schwyz) and the urban south (Lugano/Sottoceneri, as well as Milan and agglomeration) on the one side and the rural regions inbetween (Canton Uri, Leventina), on the other side. It will be interesting to see if the urban region of Bellinzona will transform into a «strong» economic region after the opening of the NEAT-tunnels. The analysis of chances and risks showed that the «Bellinzonese» has good chances for a breakthrough, if it is supported by appropriate measures. As well the project of the cantonal train-hub in Uri's capital Altdorf is a promising project.



SCENARIO

Our midterm scenario is that there will be a stronger cross-linkage and a speed up of the development between the two metropolitan areas of Zurich and Milan, what strengthens their positions in general and makes them the first to benefit of the development. on the other hand, the cross-linkage of middlesized cities with a trainstop inbetween the two metropolies will bring them a stronger growth, but also other regional centres as Locarno, Chiasso and Arth-Goldau will profit.

Altdorf can become a logistic centre, whilst Bellinzona and Altdorf can develop a new sustainable touristic development in the Gotthard region (upper Uri and Leventina). Bellinzona could become an interesting hub for specialized congress services.



VISION

In the mid-term each city and region will work on its traditional skills, strengthen and develop it to the needs of the now nearer metropolitan centres. This leads to the long-term development. Thanks to the stronger cross-linkage of the cities and regions on the Gotthard-axis with the metropolitan areas of Zurich and Milan, we assume in a second step - long-term vision - that the regional centres will optimise their connections to their own hinterland. Smilarly the link to and from the metropolitan centres gets stronger. A sustainable diversification of specialized services based on the needs in the metropolitan areas can grow on the traditional skills of the regions. The focus on the regional skills will be stronger integrated with the needs of the metropolitan areas, where new needs usually grow first. In the same way the rural regions can integrate it faster to their own skills. It will be difficult for the Cantons and the cities to influence this development directly. But the State can help to interconnect with appropriate measures.

SUSTAINABLE COOPERATION BY PUBLIC IMPULSES FOR THE PRIVATE SECTOR

Several possibilities for a concrete cooperation between the different institutions of the public sector were checked upon as for example the establishment of a conference of the NEAT-Cantons, the extension of existing cooperation structures, the realisation of selected pilot projects and the role of the public sector to give impulses. To give impulses by the public sector to the private sector (and not to act for the moment from the side of the public sector), this is the common sense among the study partners (of the public sector), is from the present point of view the right approach. There are already different projects on private initiative, that must be continued. There is also a good potential of ideas to realise additional projects of the private sector or NGOs. The heterogeneity of the partners' interests is an argument against a broader or deepened cooperation within the whole Gotthard-corridor. The focus on cooperation in the public sector will be within the regions, with neighbouring regions or among homogeneous partners (for example among big cities or among regional centres). It is possible, that this assessment has to be revised in the course of time.

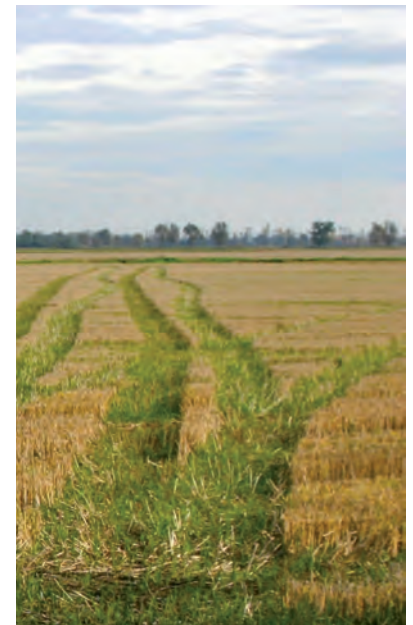
POLICIES READDRESSING BOTTOM-UP DECISION-MAKING

Working for almost 3 years, the partners of the Rurbance project supported their Territorial Systems in a process with a view to sharing a new territorial vision that is capable of combining the potential of both urban and rural worlds. To do this, they worked together to create new development measures and new governance models, thus laying the foundations for reorientation and integration of sectoral policies (environmental, rural, urban, transport, tourism and social).

A bottom-up approach was used throughout the process, to ensure increased involvement of the territory itself in its most representative forms, starting from the local institutions, enterprises in the local area (e.g. farms, enterprises developing mobility services, tourism enterprises, etc.) and associations. In this way, by means of various pilot actions, a map of the “system of competencies” existing was reconstructed, highlighting the similarities and proximity that can be exploited in new combinations and encouraging processes of integration by confirming cooperative patterns of work based on co-planning activities whose support instruments, supplied by Rurbance, were adapted from time to time in line with the characteristics of the projects.



Image: G. Molina



PILOT ACTIONS

Using the Development Discussion Tables, the Rurbance partners helped local players to define pilot actions aimed at implementing the integrated approach developed with the project and lay the foundations for reorienting future territorial development policies. In each of the areas of reference it was demonstrated how, by combining the interests and development objectives of the city and the rural areas, a different vision of the territory can be created, one which is able to generate economic, environmental and social value from the mutual recognition and integration of the needs and potential of different areas. The pilot actions implemented in the Rurbance project, which are described in more detail in the individual Territorial Systems information sheets, essentially endeavoured to use an integrated approach to reorientate three types of policy.

FOOD AND RURAL DEVELOPMENT POLICIES

Farmers and their representative associations were involved at different levels and with different roles in the Territorial Systems of Milan, Grenoble, Ljubljana and Allgäu, to share in the process of creating a food policy able to meet the needs of the city by promoting local rural development. The growing need for good quality food, attention paid to the seasonal nature of products and their origin and an awareness of sustainable production foster the development of local markets where the urban world comes into contact with a surprisingly nearby high-quality rural area. With the support of the Rurbance project, the local authorities and the farmers consulted one another in order to create “agri-food strategies” able to exploit local produce in contexts characterised by deep-rooted territorial change which over time has marginalised the rural world in favour of urban development that is no longer consistent with a long-term prospective of sustainability. The process took on different forms in the different territorial areas, often drawing inspiration from the small local initiatives in order to strive to achieve a broader approach to building a fully-fledged policy. In the Milan area, the local authorities and the farmers (arranged in Districts) signed a formal Agreement identifying common development objectives starting with recognition and reinforcement of farming in the metropolitan area. In Grenoble a partnership was created between the city, 5 inter-municipal communities and the Chartreuse and Vercors regional natural parks, to define a “roadmap” together for food and rural policies. When



pinpointing the inter-municipal cooperation priorities in the metropolitan area of Ljubljana, the food self-sufficiency policy was identified as strategic for the sustainability of territorial relations and for local development, thus opening up the prospect of future cooperative work between the various stakeholders (municipalities, development agencies, farmers, public catering, etc.). In the Allgäu region, an initiative to promote local farmers, which is already underway, has been re-directed towards more extensive activity to promote the territory, the landscape and high-quality products in a single communications solution that is enhancing the origin and provenance of the products and building an interconnecting relationship with the metropolitan area of Munich. In all cases, the work carried out with the Rurbance project has made it possible to network relations between the territories, exploiting interdependency and the mutual benefits of the cooperation.





SUSTAINABLE MOBILITY POLICIES

The Rurbance project partners worked with the local players in various Territorial Systems on the theme of mobility, which is an essential factor to enable connections and, as a result, cooperation between the urban and rural areas.

In the territory of Graz, for example, the theme of mobility has been tackled in relation to the development of tourism and leisure services. The Graz hinterland is a territory full of open spaces and although the public transport system is efficient, it was mainly designed to serve commuters travelling into the city and is poor at the weekend, which is precisely when many people decide to travel out of the city, having to use their private car when other services are not available.

The pilot area North of Graz was taken into consideration in the context of the Rurbance project, up to the Almenland/Teichalm natural park: the city of Graz, the neighbouring municipalities, the public transport companies, providers of complementary transport services and the development agencies activated a working table to share a development project for new transport services including taxi-sharing, dial-a-bus services, additional temporary services put on for events promoting the territory, cycle paths with rail connections, etc.

An ambitious project was launched by Grenoble-Alpes Métropole, too, which initiated a study, sharing the objectives with the local stakeholders, to assess the opportunity to define the ways to establish a mobility agency able to manage eco-mobility services to connect Grenoble, the inter-municipal community and the Chartreuse Regional Natural Park, going as far as including connections with the nearest cities (Chambéry and Voiron), with a view to enhancing a polycentric approach and exploiting the relative interconnected rural areas.

The theme of mobility has also been tackled by the City of Zurich, but with an interregional and international approach based on the development of the Gotthard railway, an infrastructure not only able to connect two large metropolitan areas (Zurich and Milan) but also able to provide the intermediary rural areas connected by the network with development opportunities. The cantons of Uri, Schwitz and Ticino took part in benchmarking activities and highlighted, in particular, the need to integrate the alpine valleys in the network to bring them nearer to the large service areas of the cities (potential markets for rural products, but also tourist attractions which can be further integrated with the surrounding rural territory).

In brief, local players collaborated in the Rurbance project to implement projects grounded on the belief that the urban-rural relationship becomes much more balanced and precursory to common development the more we make use of services conceived to promote real connections between the areas and between the players. Among these, mobility services are often the key to unlocking economic growth, improved living conditions, environmental and landscape regeneration in both interconnected areas.





INTER-MUNICIPAL COOPERATION AND TERRITORIAL PLANNING

Although they came from different territorial and institutional backgrounds, many of the Rurbance partners shared with the respective stakeholders the importance of working together to define inter-municipal cooperation methods that often rely on regional planning that crosses the administrative boundaries and as such reflects the needs of the territory and of its relations.

The Piedmont Region is one of the most interesting examples. Its aim, with the Rurbance project, was to implement two planning instruments at local level: the Regional Plan and the Regional Landscape Plan. This process was put into place by the Municipalities of the Union of Municipalities of the Ciriace valley and lower Canavese area, which together tried out new models adding ecosystem services and urban and territorial equalisation to the local plans, principles which can only be applied with an integrated territorial vision in which the administrative boundaries are no longer the sole point of reference for territorial planning and programming. The new vision of local-scale territorial planning will as a result affect the governing of the territory and its long-term changes, but so far it has been able to create new relations between players and new governance models for application in different sectors and policies (e.g. in the field of rural development policies).

In the Veneto Region, too, inter-municipal cooperation has led to common territorial planning, with very concrete planning implications. The Municipalities of Verona, Grezzana, Negrar and Roverè Veronese decided to re-establish the urban-rural relationship by means of a cycle path that is a fully-fledged green arterial path, the Natura 2000 network, linking up the various attractions of the territory, the agricultural and natural landscape and high-value cultural attractions. In order to implement this process, each Municipality involved will need to supplement its territorial plan to include any amendments for the enhancement of green areas, recognition of the functions of the rural production system in the urban context, enhancement of the landscape and culture, etc. The project is a fully-fledged “masterplan for the building of a network of urban-rural relations” and can be implemented thanks to the investment of structural funds and the 2014-2020 rural development plan.

Recognition of the value of inter-municipal cooperation for balanced territorial development was even more significant in the Territorial System of Ljubljana. There are no regional government levels in Slovenia and cooperation between Municipalities is generally rather poor, as it is not defined by a regulatory or legislative framework. The Rurbance project partners worked together with the City of Ljubljana and the 26 Municipalities of the so-called “Urban Region of Ljubljana” to develop a new supra-municipal territorial cooperation model. This model is based not only on official bodies (such as the regional development council) but also on informal collaboration methods to be activated for specific themes of interest (e.g. energy policies) in respect of which the common strategy developments may also affect official cooperation, e.g. widespread territorial planning.

RESULTS AND CONCLUSIONS

In 3 years of work, the Rurbance project achieved many results, but it also laid the foundations for the development of new projects and initiatives to ensure that these outcomes in terms of territorial change last in the long-term.

First of all, the following process was activated in the selected urban-rural Territorial Systems with Rurbance:

- ① Identification and mutual recognition of the players and their roles
- ① Identification of the potential synergy between urban and rural areas
- ① Collective involvement in policy-making
- ① Creation and sharing of a common sustainable, long-lasting and inclusive development scenario
- ① Definition of development measures capable of combining territorial needs and optimising the respective environmental, economic, social and cultural contribution
- ① Co-planning of the actions and strategies for implementation of the shared scenario
- ① Structuring of multi-level governance models suitable for making and implementing integrated policies.

In brief, the Rurbance project helped the players in the local area to structure their reports and to define common development objectives which can be pursued with a mix of design and financial tools, a portion of which have already been identified and another portion to be defined in time.





TOWARDS A JOINT DEVELOPMENT STRATEGY

The medium- to long-term objective of the Rurbance project is to define, in each Territorial System, what the partners have named the “Joint Development Strategy”, or rather the strategy able to put in place – or at least guide towards – the development scenario outlined in the project process.

The strategy can take on a different shape in each territory, depending on local characteristics and existing socio-economic conditions, but the objective is shared by all of the territories: a balanced urban-rural development. In the same way, the same essential factors were identified in all territories, to be combined to develop the strategy:

- ① Sharing of costs: all the players (and territories) involved shall each co-finance the development measures identified according to their own capacity, with the objective of putting the available resources in place and optimising the efficacy of the same;
- ① Sharing of benefits: all the players (and territories) involved shall benefit from the measures adopted, including on different scales depending on the measure and with compensatory measures envisaged where applicable, for those policies which inevitably benefit different territorial areas to different extents;
- ① Sharing of risks: the process for implementing the strategy is long and relies on the ability to maintain and re-address the measures over time; this means that the players have to take the relative risks and bear the costs of adaptation measures. These risks should be taken mutually;
- ① Common ownership of resources: the strategy should be based on the assumption that the resources (territorial, environmental, cultural, etc.) are the common heritage of the Territorial System as a whole and as such should be exploited on the one hand and protected for the common good on the other;
- ① Participative decision-making: the decisions should be shared and the decision-making process should be structured according to rules that the players decide to impose based on the model (or governance models) they deem to be the most efficient and effective for the process to be successful.

On closure of the Rurbance project, this agreement was structured in all the Territorial Systems and has already become operational in some cases, thanks to the launching of a “urban-rural actions programme”.



2012
GRENOBLE
NOVEMBER

Grenoble November 2012
Kick-off event
Sharing of the ideas



2013
TURIN
APRIL

Turin April 2013
Transnational meeting
Analysis of the policies



2013
ZURICH
SEPTEMBER

Zurich September 2013
Transnational meeting
Strategies for the
stakeholders' involvement



Graz April 2014
Project conference
Feedbacks from the
governance processes

2014
GRAZ
APRIL





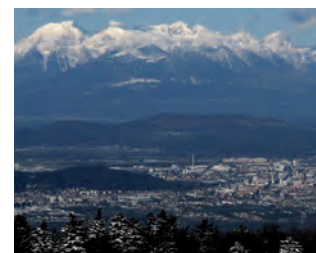
CIRIÈ, TURIN-ITALY
15.10.2014



MUNICH, GERMANY
3-4.11.2014



Munich November 2014
Transnational meeting
Planning of integrated
development measures



Milan May 2015
Final conference
Towards the future

2014
BRUSSELS
OCTOBER

2014
MUNICH
NOVEMBER

2015
LJUBLJANA
FEBRUARY

6 MAY 2015
MILAN
EXPO

Brussels October 2014
European event
Sharing of the **RURBANCE**
territorial visions



MILAN, ITALY
16-17.10.2014

Ljubljana February 2015
Transnational meeting
Policies' orientation



GRAZ, AUSTRIA
11.11.2014

PARTNERSHIP



AUSTRIA

- City of Graz
- Regionalmanagement Graz & Graz Surrounding



FRANCE

- Regional Council of Rhône Alpes, Mountain, Tourism and Natural Regional Park Direction
- Grenoble Alpes Métropole, Department of Prospective & Territorial Strategy
- Town Planning Institute of Grenoble, University Pierre Mendès France
- Urban Agency of the Grenoble Region



GERMANY

- Leibniz Universität Hannover, Chair for Regional Building and Urban Planning
- Allgäu Association for Dwelling and Tourism



ITALY

- Lombardia Region, Environment Energy and Sustainable Development Directorate (Lead Partner) in collaboration with Territory, Urban Planning and Soil Conservation Directorate
- Veneto Region, Urban and Landscape Planning Department
- Piedmont Region, Department for Strategic programming, spatial policies and housing, Unit for Spatial and landscape planning



RRA LUR regional development agency of Ljubljana urban region

SLOVENIA

- Research Centre of the Slovenian Academy of Sciences and Arts, Anton Melik Geographical Institute
- Regional Development Agency of Ljubljana Urban Region



SWITZERLAND

- City of Zurich, Urban Development and Foreign Affairs





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ALPINE SPACE: THIS PROJECT IS CO-FUNDED BY THE EUROPEAN REGIONAL DEVELOPMENT FUND