
Cross-border spatial development in the Alpine Convention area

Assessment study

**Spatial Planning and Sustainable Development Working Group of
the Alpine Convention**

Mandate 2021-2022



ALPENKONVENTION
CONVENTION ALPINE
ALPSKA KONVENCIJA
CONVENZIONE DELLE ALPI

IMPRINT

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TABLE OF CONTENT

| | |
|--|-----|
| 1. BACKGROUND | 1 |
| 1.1 Mandate | 1 |
| 1.2 Framework of the Protocol | 2 |
| 2. METHODOLOGY | 3 |
| 2.1 Data collection..... | 6 |
| 2.2 Success-factors and obstacles | 8 |
| 3. PREVIOUS ACTIVITIES..... | 11 |
| 3.1 Declaration of Murnau – Declaration on Sustainable Spatial Development in the Alps ... | 11 |
| 3.2 International Conference “Sustainable Spatial Development in the Alps” | 12 |
| 3.3 ESPON Targeted Analysis Alps2050..... | 13 |
| 4. EXISTING FORMS OF COORDINATION AND COOPERATION IN SPATIAL PLANNING AND DEVELOPMENT | 17 |
| 4.1 Transalpine | 17 |
| 4.2 Austria - Italy | 36 |
| 4.3 Austria – Slovenia | 42 |
| 4.4 Austria - Switzerland | 45 |
| 4.5 Austria - Germany | 47 |
| 4.6 France – Italy | 59 |
| 4.7 France – Switzerland..... | 72 |
| 4.8 France - Monaco | 74 |
| 4.9 Germany - Switzerland | 75 |
| 4.10 Italy - Slovenia..... | 79 |
| 4.11 Italy - Switzerland | 85 |
| 4.12 Liechtenstein - Austria/Switzerland..... | 88 |
| 4.13 National and state strategies and requirements for cooperation | 89 |
| 4.14 Cross-border cooperation and instruments outlined in Compliance Reports | 94 |
| 5. QUANTITATIVE ANALYSIS OF INTERREG PROJECTS AND REFLECTIONS | 96 |
| 5.1 The transnational perspective on cross-border spatial development..... | 96 |
| 6. SUCCESS FACTORS AND OBSTACLES..... | 105 |
| 6.1 Expert interviews | 107 |
| 7. PROPOSALS FOR PILOT ACTIVITIES..... | 115 |
| 8. SUMMARY | 115 |
| Relevance of the different topics | 115 |

| | |
|---|-----|
| Relevance of different geographical scopes for the topics | 116 |
| Supporting and impeding factors | 116 |
| Potential approaches, measures and needs for action | 117 |
| 9. LITERATURE | 119 |
| 10. ANNEX..... | 1 |
| Annex 1 Cross-border cooperation references in 2019f Compliance Reports | 1 |
| Annex 2 Legal framework for international resp. cross-border cooperation in spatial planning (selected examples)..... | 3 |
| Annex 3 Fit4Co success factors for cross-border cooperation projects..... | 11 |
| Annex 4 Questionnaire for expert interviews..... | 13 |
| Annex 5 Existing bodies of cross-border cooperation | 21 |

Tables

| | |
|---|-----|
| Table 1: Analyzed literature for the transalpine screening..... | 7 |
| Table 2: Types of obstacles in the production of cross-border spatial planning..... | 9 |
| Table 3: Comments by interview partners in regard to success factors..... | 108 |
| Table 4: Comments by interview partners in regard to success factors..... | 110 |
| Table 5: Remarks and current impediments in regard to topics for stronger cross-border cooperation..... | 112 |
| Table 6: Instruments used for cross-border coordination of spatial planning..... | 1 |
| Table 7: Cooperation structures mentioned in the Compliance Reports (non-comprehensive)... | 1 |
| Table 8: Examples for bodies of cross-border cooperation active in the Alps..... | 21 |

Figures

| | |
|---|-----|
| Figure 1: Cross-border spatial development and planning as a gradient pyramid. | 4 |
| Figure 2: Cross-border and international cooperation in the Alps..... | 14 |
| Figure 3: ALCOTRA territory and PITER for the 2014-2020 period..... | 61 |
| Figure 4: Interreg V-B and Interreg V-A budget volumes and the shares of EU- and other funding in the Alpine Convention area..... | 97 |
| Figure 5: Thematic and financial focus of the nine Interreg V-A programs in the Alpine Convention area..... | 98 |
| Figure 6: Thematic and financial structure of the Interreg V-B Alpine Space Program in the Alpine Convention area..... | 100 |
| Figure 7: Top 5 thematic focus in the different Interreg V-A program areas..... | 101 |
| Figure 8: Success factors as ranked by interview partners..... | 108 |

| | |
|---|-----|
| Figure 9: Obstacles as ranked by interview partners..... | 110 |
| Figure 10: Future needs for action as perceived by interview partners..... | 112 |
| Figure 11: Most urgent needs for cross-border cooperation according to interview partners.. | 115 |

Abbreviations

| | |
|-----------|---|
| ACTS 2050 | Alpine Climate Target System 2050 |
| ADRION | Interreg Adria Ionic |
| AEBR | Association of European Border Regions |
| AG | Action Group |
| ALCOTRA | Alpes Latines COopération TRAnsfrontalière |
| ARL | Academy for Spatial Development in the Leibniz Association |
| ARPAF | Alpine Region Preparatory Action Fund |
| AT | Austria |
| BMI | Federal Ministry for the Interior, Building and Community (DE) |
| BMVI | Federal Ministry for Transport and Digital Infrastructure (DE) |
| CBC | Cross-border cooperation |
| CH | Switzerland |
| CLLD | Community-led local development |
| COMPASS | Comparative Analysis of Territorial Governance and Spatial Planning Systems in Europe |
| EGTC | European Grouping of Territorial Cooperation |
| EIA | Environmental Impact Assessment |
| ELSA | European Land and Soil Alliance |
| ESPON | European Spatial Observation Network |
| ETC | European Territorial Cooperation |
| EUSALP | EU Strategy for the Alpine Region |
| FAU | Friedrich-Alexander-University Erlangen |
| FR | France |
| FVG | Friuli Venezia Giulia |
| GIS | Geographic Information System |
| IBK | International Lake Constance Conference |
| ICT | Information and Communication Technologies |
| IMeG | Cross-border Metropolitan Regions Initiative (Initiativkreis Metropolitane Grenzregionen) |
| IT | Italy |
| LAG | Local Action Group |

| | |
|-----------|--|
| LAU | Local Area Unit |
| LEADER | Liaison entre actions de développement de l'économie rurale |
| LI | Liechtenstein |
| MAP | Multi-Annual Work Program of the Alpine Conference |
| MC | Monaco |
| MOT | Mission Opérationnelle Transfrontalière |
| MRS | Macro-regional strategy |
| NEAT | Neue Eisenbahn-Alpentransversale |
| NGO | Non-governmental organisation |
| NRLA | New Railway Links through the Alps |
| NUTS | Nomenclature of territorial units for statistics (Nomenclature des Unités territoriales statistiques) |
| PITEM | Integrated Thematic Plan |
| PITER/PIT | Integrated Territorial Plan |
| PLACE | Report on Spatial Planning & Ecological Connectivity |
| PSAC | Permanent Secretariat of the Alpine Convention |
| SEA | Strategic Environmental Assessment |
| SGI | Services of general interest |
| SI | Slovenia |
| SRADDET | Regional plan for planning, sustainable development and equality of territories (Schéma régional d'aménagement, de développement durable et d'égalité des territoires) |
| SPSDP | Spatial Planning and Sustainable Development Protocol |
| SUMP | Strategic Urban Mobility Plan |
| TEN | Trans-European Networks |
| TEN-T | Trans-European Networks – Train |
| UBA | German Environmental Agency |
| WG | Working Group |
| WG SPSPD | Working Group Spatial Planning and Sustainable Development |
| WSL | Swiss Federal Institute for Forest, Snow and Landscape Research |

1. BACKGROUND

Conducted at the beginning of the newly established Working Group Spatial Planning and Sustainable Development (WG SPSPD), this assessment study serves the purpose of establishing an overview of cross-border cooperation (CBC) in spatial planning and spatial development between the Contracting Parties of the Alpine Convention and their regions, municipalities and institutions. It includes past and present forms of cooperation and is intended to serve as a basis for identifying topics and needs for an intensified CBC for the interested public as well as for future activities of the WG SPSPD.

This study is based on a literature screening and a limited number of expert interviews. Efforts have been made to achieve a comprehensive overview. Nonetheless, the limited scope of the desktop-research and the broad bracket of what cooperation and types of projects can be summarised under the umbrella of spatial planning and spatial development, the assessment remains necessarily not exhaustive.

1.1 Mandate

The mandate 2021-2022 of the WG SPSPD outlines the following objectives and output for this deliverable (mandate citation in italics).

Assessment of the current status of cross-border cooperation and coordination of spatial development – particularly the coordination of spatial planning and sustainable spatial development – in the Alpine Convention area (Art. 4 of the Spatial Planning and Sustainable Development Protocol (SPSPDP)), with a particular focus on the Alpine Climate Target System 2050 (ACTS 2050). As a first step, the most important results of previous activities (Declaration of Murnau, International Conference “Sustainable Spatial Development in the Alps” in 2016, ESPON Targeted Analysis “Alps2050” and results of the follow-up-workshops in Munich) in the field of spatial development will be summarised as a basis for further actions of the WG.

Description of output

- Study report assessing cross-border cooperation and coordination of spatial planning in the Alpine Convention perimeter including
- documentation of identified areas of cooperation and synergies and
- proposals for pilot activities on cross-border or transnational spatial planning and integrated spatial development.

Geographical scope

The mandate geographically focuses on cross-border areas – with the exception of pilot activities, which are to be developed at a transnational scale. We defined this as cooperation between NUTS 3 regions or municipalities (LAU) from at least two different Contracting States lying directly on the borders or adjacent or near to them.¹

The WG SPSPD decided to also include transnational resp. international cooperation on the Alpine-wide level. This includes cooperation among Alpine countries as well as in the framework

¹ Cp. https://ec.europa.eu/regional_policy/de/policy/cooperation/european-territorial/cross-border/#1

of Interreg ETC-programs (Alpine Space, ADRION, Central Europe, Danube, Mediterranean, North West Europe). Transnational cooperation addresses a larger scale, comprising neighboring regions, parts of countries or even countries as such. Cooperation activities by Alpine Convention, the Alpine Space Program (Interreg B) and EUSALP cross borders, so borders or border regions can be – but not necessarily need to be – at the center of the cooperation. Cooperation may also take place between regions which not necessarily share common borders. International and territorial cooperation would in this context be the generic term that encompasses cross-border as well as transnational cooperation.

Thematic focus

The thematic focus of the assessment study was on permanent forms of cross-border cooperation in spatial planning and spatial development. This may entail the outputs and outcomes of Interreg-funded projects, but mostly excludes Interreg project results that may have been elaborated transnationally but are not addressing cross-border issues or regions.

Besides the topics of spatial planning and spatial development, the thematic scope includes the following sector topics in their spatially relevant dimension (see chapter 4): Protected areas/ Protection of open spaces, Reduction of land take/ soil protection, Water management, Transport, Tourism, Natural hazard, Cultural heritage/ landscape, Commerce and retail, Services of general interest, Climate change

1.2 Framework of the Protocol

The Alpine Convention Spatial Planning and Sustainable Development Protocol (SPSDP) addresses cross-border resp. international cooperation in the following regard:

Preamble

- *„promote cross-border cooperation between local and regional bodies [...] to produce harmonious development“*
- *„certain problems can only be resolved in a cross-border framework and require joint measures on the part of the Alpine States“*

Art. 2 Fundamental Commitments

- *„encourage harmonization in policies for territorial planning, development and protection by means of international cooperation“*

Art. 4 International Cooperation

- Elimination of obstacles for international cooperation/promoting collaboration at territorial level
- Greater international cooperation, particularly regarding territorial plans and/or programs for sustainable development → in border areas coordination of territorial planning with economic development and environmental requirements
- Representation of local/regional authorities in processes of national and international competence

Art. 8 Spatial plans and/or programs and sustainable development

- Coordination with bordering territorial authorities (incl. cross-border level)

The SPSDP formulates a series of important principles for the contracting parties, including international cooperation and coordination of sectoral policies. Moreover, the protocol calls for preparing spatial plans in coordination with bordering territorial authorities, *“possibly at a cross-border level”* (Art. 8 (3)). In this sense, the protocol leaves it open, at what stages of the systematic the activities take place.

Article 6 addresses the task of coordinating sector policies to promote sustainable development, particularly in three areas: to find solutions compatible with the protection of the environment (cp. Art. 3 regarding criteria for environmental protection and Art. 9 regarding content of spatial plans) and management of natural resources as well as to prevent risks connected to one-sided land use. In the context of

- Article 4, according to which cooperation should primarily aim at coordinating territorial (spatial) planning with economic development and ecological requirements (cross-sectoral coordination),
- and Article 8, according to which spatial plans ought to be coordinated with bordering territorial authorities (cross-border coordination),

coordination can be understood as avoiding or minimising frictions between different sectors or adjacent territories. Cooperation would thus imply a more (pro)active element of spatial planning and development that in its extent goes well beyond coordination, which describes the reconciliation of plans or schemes among autonomous partners that are not contractually bound to a joint project. From our perspective, the task of assessing the status quo strongly depends on a common understanding within the WG of the extent and depth when it comes to coordinating or cooperating in the field of spatial planning as well as an understanding of the legal framework of individual Alpine countries when it comes to cross-border cooperation in spatial planning (see Annex 1).

Additionally, the challenge for spatial planning in the Alpine Convention area is that the Alpine Convention stipulates a level of cross-border cooperation that is not necessarily reflected in the planning framework of the individual Alpine countries and requires *“extracurricular”* engagement of stakeholders (Bächtold et al. 2012:34) on both sides of the border: *“Talking about or practising cross-border spatial planning implies the need to develop a new way of thinking about spatial development, both at the domestic and cross-border scales. Therefore, the actors in charge of spatial planning have to deal with the contradictory situation in which they are caught up, with the willingness to cooperate across a border implying a certain “cross-border thinking” while being subject to constraints linked with the national regulatory frameworks”* (Durand & Decoville 2018:233). On top of that comes a lacking European harmonisation of spatial planning systems (ESPON 2018:233).

2. METHODOLOGY

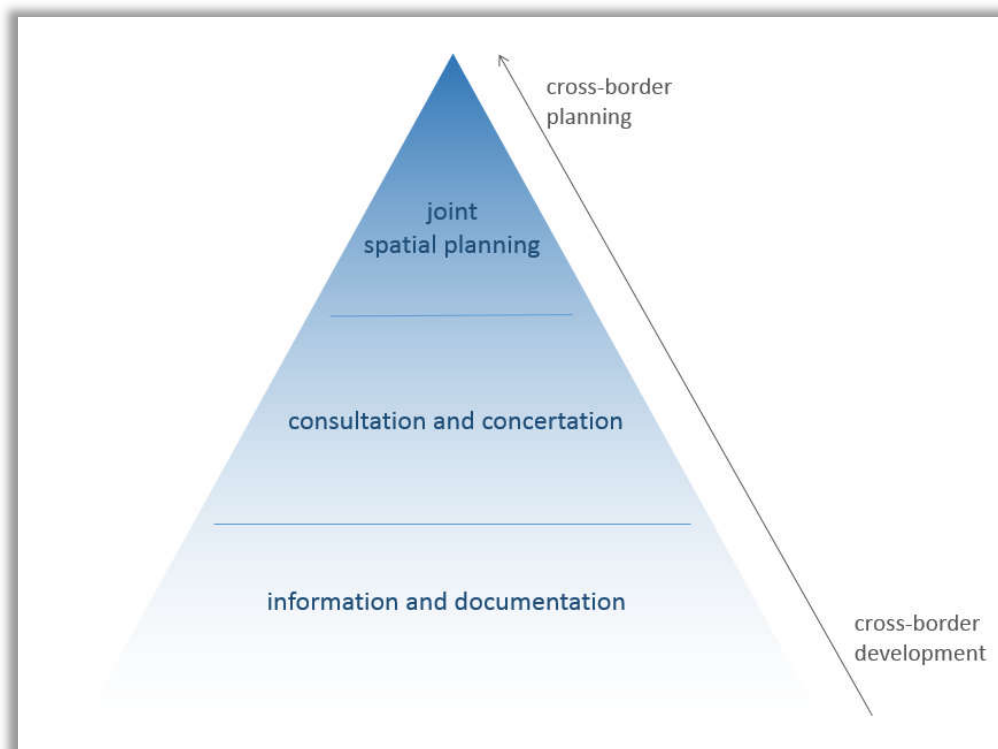
Scope of the assessment

The terminology of the protocol differs between coordination and cooperation resp. collaboration. Cooperation is seen as a tool (*“to produce harmonious development”* and *“to encourage harmonisation in policies for territorial planning, development and protection”*) as well as a process (*“international cooperation regarding territorial plans and/or programs”*). Coordination addresses the thematic alignment across sectors, borders, and mandates.

Given the rather ‘soft’ character of cross-border spatial planning, the coordination, cooperation, and collaboration can take very different forms. This depends a lot on how binding the setting is conceived. This leads to the concepts of spatial planning and spatial development, which can be regarded as overlapping each other. In particular for border regions, these overlaps between classical, binding planning instruments and rather informal instruments can be seen as a gradual scale from informal development towards formal planning (see

Source: Chilla, 2021.

Figure 1).



Source: Chilla, 2021.

Figure 1: Cross-border spatial development and planning as a gradient pyramid.

From this perspective, three stages can be differentiated:

- Firstly, information and documentation are the basis for all planning related activities. Spatial analyses and observatories play a major role in this context (cp. Peyrony & Denert 2012, BMVI 2018). One might mention the [Alpine Convention Atlas](https://www.alpine-convention.eu/), ESPON Alps2050, or the Arc Jurassien² example. As an example how to deal with these different stages the so-called Greater Region – the cross-border region around Luxembourg – concretized this in the participation process of the green book on territorial cohesion (Vidal & Niedermeyer 2011). In practical terms, the cross-border GIS in the Greater Region might be the most elaborated example³. Rather sectoral reports like the Reports on the State of

² <https://www.arcjurassien.ch/>

³ <https://www.sig-gr.eu/>

the Alps⁴ or studies like the ARPAF-funded CrossBorder Project⁵ are important sources of knowledge. Several Interreg projects contribute to key issues of spatial development, like the OpenSpaceAlps project⁶. On the strategic level, the programming procedures of Interreg A and B funding periods contribute to spatial development in the long run⁷.

- Secondly, consultation and concertation go a step further as different approaches and priorities are addressed. One inspiring example is the cross-border system of centrality in the Greater Region⁸. The above-mentioned frameworks on the local and regional level can be assigned to this step as well. In the Bavarian regional planning system (Landesplanung), a series of cross-border central places (grenzüberschreitende Doppelzentren) have been assigned, also for the Austrian-Bavarian region. They might also be categorised as a punctual result of consultation.
- Thirdly, joint spatial planning would be the most integrated step, which means that a cross-border area adjusts and finally merges its spatial development into a common cross-border spatial planning. Again, the Greater Region serves as a reference: The case of Alzette-Belval is institutionalized as European Grouping of Territorial Cooperation (EGTC), thus having a legal personality. The mandate comprises a multifaceted program, including to support the renewal and planning of the cross-border area that is characterized by its industrial heritage⁹.

Cross-border and transnational cooperation includes the following types of instruments and approaches:

- Spatial plans and/or programs
- Regional development concepts
- Memoranda of Understanding resp. Declarations of Intent
- Contractual arrangements
- Regional networks
- Regional cooperation structures or platforms
- Spatial observation
- Selected sectoral plans or programs with a prominent cross-border dimension
- Bilateral commissions
- Others

Assumptions for our assessment study

For the assessment study, we are adopting the following assumptions which will not be addressed in a broader sense:

⁴ <https://www.alpconv.org/en/home/soia/report-on-the-state-of-the-alps/>

⁵ <https://www.alpine-region.eu/projects/arpaf-crossborder>

⁶ <https://www.alpine-space.eu/projects/openspacealps/en/homeB>

⁷ E.g. <https://www.Interreg-bayaut.net/wp-content/uploads/2020/05/Version-2.0.pdf>

⁸ https://www.sig-gr.eu/de/cartes-thematiques/amenagement-territoire/poles_fonctions_metropolitaines.html

⁹ <http://gectalzettelbelval.eu/>

1. Territorial development provides benefits when taking relevant cross-border or supra-regional effects (transit traffic, tourism, Common Agricultural Policy) into consideration
2. Cross-border coordination and cooperation in spatial planning and development is beneficial in terms of creating European, political, institutional, socio-economic and sociocultural benefits (AEBR 2012:10). This is most obvious for:
 - a. spatially coherent, largely integrated cross-border regions in view of functional regions and the EU cohesion policy of promoting and supporting the overall balanced development of its member countries and regions
 - b. cross-border regions with stark contrasts in spatial regulations (e.g. settlement, tourism)
 - c. cross-border regions with a strong shared interest in cooperating on spatially relevant issues

2.1 Data collection

The basis for this assessment is a screening of relevant documents and internet sources and interviews with a selected number (see 0) of experts. We did not strive for nor have achieved a complete, comprehensive overview. This does not exclude a latter further approach going into more detail. By approaching the issue from different angles (literature, expert interviews, online research), an effort has been made to identify activities that are relevant in a broader sense and to provide an overview of approaches, lessons-learnt and good examples in regard to follow-up activities.

2.1.1 Screening of existing assessments/studies

The basis for the assessment of the status quo is a screening of relevant literature. This includes the following documents in the context of the Alpine Convention:

- Previous reports of the Compliance Committee of the Alpine Convention on the implementation status of the Alpine Convention and its protocols, notably
 - Report to the XI Alpine Conference (AC11/A1/1) and the respective national reports
 - Excerpts from the national compliance reports for the Alpine Convention status report on the implementation of the Alpine Convention. For this first draft report and based on a consent by the respective national Focal Points, the not yet (11/2021) published national compliance reports from Austria, Italy, France, Monaco, Slovenia and Switzerland were analysed. Additionally, the compliance reports for Germany and Liechtenstein are publicly available and have been analysed.
- Umweltbundesamt (2018): Quo vadis soil protection in the Alps? Assessment of the Alpine Convention Soil Conservation Protocol and preparation/implementation of an international conference. UBA-Texte 56/2018. Dessau-Roßlau.
- In-depth report of the Compliance Committee (2019) on the Economical Use of Soil

Additional relevant literature and assessments has been collected and screened. For example, for the case of the German-Austrian border region, the Working Group “Cross-border spatial development in Bavaria” of the Bavarian chapter of the German Academy for Territorial Development in the Leibniz Association (ARL) has produced a report (Chilla et al. 2018).

Additionally, the ARL-Research Report 7 “Analysis, assessment and safeguarding of Alpine open spaces through spatial planning” (Job et al. 2017) also addresses cross-border aspects.

Also, online sources have been useful for the assessment of the status quo of cross-border and transnational cooperation (e.g. keep.eu-database, Database on cross-border territories by the French Transfrontier Operational Mission (MOT¹⁰), Euregio- resp. EGTC-websites¹¹, ArgeAlp¹², websites of regional planning authorities, scientific literature, planning-related cross-border institutions as the International Lake Constance Conference IBK¹³, etc.).

The literature screening was conducted according to the following process:

- The German chair and its consultants summarised the previous work carried out for the AC Ad-Hoc Expert Group on Spatial Planning (2015-2019) as a common starting point.
- The German chair and its consultants have screened relevant literature at the European and Alpine-wide level – selected in consultation with the Working Group members - that is available in German or English and handed over this basic stock of information to the national representatives for completion with national literature sources.
- A questionnaire has been prepared by the German chair to guide WG members through the literature screening of national relevant literature. They have been asked to deliver relevant information from their national sources according to the questionnaire.

Besides literature (Bächtold et al. 2012, Chilla et al. 2018) and internet sources with a focus on specific border regions or issues, the following transnational documents have been analyzed by the WGchair (Table 1).

Table 1: Analyzed literature for the transalpine screening.

| Author(s) | Year | Title |
|--|------|---|
| Job, Hubert; Mayer, Marius; Haßlacher, Peter; Nischik, Gero; Knauf, Christoph; Pütz, Marco; Essl, Josef; Marlin, Andreas; Kopf, Manfred; Obkircher, Stefan | 2017 | Analyse, Bewertung und Sicherung alpiner Freiräume durch Raumordnung und räumliche Planung |
| ESPON | 2018 | COMPASS – Comparative Analysis of Territorial Governance and Spatial Planning Systems in Europe Applied Research 2016-2018 Final Report |
| Medeiros, Eduardo (Ed.) | 2018 | European Territorial Cooperation, Theoretical and Empirical Approaches to the Process and Impacts of Cross-Border and Transnational Cooperation in Europe |
| ESPON | 2018 | Alps2050 Common spatial perspectives for the Alpine area. Towards a common vision, Targeted Analysis Final Report |

¹⁰ <http://www.espaces-transfrontaliers.org/en/resources/projects/>

¹¹ <http://www.europaregion.info/de/default.asp>

¹² <https://www.argealp.org/de/projekte>

¹³ <http://www.dachplus.org/>

| | | |
|--|------|--|
| Badura, M.; Kuenzer, N.; Sutor, G.; Kals, R.; Schmid, S. / UBA (Hrsg.) | 2018 | Quo vadis soil protection in the Alps? Assessment of the Alpine Convention Soil Conservation Protocol and preparation/implementation of an international conference. UBA-Texte 56/2018 |
| Soil Protection Working Group of the Alpine Convention | 2020 | Economical and prudent use of soil in the Alps. |
| Bundesministerium für Umwelt, Naturschutz und nukleare Sicherheit | 2019 | Bericht der Bundesrepublik Deutschland zum dritten Implementierungsbericht der Alpenkonvention und ihrer Protokolle gemäß Beschluss VII/4 der VII. Alpenkonferenz, Aktualisierter Länderbericht im Rahmen des dritten Überprüfungsverfahrens gemäß Beschluss ACXII/A1 in der Fassung des Beschlusses ACXIV/A7 Stand: Mai 2019 |
| Perrin, Mathieu; Bertrand, Nathalie; Kohler, Yann (main authors and coordinators) et al. | 2019 | PLACE Report on Spatial Planning & Ecological Connectivity - an analytical overview across the Alpine Convention area |
| Guillermo-Ramirez, M.; Nikolov, A. (Eds.) | 2015 | Spatial planning and cross-border cooperation |
| Pallagst, K.; Hartz, A.; Caesar, B. (Eds.) | 2018 | Border Futures – Zukunft Grenze – Avenir Frontière - Zukunftsfähigkeit grenzüberschreitender Zusammenarbeit |
| Plassmann, G.; Kohler, Y.; Badura, M.; Walze, C. | 2016 | Alpine Nature 2030. Creating [ecological] connectivity for generations to come. Commissioned by the German Federal Ministry for the Environment. Berlin. |
| Compliance Committee of the Alpine Convention | 2019 | Vertiefte Prüfung zum Thema „Flächensparende Bodennutzung“ Abschlussbericht (Entwurf 18.02.2019) |
| Permanent Secretariat of the Alpine Convention | 2020 | Vertiefte Prüfung des Überprüfungsausschusses der Alpenkonvention zum Thema „Flächensparende Bodennutzung“ |
| Compliance Committee of the Alpine Convention | 2011 | Bericht des Überprüfungsausschusses an die XI. Alpenkonferenz über den Stand der Einhaltung der Alpenkonvention und ihrer Durchführungsprotokolle. AC11/A1/1 |
| Austria, France, Germany, Italy, Liechtenstein, Monaco, Switzerland, Slovenia | 2019 | National compliance reports for the upcoming report on the implementation of the Alpine Convention |

2.1.2 Expert interviews

The overview gained through the literature analysis was supplemented by expert interviews (spatial planners, administration, associations of planning practitioners, representatives of regional cooperation structures, Euregio) in order to achieve a comprehensive and current overview on cross-border activities and needs for action. A template with guiding questions (see Annex 4) has been disseminated by the WG chair, according to which the interviews have been documented and handed over to the WG members.

2.2 Success-factors and obstacles

In order to develop targeted follow-up activities, the assessment of success factors and obstacles for cross-border cooperation and coordination in spatial planning and development – particularly the expert interviews – were structured in regard to the following potential success factors:

- Personal contacts among stakeholders
- Competence of key stakeholders (awareness about cross-border framework, personal networks)
- Mutual trust among stakeholders due to previous cooperation experience
- Compatible cross-border governance structures
- Sufficient and appropriate resources (human and financial)
- Informal networks (e.g. Alpine Soil Partnership, AlpPlan)
- Institutionalised networks (e.g. bodies of the Alpine Convention)
- Cross-border relevance of the issue at stake, thus interest from both sides of the border (e.g. ecological connectivity, mobility, flood management)
- Win-win situation for partners on both sides of the border (e.g. services of general interest, utilisation of existing infrastructure)
- Shared perception of the problem (awareness of a problem/conflict as well as its interpretation)
- Absence of cross-border competition (in the sense of competition e.g. for commercial or tourist development)
- Thematic/spatial information (ideally comparable at a cross-border level)
- (EU) Legal framework allowing or promoting cross-border cooperation
- Transnational treaties and plans (e.g. Alpine Convention)
- Other

Obstacles to cross-border cooperation include (Durand & Decoville 2018:240; DG Regio 2019:17):

Table 2: Types of obstacles in the production of cross-border spatial planning.

| | | | | |
|-------------------------|--|---|---|--|
| Institutional obstacles | Different state organisations (centralism, federalism) | Number of countries involved in the cooperation | Unbalanced representation of institutional levels and lack of coordination between them | Differentiated distribution of competencies according to administrative levels |
| Legal obstacles | Lack of compatibility between legal systems of territories | Absence of a clear regulatory framework and of legal tools at cross-border scale | Differences in land use, planning rules or building permits | |
| Technical obstacles | Lack of coordinated/ harmonised planning tools | Problems with the management of public spaces or cross-border services | Non-availability of specific funds for cross-border projects | Lack of connectivity of domestic systems/ networks |
| Cultural obstacles | Linguistic differences generating communication problems and misunderstandings | Discrepancies between planning cultures | Divergences in working methods for collecting data or for designing planning | Divergences concerning the definition/use of conceptual planning tools |
| Political obstacles | Divergences of planning visions | Discrepancies with respect to political priorities of each territory | National priorities outweigh cross-border ones | |
| Fiscal obstacles | Differentials in the levels of taxation | Differences with regards to the existence of taxes | | |
| Relational obstacles | Quality of interpersonal relations between individuals | Divergences between the stakeholders in terms of legitimacy, experience, and leadership | Level of trust between implicated actors in cross-border governance | Gap in interest and political involvement for cross-border scale |

(non-exhaustive list)

Source: Durand & Decoville 2018:240

Both the literature screening as well as the expert interviews as outlined below indicate needs for action in regard to the above-mentioned topics and instruments of spatial planning and development.

3. PREVIOUS ACTIVITIES

3.1 Declaration of Murnau – Declaration on Sustainable Spatial Development in the Alps

On 16 April 2016 the Ministers of the Contracting Parties of the Alpine Convention responsible for spatial planning have adopted the Declaration of Murnau (ACXIV/A12/1) in order to give a new impetus to the implementation of the SPSP.

The declaration lists the following new or more pressing challenges that have arisen since the drafting and adoption of the original protocol, resulting in common needs in regard to the effects of

- Climate change, adaption to climate change and natural hazards,
- Demographic change and structure and organisation of labour,
- Transport and connectivity,
- Settlement structure and land use,
- Energy savings, generation and provision,
- Tourism,
- Ecosystem function, ecological connectivity and biodiversity,
- Vitality of mountain areas and their small and medium-sized towns,
- Cultural and natural heritage and
- improvements of governance, cooperation, and organisational requirements.

Considering these challenges, the Ministers see the need for a cross-sectoral approach to tackle the growing number of cross-cutting issues facing spatial development and to strengthen sustainable development in the Alpine region, including

- an integrated and sustainable spatial development that exceeds the scope of conventional spatial planning and requires joint efforts within sector-specific policies,
- the consideration of the above-mentioned issues,
- the development of a long-term perspective for the population living in the Alpine Convention perimeter in regard to health and quality of life, employment opportunities and sustainable economic development, regional attractiveness and services of general interest,
- based on the subsidiarity principle - improvements in governance, participation, and organisational requirements through informal exchange between institutions and organisations, acknowledgment of regional identities and further development of regional governance,
- Dissemination of good practices to strengthen exchange of experience and know-how between Alpine stakeholders and support for spatial decision-making processes through monitoring,
- projects addressing regional governance, cross-border spatial cooperation and sustainable development in the Alps.

The signing ministers pledge to provide new impulses for sustainable spatial development in the framework of the Alpine Convention by – among others –

- inviting the Thematic Working Bodies of the Alpine Convention and other planning bodies and relevant networks to exchange experiences and know-how,
- implementing the principles of the protocol within their respective jurisdiction and to use funds of international, national, and regional programs for projects promoting sustainable spatial development in the Alpine Convention.

The ministers responsible for spatial planning promote the establishment of sustainable spatial development scenarios, guiding principles and visions for the entire Alpine region to promote sustainable spatial development on the basis of joint principles.

The declaration concludes with a call to elaborate joint scenarios for the development of the Alpine region in the framework of an ESPON project (see 0).

Summing up, the declaration directly and indirectly outlines the commitment of the signatory countries to strengthen cross-border and transnational cooperation in the Alpine Convention area, explicitly in the form of

- Alpine-wide formal and informal exchanges between institutions and organisations,
- projects promoting cross-border spatial planning.

3.2 International Conference “Sustainable Spatial Development in the Alps”

In 2016, the ad-hoc Expert Group on Spatial Development organized a stakeholder conference on Alpine Spatial Development in Munich. As a preparatory step for the Declaration of Murnau (see 0) the conference focused on new challenges for Alpine spatial development, obstacles, and solution approaches. Additionally, it addressed issues of implementation, project development, governance, and organizational requirements of spatial development.

Keynote speeches by the BMVI and the PSAC underlined the importance of cross-border and multi-level cooperation in spatial planning in the Alps.

In addition to the Reports on the State of the Alps, regional monitoring was seen as a necessary tool to promote spatial coordination and a cross-border approach to spatial development (BMVI 2016:5). At the European level, there are no cross-border planning procedures. The institutional density and variety of stakeholders is higher in the Alps than in many other European regions – so the challenge is how to interlink them in order to create leverage. Participants argued for project-related and formal networking e.g. in the form of cross-border hiking trails. NGOs argued for cross-border coordination of tourism and large-scale retail and a strengthening of formal spatial planning – also in a cross-border dimension – in general.

Participants discussed the effects of and ways to address new challenges in regard to three topics:

- Climate change
- Demographic change, migration, employment patterns and future settlement development
- Accessibility of good, physical and digital services

A clear cross-border dimension was seen regarding uniform cost structures for goods transport, which cannot be addressed at a solely regional cross-border level. Progress considering settlement development or public transport is often seen as being impeded by national borders.

The regional diversity in the Alps calls for differentiated solutions, based on common objectives. As the national level often holds no decision-making power, spatial development is often in the hands of regions and municipalities. In regard to instruments such as the EGTC or cross-border databases on commercial vacancies, participants reported implementation difficulties (ibid. 12).

Regarding the implementation of sustainability-oriented spatial development, the following needs were expressed:

- Strengthening inter-sectoral and cross-border spatial planning
- Expand the zoning-approach regarding infrastructural development of the Bavarian Alpenplan across the Alps
- Joint spatial planning target formulation at regional and cross-border level

In order to avoid a race-to-the-bottom and deregulation of spatial planning, a need for cross-border coordination – including public funding – was expressed in regard to tourism as well as transport infrastructure. Additionally, a need was seen for developing criteria to address land take at a cross-border level.

In regard to governance and organizational aspects, a cross-border need was seen in identifying and alleviating disparities (ibid:14).

Cross-border project ideas included an assessment and exchange of inner-urban development potentials, resulting in fact-based decision making, as well as the elaboration of joint spatial development guiding principles for cross-border regions.

3.3 ESPON Targeted Analysis Alps2050

The objective of the project "ESPON Alps2050 – Common Spatial Perspectives for the Alpine Area. Towards a Common Vision" (Chilla et al. 2018) was to develop a vision and common spatial perspective for the Alpine area to strengthen territorial cooperation among the Alpine countries towards more effective sustainable development (WSL 2021). The general aim of ESPON Alps2050 reflects the European priority to jointly face challenges related to balanced sustainable development as well as to contribute to the European goal of territorial cohesion.

Main outcomes:

- A territorial vision and common spatial perspectives for the Alpine area,
- a set of maps and related data showing the current state in the Alps concerning the selected thematic fields mentioned above,
- suggestions for more effective solutions for balanced sustainable development,
- guidelines for the development of spatial perspectives and a spatial vision that can be used beyond the geographical scope of Alps 2050 by other European transnational cooperation areas.

Status quo

Cross-border cooperation formats

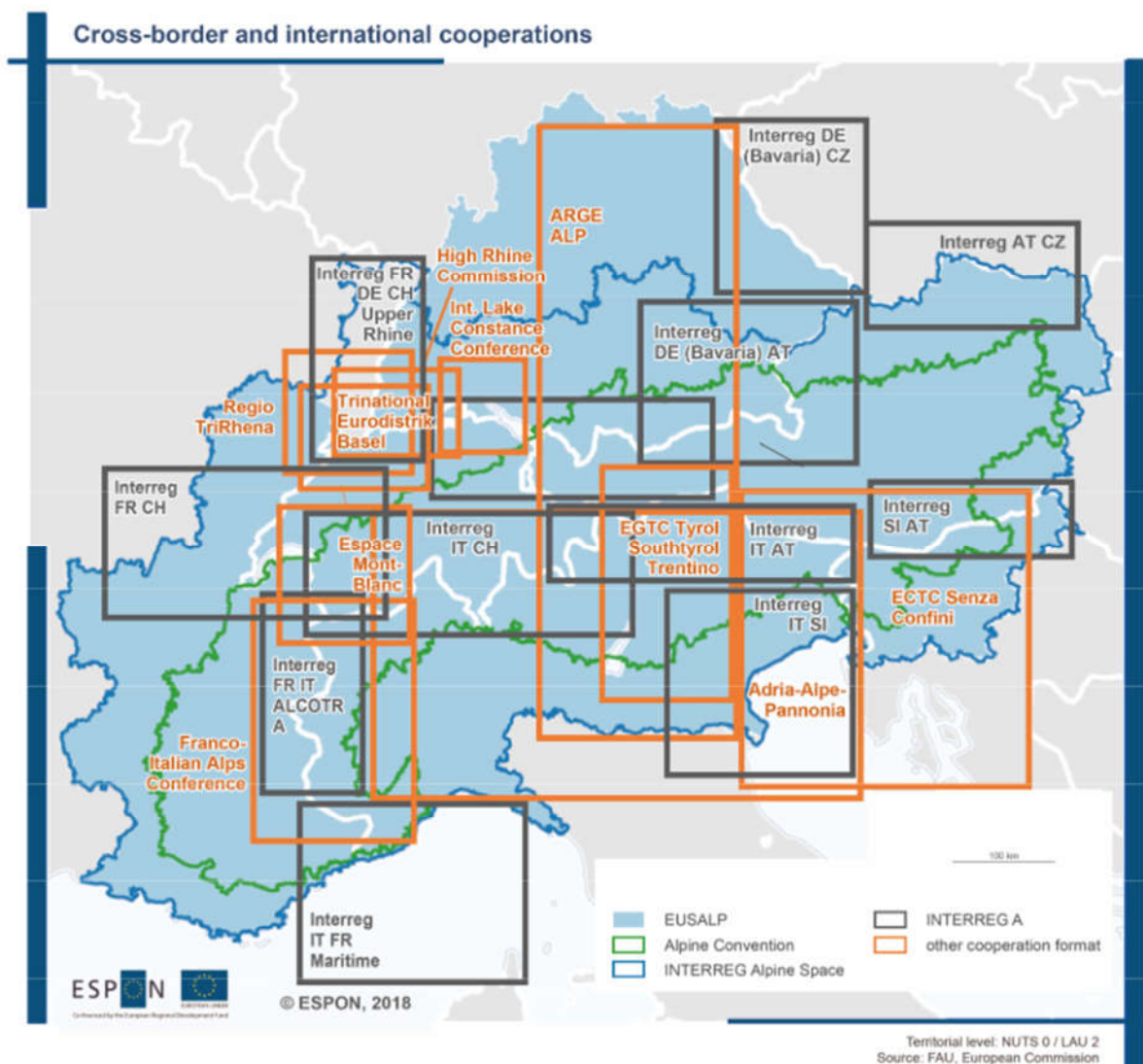
From the governance perspective, the Alpine region is remarkable as it is the 'contact zone' of several countries and, at the same time, of different administrative and political systems. Despite

this political complexity (or maybe because of it?), territorial cooperation looks back on a remarkable tradition and diversity. Source: ESPON Alps2050.

Figure 2 shows most of the cooperation formats on the cross-border level (Chilla et al. 2018:16ff). Cooperation – initiated in the 1970s and gaining momentum in the 1990s – is e.g. taking place between all Alpine countries and involves Interreg program authorities and national representatives at various levels.

Cooperation structures are multifaceted, longstanding, mostly based on funding programs, sometimes also on intergovernmental agreements. Bodies or platforms of cross-border spatial cooperation include Euregios and a range of additional working committees and bodies mentioned below.

Alps2050 identified success factors for cooperation, including a longstanding experience of cooperation and diversity of cooperation formats ('institutional thickness'). Obstacles include the complexity of context, 'soft' mandates and the character of spatial development and planning as a rather implicit topic (rather sectoral focus).



Source: ESPON Alps2050.

Figure 2: Cross-border and international cooperation in the Alps.

Needs for action

Settlements and centrality

Currently, the settlement system of the Alpine region is characterized by mainly national and regional policy regimes. However, the main challenges are the same in all involved countries: Processes of aerosolization put large cities under pressure whereas many regions of rural and mountainous character are confronted with demographic decline and structural changes. Providing adequate services of public interest is a challenge in both kinds of territories. Frictions along the many national borders in the Alpine region aggravate the already challenging situation. Moreover, the increasing share of older population shows that the challenges will grow in the coming years, even if the economic situation remains positive and skilled labor in-migration would continue.

The aim is to achieve spatial development that ensures a good and comparable quality of life for all inhabitants and an efficient organization of services of public interest. Urban and rural areas or mountainous and non-mountainous settlements have to be linked in a (more) sustainable way. The organization of settlement systems is a domestic policy field, following the principle of subsidiarity. Still, the following political activities on the transnational scale can improve the situation:

- Work towards a possible political definition of a common typology of settlement functions on the transnational level as proposed in Alps2050. This may facilitate monitoring and exchange.
- An action plan on the removal of cross-border barriers would improve the organisation of public services across boundaries.

Linkages and transport

The spatial structure of the Alpine region is characterized by functional linkages on different scales that are based on axes and corridors, carrying major parts of transport flows, hosting main parts of the settlement system, and providing important services of general interest.

The challenges are manifold: growing transport quantities (in particular of freight and via road) aggravate current traffic problems which imply a significant economic and environmental burden and question the local quality of life. Inaction would result in almost permanent congestion situations, increasing noise and air pollution and a widely shared sense of decreasing quality of life in large scale corridors. Already now, political conflicts along transit routes are serious (among national ministries and between subregional entities along the connecting routes and national decision makers). It is obvious that improved coordination is needed, including both sectoral transport policy measures and integrated spatial coordination. At the same time, local accessibility remains a complex challenge in many mountainous parts.

The objective is to balance transnational mobility and accessibility on the one hand, and ecological quality and good local quality of life on the other. This can only be achieved by considerable efforts on the domestic level but requires also increased attention at the transnational level. The new infrastructure and the new modes of mobility lead to new geographies due to new accessibility patterns that fundamentally change regional development paths. Towards the year 2050, the following actions are suggested by ESPON Alps2050:

- Sectoral level: The TEN-T has to be completed, including connecting routes, completing a transnational accessibility regime. Moreover, enhancing multi-modality, combining in particular road and rail, is of high priority. A transnational toll policy might be an important element in this respect. In parallel, internal accessibility (passenger transport) has to be developed in a sustainable way.
- Integrated spatial development: Transport policy has to be closely interwoven with general spatial planning processes. There has to be a clear differentiation of transit flows of high quantities that have to be organized along few corridors that are capable to handle large flows in a way that does not harm environmental quality. On the other hand, accessibility on the regional and local level have to be closely linked to questions of the settlement system including SGI and to economic dynamics.

4. EXISTING FORMS OF COORDINATION AND COOPERATION IN SPATIAL PLANNING AND DEVELOPMENT

The following chapter presents the cases of cross-border cooperation in spatial planning in the form of short descriptions and references and structured into transnational activities and needs and into specific border regions of two Contracting Parties of the Alpine Convention. The cases and references are being presented in an additive form, structured into topics and status (status quo, needs for action, solutions).

Spatial planning and development require interdisciplinary approaches and the differentiation between spatial planning and sectoral planning is not always clear to draw, particularly in informal planning processes and where sectoral plans have spatial ramifications. Therefore, a broader approach has been taken and the examples of existing forms of cross-border coordination and cooperation in the area of spatial planning and development include the following thematic spheres:

- Spatial planning in general
- Spatial development in general
- Protected areas/Protection of open spaces
- Reduction of land take/Soil protection
- Water management
- Transport
- Tourism
- Natural hazards
- Cultural heritage/landscape
- Commerce and retail
- Services of general interest
- Climate change

Examples which comprise several topics will be listed under the first two categories. For each bi-national border region, the identified cases of cooperation are differentiated into these thematic categories. Within each category, there is an additional differentiation between:

- **‘Status quo’** of cooperation – meaning examples where cooperation is currently taking place or has taken place –
- **‘Needs for action’** – meaning references in documents or expert interviews that outline potential topics and requirements for improved cooperation.
- Additionally, the analyzed documents contain references to **‘Solutions’**, which are listed as well, predominately in chapter 0.

4.1 Transalpine

4.1.1 Spatial planning in general

Status-quo

Cooperation with international governmental or non-governmental organizations for the implementation of the Alpine Convention

According to the contribution of the Federal Republic of Germany to the Compliance Report of the Alpine Convention (BMU 2019:63f), Germany cooperates, among others, with the following governmental organizations on issues related to spatial planning in the broadest sense:

- Permanent Secretariat of the Alpine Convention (public relations)
- ARGE ALP (transport, tourism, agriculture, soil protection, spatial planning, culture, nature conservation, air purity)
- International Research Association Interpraevent (dealing with alpine natural hazards, forest, water balance)
- Federal Environmental Agency (Austria)

In addition, cooperation takes place with the following NGOs, among others:

- International Soil Alliance (soil protection)
- CIPRA International (municipal projects, public relations)
- Alpine Network of Protected Areas ALPARC (nature conservation, ecological network, protected areas alliance, funding within the framework of association funding)
- Association of Alpine Clubs (Club Arc Alpin – CAA) (tourism, nature conservation)
- Network of municipalities Alliance in the Alps (promotion of implementation measures)
- Alpine Town of the Year Association (promotion of implementation measures)

Alpine Working Community (ARGE ALP)

In 1972, during the same period, the Alpine Working Community (ARGE ALP) was founded, an association at governmental and administrative level of 10 regions, provinces, cantons and federal states from Austria, Germany, Italy and Switzerland. The guiding principles of ARGE ALP in the field of spatial planning¹⁴ include the economical use of land and landscape-friendly, land-saving forms of construction, holistic regional policy initiatives as well as an intensification of cross-border spatial planning activities, the avoidance of spatial polarization tendencies (growth/shrinking areas) and the safeguarding of equal living conditions, the protection of open spaces, townscapes and landscapes as well as biotope networking, the examination of spatially significant measures for their compatibility with the special requirements of the Alpine region, the reduction of second-home construction as well as traffic reduction through mixed-use settlement structures.

Current projects of ARGE ALP in the field of spatial planning and development include a 2021 summer academy "Alpine Building and Settlement Development - Cooperation, Networking and Knowledge Exchange on Buildings and Settlement Development in the Alpine Space". ARGE ALP has observer status at the Alpine Convention.

Territorial Agenda and Green Paper on Territorial Cohesion

¹⁴ <https://www.argealp.org/de/arge-alp/ziele-und-massnahmen/raumordnung>

For Switzerland, the cooperation of the Alpine Convention countries in the field of European regional policy includes the discussions in the framework of the Territorial Agenda as well as on the Green Paper on Territorial Cohesion (Alpine Conference 2011:5).

Cross-border consultations in the context of Strategic Environmental Assessments

Consultations with neighboring countries in Alpine border regions is taking place in the context of implementing the European directive on Strategic Environmental Assessments (SEA) and Environmental Impact Assessments (EIA). This applies e.g. to local spatial planning concepts or land use plans with neighboring countries (Austrian Compliance Report 2019:115, French Compliance Report 2019:12). According to the French Compliance Report (2019:71) early cross-border consultation is also taking place in the context of the implementation of the Convention on Environmental Impact Assessment in a Transboundary Context (Espoo, 1991) - the 'Espoo (EIA) Convention'. The Italian Compliance Report stresses the national implementation of the Protocol on Strategic Environmental Assessment to the Espoo Convention in the form of Law 3 May 2016, n. 79 on the ratification and execution of environmental agreements, including the consultation of third countries in the case of plans, programs and projects that have a significant cross-border impact.

AlpGov - Promoting effective implementation of the EU Alpine Strategy through a systematic transnational approach

In the Interreg V B project AlpGov (2016-2019), governance structures and mechanisms were developed and tested at the level of the EUSALP working groups. At the same time, synergies were created with the other implementing bodies of the EU Alpine Strategy, "General Assembly" and "Executive Board", and other institutional actors in the field of Alpine policy. Currently, AlpGov 2 (2020-2022) is the continuation of the AlpGov project, including Bavarian, Austrian, Italian, French and Slovenian authorities as well as Swiss partners (BMU 2019:60) and focusing among other things on natural hazard management (CLISP-ALP).

The EUSALP Board of Action Group Leaders (BAGL) initiated in the project is to support the formal EUSALP bodies in horizontally linking individual working groups as well as in establishing vertical interfaces, especially between coordination and implementation.

Saller (2018:187ff) considers the EUSALP as a platform for shaping regional policy, with cities as key actors in cross-border cooperation.

AlpPlan Network

The Interreg Alpine Space "OpenSpaceAlps" project (2019-2022) and the German Academy for Territorial Development in the Leibniz Association (ARL) have established a network, based on the idea that especially approaches to open space planning should be developed and implemented across borders. The "AlpPlan" Alpine spatial planning network aims to provide spatial and sectoral planning professionals, experts and decision makers from all Alpine Space countries and regions with a platform for transnational knowledge exchange of good practices and future solutions for sustainable land-use and spatial planning. The AlpPlan network is intended to work in close cooperation with stakeholders among the existing transnational Alpine cooperation framework, such as EUSALP and the Alpine Convention.

The planned activities of the AlpPlan network include:

- annual conferences, which deal with current topics of alpine spatial development,
- workshops targeted at specific topics (e.g. international capacity building seminar for young professionals, scholars and advanced students on alpine open spaces),
- elaboration, negotiation and signing of a Memorandum of Cooperation (MoC) in Alpine spatial planning.

Needs for action

Bächtold et al. (2012:16) see a need to overcome different legal and political frameworks in border regions, where *“national or regional interests dominate cross-border optimization and balancing efforts. [...] In border regions, spatial units characterized by differing legal and political-administrative conditions collide.”* A consultation conducted by the European Committee of the Regions (2021:27) indicates that broad majority of cross-border entities would fully or to some extent favor integrated spatial planning in border regions.

Implementation guidelines for the SPSDP

Austria (Alpine Conference, Compliance Committee 2011:24) criticizes the lack of clear implementation guidelines for the SPSDP, e.g. in the form of a program between the federal provinces. Moreover, coordination on the content, type and form of spatial plans and programs at the level of the Contracting Parties would be necessary in order to achieve better implementation of cross-sectoral objectives. An expert pointed out the wide scope for interpretation of the requirements of the Spatial Planning Protocol. An interpretation guideline (e.g. Essl & Schmid 2018) could operationalise the protocol (i.e. when is a goal considered to be achieved?) and create a more binding force.

On the other hand, the ESPON COMPASS analysis identifies a need for a systemic and simplified approach of spatial planning instruments and procedures particularly for peripheral areas in order to increase flexibility (ESPON 2018:74).

Resolve discrepancy between the Spatial Planning Protocol and the regulatory content of national spatial plans

Germany notes that its spatial development plans and/or programs are not foreseen to contain measures according to Art. 9 (1a) of the Spatial Planning Protocol. This article calls on Contracting Parties to introduce measures that provide the resident population with satisfactory employment opportunities and with the goods and services necessary for social, cultural and economic development, as well as guarantee their equal opportunities (Alpine Conference, Compliance Committee 2011:25). In Germany, special measures to promote job-creating economic combinations according to Art. 9 (1c) of the SPSDP are also not part of spatial programs and plans (ibid.). Austria responded accordingly that e.g. measures outlined in Art. 11 of the SPSDP (e.g. compensation of services in the public interest) are not part of the mandate of Austrian spatial planning (Austrian Compliance Report 2019:116 f).

Improve communication between federal authorities of the Alpine countries, e.g. in regard to consultation on projects with cross-border effects

The new SPSPD Working Group within the framework of the Alpine Convention is seen as a tool to improve coordination between national authorities (Badura et al. 2018:48). Appropriate instructions for action need to be developed for the subordinate departments.

In the 2011 Compliance Committee Report, the Austrian side saw room for improvement in the consultation of other Contracting Parties on projects in the energy sector with cross-border effects. Conversely, Austria felt that it is not sufficiently consulted by the German and Swiss sides in some cases (Alpine Conference, Compliance Committee 2011:7). From the German side, it was reported in 2011 that consultation by other Contracting Parties does not take place in some cases for projects with significant cross-border impacts. Specifically, sectoral driving bans on the Inntal motorway and the temporal-spatial extension of the night driving ban were mentioned (Alpine Conference, Compliance Committee 2011:6).

In the updated national reports for the Compliance Committee, Germany (BMU 2019:73) confirmed a timely and reciprocal implementation of Art. 10 (2) of the SPSPD. Austria (Austrian Compliance Report 2019:115) confirmed that it is generally consulted, with exceptions regarding retail projects and timeline of information (after project finalisation).

Strengthening the coordination and decision-making powers of regional planning

In a narrow sense, this need for action is not primarily targeted at cross-border cooperation. However, a stronger regional perspective and cooperation across municipal boundaries do not stop at national borders. In Badura et al. (2018:48), it is suggested that the coordination function of regional planning be strengthened again and that planning responsibilities be elevated to a cross-municipal level – with the goals of, among other things, higher building densities, protection of productive agricultural land and stronger coordination between municipalities.

Regional plans as strategic planning with cross-border mapping

One interviewee suggested that the regional plans should be further developed as thematically oriented strategic plans with sectoral sub-plans and cross-border maps. Topics for joint cross-border action had potential, which would be evident e.g. in the area of cross-border funding opportunities and the activities of Euregio Inntal or ViaSalina.

On the other hand, another interviewee emphasised that cross-border cooperation in formal spatial planning often makes little sense due to the lack of territorial competence. In addition, the districts and Euregios are often closer to the technical issues than regional planning. An expert considered earlier cross-border cooperation to be necessary, but also unrealistic, as regional planning is strongly focused on its spatial area of responsibility.

Joint programs for systematic spatial observation

In the field of spatial planning, no joint or complementary programs for systematic observation are reported in the 2019 Compliance Reports in accordance with Art. 14 of the SPSPD. Nor are research and spatial observation results combined for permanent observation and information in a harmonised form (BMU 2019:58; Bächtold et al. 2012:16). However, good practices from several Alpine countries illustrate that national data sets are generally capable of territorial monitoring and observation at a cross-border level (ESPON 2021:15; BBSR 2019) and individual cross-border regions have addressed cross-border spatial observation (e.g. OMB, DACHplus).

Solutions

- Tools to improve commitment: The binding character of cross-border coordination of spatial planning can be secured through formalised tools such as state treaties or joint declarations of intent such as memoranda of understanding or letters of intent (Bächtold et al. 2012:33).

4.1.2 Spatial development in general

Status-quo

EUSALP Action Groups

Issues of relevance for cross-border cooperation are addressed in the framework of various EUSALP Action Groups (AG), most notably AG 6. In regard to soil conservation in the Alps, AG 6 coordinates efforts between different regions regarding soil conservation and commissions thematic analyses (e.g. Zollner et al. 2018 on quantitative soil protection). It is chaired by the Province of Carinthia and the Permanent Secretariat of the Alpine Convention and thematically takes reference to the Alpine Space Program and its Priority Axis “Livable Alpine Space” (Badura et al. 2018:14).

Interreg - European Territorial Cooperation

In the framework of the COMPASS-analysis (ESPON 2018:46), French and Italian experts saw a strong influence of ETC-projects on territorial governance and spatial planning. Outputs of projects include the introduction of cross-border planning tools such as inter-institutional partnerships at national level (IT), general regional policy impacts (CH) and sector-specific policies on cross-border transport infrastructure (SI). Finalised projects with relevance for spatial planning include CLISP, CLIMCHALP, COMUNIS, ACCESS, DEMOCHANGE, AlpsMobility II, CO2NeuTrAlp, AlpCheck II, TRANSITECTS and iMONITRAF! (Ständiges Sekretariat der Alpenkonvention 2011:5), MORÉCO, ASTUS and INTESI.

Karlsruhe Agreement on cross-border cooperation between local entities and local public authorities (Karlsruher Übereinkommen 1996)

The agreement¹⁵ between the Federal Republic of Germany, the Republic of France, the Grand Duchy of Luxembourg and the Swiss Federal Council (on behalf of the cantons Solothurn, Basel-Stadt, Basel-Landschaft, Aargau and Jura, all outside of the Alpine Convention perimeter) was signed to facilitate and promote cross-border cooperation in the framework of individual national legal frameworks. It stipulates conditions and requirements for cross-border cooperation agreements, transfer of services of general interest, public procurement, liability of contracting parties and the establishment of institutions of cross-border cooperation (special purpose associations). While not applicable to the Swiss Alpine Convention perimeter, the agreement is an example of legal framework conditions to facilitate cross-border cooperation.

CESBA (Common European Sustainable Built Environment Assessment)

¹⁵ https://www.euroinstitut.org/fileadmin/user_upload/02_Ueber_Uns/Struktur/Accord_Karlsruhe_Karlsruher_Ubereinkommen.pdf

CESBA is a bottom-up initiative that seeks to provide knowledge on harmonized built environment assessment. CESBA's mission is to facilitate diffusion and adoption of sustainable built environment principles through the use of harmonized assessment systems in the whole life cycle of the built environment. Its activities included the Interreg Alpine Space project CESBA Alps (2015-2019), which developed a Sustainability Assessment Tool for Alpine Space Territories (CESBA STT¹⁶). Based on 280 indicators, the tool can be contextualized at local level and used for setting up a scoring/rating system. It allows to reflect local standards and degrees in the sustainability field, defining for each assessment criterion a territorial performance scale.

Needs for action

In general, Bächtold et al. (2012:34) identify a lack of perceptible success of cross-border cooperation and argue for moving beyond projects that focus on exchange to projects that affect the lives of people living and working in border regions in a tangible and positive way. Furthermore, Bächtold et al. (2012:33) argue that finding common solutions in border regions requires a shared problem definition and assessment of opportunities and risks of spatial development.

Integration of cross-border funding schemes

The ESPON COMPASS analysis identified a need to better integrate cross-border projects supported by Interreg with those co-financed by other EU operational programs. Priority mismatches of different programs operating in a given territory need to be resolved, which is expected to improve in the course of increasing cooperation in larger contexts such as macroregional strategies (ESPON 2018:68).

According to Bächtold et al. (2012:67), cross-border cooperation structures are highly dependent on EU funding and are facing a critical lack of funds and operational/strategic frameworks once these European funds run out. Consequently, negative effects of peripherality are exacerbated as cross-border cooperation structures are not among the policy and funding priorities at regional and national level.

Strengthening municipal representation of interests at the European level

Saller (2018:202) addresses the role of cities as the fourth level in the European multi-level system. With the introduction of the partnership principle, the Urban Agenda and the establishment of macroregions in the EU, European cities have been assigned a key role in shaping cross-border cooperation (Europe of cities). According to Saller (ibid:197, 199), the (German) cities adopt this role only to a small extent. On the one hand, the formal opportunities for participation are indeed limited: The Committee of the Regions (since 1992), in which cities can bring in their concerns, has a weak position (ibid:193). On the other hand, municipalities are more interested in funding than in political influence in the EU.

Accordingly, a strengthening of the Committee of the Regions - possibly also through the establishment of a subcommittee of cities (ibid.:203) - and an alignment of intrastate structures would enable a more effective representation of municipal interests at the European level. As

¹⁶ <https://www.alpine-space.org/projects/cesba-alps/en/results/cesba-stt>. With the termination of the project, the tool is no longer available.

instruments of cross-border cooperation, Saller sees the platforms within the framework of the macroregional strategies, in which relevant regional stakeholders cooperate (ibid:189).

Research on territorial cooperation in functional areas

The ESPON COMPASS analysis identified research needs to further explore territorial cooperation beyond Interreg, territorial impacts and governance processes in functional areas, including cross-border regions (ESPON 2018:88). Bächtold et al. (2012:35) go one step further when considering the development of a joint cross-border perspective on the territorial perimeter as one of the most important tasks of cross-border spatial planning (see also Durand & Decoville 2018:233).

Solutions

- Theoretical approaches for conflict resolution: For cross-border spatial planning, Bächtold et al. (2012:18) see deficits in a culture to address and solve conflicts within horizontal cooperation structures without compromising existing personal relationships. They propose theoretical approaches such as economic game theory or international regime theory to identify conflict resolution strategies. Necessary according to Bächtold et al. (2012:33) is a culture for open discussion and conflict management in border regions, based on a sincere will to cooperate, a political mandate and competences on both sides to find unconventional and viable solutions.
- Cross-border institutions for cross-border tasks: In order to efficiently organise cross-border development on topics such as spatial and landscape development, infrastructure planning and economic development, Bächtold et al. (2012:35) propose to allocate cross-border cooperation and planning structures and competences in a superordinated cross-border institution that reflects functional areas and is equipped with the necessary decision-making competences (e.g. European Metropolitan Regions, Metropolitan Conferences, see also Simeonova et al. 2018).

4.1.3 Protected areas/protection of open spaces

Status quo

Interreg B projects related to issues of spatial development

In the 2019 German Compliance Report (BMU 2019:17 and 64), various projects of the Alpine Space Program on open space protection are addressed: The project "LOS_DAMA! - Landscape and Open Space Development in Alpine Metropolitan Areas", which ended in 2019, addressed the protection and sustainable development of natural and cultural assets in urban-regional landscapes of the Alpine Space, also in regard to cross-border relations. The project was linked to the intention of improving the identity of the Alpine Space and strengthening its role at the EU level. The project has created a network of metropolitan cities in the Alpine Space exchanging ideas on issues of landscape and open space development.

Perrin et al. (2020:12) stress that ETC programs provide “...a framework for the implementation of joint actions and policy to promote at cross-border, transnational, and Interregional levels an economic, social and territorial development of the Union. Accordingly, one of the five priorities of the Interreg V B program (2014-2020) intends “to protect the environment and promote a

sustainable use of natural resources". It also provides opportunities for the implementation and management of the Natura 2000 network and support to ecological network projects, all the more important that species, as well as corridors and other connecting elements, go beyond administrative borders."

The MaGICLandscapes project in the framework of the Interreg V B Central and Eastern Europe Program produced a manual of transnational green infrastructure assessment. The manual focusses on a general procedure to transnationally map green (and blue) infrastructure.

Alpine Nature 2030 – Creating [ecological] connectivity for generations to come

The Alpine Nature 2030 study (Plassmann et al. 2016) was carried out in the framework of the German Presidency of the Alpine Convention. It represents a guide for improving ecological connectivity in the Alps by giving keys and scenarios to understanding and mitigating the threats to Alpine biodiversity and ecological connectivity and underlined the key role of an integrated spatial planning process to guarantee biodiversity conservation and ecological connectivity (Perrin et al. 2019:15 ff).

ALPARC – Alpine Network of Protected Areas

The ALPARC network, founded in 1995 to support the implementation of the Nature Conservation Protocol, is promoting and facilitating the exchange among Alpine protected areas and specifically focusses on cross-border issues of spatial relevance. This includes project participation on ecological connectivity (ECONNECT, AlpBioNet, OpenSpaceAlps) and information exchange on cross-border management of protected areas.

Needs for action

Promotion of ecological connectivity and transnational connections of protected areas

Perrin et al. (2019:105ff) conclude in the PLACE study that supranational or EU-wide frameworks are needed to define how ecological connectivity can be realized through transboundary spatial planning. In this context, not only land use types but also land use practices taking place on the land should be referred to. Different planning concepts and scales as well as administrative boundaries should be integrated more vertically and horizontally, and graphical representations of ecological connectivity systems should be standardized across borders. In particular, the temporal component of ecological connectivity should be taken into account and a continuous involvement of spatial planning should be ensured.

At present, the fact that ecological connectivity is anchored differently in the respective Alpine countries in terms of planning law and administration – if at all – represents an obstacle. There are many different approaches and different levels of knowledge, which make cross-border cooperation difficult. In Austria and South Tyrol, for example, wildlife bridges are not very widespread and there is a need for spatial planning land provision at the suitable crossing corridors. These are already well mapped throughout the Alps by Interreg projects such as ECONNECT (Interreg IV B) or AlpBioNet (Interreg V B).

Although the Alpine Convention perimeter includes a large number of protected areas, these protected areas have not specifically been designed to facilitate ecological connectivity.

Therefore, a need is seen to strengthen connections between protected areas on a transnational level (ibid).

A particular need for action is seen to protect and restore connectivity between mountain ranges (Perrin et al. 2019:103) – focussing on fragmented and partly highly urbanised valley bottoms and slopes (see Strategic Alpine Connectivity Areas (SACA) produced in the AlpBioNet-project).

Cross-border ecological network concept

According to Perrin et al. (2019:46), a cross-border ecological network concept can potentially improve ecological connectivity. Connectivity should ideally be addressed on a multi-scalar and even a trans-scalar basis, given the cross-border nature of ecological mechanisms and the variety of ecological functions potentially fulfilled by a same area at different spatial scales. In regard to current allocations of competences, obstacles arise from the shortcomings of decentralised/federal organisation as well as of nationally/regionally centralised organisation. According to Perrin et al. (ibid), a multilevel governance can potentially improve the interconnectedness between different levels, involving formal and informal procedures.

Definition of cross-border strategic open spaces and spatial planning implementation

Haßlacher et al. (2018:42) argue for a definition of cross-border open spaces and their implementation through planning instruments at regional and federal state level: *"This is the contemporary role of spatial planning institutions in terms of the coordination task of conflicting spatial use functions in the Alps. Accordingly, a better understanding of the spatial-functional order according to uses of different intensity levels is needed in the future. It needs the increased spatial planning safeguarding (consistent enforcement) of open spaces as protected areas for humans and nature."* (ibid.)

Raising awareness of decision makers for open space protection

Haßlacher et al. (ibid:40) also see the need to sensitize political decision makers to open space protection and thus to the fact *"that near-natural open spaces do not arise by chance and of their own accord, nor that they are maintained in the long term"* (Baier et al. 2006: 8).

Alpine-wide, cross-border harmonized data basis on Alpine open spaces

Job et al. (2017:65) and Haßlacher et al. (2018:40) see the creation of an alpine-wide, cross-border harmonized data basis on Alpine open spaces as a prerequisite for substantial open space analyses. They propose a governmental or country-related institution such as the Alpine Convention as a responsible body for preparing and making available data for the entire Alpine region.

However, there are obstacles to be overcome: data procurement via public channels is in part incomplete or only possible at a cost. In addition, the harmonization of cross-border data in particular is challenging (cf. Interreg DIAMONT project). As a consequence, the question arises which instruments can be used to strive for an effective open space protection on the basis of

cross-border open space analyses and whether further instruments (non-infrastructure-bound recreational use) are needed for this on regional and local level besides the Alpine Plan¹⁷.

4.1.4 Reduction of land take

Status quo

Alpine Soil Symposium

The 2016 Alpine Soil Symposium, carried out in the framework of the German Presidency of the Alpine Convention, identified and discussed Alpine-wide requirements and the implementation status of the Soil Conservation Protocol. In this context, it also encompassed and addressed contributions of spatial planning to soil conservation.¹⁸

Alpine Soil Partnership and Platform

In the framework of the Interreg V B Alpine-Space project Links4Soils (2016-2020), a transalpine platform and partnership¹⁹ were established to improve the consideration of soil protection in land management practices and promote Alpine-wide cooperation on soil protection and soil ecosystem services management. Activities include cross-border research projects, information exchange and dissemination on land and soil related issues, cooperation and lobbying. The Alpine Soil Platform continues to operate after the project's end (see Alpin SOILutions Congress in 2021) and continues to cooperate with the Soil Protection Working Group of the Alpine Convention.

Cross-border cooperation in the European Land and Soil Alliance

In the framework of the European Land and Soil Alliance (ELSA), a cross-border cooperation and exchange are taking place. The Alpine Convention perimeter is represented by numerous Austrian (e.g. 75 municipalities from Lower Austria) and three Italian members of the ELSA network (Alpine Convention 2019:20). Additionally, federal states and agencies, authorities, NGOs and private companies have joined the network as associated members.

Needs for action

Beyond the following specific needs, Badura et al. (2018:5 resp. 41) call for a regular exchange at the technical level (committees) between Alpine countries and regions on the issue of soil conservation and implementation of the Soil Conservation Protocol as well as utilizing existing networks for soil conservation for soil-related transboundary activities.

At the Alpine Soil Conservation Conference held in Bad Reichenhall in 2016, it was criticized that the economical use of soil receives very little attention in international cooperation in the Alpine region, although its importance for cooperation on and implementation of the Soil Protection

¹⁷ Established in 1972, the Alpine Plan is a spatial instrument to manage infrastructural development in the Bavarian Alps. It is part of the Bavarian State Development Program and differentiates the morphological mountain area of the Bavarian Alps into 3 categories with different limitations to infrastructural development.

¹⁸ https://www.alpconv.org/fileadmin/user_upload/fotos/Banner/Topics/soil_conservation/conference_report.pdf

¹⁹ <https://alpinesoils.eu/>

Protocol is considered crucial (Badura et al. 2018:43f). Also in transboundary cooperation, no land saving activities were reported by the interview partners.

Since 2018, some framework conditions have changed, which were then described by Badura et al. (2018:45) as a need for action: For example, the Soil Protection Working Group and the Alpine Soil Partnership as well as a network of Alpine spatial planning experts (AlpPlan network) have been established. Thus, the structures for an Alpine-wide exchange of knowledge have been created.

Alpine-wide monitoring on land consumption

The Compliance Committee of the Alpine Convention (2019:43) assesses that *"[a]n internationally coordinated and reliable determination of soil/land consumption in the scope of the Alpine Convention is not in place, the establishment of a common monitoring on soil data in the Alpine region in implementation of Articles 20 and 21 of the Soil Protection Protocol is still pending"*. Consequently, it recommends that the Contracting Parties agree on uniform definitions for the different models and instruments for assessing land use, soil sealing and qualitative soil impairments. Additionally, it recommends harmonising data in regard to Art. 20 of the Soil Protection Protocol "Establishment of Harmonised Databases".

Badura et al. (2018:21, 43 and 50, respectively) also call for an Alpine-wide monitoring on land use. This would have to be based on harmonised criteria/indicators and would underpin the quantitative development of new land use with qualitative aspects such as soil quality. At present, there are differences in national and, in some cases, regional land statistics (for a comparison of DE/AT/CH see Schigutt 2009:41). At the level of the Alpine Convention perimeter, there is currently no internationally coordinated and robust overview of land take.

Data quality, data collection for the entire Alpine Convention perimeter, time series and cross-national comparability are considered deficient for an Alpine spatial monitoring. Differences also concern the technical focus, for example the definition of soil quality. In general, there is a lack of linking quantitative (new land use) and qualitative (soil functions, see below) aspects. According to Zollner et al. (2018:47), research questions for the EUSALP area *"...could address the implementation of efficient and comparable monitoring and indicator systems, the spatial distribution of different problem areas and the generation of basic data."*

Cross-border agreed target values and management strategies on land consumption

The proposal to agree on target values and management strategies for land use goes one step further (Badura et al. 2018:43). It should be noted that the corresponding targets of the Soil Protection Protocol are operationalized very heterogeneously in the individual member countries (Alpine Convention 2020b:24).

In Switzerland, there are comparatively strict specifications and instruments of the federal government for the dimensioning of building zones and the use of brownfields, in particular through the revision of the Spatial Planning Act of 2014 (building zone dimensioning, rezoning, surplus value levy, instrument of the zoning freeze) – national or cantonal quantitative land saving targets are, however, missing.

Germany has been pursuing a national land-saving target of 30 ha (since 2019 "minus x") since 2001, but this has been missed for the 2020 target horizon and shifted to 2030. Since 2018, the

Bavarian state government has been aiming for an orientation value of 5 ha of daily new land use by 2030. These are explicitly non-binding target values that are not regionalized or linked to designation quotas or tradable land certificates, i.e. they are not linked to a management strategy that would ensure target achievement.

The situation is similar in Austria, which in its 2002 sustainability strategy aimed for a *"reduction of the increase in permanently sealed land to a maximum of one-tenth of the current value [25 ha in 2002] by 2010."* As in Germany, this 2.5-ha land-saving target was missed (Bundesministerium für Land- und Forstwirtschaft, Umwelt und Wasserwirtschaft 2017:39).

According to Badura et al. (2018:43), the situation in the Italian and Slovenian Alpine regions is comparable but needs to be seen in connection with the abandonment of agricultural land use and succession processes.

In France, the "Climate and Resilience Law" of August 22nd 2021, further accelerates the existing trend for land saving. The law includes a programmatic dimension, setting a Net Zero Artificialization objective in 2050 and a trajectory to achieve this goal (dividing land take by 2 in the next 10 years, i.e. by 2031). It also fosters urban and brownfield renewal.

The Compliance Committee of the Alpine Convention (2019:49) recommends the Contracting Parties to *"[...] promote activities to better coordinate soil/land use in cross-border functional areas"*, to set effective quantitative targets of soil and land consumption on local and regional levels (ibid:29) and to establish binding guidelines for municipalities to effectively contain soil/land consumption (ibid:30; Alpine Convention 2020b:29).

Alpine-wide soil function map

In connection with the above-mentioned strengthening of qualitative soil protection, Badura et al. (2018:21) propose to elaborate an Alpine-wide soil function map at a scale of 1:25,000. This could be linked to the existing soil function maps of e.g. Upper Austria, Tyrol or Salzburg and would be a relevant technical basis for spatial planning processes, but especially also the relevant sectoral planning.

Consideration of soil functions in spatial planning

In view of the insufficient consideration of soil functions in spatial planning and in weighing processes, Badura et al. (2018:46) propose the development of a working aid for the recording of soil functions until an Alpine-wide soil function map is available. The objectives and measures of the soil protection protocol should be formulated more precisely for this purpose.

The agricultural priority areas, e.g. in Tyrol, which are delimited on the basis of these planning principles, are primarily justified with economic necessities for local agriculture, but indirectly represent instruments of open space protection.

Knowledge transfer and awareness raising on soil protection at cross-border/regional/local level

The municipal level is crucial for soil protection due to its far-reaching decision-making powers on land use planning. Accordingly, raising awareness of soil as a finite resource among local decision makers is important, but also difficult. Especially with regard to land use, these are the primary contacts for aspects of soil protection (Badura et al. 2018:24). Accordingly, knowledge

transfer should be improved from the Alpine to the local level, again with a special focus on the municipal level (ibid:45).

Awareness raising measures include good practice examples and the involvement of far-sighted local politicians as multipliers. Illustrative material, e.g. for use in teaching or as a decision-making aid for spatial planning at the local level, can illustrate the consequential costs of land consumption (Badura et al. 2018:47).

In addition to raising awareness at the local/regional level, an improved multi-level, cross-sectoral and cross-border coordination (Zollner et al. 2018:47) as well as stronger Alpine-wide networking and cooperation on soil protection is suggested (Badura et al. 2018:45).

Emphasize topics and measures of the Soil Conservation Protocol in international cooperation

According to Badura et al. (2018:43f), the topics and specific measures stipulated in the Soil Conservation Protocol (Chapter II) are being addressed inadequately in international cooperation. This includes particularly the objective of “Economical and prudent use of soils”, but also “Conservation of soils in wetlands and moors”, “Designation and management of endangered areas/Alpine areas threatened by erosion”, “Agriculture, pasture farming and forestry”, “Effects of tourism infrastructures” and “Limiting inputs of harmful substances”.

Experts at the Alpine Soil Protection Conference considered the lack of an enforcement mechanism as a critical factor regarding the implementation of the Soil Conservation Protocol (Badura et al. 2018:50).

Solutions

- Monitoring: Development of a shared monitoring approach and improvement of its necessary legal implementation (Badura et al. 2018:5).
- To address implementation deficits particularly in regard to the Soil Conservation Protocol, intensified exchanges are proposed, including:
 - More intensive Alps-wide exchange on technical issues and future challenges: *“Important topics for the exchange on technical issues and future challenges include: land consumption/integration into spatial planning, data availability and harmonisation, climate protection, agriculture/forestry and erosion. In particular, the more intensive Alps-wide cooperation on qualitative soil conservation/land consumption/integration into spatial and regional planning should be pursued as a solution-based approach as this particular nexus is viewed as particularly important for future soil conservation.”* (ibid:48).
 - Improved Alps-wide knowledge transfer: *“As a way of improving Alps-wide knowledge transfer, a permanent Alpine soil conservation website is proposed. The website would provide information about various soil conservation issues, projects and stakeholders (e.g. public administration, the research community and practitioners) and showcase examples of best practice.”* (ibid:49). Additionally, a joint information platform for the sharing of experience (such as the Austrian Soil Platform) among soil conservation experts of the regions and countries (ibid:5) and

“[...] improved Alps-wide cooperation among public authorities and policy-makers in the EUSALP framework” is proposed (ibid:50).²⁰

- Legal harmonisation: Legal harmonisation and comparison and publication of binding national and federal statutory provisions pertaining to the Soil Conservation Protocol at various spatial levels (ibid:50).

4.1.5 Transport

Status quo

Alpin Pearls label for sustainable tourist mobility in the Alps

The Interreg Alpine Space projects AlpsMobility I (Interreg II C) and II (Interreg III B) resulted in the establishment of the Alpine Pearls label and marketing platform that comprises destinations from Austria, Germany, Italy, Slovenia and Switzerland. Apart from joint marketing, the member destinations are expanding their cross-border cooperation in the context of international projects such as RECAP, Connect2Move and SKILLed.

CrossBorder – Cross-border mobility in the Alpine region

The CrossBorder project – co-financed through the Alpine Region Preparatory Fund (ARPAF) – has produced a compendium on cross-border mobility in the Alpine region (SAB/Land Tirol/CIPRA 2019), which outlines the share of outgoing and incoming cross-border commuters at municipal level in selected Alpine countries as well as a detailed analysis of cross-border mobility networks in the Alpine region (Chilla & Heugel 2018) in regard to commuter volumes, transport infrastructure and travel time for 12 case study regions as well as comparisons for monocentric, polycentric, linear and transnational metropolitan mobility patterns.

Interreg IV B CODE24: Regional-municipal cooperation for a coordinated corridor development

In the framework of the Interreg IV B project CODE24 (Interreg IV B NWE Project “CODE24 – Corridor Development Rotterdam-Genoa”, 2010-2015), regional planning authorities in the Rhine-Alpine-Corridor have drafted a coordinated development strategy for the Rhine-Alpine corridor, including a corridor information system, compensation measures for large-scale infrastructure projects, analysis of logistics clusters, bottlenecks and hinterland accessibility and participation and future governance of the corridor (Saalbach 2018:238).

The Corridor Rhine-Alpine is a project to improve rail freight transportation in Europe and to encourage modal shift from road to rail. It is part of the planning of the EU TEN-V Project No. 24, No.1 a corridor between Rotterdam and Genua. The Gotthard NEAT project (Neue Eisenbahn-Alpentransversale, Nouvelle ligne ferroviaire à travers les Alpes NLFA, La Nuova ferrovia transalpina NFTA) is the Swiss part of the project and stretches from Basel to Chiasso. The planning started in the early 90s and is based on a cooperation of Switzerland, Italy, Germany and France.

²⁰ In 2017, the Alpine Soil Partnership has been established, including a soil web platform which serves as an information hub for soil-related information for the Alpine Space.

EGTC Rhine-Alpine Corridor

Established in 2015 as a follow-up and consolidation of the CODE24-project, the EGTC Rhine-Alpine Corridor comprises 26 members from the Netherlands, Belgium, France, Germany, Switzerland and Italy (Regione Lombardia, Piemonte, Comune di Novara) (Saalbach 2018:240ff). Its goals include among others

- the continuation of a joint development strategy for the multimodal Rhine-Alpine Corridor through,
 - coordination of regional development along the corridor in consideration of local and regional perspectives,
 - consideration of transport infrastructure projects and land use conflicts along the corridor
- and the use of financial resources for corridor related activities.

According to the EGTC action plan 2019-2022, actions in regard to cross-border issues include

- overview of cross-border issues on the Rhine-Alpine Corridor,
- strategy towards the TEN-T revision in 2023,
- lobby message on cross-border issues,
- exploring possibilities for cross-border projects in EU programs.

Cross-sectoral initiative "Green hydrogen for the Alps"

Based on a letter of intent signed by Auvergne-Rhône-Alpes, Baden-Württemberg, Piedmont, Autonomous Provinces of Bolzano/Bozen - South Tyrol, Trento and Friuli Venezia Giulia (FVG), Provence Alpes Côte d'Azur, Bourgogne Franche Comté Besançon and Lombardy in 2021, the goal of the EUSALP initiative is to develop solutions for hydrogen filling stations and expand the use of hydrogen for sustainable mobility along major routes in the territory and with a particular focus on heavy vehicles (busses, trucks, trains etc.).

Needs for action

The CrossBorder project (see above) has formulated political recommendations to improve cross-border mobility that – besides transport-related issues – also entail a spatial dimension (SAB/Land Tirol/CIPRA 2019:22ff). Cross-border spatial and mobility planning as well as management is seen as an important tool in order to take into account the manifold interlinkages across borders.

4.1.6 Natural hazards*Status quo**Natural hazard maps and adaptation to climate change (Interreg projects)*

In the context of an expert survey and a symposium, the production of natural hazard maps and the mapping of erosion-prone areas were mentioned as examples of international cooperation in the Alpine region (Badura et al. 2018:39f). For the German Alpine region, the Bavarian State Office for the Environment has conducted natural hazard mapping. The hazard maps are publicly available through the Bavarian Environmental Atlas.

Within the framework of the Interreg Alpine Space projects CLIMCHALP (III B), AdaptAlp (IV B) and CLISP (IV B, see below), the results were taken up, among other things, with regard to questions of land use and spatial planning. Particularly relevant for this assessment is the Interreg IV B project CLISP, in which 14 partners from the Alpine Space have elaborated solution approaches for "climate resilient" spatial planning, developed promising approaches for forward-looking planning that avoids or mitigates climate change-related spatial conflicts and reduces vulnerabilities of spatial structures to negative climate change impacts (Alpine Conference, Compliance Committee 2011:7). Additional Interreg projects related to adaptation measures to climate change include C3-Alps (Interreg IV B) and GoApply (Interreg V B).

PLANAT (CH) national platform for natural hazards

The Swiss platform for natural hazards PLANAT promotes cross-border cooperation in preventive handling and coping with events. PLANAT maintains and intensifies the exchange of knowledge and experience across borders. These include special cross-border agreements, for example in regard to standardization.

4.1.7 Water management

Status quo

International Commission for the Protection of the Rhine

The members of the International Commission for the Protection of the Rhine (ICPR) – including Switzerland, France, Germany, and the European Commission - co-operate with among others Austria, Liechtenstein and Italy to harmonize the many interests of use and protection in the Rhine area. Focal points of work are sustainable development of the Rhine, its alluvial areas and the good state of all waters in the watershed.

Working- and expert groups work on technical issues arising from the implementation of the Convention on the Protection of the Rhine and from European law. Decisions are taken in the annual plenary assembly. The Conference of Rhine Ministers takes decisions in matters of political importance and establishes the basis for coherent, co-ordinated programs of measure.

In February 2020, the Conference adopted the program "Rhine 2040" (International Commission for the Protection of the Rhine 2020). It aims at a sustainably managed Rhine catchment with valuable lifelines for man and nature that is resilient to the impacts of climate change. Picking up on the goals and the results of the predecessor program "Rhine 2020", the program "Rhine 2040" defines new goals for the year 2040, including goals that address spatial planning and cross-border cooperation (securing spaces for measures by spatial planning, risk-based spatial planning, cross-border pilot projects on the biotope network).

4.1.8 Tourism

Status quo

Mountaineering Villages/Bergsteigerdörfer

The Mountaineering Villages Initiative²¹ was initiated by the Department of Regional Planning and Nature Conservation of the Austrian Alpine Club (ÖAV) as an effort to locally implement the Alpine Convention. In 2005, 15 villages were selected in Austria according to a set of criteria that also include spatial, land use and urban planning aspects. These places were presented to the public in a brochure titled “Small and Quiet Mountaineering Villages to Enjoy and Linger”. From 2008 onwards, the Austrian Federal Ministry of Agriculture and Forestry funded the project within the EU program of regional development. From then on, project management was established to set concrete measures for creating offers, selecting partner businesses and common marketing. From 2011 onwards, a quality management process was introduced in the individual Mountaineering Villages.

The initiative is not conceived as a “classic” cross-border cooperation project for spatial planning, but it is facilitating cross-border exchange on issues of sustainable tourism and spatial planning for a growing number of Alpine municipalities. The pilot project “Mountaineering Villages without borders” was a first step towards international collaboration in 2012. Ramsau bei Berchtesgaden became Germany’s first Mountaineering Village in 2015. In 2017, Matsch followed as Italy’s first Mountaineering Village and in spring 2018 Jezersko in Slovenia became a part of the initiative. Between the following Mountaineering Villages, a cross-border cooperation has been established on issues such as hiking busses, grazing cooperatives and cross-border trails:

- Weißbach bei Lofer (AT) – Ramsau bei Berchtesgaden (DE)
- Matsch/Mazia (IT) – Vent im Ötztal (AT)
- Zell am See (AT) – Jezersko (SI)
- Kreuth (DE) - Steinberg am Rofan (AT)

The status as official implementation project of the Alpine Convention was formalized in 2016, when the Austrian Alpine Club and the Permanent Secretariat of the Alpine Convention signed a Memorandum of Understanding.

4.1.9 Services of general interest

Status quo

INTESI think tank on services of general interest

Established in the framework of the Interreg V B Alpine Space project INTESI, the Alpine Think Tank²² is a platform for the exchange of experiences on services of general interest (SGI) provision across the Alps. It identifies upcoming challenges for SGI in the Alps and addresses

²¹ <https://eng.bergsteigerdoerfer.org/6-1-The-Philosophy-of-Mountaineering-Villages.html>

²² <https://servicepublic.ch/en/alpine-think-tank/>

(transnational) solutions. The think tank proposes policy recommendations and reflects the work of INTESI and the EUSALP AG 5 as well as of other initiatives in the field of SGI.

Needs for action

Institutionalisation of the interrelation of spatial planning, regional development and demographic change

The Interreg IV B project demochange concluded that “although numerous institutions of international collaboration do exist between countries of the Alpine Space, so far no specialised institution has been formed to tackle the specific [demography-related] challenges spatial planning and regional development are confronted with [...] and to coordinate adequate action at the transnational level. Neither a mutually agreed plan, nor a strategy exist, and political decision makers are called upon to take the initiative to form such an institution to develop Alpine-wide strategies with a demography focus and to implement appropriate measures” (Maurer et al. 2013:32).

Use potential of digitalisation to improve cross-border public services

The Interreg V B Alpine Space project SmartVillages produced policy recommendations that also address cross-border issues. Operational cohesion policy programs at cross-border level are encouraged to include special lines on the Smart-villages approach (SmartVillages Consortium 2021). In general, the potential of digitalisation should be used to a greater extent to improve cross-border public services (ibid:15). In regard to digital infrastructure, special attention should be paid to border areas as numerous gaps in the fibre optics backbone have been identified across borders in the Alpine area and the availability of digital infrastructures tend to be lower in border areas due to dominant national or regional perspectives (ibid:16). Infrastructure planning in functional areas across borders is considered as an important issue for the foreseen EUSALP Common Spatial Development Perspective.

4.1.10 Climate Change

Status quo

CLISP - Climate Change Adaptation by Spatial Planning in the Alpine Space

In the framework of the Interreg IV B Alpine-Space project CLISP, a transnational strategy for climate proof spatial planning was elaborated (CLISP Consortium 2011). The strategy also outlined needs and measures for cross-border cooperation, e.g. in regard to integrated adaptation strategies, natural hazard management or water resource management. The CLISP project introduced harmonised concepts, methodologies and tools, which facilitate future (cross-border) cooperation. The project's model regions, however, were limited to single countries without addressing cross-border aspects. Follow-up projects include the Interreg B Alpine-Space projects C3-Alps (IV) and GoApply (V) and the EUSALP AG8 initiative CLISP-ALP.

CLISP-ALP

In 2021/2022, EUSALP's AG8 has been leading the cross-sectorial implementation initiative on climate resilient spatial planning in the Alps (CLISP-ALP) in the context of the Interreg project AlpGov2. The goal was to evaluate opportunities and performances of existing planning

instruments of the Alpine countries in view of achieving a climate resilient spatial development and to draft recommendations. Furthermore, AG8 has concentrated on the evaluation and development of target group-oriented risk communication tools like physical natural hazard models.

4.2 Austria - Italy

4.2.1 Spatial planning in general

Status quo

See description for the ISA-MAP project involving Austria, Italy and Slovenia in 0.

See description for SUSPLAN project involving Austria, Italy and Slovenia in 0.

4.2.2 Spatial development in general

Status quo

Cooperation project brenner.basis.raum b.b.r. / Fit4cooperation

The cooperation project b.b.r. (brenner.basis.raum) in the framework of the Interreg IV A Italy-Austria project „Fit4cooperation” (EVTZ Europaregion Tirol-Südtirol-Trentino 2020) deals with cross-border effects of the future Brenner Base Tunnel (BBT). Currently, statistical evaluations of various socio-economic and socio-demographic parameters are being carried out. Based on a statistical and empirical analysis of the urban areas of Innsbruck, Bolzano/Bozen and Bressanone/Brixen, development scenarios for these areas will be elaborated. Above all, the reduction in travel time and the more comfortable connection can bring about an increased interconnection of the urban spaces that go beyond a tourist effect.

Equally important is the further development of the space in the Tyrolean and South Tyrolean Wipptal or at the border town of Brenner. In scenarios that assume a significant reduction of traffic via the Brenner Pass, the question of retrofitting and conversion of existing transport infrastructures, but also that of a shift in accessibility, may become applicable. In cooperation with the Office for Regional Planning in South Tyrol, a catalogue of questions was elaborated, which will be worked through in the coming years in order to be prepared and coordinated across borders for accompanying the opening of the BBT.

The Fit4Cooperation-project supported public administrations in the territories of the EGTC Euregio ohne Grenzen/Euregio Senza Confini and the EGTC Europaregion (Tyrol, South Tyrol, Trentino) on competences, instruments and benefits of cross-border cooperation in the EU and produced an analysis of success factors for cross-border cooperation (Engl. et al 2020, see chapter 5).

Cooperation project „Süd Alpen Raum/Spazio Sud Alpino“

In 2018, a contract for the cooperation between the cities of the Süd Alpen Raum (Southern Alpine Region)²³ was drawn up and finalized in July 2021. The four cities (from east to west)

²³ <https://www.suedalpenraum.eu/>

Spittal an der Drau (Carinthia), Hermagor-Pressegger See (Carinthia), Lienz (Tyrol) and Bruneck (South Tyrol) and their associated regions agree to cooperate along the Pustertal line and the most south-western areas of the province of Carinthia. The project receives funding from the Interreg IV A Italy-Austria program.

In the region, functional spaces have existed for a long time: the border areas, both across state and national borders, are linked by commuters and the shared use of the respective infrastructures – be it in retail, in the Austrian health and rescue services or in the sports and leisure industry. The strategic orientation is based on identified megatrends, which provide the framework for concrete projects, such as common care infrastructure or the strengthening of local centres.

The region has established a governance model, including as formal elements the Süd Alpen Raum Council, the Conference (both with representatives from Austria and Italy) and the management structure and as informal elements thematic working groups and an annual event. Through cross-border participation schemes and information and awareness raising on socio-political issues, the region hopes to become an Alpine model region in political participation (Regionalmanagement Osttirol 2021:29).

Joint working groups²⁴ also address spatially relevant issues such as demographic changes in rural areas, inner-urban development and climate and energy model regions.

Current projects include:

- Alliance for the Development of the South Alpine Space (Allianz zur Entwicklung des Südalpenraums²⁵), pursuing the strategic approaches to
 - clearly position and communicate the area as a counterpoint to the conurbations of Bolzano/Bozen, Innsbruck or Klagenfurt,
 - develop at least 3 topics (incl. higher education, mobility, value-added networks) that will be jointly pursued along the main axis Spittal/Hermagor - Lienz – Bruneck,
 - jointly prepare the topic of staying & coming (human potential). The spatial focus is placed on the Spittal/Hermagor - Lienz - Bruneck axis with the strongest transport and functional interconnections.

A strategic framework has been adopted in 2020, outlining the governance, megatrends and their impact on the region as well as issues of cross-border cooperation (Regionalmanagement Osttirol 2021). These include higher education, inner-urban development and care services (ibid 38ff). The results are supposed to feed into the new funding period for community-led local development (CLLD) within LEADER (see also Italian Compliance Report 2019:9).

- Coming & staying (Kommen & Bleiben): As part of the project "Alliance for the Development of the South Alpine Space", this sub-project addressed the issue of encouraging people to stay, come and return. A guideline for social groups, organisations and decision makers has been drafted in order to enhance the topic of "staying and

²⁴ <https://www.suedalpenraum.eu/gemeinsame-initiativen/arbeitsgruppen/>

²⁵ <https://www.zukunftsraumland.at/projekte/2495>

coming" jointly and across regions and to orient it towards the future (Regional Management LAG Pustertal 2021). Four thematic areas are being addressed:

- Living,
- Working,
- A culture of recognition and welcome
- And Networking & Communication.

The Süd Alpen Raum intends to become an innovative and sustainable region of the future in Europe with a model effect for other border regions and create a new, regional, European and cosmopolitan awareness through cooperation.

Community-led local development regions Dolomiti Live and HeurOpen

Within the South Alpine Space, two cross-border regions have adopted the community-led local development (CLLD) approach to promote and facilitate Interreg Italy-Austria projects for their respective territory (Zollner 2018:35).

The CLLD region Dolomiti Live encompasses the Province of Belluno (IT), East Tyrol (AT) and the South Tyrolean Pustertal (IT). Objectives include the promotion of cross-border cooperation in general, the establishment of a fund for cross-border small-scale projects (people to people). Projects with a spatial dimension address strategic urban networks to make better use of the cities' infrastructural potentials for regional development²⁶, cross-border municipal networking²⁷ and transferable landscape development concepts²⁸.

The CLLD region HEurOpen²⁹ comprises the Leader regions Hermagor (AT), Open Leader (Gemonese, Canal del Ferro e Val Canale, IT) and Euroleader (Carnia, IT). Based on the cross-border development strategy "HEurOpen", small- and medium-scale projects are being funded. Additionally, thematic working groups on intelligent, sustainable and inclusive growth have been established.

EGTC Europaregion Tirol – Südtirol – Trentino/Tirol – Alto Adige – Trentino

The EGTC is pursuing a range of cross-border projects on spatially relevant topics such as public transport and cycling infrastructure. Additionally, it provides support for cross-border project planning and implementation through the Fit4Cooperation consulting services for public administrations. For each tri-annual governing period, a joint program is adopted that outlines the planned activities (EVTZ Europaregion Tirol-Südtirol-Trentino 2019).

²⁶ <https://www.dolomitilive.eu/de/projekte/kleinprojekte/etablierung-strategischer-staedtenetze-im-sued-alpen-raum/>

²⁷ <https://www.dolomitilive.eu/de/projekte/kleinprojekte/grenzueberschreitende-kommunale-vernetzung/>

²⁸ <https://www.dolomitilive.eu/de/projekte/mittelprojekte/landschaftsentwicklungskonzept/>

²⁹ <https://region-hermagor.at/heuopen/clld-region/>

EGTC Euregio ohne Grenzen/Euregio Senza Confini

Established in 2012, the EGTC comprises the State of Carinthia, the Autonomous Region of Friuli Venezia Giulia (FVG) and the Veneto Region. Among its projects, which also involve Slovenian partners, a strong focus lies on cross-border mobility:

- **CROSSMOBY (2018-2022):** The main objective of the project is to create new cross-border and sustainable transport services and to improve mobility planning throughout the area. The expected changes will be achieved through testing new rail passenger services and a new approach to mobility planning based on the existing SUMP (Sustainable Urban Mobility Plan) methodology applied to a limited number of pilot projects.
- **SMARTLOGI (2018-2021):** With the goal of improving the institutional cooperation in regard to sustainable, intermodal goods transport, the project includes the drafting of a transnational action plan, which is being evaluated through feasibility studies and tested in pilot actions. Ultimately, a strategy for the promotion of cross-border intermodal transport is envisaged.
- **EMOTIONWay (2018-2022):** With a focus on soft tourism, the Interreg V-A Italy-Austria project EMOTIONWay³⁰ aims at establishing the Eastern Alps Cycleway Network (ReCAO).

A Memorandum of Understanding between the Land Carinthia, the FVG Region and the Veneto Region facilitates the sharing of data in support of sustainable cross-border mobility in the RECAO area. Based on a database of existing cycle lanes and intermodal transport services in the cross-border area, obstacles for accessibility were identified and missing intermodal links to complete the network's cross-border interconnections have been closed.

Additionally, the EGTC is conducting projects on natural disaster prevention and management as well as strengthening cross-border institutional cooperation between Italy and Austria in the field of migration and coherent integration policies (EUMINT project, 2018-2020). Together with the neighbouring EGTC Europaregion Tyrol/South Tyrol/Trentino, it participated in the Fit4Cooperation program (see above).

For the CONSPACE cooperation project of Austrian, Italian and Slovenian authorities, see description in chapter 0.

*Needs for action**Cross-border governance systems*

According to the Strategic Framework for the Süd Alpen Raum (Regionalmanagement Osttirol 2021:16, see above), there is a lack of well-functioning regional and cross-border governance systems that promote the idea of cooperation across political and administrative borders (see also Zollner et al. 2018). The obstacles spatial planning is facing in border regions and the support for cross-border governance systems is also expressed in a recent consultation conducted by the European Committee of the Regions (2021:15 and 27).

³⁰ https://ec.europa.eu/regional_policy/et/projects/europe/italy-austria-cross-border-cycle-networks-boost-tourism

4.2.3 Protected areas/Protection of open spaces

Status quo

Cross-border connectivity in regional spatial planning of the Friuli Venezia Giulia Region

A good example for the integration of ecological networking into regional spatial planning is the Regional Territorial Spatial Plan and the Regional Landscape Plan (RLP) in the FVG Region (Perrin et al. 2019:64ff). “The Region is situated at the border to Austria and Slovenia. The RLP takes into consideration ecological connectivity not only inside or in proximity to protected areas, but at a regional scale behind administrative borders.”

Needs for action

Cross-border protected area management

The Strategic Framework for the Süd Alpen Raum (Regionalmanagement Osttirol 2021:29) expects that establishing a cross-border management for protected areas that entails a continuous exchange, joint public relation and the drafting of joint objectives and areas for action would improve awareness and visibility of open spaces.

4.2.4 Transport

Needs for action

Cross-border transport initiatives

According to the Strategic Framework for the Süd Alpen Raum (Regionalmanagement Osttirol 2021:29), cross-border cooperative initiatives are expected to create new mobility offers by coordinating and integrating individual transport associations.

4.2.5 Natural hazards

Status quo

Cross-border avalanche warning and forecasting system ALBINA

The ALBINA project, funded by the cross-border cooperation program Italy-Austria (2016-2019) and supported by the EGTC Europaregion Tirol – Südtirol – Trentino/Tirol – Alto Adige – Trentino, has set up a joint avalanche warning system for Tyrol and the Autonomous Provinces of South Tyrol and Trentino. In recent decades, cross-border mobility between the three regions has increased especially for backcountry recreation. Within the project, existing but separate warning and forecasting systems have been merged to cover the entire Euregio with one system (European Committee of the Regions 2018:18f). After the project has ended, a joint memorandum on a cross-border avalanche information system has been signed to ensure a continued operation of the service in the form of the Euregio Lawinen.report/Valanghe.report.³¹

³¹ <https://lawine.report/more/about>

Needs for action

Cross-border natural hazard management

Climate change has exacerbated the risks of natural hazards also for the Süd Alpen Raum in the form of thunderstorms, massive snow-storms and rainfall and long-lasting droughts, which affected infrastructure, protective forests and harvests. A cross-border natural risk management, entailing an improved integration and joint planning of measures, is expected to facilitate quicker and more efficient responses (Regionalmanagement Osttirol 2021:29).

4.2.6 Cultural heritage / landscape

Status quo

Joint Agreement by Spatial Planning State Councillors of Tyrol, South Tyrol and Trentino 2016

In order to create appropriate framework conditions and promote cross-border activities related to architectural qualities and cultural landscapes, the state councillors of Tyrol, South Tyrol and Trentino signed an agreement encompassing the following measures (EVTZ Tyrol, South Tyrol and Trentino 2016):

- Biannual political enquete to assess the effects of measures on architecture and landscape and develop future strategies,
- Annual meeting of authorities responsible for building culture (Baukultur) to exchange experiences and coordinate measures,
- Organising conferences and publications on economic effects of measures to promote building culture, effects on the construction sector, agriculture, tourism and trade, affordable housing in the context of traditional and new Alpine architecture.

Memorandum of Understanding on safeguarding mountain traditions and cultures

Signed in 2020, the memorandum “Protocollo di intesa tra il Friuli Venezia Giulia e la Carinzia - Vicinie agrarie” between the Autonomous Region of FVG and the Austrian Province of Carinthia addresses the safeguarding of mountain traditions and cultures that have developed in the areas close to the Austrian border.³²

Via Iulia Augusta - Via della musica | Straße der Musik³³

The Via Iulia Augusta is an old roman connection from Italy to Austria which is nowadays used for hiking and soft tourism. During Interreg V A Italy-Austria 2014-2020 the project „Via della musica, Straße der Musik“ was launched to enhance the cooperation of existing cultural activities in the area, as well as to foster tourism in the region. Partners included Fondazione Luigi Bon (Lead Partner), L'Unione Territoriale Intercomunale della Carnia, Comune di Malborghetto-Valbruna; Association Via Iulia Augusta, and Municipality of Kötschach-Mauthen.

³² <https://www.consiglio.regione.fvg.it/cms/hp/informazioni/0571.html>

³³ <https://www.via-iulia-augusta.at>

4.3 Austria – Slovenia

4.3.1 Spatial planning in general

Status quo³⁴

SUSPLAN – Sustainable spatial planning in mountain areas

The Interreg IV A Slovenia-Austria project SUSPLAN (2009-2012)³⁵ was designed to improve conditions and procedures for spatial planning and a more balanced and sustainable development in the Slovenian-Austrian mountain region (SUSPLAN consortium 2012). Partners included the Mountain Community of Carnia (FVG), the Directorate for Urban Planning of the Veneto Region (FVG), the Central Directorate for Regional Planning, Local Autonomy and Security of the FVG Region, the Mountain Community Torre (FVG), the Mountain Communities of Gemona, Iron Canal and Canal Valley, and the Mountain Community Western Friulia.

Through joint activities, available information and geographic data was gathered in an information system (Mountain Information System SIM) and used to produce and analyse maps for the entire project area. A common definition for sustainable spatial planning and development was developed and common sustainability criteria for the evaluation of spatial development plans were defined. These criteria were to be integrated into the respective planning methods, tested in regional pilot projects and jointly evaluated. Currently, SUSPLAN online resources such as the Wiki on planning-related terms (Comelicopedia) or an interactive map to report places of interest in the Friuli foothills are no longer accessible.³⁶

Part of SUSPLAN were two international conferences on instruments for sustainable development of mountain regions³⁷ (May 26th 2011, Tolmezzo) and on demographic changes in rural areas (October 17th/18th 2011, Ossiach).

4.3.2 Spatial development in general

Status quo

Slovenia-Carinthia Joint Committee

Between the State of Carinthia and Slovenia, a Joint Committee (Gemeinsames Komitee Kärnten-Slowenien / Skupni odbor Slovenija-avstrijska Koroška³⁸) has been re-established in 2014 as a successor of the Contact Committee Slovenia-Carinthia, which has been discontinued in 2004. The Joint Committee meets annually to discuss issues and initiate projects of cross-border relevance, particularly in the fields of transport, environmental protection and spatial planning. Permanent Working Groups have been established on “Spatial connectivity,

³⁴ Also see the ISA-MAP project description in 4.8.1.

³⁵ <http://www.simfvg.it/attivita/susplan>

³⁶ http://www.simfvg.it/doc/susplan_ccf/pubblicazione_ccf.pdf

³⁷ https://www.interreg.net/de/news.asp?news_action=300&news_image_id=499905

³⁸ <https://www.ktn.gv.at/Service/News?nid=33404>

environmental protection and efficient use of natural resources”, “Networking of people” and “Economy and tourism, culture, agriculture and rural development”. Joint declarations outline cooperation and future activities between Carinthia and Slovenia.

Cross-border inventory for the Slovenian-Austrian border region

In the framework of PHARE CBC/Interreg II A (1994-1999), an inventory of the Slovenian-Austrian border region was carried out. In the course of a socio-economic assessment, “it became evident that the methodology and statistical sources for data collected on both sides of the border vary considerably. This project therefore involved the preparation of a cross-border inventory and a cross-border strategy in order to develop a robust basis for multi-annual planning of cross-border cooperation activities, the annual review of the MIP and for further physical, environmental or socio-economic planning purposes” (Guillermo-Ramirez/Nikolov 2015:23).

GREMA – Cross-Border Masterplan Lower Carinthia

The project GREMA³⁹ was carried out in subregions of the Interreg III A program area Austria - Slovenia and was intended to promote conditions for a successful regional development (Austrian Compliance Report 2019). Project activities included a broad analysis of regional situation, but also of the general conditions and existing supraregional projects influencing future development. Since projects such as the construction of the Koralm railroad will be of particular importance for future development, development scenarios and their possible effects on various areas of life essential to the region were elaborated. Furthermore, the potentials of the region, especially as a future business location, were outlined. Based on these results, development goals were elaborated for the region in the sense of a development strategy.

4.3.3 Protected areas / Protection of open spaces

Karawanken@Zukunft.EU / Karavanke@Prihodnost.eu⁴⁰ – nature based economy in the European future region Karawanks

With funding from the Operational Program Slovenia-Austria 2007-2013, the project Karawanken@Zukunft.eu/Karavanke@Prihodnost.eu set out to identify natural and development potentials as well as guidelines for sustainable development and nature conservation for the Karawanks mountain range. It envisaged to promote a process of joint, cross-border use and administration of the Karawanks natural potential, thereby implementing the objectives of the Alpine Convention. At a cross-border level for the Karawanks region, activities included

- Analysis of potential and identity,
- Networks and communication,
- Activation and safeguarding of natural potentials in the form of small-scale investments.

Additional cross-border projects addressed the issues of nature-based tourism and trail maintenance (“Nature experience” project) and green economy (“future-ideas@karawanks.eu”).

³⁹ <https://mobilitaetsprojekte.vcoe.at/grema-grenzueberschreitender-masterplan-fuer-den-raum-unterkaernten>

⁴⁰ <http://www.karavanke.eu/index.php?t=news&id=36&l=de>

At the end of the project, a networking platform “Friends of the Karawanken” was established to ensure a continued support for sustainable development of the Karawanks region and further expand cross-border cooperation. Currently (2021) – it seems that the network has discontinued its activities.

4.3.4 Transport

Status quo

Slovenian-Carinthian mobility projects (Interreg project Trans-Borders)

As part of the Interreg Central Europe project Trans-Borders⁴¹, a cross-border season bus line has been established between Lavamünd and Maribor. Additionally, a financing model for cross-border passenger transport services between Carinthia and Koroška has been elaborated and is being further pursued through various approaches (Regional Development Plan and SUMP for Koroška Region, Joint Committee Slovenia-Carinthia).

4.3.5 Water management

Status quo

goMURra project – cross-border water management plan⁴²

Traditionally, a strong cooperation and joint activities exist along the 34 km long border river Mur within the scope of the Austrian-Slovenian Commission for the Mur. The Interreg V A project goMURra is routed in this context, involving decision makers at the national, regional and local level. From 2018 to 2021 seven partners from Austria and Slovenia elaborated a Management Plan 2030 to improve flood risk management as well as the ecological aspects of the river system.⁴³

4.3.6 Tourism

Status quo

Karawanken/Karavanke UNESCO Global Geopark⁴⁴

The Karawanken/Karavanke Geopark is a cross-border geopark that encompasses 14 municipalities from Austria and Slovenia. Focus of the Geopark is the promotion of nature-based tourism and culture of the region.

The main goals of the Geopark are:

- Cross-border cooperation and regional development/regional policy

⁴¹ https://www.interreg-central.eu/Content.Node/TRANS-BORDERS.html#Outputs,_deliverables_and_results

⁴² Also see description for the CONSPACE project and its cooperation between Austrian, Italian and Slovenian authorities in 4.8.1.

⁴³ The project area is situated close to the Alpine Convention perimeter, <https://www.gomurra.eu/das-eu-projekt-hochwasser-sicherheit-mur-gomurra/>

⁴⁴ <https://www.geopark-karawanken.at/>

- Conservation of natural resources
- Awareness raising/education/positioning of the Geopark
- Economic valorisation of the Geopark

4.3.7 Cultural heritage/landscape

Status quo

CULTH:EX CAR-GOR – Borderless cultural experience Kärnten – Gorenjska

The central objective of the Interreg IV A Slovenia-Austria project CULTH:EX CAR-GOR⁴⁵ (2009-2012) was the development of sustainable strategies to improve the relationship of the owners of the built heritage to their own heritage and property and to promote conservation and sustainable development of the cultural heritage. The project was designed to improve cross-border cooperation between institutions in the field of heritage protection, provide information and advice on the revitalisation of objects of the architectural heritage and evaluate the use and the preservation of the built cultural heritage.

Side effects of the project included

- strengthening of the cultural identity of the local population in the region.
- sparking a dynamic movement, which enables sustainable solutions for professional platforms.
- creation of new tourism sectors, especially cultural and business tourism.
- sustainable use of the heritage, which in the long term halts the loss of cultural heritage values.
- creation of new jobs in heritage-related sectors.
- preservation of the architectural heritage and cultural landscape as an important factor for sustainable development.

4.4 Austria - Switzerland⁴⁶

4.4.1 Spatial development in general

Status quo

Agglomeration Program Rheintal

In the Swiss Alpine Rhine valley, the Agglomeration Program Rheintal is developing guidelines, strategies and measures for integrated settlement, mobility and landscape development. Initiated in 2017, the agglomeration program has also addressed various issues of cross-border relevance⁴⁷, including the project “Freiraum”, promoting and linking cross-border open spaces in the Rhine Valley (see below), the flood management project “Rhesi”, an implementation step

⁴⁵ <https://www.ktn.gv.at/DE/repos/files/ktn.gv.at/Abteilungen/Abt3/Dateien/Orts-%20und%20Regionalentwicklung/K-Interreg%20Projekte/CULTH%5fEX%2epdf?exp=69998&fps=8c6926045d3fa31c08c9840b2fd321dce1629009>

⁴⁶ Also see chapters 0 and 0

⁴⁷ <https://www.agglomeration-rheintal.org/de/projekte.html>

towards implementing the Development Concept Alpine Rhine (Entwicklungskonzept Alpenrhein) (see below) and Velotal Rheintal, a project promoting cycling on a cross-border basis (see below).

Terra Raetica - Interreg Council

The districts Imst (A), Landeck (A), Vinschgau (Autonomous Province of Bolzano/Bozen-South Tyrol/IT) and the canton of Graubünden (CH) are linked by a long tradition of cross-border cooperation, which dates back to 1997. This cooperation was subsequently intensified during the Interreg III A Italy-Austria program (2000-2006) and in the subsequent Interreg IV A Italy-Austria program period (2007-2013) with the establishment of an Interreg Terra Raetica Council in 2007, supervising 41 large and 63 small Interreg projects. In the last program period of Interreg V A Italy-Austria (2014-2020), Terra Raetica was defined as a community-led local development (CLLD) area. Its aim is to increase the quality of life and maintain the competitiveness of the region by defining a local development strategy that promotes an independent development through a bottom-up approach. Within the Terra Raetica Council, working groups such as Cultura Raetica, Natura Raetica, Humana Raetica, Mobilita Raetica and tourism are dealing with issues such as economy, innovation and training, tourism, leisure infrastructure, natural heritage, cultural heritage, mobility and energy, health, accessibility and job market on a cross-border basis.

4.4.2 Protected areas/protection of open spaces

Status quo

Freiraum Rheintal

The "Open Space Rhine Valley" project promotes the preservation, development and networking of cross-border open spaces in the Rhine Valley. In a project-oriented open space planning, cross-border map bases have been developed in 2016. One of its results is a cross-border nature and recreation map "Old Rhine", a joint effort between Swiss municipalities and the Austrian municipalities Lustenau, Hohenems, Diepoldsau, Altdorf and Mäder.

4.4.3 Water management

Status quo

International Rhine Regulation – Rhesi project Recreation and Safety

A state treaty of 1892 between Austria and Switzerland laid the foundation for the International Rhine Regulation⁴⁸, which is jointly chaired by the Republic of Austria and the Swiss Federation, each represented by two delegates. Its mission is to provide flood protection for the 26 km stretch between the Ill confluence at Feldkirch and Lake Constance.

One of its current projects is the flood protection project RHESI, that integrates flood protection (based on regional dam failure scenarios) with a regional added value in terms of drinking water provision, ecological and recreational benefits and the amelioration of agricultural plots. The

⁴⁸ <https://rheinregulierung.org/organisation>

project has been developed in a cross-border participatory process⁴⁹ between Switzerland, Austria and Liechtenstein, involving authorities, stakeholders and residents.

4.4.4 Tourism

Status quo

Velotal Rheintal

Velotal Rheintal⁵⁰ is an initiative of the Province of Vorarlberg, the St. Gallen canton as well as the municipalities of the Province and of St. Gallen Rhine Valley. The aim is to promote cycling east and west at a cross-border level between Switzerland and Austria.

The valley floor in the Rhine Valley offers good conditions for using the bicycle. Velotal Rheintal wants to point out the already existing network of cycle paths and improve and expand it in the future. Velotal Rheintal focuses not only on recreational cyclists, but also on cross-border cycling in everyday life, especially for commuters in combination with public transport.

The municipalities on both sides of the Rhine expect to benefit from increased networking and the mutual exchange of experiences.

4.4.5 Commerce and retail

According to an interview partner, a coordination took place in the early 2000s between the Province of Vorarlberg and the St. Gallen Rhine Valley in regard to retail development.

4.5 Austria - Germany

4.5.1 Spatial planning in general

Status quo

German-Austrian Commission on Spatial Planning (DÖROK)

The "Agreement between the Austrian Federal Government and the Government of the Federal Republic of Germany on Cooperation in the Field of Spatial Planning" (Federal Law Gazette No. 87/1974), signed in 1973 and initially valid for 10 years, dates back to a time well before the Alpine Convention. Subsequently, the German-Austrian Commission on Spatial Planning (DÖROK) was established. This commission, consisting of 18 members, was very active in the 1970s and 1980s and led to a large number of cross-border agreements and cooperation (Chilla 2018:8). In this sense, the Commission thus already took up the spatial planning coordination and cooperation agreed in the Alpine Convention and the Spatial Planning Protocol. Its tasks included the elaboration of proposals and recommendations as well as the coordination and harmonisation of measures.

⁴⁹ https://rhesi.org/media/pages/service/publikationen/1794628128-1575888367/1109_rhesi_partizipative_projektentw_2_final.pdf

⁵⁰ <https://velotal-rheintal.com/ueber-uns/>

Resolution on cross-border participation in hearing procedures ("Bergener Resolution")

With the involvement of the Bavarian State Ministry of Economic Affairs, Transport, Infrastructure and Technology, the Department of Spatial Planning at the Office of the Salzburg Provincial Government and the Government of Upper Bavaria, the Euregio Spatial Planning Expert Working Group developed cross-border participation in hearing procedures (on LEPs, regional plans/programs, cross-border spatially significant projects) and adopted it in 2004 with the "Bergener Resolution". This involvement is seen as part of an open procedure and, in addition, Euregio is also informally involved in the hearing procedures (Salzburg: siting ordinance; Bavaria: regional planning procedure).

Based on a number of controversial spatially significant projects, targets and a catalogue of criteria for the settlement of large-scale retail projects were developed on a voluntary basis (BMU 2019:73).

The resolution has not played a significant role in the Euregio in recent times, as the topic has lost its urgency due to a saturation and consequently the decline of new large-scale retail projects. Currently, there are no major settlement procedures in the region. Rather, it can be observed that full-range retailers are increasingly returning to the city centres, as they find favourable locations due to pandemic-related closures.

Participation scheme for spatial planning in the Euregio Salzburg - Berchtesgadener Land - Traunstein

A mutual administrative participation scheme in the Euregio Salzburg - Berchtesgadener Land - Traunstein was agreed on a voluntary basis, partly at the municipal level, e.g. in the form of coordination of urban land use planning (ibid.:73). Furthermore, cross-border participation in the consultation procedure was agreed in the Euregio Salzburg - Berchtesgadener Land - Traunstein (ibid.).

This participation relates not only to retail settlement but also to tourism and other major planning and spatial development plans (LEP, regional plan) and includes the Euregio, districts, Government of Upper Bavaria and the Office of the Salzburg Provincial Government.

The expert working group on spatial planning and regional development is one of 12 expert working groups on cross-border issues that are also spatially relevant (including agriculture and forestry, mobility, nature and the environment, tourism). It exchanges views on planning instruments, on questions of securing land for mobility infrastructure and other planning-related topics such as housing or resource efficiency. In addition, it contributes to the preparation of the new Border Region Strategy (see 0) in the form of the evaluation of development concepts and the Salzburg master plan.

Information of contracting parties on projects with special effects on the Alpine region

In addition to coordination within the framework of the preparation or updating of spatial development plans and participation in spatial planning procedures, information is exchanged in the case of projects with likely cross-border impacts with regard to projects requiring approval under immission control law (large-scale retail shops, construction of power plants on border streams, approval of lifts, cross-border Alpine paths) (ibid.:62). The information exchange is also confirmed by the Austrian Compliance Report (2019:115) in regard to shopping centre projects.

Affected territorial authorities are being consulted and informed through Euregio-structures or through direct contacts. Contacts are taking place between Bavaria and Austrian provinces and in the framework of the International Lake Constance Conference.

With regard to Interreg projects, it is noted that due to the heterogeneous partner structure, their outputs do not necessarily reach government agencies directly (ibid.). However, when evaluating projects, efforts are made to inform public authorities about important developments and findings. This is partly ensured when government agencies, while not in the role of official partners, provide the necessary national co-financing (BMU 2019:62). An exchange is also reported in regard to the Alpine Convention platforms and working groups.

Cross-border participation in regional spatial development plans

Participation in the consultation process has taken place between Tyrol and Bavaria in the drafting of the spatial development plan "ZukunftsRaum Tirol" (BMU 2019:73).

Establishment of specifications for contiguous areas

At the regional planning level, cross-border effects and interrelationships are considered in Regional Plan 18 Südostoberbayern with regard to the cross-border effect of the Salzburg higher-order centre⁵¹ and in Regional Plan 16 Schwaben with regard to the joint higher-order centre Lindau - Bregenz (BMU 2019:16).

4.5.2 Spatial development in general

Status-quo

Border Region Strategy 2021-2027 for the Euregio Salzburg - Berchtesgadener Land - Traunstein

The border region strategy 2021-2027 for the coming EU funding period (Euregio Salzburg – Berchtesgadener Land – Traunstein 2021) includes an analysis of cross-border strengths and weaknesses and the development of cross-border approaches and project ideas. Thematic focus topics include

- Climate neutrality through circular economy at municipal and regional level
- Strengthening the economic position through cross-border (further) education offers
- Sustainable tourism

Additional topics addressed in the strategy include safety and disaster management, nature and environment including agriculture and forestry, climate protection in the building, water management and energy sector.

Interreg IV A small-scale projects

Cross-border cooperation in the field of regional development takes place in diverse Interreg IV A small-scale projects on the level of the Euregios Bayerischer Wald - Böhmerwald & Regionalmanagement OÖ. EUREGIO Inn-Salzach & Regionalmanagement OÖ, Euregio

⁵¹ German spatial planning uses the central-place-system to assess the role of urban centres for their surrounding settlement structure. It classifies cities into higher-order, middle-order and lower-order resp. small centres, depending on their role in providing service and development functions for their citizens as well as their catchment area.

Salzburg & Berchtesgadener Land - Traunstein, Euregio Inntal-Chiemsee-Kaisergebirge-Mangfalltal, Euregio Zugspitze-Wetterstein-Karwendel and Euregio via salina (cf. Verwaltungsbehörde Interreg Bayern-Österreich 2011; Fohim et al. 2018). Topics include economy and transport, tourism, education and qualification, culture and sports, nature and environment, social affairs as well as health and youth.

Cooperation between authorities, interest groups, economic partners, tourism organizations and research and educational institutions at the regional level has therefore already become a standard procedure. Equally important is the cooperation between municipalities, associations and voluntary organizations in the immediate border area. Simplified processing criteria have had a favourable effect. The Euregios have been given full authority to advise project sponsors, set up project selection committees, issue invitations to tender and carry out accounting checks (ibid.).

Interreg IV A Project Euregional Spatial Analysis (EuLE)

Among the Interreg projects, the project "Euregional Spatial Potentials, Spatial Indicators and Spatial Scenarios as a Basis for Decisions on Innovative Spatial Development in Southeast Upper Bavaria/Salzburg", carried out from 2008 to 2011, deserves special mention. The project objectives for this intensively interwoven border region included:

- Development of cross-border data bases & spatial indicators as a basis for sustainable planning strategies for regional development.
- Application and subject-oriented development of planning bases in important cross-border issues (S-Bahn).
- Preparation of decision-making aids for a cross-border region of short distances.
- Evaluation of regional infrastructural spatial potentials (infrastructural residential attractiveness) for the densified urban-rural area.
- Derivation of future challenges of spatial development and infrastructure planning from existing spatial scenarios.
- Promotion of cross-border networking and cooperation.

The results of the EuLE project were subsequently taken up in the preparation of the master plan for the core region of Salzburg (see below, e.g. guiding principles for landscape development). The urban development concept of Freilassing, in turn, establishes a link to the Salzburg master plan.

After the EuLE project identified networking areas and housing potential along rail axes, the Euregio S-BGL-TS has been working since 2015 to involve municipalities and building authority in the process. As a result, a cross-border Interreg IV A project was planned, supported by the Province of Salzburg and the Bavarian counties. However, the project was rejected by the Bavarian side at the municipal level.

The cross-border housing issue is currently being increasingly noticed on the Bavarian side, and individual communities such as Kirchanschöring are developing housing concepts as an alternative to single-family housing. One challenge in the border region is the difference in housing subsidies between the Salzburg and Bavarian sides, especially the fact that renovation subsidies are often underutilized.

Euregio via salina Integrated border region development

Euregios are required to orient themselves towards strategy-based, integrated cross-border spatial development in the coming programming period. In the Interreg small-scale project “Integrierte Grenzraumentwicklung”, the Euregio via salina with its cooperation partner Regionalentwicklung Vorarlberg, the Euregio Zugspitze-Wetterstein-Karwendel, the Euregio Inntal as well as the Regional Management Schwaz with its associated partners Bad Tölz-Wolfratshausen and Miesbach are cooperating with a number of other associated partners to jointly develop essential foundations for the elaboration of Euregio strategies.⁵² The Euregios via salina and Zugspitze-Wetterstein-Karwendel expect to derive recommendations for strategies that are ready for decision-making.

Masterplan Cooperative Spatial Concept for the Salzburg core region

As part of the Interreg IV A program, the Austrian Province of Salzburg and the Bavarian counties of Berchtesgadener Land and Traunstein have cooperatively developed a spatial concept for the cross-border core region of Salzburg (Land Salzburg/Regio Berchtesgadener Land – Traunstein e.V. 2013). The masterplan was elaborated between 2008 and 2011 and adopted by the three political entities between 2011 and 2013. The project addressed four open key topics of the Euregio development concept (housing, economy, transport, landscape and open space) and, together with the municipal level, assessed the spatially effective projects planned for the short to medium term, identified functional areas and sites for specific uses, and defined pilot projects and measures to be implemented. Part of the process was the elaboration of a trend, business-as-usual scenario as well as a strategic and normative development scenario for the Salzburg core region.

The measures outlined in the master plan are supposed to be implemented through appropriate planning instruments at municipal, regional and provincial level.

Needs for action

Better coordination of funds and cross-program regional strategies

Weizenegger & Lemberger (2018:129ff), using the example of the Upper Allgäu, identify non-continuous funding conditions and funding objectives and different instruments on both sides of the border. For one area, several steering and funding instruments would intertwine, funding and territorial settings would overlap, and the selection procedures for LEADER projects, for example, would differ, which would make the interaction particularly complex in border regions. There is a discrepancy between the increasingly large territorial areas of the LAGs and the constant staffing in management and funding agencies (ibid.:149).

To reduce the administrative burden, the authors suggest simplifying and harmonizing the rules between funds. Furthermore, there is a need for a better coordination between funds and a structure for support and qualification for project promoters. It would be desirable to link cross-border strategies with regional and local strategies and to establish multifunctional programs

⁵² <https://www.rm-tirol.at/projekte/projekte-2014-2020/einzel/project/integrierte-grenzraumentwicklung/>

within the framework of the European Structural and Investment Funds in the sense of the Community-Led Local Development approach.

Related to this is also the demand for more scope for regional actors and the strengthening of regional governance in the context of LEADER community initiatives, but also in transnational cooperation projects (ibid:139).

Use the EGTC instrument more intensively

One interviewee emphasized the added value offered by the instrument of European Groupings of Territorial Cooperation (EGTCs). As public law entities, they are a legal entity in their own right and thus offer possibilities for action to implement territorial cooperation projects that working groups or association structures cannot provide. However, there is no EGTC in the German Alpine Convention area so far.

4.5.3 Protected areas/Protection of open spaces

Status quo

Protection and management of contiguous cross-border landscape units

In cooperation between Vorarlberg and Oberallgäu, agreements have been reached by local and regional actors as a non-binding guide for landscape development, management and use within the Interreg III B project Dynalp (BMU 2019:54). The agreements in the context of the Gottesacker plateau Landscape Development Concept and the Nagelfluh range Nature Park are to be followed up by creating incentives.

Cross-border protected area Alpenpark Karwendel

The Alpine Park Karwendel is a cross-border protected area, which on the Austrian side consists of the largest Tyrolean protected area, the Karwendel Nature Park, and on the German side of the Karwendel and Karwendel Foothills nature reserve. On the Tyrolean side, the nature park comprises various protection categories (protected area, landscape protection area, quiet area).

In addition, there are small-scale cross-border protected areas (e.g. RAMSAR).

Cross-border species and habitat protection

Cross-border cooperation between Bavarian and Tyrolean nature parks include the Interreg A-project “Vielfältiges Leben an den Gebirgsflüssen” (“Diverse Life on Mountain Rivers”). The Interreg small-scale project “Grenzüberschreitender Arten- und Biotopschutz” (2021-2022) addresses cross-border conservation of species and habitats in the Northern Alps. Habitats and species are to be highlighted and prioritised for which the nature parks have a special joint responsibility. What has so far only been done selectively and on an ad hoc basis is to be based in future on solid technical foundations and the results of ongoing and already completed projects are to be included. Within the framework of project implementation, the first step is to outline already existing plans, measures and activities in the individual nature parks. Existing information on species and biotope protection is to be compiled and prioritised. From this, recommendations for measures can be derived and the results are to be prepared for the public.

Cross-border pilot region "Berchtesgaden-Salzburg" with incorporation in landscape and land use plans (Ecological Continuum-Initiative, Interreg IV B project ECONNECT and Interreg V B project OpenSpaceAlps)

The Berchtesgaden-Salzburg region has been acknowledged by the Ministerial Conference of the Alpine Convention as a pilot region for ecological networking in the Alpine region. In the form of a cooperation agreement, five municipalities of the Berchtesgaden valley (Schönau a. Königssee, Bischofswiesen, Markt Marktschellenberg, Ramsau b. Berchtesgaden, Markt Berchtesgaden) have decided to draft a common concept, including an intermunicipal landscape plan (landscape framework planning) and separate land use plans for each municipality, entailing "priority areas for the biotope network".⁵³

According to Pierrin et al. (2019:92ff), *"this approach is so far unique in the pilot regions of the Alpine Convention and can be regarded as exemplary"*. As a logical continuation of the results obtained to date, interconnected areas of particular importance for the ecological networking of extensively managed grassland areas have been integrated into landscape planning. In addition, all the objectives of the Species and Biotope Protection Program (ABSP) relevant to the network and the proposed measures to improve the ecological continuity of watercourses from intermunicipal watercourse development planning have been combined in a new thematic map.

Visitor management in sensitive natural areas

The Interreg small-scale project "Besucherlenkung in sensiblen Naturräumen" (2020-2022) assessed the potentials for joint approaches to visitor management and the management of cross-border protected areas and their further development for the Tyrolean Vilsalpsee and the Bavarian Allgäuer Hochalpen. Project results are planned to include a decision basis for a cross-border coordinated approach, which could potentially lead to the establishment of a cross-border nature park.⁵⁴

Needs for action

Coordination of protected areas across borders

Using the example of the Alpine Plan and the Tyrolean game reserves, Haßlacher et al. (2018:31) state that protected areas in the German-Austrian Alpine region are not defined in a cross-border coordinated manner. Other protected areas are continued across national borders only in exceptional cases. While on the Bavarian side many landscapes are largely protected by protection zone C of the Alpine Plan (e.g. Allgäu Alps, Ammer and Wetterstein Mountains as well as Chiemgau Alps), this protection is not continued on the Austrian side, particularly in regard to the Tyrolean Game Reserves (Job et al. 2020:D8). This contradicts coordinated open space protection and the idea of ecological connectivity. *"(High) mountain landscapes, which are defined by natural space and not by administrative borders, are only secured in a dispersed manner and not in a coordinated manner in terms of planning, which makes a much more*

⁵³ <https://www.gemeinde.berchtesgaden.de/media/Flaechennutzungsplan/FNP-Begrueundung.pdf>

⁵⁴ <https://www.rm-tirol.at/projekte/projekte-2014-2020/einzel/project/besucherlenkung-in-sensiblen-naturraeumen/>

intensive cross-border cooperation in spatial planning and spatial planning in this respect seem imperative in the future" (Haßlacher et al. 2018:31).

In the Interreg V B project OpenSpaceAlps, the Alpine Plan approach is being applied for the pilot region Berchtesgadener Land/Tennengau for all three Alpine Plan zones (A, B, C), considering also open space protection and agricultural priority areas.

In the foothills of the Alps, the process to establish the nature park Salzachauen planned by the Province of Salzburg lead to a conflict within the Euregio as the Bavarian side did not feel sufficiently involved in the cross-border conceptualization process.

4.5.4 Reduction of land take/Soil protection

Status quo

Cross-border land management - prerequisite for sustainable settlement development in the Salzburg area

The project "Cross-border land management - prerequisite for sustainable settlement development in the Salzburg area" refers to the Masterplan Salzburg and builds on the Interreg IV A project EuLE. The cross-border project area with an area of approx. 516 square kilometers and approx. 273,000 inhabitants (as of 2013) represents the central settlement core of the Masterplan Core Region Salzburg. Increasing settlement pressure, demographic change, rising residential floor space per capita, the trend toward smaller households and urban sprawl represent current challenges in spatial and settlement development. A future careful handling of the available building land and a cross-border land management are considered as indispensable in order to use social, ecological, building and landscape structures in a resource-saving and sustainable way.

The main objective of the project is the elaboration of hitherto unavailable planning bases for municipalities and authorities in order to address the future challenges of the European Region Salzburg with regard to settlement pressure and land competition in a joint land management. For this purpose, new spatial analytical approaches and thematic spatial indicators were developed using methods of geographic information processing.

The project included the following work steps:

- Assessment of the cross-border comparability of existing data bases and the technical resilience of indicators derived from them.
- Evaluation of spatial indicator concepts, GIS analysis models and evaluation criteria for the large-scale derivation of building land potentials in the existing stock.
- Development of indicators on land consumption; among other things, also for the localization of possible land inefficient trends.
- Development of a concept to compare demographic and building developments on a large scale: e.g. analysis of historical developments as a basis for scenarios.

- Evaluation of spatial indicators for settlement development (infrastructural location qualities) with GIS-based methods taking into account cross-border data availability⁵⁵.

As a result, the project provided comprehensive data bases for the integrative consideration of land consumption, demographic development and infrastructure. Project partners included the Province of Salzburg, the Bavarian State Ministry of Finance, Regional Development and Community, the government of Upper Bavaria and Euregio Salzburg - Berchtesgadener Land - Traunstein.

Bavarian-Austrian Land Saving Forum 2015

The Bavarian Land Saving Forum (Flächensparforum), a biennial event organized by the Bavarian Land Saving Alliance (Bayerisches Bündnis zum Flächensparen), took place in Bad Reichenhall in 2015 as a cross-border event with contributions and participants from Austria. The goal was a cross-border exchange of experiences on land saving (Compliance Committee of the Alpine Convention 2019:20; Badura et al. 2018:39), addressing administration, local politics and planners.

Needs for action

Due to the ongoing settlement development, open space protection is a suitable field of action for spatial planning cooperation with regard to the expansion and harmonization of instruments as well as the exchange of experience. Experts suggested to elevate the previous municipal action to a supra-municipal level.

4.5.5 Water management

Status quo

Transboundary flood protection in the Saalach valley

In 2001, the 15 Austrian and Bavarian communities in the Saalach catchment area signed a resolution and a voluntary commitment to the ecological improvement of the Saalach river course. The resolution deals, among other things, with spatial planning aspects such as the improvement of ecological structures, longitudinal permeability and the preservation, protection and restoration of retention space. It goes back to an initiative by the city of Bad Reichenhall as part of its activities as Alpine Town of the Year in 2001. Subsequently, numerous measures have taken place that serve both ecological improvement and flood protection (BMU 2019:17).

Transboundary water management measures

In recent years, cross-border coordination and cooperation in water management has taken place in the form of cross-border flood protection on the Salzach and Saalach rivers (Flood Conference, Joint Declaration) and a bank extension on the Saalach river coordinated between the Salzburg and Bavarian water management authorities.

⁵⁵ Cited: <http://giplus.de/projekte/projektinfogruelf/>

4.5.6 Transport

Status quo

Route identification procedure for the access route to the Brenner Base Tunnel

As part of the route-finding procedure for the northern run-up to the Brenner Base Tunnel on the German side, Tyrol was involved in the regional planning procedure: *"From the point of view of cross-border cooperation, talks were held with the Office of the Tyrolean Provincial Government in November 2019 and May 2020. As part of the cross-border participation, comments were received from two Tyrolean municipalities as well as the Office of the Tyrolean Provincial Government and the Tyrolean Chamber of Commerce."*⁵⁶

In January 2021, the regional planning procedure was concluded with a positive assessment of spatial compatibility for four of the five routes.

Tourist cross-border local transport connections

Due to the close interdependence also in leisure traffic, cross-border local transport connections such as the Außerfernbahn, the bus from Oberaudorf to Bernau a. Chiemsee as well as the bus connection Kufstein-Bayrischzell have been (re-)established.

In the case of the Außerfernbahn, Bavaria and Tyrol have agreed for the first time in 2020 on a joint tender for local rail passenger transport services from 2025. The cross-border coordination is intended to improve rail connections between Bavaria and Tyrol and achieve a modal shift effect. The agreement also includes the completion of electrification on the Bavarian side by the end of 2021.⁵⁷

Mobility concept Bad Hindelang – Tannheimer Tal – Pfronten

The region is characterised by intensive transport interconnections and burdened by individual motorised traffic. To address this, a cross-border mobility concept is currently being elaborated that identifies needs of action both in regard to timelines (short-, medium- and long-term), but also in regard to spatial level (local, regional, supra-regional)⁵⁸. In order to improve climate-friendly mobility, the concept is focussing on service options and their feasibility.

A close exchange with the Interreg-project "AB266 Attraktivierung der Regionalbahnen"⁵⁹ (attractivation of regional railways Außerfernbahn, Mittenwaldbahn/Werdenfelsbahn between Innsbruck, Munich and Kempten) is foreseen.

⁵⁶

https://www.regierung.oberbayern.bayern.de/mam/dokumente/bereich2/pfb/raumordnung/rov/2021/2021_01_28_landesplanerische_beurteilung_rov_bnz.pdf

⁵⁷ https://www.meinbezirk.at/reutte/c-lokales/das-angebot-der-bahn-soll-verbessert-werden_a3881241

⁵⁸ <https://www.rm-tirol.at/projekte/projekte-2014-2020/einzel/project/mobilitaetskonzept-bad-hindelang-tannheimer-tal-pfronten/>

⁵⁹ <https://extranet.allgaeu.de/ab266-attraktivierung-der-regionalbahnen>

Needs for action

Regional/supraregional development, traffic calming and restriction of private transport

Regarding the implementation of Art. 9 of the Spatial Planning Protocol, it is noted that German spatial plans and programs only partially provide for measures to improve regional and supra-regional development. Furthermore, measures for traffic calming and, if necessary, for the restriction of motorized traffic are missing here (Alpine Conference, Compliance Committee 2011:25).

4.5.7 Energy

Needs for action

Consultation on energy projects with cross-border effects

The 2011 Compliance Committee Report (Alpine Conference 2011:7) saw a need for improving early notification on energy projects with cross-border effects, e.g. between Austria, Switzerland and Germany.

4.5.8 Tourism

Needs for action

Managing competition in tourism development

In view of the economic competition between municipalities, valleys, regions and countries, Haßlacher et al. (2018:25) call for an Alpine-wide discussion in regard to the remaining open spaces. Spatial planning would have to regain significant importance and a cross-state consensus on development goals would have to be found.

In the border region between southeastern Upper Bavaria and Salzburg, the development of spas and the associated competitive situation posed a spatial planning challenge a few years ago (Reichenhall, Berchtesgaden, Golling, Saalachtal, Paracelsus-Bad).

4.5.9 Commerce and retail

In the study area, expert opinions on retail development and purchasing power flows have been conducted for quite some time, which also address cross-border relations (see SABE V below). Currently, this includes a study by the city marketing Kufstein on the outflow of purchasing power to Kiefersfelden/Rosenheim and the associated significant border traffic, as well as an expertise commissioned in 2015 by the Tyrolean Provincial Government on the future of retail.⁶⁰ According to the Austrian Compliance Report (2019:115), Bavaria is duly informing Tyrolean authorities in the planning process of shopping center projects.

⁶⁰ https://www.piu.gv.at/data.cfm?vpath=dokumente_aussen-/studie-eh-weiterentwicklung/endbericht-weiterentwicklung-einzelhandel-tpdf

Status quo

The “Bergener Resolution” (see chapter 0) is mainly addressing projects related to commerce and retail.

Cooperation between Bavaria and Upper Austria on large-scale retail projects

According to an agreement signed on 08.08.2007 on intensified cooperation between the Office of the Upper Austrian Provincial Government and the Free State of Bavaria, all settlement and large-scale retail expansion projects will be subject to a spatial planning review. In the case of projects that are expected to have an impact across borders, cooperation between Bavaria and Upper Austria will be intensified as follows:

- Early mutual participation in the spatial planning review procedures.
- Exchange of experience on the control instruments available to spatial planning and their effect.
- Exchange of information on plans that have become known and on the respective status of project development.

The agreement responded to a need for coordination with regard to settlement and expansion projects of large-scale retail trade. According to the signatories, a race to the bottom should be avoided in favour of functioning retail and local supply structures in the town centres (Land Oberösterreich 2007).

Salzburg-Bavaria structural study of retail trade interrelationships (SABE-V)

The SABE-V study (CIMA 2005) was the first comprehensive study of retail trade in the state of Salzburg and the districts of Traunstein and Berchtesgader Land. The following recommendations for action were formulated on the basis of a purchase flow analysis, a sector mix analysis and town and city centre delineations:

- targeted, selective location of retail, preferably to strengthen town centres,
- Euregio-wide retail trade coordination (criteria catalogue, restrictive designation of new large-scale projects),
- Thinking in terms of cross-community/cross-border shopping areas,
- and endowment of a Euregio-wide local and urban core innovation fund.

Needs for action

An interviewee sees the lack of consideration of the retail trade across the border as a shortcoming. This topic is currently not coordinated in planning and an “arms race” can be observed on both sides of the border (e.g. drugstores). It would be worthwhile to look at product-specific flows, e.g. in the case of refuelling and shopping traffic (drugstores, cheese in the Lower Inn Valley).

Comparable cross-border commuter statistics

One interviewee sees a benefit in comparable commuter statistics between Germany and Austria. These are available for the Austrian, but not for the German national territory for the spatial reference level of 500 m grid cells. Accordingly, cross-border evaluations of commuter catchment areas end at the municipality level.

Reduce tourism cluster risk in winter tourism

In order to counteract a cluster risk, one interviewee suggested to balance tourism flows between Bavaria and Tyrol in winter tourism.

4.6 France – Italy

For French border regions, the Cross-border Operational Mission (MOT, Mission Opérationnelle Transfrontalière⁶¹), an association created in 1997 by the French government, is focussing on cross-border territories, issues and locally adapted responses. Its mission includes providing expertise at the level of cross-border territories, serving as a networking platform and resource centre and promoting the interests of cross-border regions at national and European level.

In the framework of the funding program “Petites Villes de Demain” (PVD, “Little towns of tomorrow”), MOT carried out a study on small Alpine towns near borders⁶², including the towns of Sospel, Breil, and Tende in the French Alpes-Maritimes.

4.6.1 Spatial planning in general

Status quo

Cross-border cooperation scheme Nice Côte d’Azur – Genoa – Torino – Monaco

Implementing the requirement to elaborate cross-border cooperation schemes under the French MAPTAM⁶³ law (see 0), the border metropole of Nice Côte d’Azur cooperates with the metropolises of Genoa, Torino and Monaco since 2018 and has elaborated a cross-border strategy and action plan 2020-2030 (Mission Opérationnelle Transfrontalière 2019, Metropole Nice Côte d’Azur 2020).

4.6.2 Spatial development in general

Status quo

Interreg V A program ALCOTRA

Strategically, the Interreg V A France-Italy program (ALCOTRA - Latin Alps COopération TRAnsfrontalière)⁶⁴ (French Compliance Report 2019:69, Region Sud Provence Alpes Cote d’Azur 2020) is designed to promote innovation, a safer environment, the valorization of natural and cultural resources and social inclusion. Since 1990, the program co-financed roughly 600 projects with ca. 550 Mio. EUR EU-grants. At the same time, it is supposed to address climate change issues, sustainable mobility and youth employment and education in the cross-border area. Actions in these priorities will be complemented by efforts to foster closer co-operation of

⁶¹ <http://www.espaces-transfrontaliers.org/la-mot/les-territoires-transfrontaliers/>

⁶² http://www.espaces-transfrontaliers.org/fileadmin/user_upload/documents/Documents_MOT/Etudes_Publications_MOT/PVD/Introduction_petites_villes_aux_frontieres.pdf

⁶³ LOI n° 2014-58 du 27 janvier 2014 de Modernisation de l’Action Publique Territoriale et d’Affirmation des Métropoles

⁶⁴ https://ec.europa.eu/regional_policy/en/atlas/programs/2014-2020/italy/2014tc16rfcb034

administrations. The objective is to facilitate integrated and sustainable development of the border region encompassing on the French side the regions Rhône-Alpes (Savoie, Haute Savoie) and Provence-Alpes-Côte d'Azur (Alpes de-Haute-Provence, Hautes-Alpes, Alpes-Maritimes) and in Italy the Piemonte (Torino and Cuneo) and Liguria region (Imperia, Autonomous Region of Valle d'Aosta) (see Source: www.Interreg-alcotra.eu).

Figure 3).

To achieve these strategic objectives, the program aims at increasing the number of joint innovation projects, developing innovative models for sustainable public buildings, improving territorial planning and the prevention and resilience towards environmental risks, increasing sustainable tourism, improving habitat management, increasing the number of strategic actions towards sustainable mobility, promoting the attractiveness of mountain and rural areas for families and young people, and increasing the education and training offer of the cross border area.

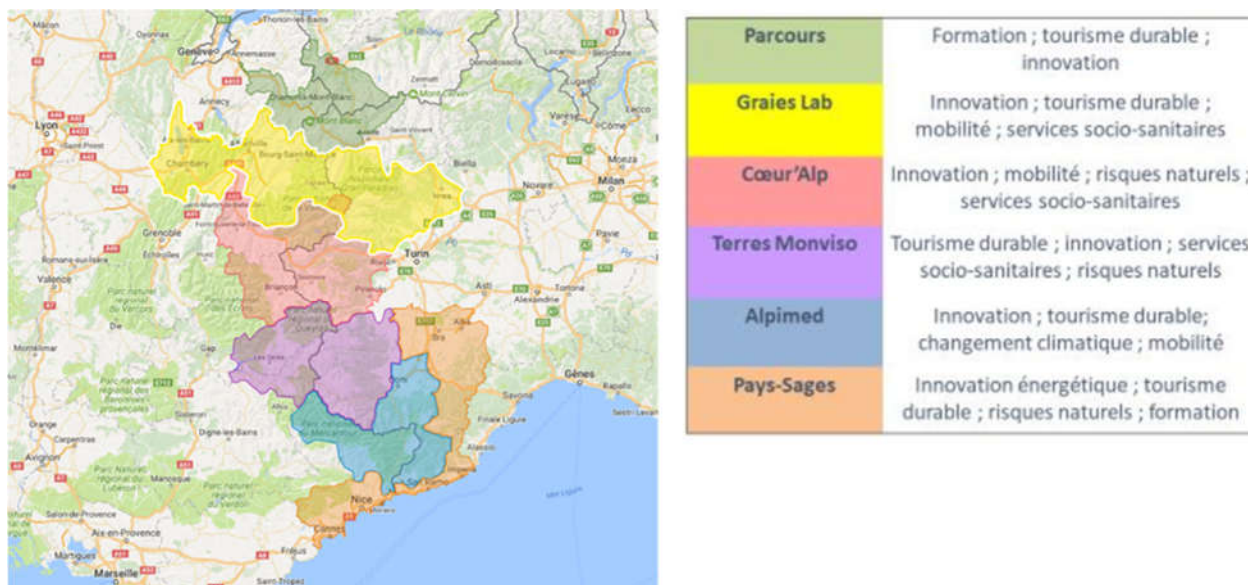
The ALCOTRA program foresees integrated plans at the territorial level that display a strong territorial or thematic strategy. These can

- contain up to five simple projects, namely one project for the coordination and communication of the proposed strategy and four simple projects,
- have an implementation period of four years,
- have a coordinator chosen from among the partners of the integrated plan,
- have a maximum of ten partners, each partner can have three delegates.

The ALCOTRA program differentiates two types of integrated plans:

- Integrated Territorial Plans (PITER), focussing on economic, social and environmental development of a cross-border territory through the implementation of a common strategy. They are multi-thematic (meaning they can be part of different axes and objectives of the program) and can be implemented in a territory consisting of a maximum of three contiguous territorial units (departments/provinces).
- Integrated Thematic Plans (PITEM), focussing on standardised approaches and pooling tools between different stakeholders in a given sector (e.g. on natural hazard management and risk communication (PITEM RISK), or on innovation capacity, competitiveness and sustainability (PITEM CLIP) and in a cross-border perspective, with a view of coordinated and effective action in the long term. They are mono-thematic and are composed of single projects that refer to a theme and specific objective of the program.

Additionally, mono-thematic cross-border projects such as AD-VITAM, which addressed risk prevention and developed operational systems for prevention, forecasting and warning to be applied by operational actors in the ALCOTRA territory such as spatial planning authorities, are carried out with ALCOTRA funding.



Source: www.Interreg-alcotra.eu.

Figure 3: ALCOTRA territory and PITER for the 2014-2020 period.

Currently, programming procedures are underway for the 2021-2027 funding period.⁶⁵

ALPIMED-strategy "Interconnections in the heart of the Mediterranean Alps"

In the framework of the Interreg V A ALCOTRA-program, the ALPIMED strategy sets out to promote cross-border synergies with a focus on developing common services and increase innovation in the Mediterranean Alps in the fields of tourism, crafts, agriculture and mobility. Main partners include Métropole Nice Côte d'Azur, the chambers of commerce and industry of Nice Côte d'Azur (NCA), Cuneo and Ligurie, EGTC European Parc Alpi Marittime Mercantour, Region Ligurie, Communauté d'agglomération de la riviera française (CARF), Parco fluviale Gesso & Stura, Department Alpes-Maritimes and the Province of Cuneo. Worth mentioning is the cross-border cooperation between the chambers of commerce Nice Côte d'Azur (NCA), Cuneo and Ligurie in the ALPIMED framework.

For the ALPIMED partnership, no governance structure comparable to the Conférence des Hautes-Vallées (see below) for CœurAlp has yet been established.

Specific projects are:

- ALPIMED Innov, promoting cooperation between companies, territorial actors, inhabitants and research centres, disseminating innovation and promoting an ecosystem of applied innovation (see below)
- ALPIMED Clima
- ALPIMED Patrim
- ALPIMED Mobil

Integrated Territorial Plans (PITER) in the ALPIMED-project encompass up to 10 partners around a coherent and functional geographical area, including the territorial units of Haut-Savoie, Savoie,

⁶⁵ <https://www.Interreg-alcotra.eu/fr/Interreg-alcotra-2021-2027>

Hautes-Alpes, Alpes de Haut-Provence, Alpes Maritimes on the French side and Valle d'Aosta, Torino, Cuneo and Imperia on the Italian side.

Following the natural disaster of storm Alex (October 2020), actions that have initially been planned in the ALPIMED program have been reoriented towards new priorities.

Espace Mont-Blanc

Since 1992, the French regions of Savoie, Haute Savoie, the Italian Aosta valley and the Swiss canton Valais cooperate in the Espace Mont-Blanc under the leadership of the “Conférence Transfrontalière Mont-Blanc” to implement joint projects in the fields of transport, tourism, landscape protection and agriculture. The “border cooperation initiative for the protection and enhancement of the region” is active in a variety of spatially relevant topics, including tourism, natural hazards, cultural heritage and climate change. Contractual arrangements in regard to cross-border cooperation are particularly relevant for the French side; they address topics such as tourism, agriculture and spatial planning in general.

Concrete initiatives include:

- the realisation of actions in the framework of the Transboundary Integrated Plan (PIT) 2007-2013, financed by the European Program for French-Italian cooperation (ALCOTRA)
- Integrated Territorial Plan PITER PARCOUR “Pathways: A heritage, an identity, shared paths” (PITER PARCOUR UN PATRIMOINE, UNE IDENTITÉ, DES PARCOURS PARTAGÉS), aiming to promote cooperation between French-Italian Alpine border territories. The PITER was established in order to create cross-border synergies for the benefit of an increasingly integrated tourism offer, easier sustainable mobility and an innovative educational program in schools.
- launching priority actions in the framework of the Stratégie d'Avenir Pour le Mont Blanc (“Strategy for the Future of Mont Blanc”)
- the future establishment of an EGTC
- and the AdaPT Mont Blanc project (see 0), addressing climate change adaptation through spatial planning in the Espace Mont-Blanc

Stakeholders involved in the Espace Mont-Blanc include municipalities, regional/cantonal governments, technicians, economic operators and environmental associations.

Observatoire du Mont Blanc

The Mont Blanc Observatory (OMB)⁶⁶ is a territorial monitoring tool created in 2012 as part of the PIT Espace Mont-Blanc Base Camp project. The OMB responds to the Sustainable Development Scheme (SDS) adopted in 2005 by Espace Mont-Blanc, with the aim of monitoring programs and actions envisaged, in particular giving stakeholders reliable and transparent information on the state of the territory and on the application of the principles of sustainable development.

The OMB has the essential role of indicator-based observation of the state of the Espace Mont-Blanc cross-border territory and its natural environments as well as the concrete application of

⁶⁶ <http://observatoire.espace-mont-blanc.com/>

the recommendations, strategies, action plans and measures of the SDS. Its objective is to identify and evaluate their effects on the territory, thus functioning as a monitoring and alert system.

The observatory performs the following functions:

- provides a set of statistical data and baseline analyses, intended to cover all aspects of the socio-economic and environmental state;
- common knowledge instrument (reference framework) either for the implementation of actions and decision-making or at the service of local economic and social actors;
- tool for analysis and communication through the sharing and valorisation of territorial data between regional stakeholders (public services, companies...);
- supports the actors involved in carrying out the actions provided for by the SDS, by offering a homogeneous and coherent perception of the situation and the development of the Espace Mont-Blanc;
- evaluates the effectiveness of SDS actions and provide guidance on results and desirable improvements through the publication of periodic reports to stakeholders and the public.

Conference of the French-Italian Alps (CAFI)

In 1998, the Conférence des Alpes Franco-Italiennes (CAFI) was established between the French departments of Alpes-Maritimes and Alpes-de-Haute-Provence, Hautes-Alpes, Isère, Savoie and Haute-Savoie, the Italian provinces of Imperia, Cuneo and Turin, and the Autonomous Region of Valle d'Aosta. In the early 2000s, CAFI has commissioned extensive studies on cross-border spatial development⁶⁷, focussing on transport, regional added-value chains and tourism complementarity in the region.

In recent years, CAFI activities have come to a halt. However, as the recent Quirinal Treaty signed between Italy and France on November 26, 2021 foresees the establishment of a cross-border cooperation committee to strengthen cross-border cooperation (incl. ecological transition), the CAFI process might be reactivated.

Conference Hautes Vallées/Territoire des Hautes Vallées

Based on a history of cooperation dating to the early 1990s, the intermunicipal structures of Pinerolo, the Sangone and Susa valleys, the Grand Briançonnais and the Maurienne, have formed the "High Valleys Conference"⁶⁸, a voluntary instrument that combines in a single set of reference the political and technical dimension of cross-border areas. 14 local authorities in Italy (Piemonte) and France (Auvergne-Rhône-Alpes, Provence-Alpes-Côte d'Azur) have joined the territorial governance structure. A respective association was formed in 2007. It also serves as a governance structure for the CoeurAlp initiative and the PITER "Hautes Vallées - Coeur des Alpes" (2014-2020) and ensures the continuity of political support, technical collaboration and networks of actors after the deadline of the projects.

⁶⁷ <https://www.departement06.fr/les-programs-europeens-dans-les-alpes-maritimes-pour-la-programmation-2014-2020/structuration-de-la-cooperation-franco-italienne-2755.html>

⁶⁸ <http://www.espaces-transfrontaliers.org/bdd-territoires/territories/territory/show/conference-des-hautes-vallées/>; <http://altevalli.eu/>

On the basis of the key issues identified, the results achieved and the potential links for the following EU programming periods, the local authorities participating in the Conference decided to renew the commitment to cooperation in 2005.

The Conference Hautes Vallées promotes the following objectives with a spatial planning dimension:

- Local governance processes for sustainable development;
- participatory planning, bottom-up process, identification of projects carried out by the territories);
- integrated economic added values, territorial systems of cross-border tourism, agricultural and forestry sectors, better use of resources (water, etc.);
- policies and interventions of territorial cohesion across borders.
- The programming - integrated spatial design also meets the following needs:
 - Identify areas of territorial cooperation of significant size and coherent geographical, socio-economic, administrative aspects;
 - Implement development policies aimed at the exploitation of local resources and the stimulation of synergies and relationships with other regions and with other bodies and institutions (municipalities, provinces, departments, regions), and territorial planning.

According to an interview partner, it is important to distinguish the territorial governance „Territoire des Hautes-Vallées“ with its focus on elected officials and the financial tool of the Interreg ALCOTRA cross-border program. The interview partner identifies the following success factors for the territorial governance of the „Territoire des Hautes-Vallées“:

- Common history (tradition of cooperation, shared culture, republic in the midst of monarchies),
- Geographic proximity and common characteristics,
- Habit of cooperation between elected officials and technicians dating back to 1990, including the establishment of a position dedicated to international cooperation in 2009,
- Shared infrastructure (Briançon hospital, ski resorts) and projects (Lyon-Torino railway link),
- Financial programs such as ALCOTRA.

Respective obstacles include:

- Periods of institutional reforms, e.g. the evolution of inter-municipal entities based on the French law on the new territorial organisation (Loi Notre, August 7th 2015) and the Italian mountain communities, which could weaken cross-border structures and cooperation.
- Differences in partner structures, particularly staff capacities.

The metropolises functioned as an important factor for continuity in periods of weak intercommunal structures. Topics of cross-border cooperation include

- tourism,
- natural risks (cross-border exchange of information, methods, pilot sites, while planning and implementation remains at the scale of territories)
- and sustainable mobility (with the Briançon hospital representing the most advanced example for cross-border mobility planning between France and Italy).

In regard to future perspectives, the financial capacities and structure of a EGTC is seen as beneficial to locally manage cross-border activities such as waste management, cross-border ski resort Voie lactée / Via Lattea Montgenèvre – Clavière, cross-border mobility in the form of a shuttle between the international train stations of Modane and Susa as well as developing a cross-border cyclo-touristic product.

PITER CoeurAlp

Initiated by the association of the Hautes Vallées Conference, the PITER CoeurAlp aims to concretize the established regional cross-border cooperation and strategy by strengthening attractiveness, economy, governance and local life through four axes:

- Boost the fabric of local businesses by encouraging innovation,
- Offer alternative and sustainable mobility solutions,
- Contribute to the resilience of the territory through new practices for managing natural hydrological risks,
- Ensure a quality standard of living with adapted and innovative services of general interest.

Through the Alpine pass Col du Montgenèvre, the PITER features a real territorial dimension, characterised also through the town partnership between Modane and Bardonnechia in the context of the Lyon-Torino railway project.

Pay-sages – Wise country

The project aims to initiate balanced and common development dynamics between strong regional centers and peripheral areas of the ALCOTRA territory through linking the socio-economic development of the interior regions (back of the Ligurian and French coasts, mountainous regions of the Upper Tanaro Valley and Haute Langue) with powerful economic territories (Côte d'Azur and Riviera dei Fiori) in order to trigger dynamics of mutual support. Objectives include the efforts to realise a polycentric functional cross-border space that is opposed to the traditional vision based on the contrast of urban and rural space (PAYS ECOGETIQUES project).

Around the issue of landscape protection and qualities, interventions (e.g. PAYS-SAGES Pays aimable, PAYS CAPABLES) include participation and awareness raising, training activities to local communities and a strategic tourism plan.

Needs for action

For the ALPIMED initiative, a need has been identified to establish a governance structure similar to the Hautes Vallée Conference to more directly involve partners and citizens in future programs.

4.6.3 Protected areas/protection of open spaces

Status quo

Integrated cross-border plan for the UNESCO Biosphere Reserve Monviso

The Parco del Po Cuneese and the Parc naturel Régional du Queyras, within the ALCOTRA European Program for cross-border cooperation (Alpi Latine COoperazione TRAnsfrontaliera),

have implemented the Integrated cross-border plan, PIT (Piano Integrato Transfrontaliero/Integrated Cross-border Plan) “Monviso: l’uomo e le territoire”⁶⁹ with the aim of developing the Monviso area by strengthening relations between the people and the territory. The PIT Monviso activities started in 2010 and ended in 2013, including participation and networking to protect and enhance local resources and promote “slow tourism”.

The PIT cross-border territory stretches from the French mountain areas of Guillestrois and Queyras (the north-eastern part of the Département des Hautes-Alpes), through Colle dell’Agnello, to the Roero hillside across Valle Maira, Valle Varaita, Valle Po, Bronda and Infernotto and to the area around Saluzzo, to Racconigi and Savigliano (north–western side of the Cuneo Province).

PITER Terres Monviso

Initiated in 2018 within the ALCOTRA program and including the Cuneo Province and the Departments of Alpes de Haute-Provence and Hautes-Alpes, the PITER “Terres Monviso” aims at

- ensuring cross-border governance on the territory by integrating all the actors in charge of the development of green economies (Eco).
- developing a communication strategy and common promotion of the territory in order to improve tourist positioning of the cross-border territory in the international market (T(ou)r).
- preventing and supervising the natural risks of the territory in order to secure traffic in the mountains (Terres Monviso – Risk[K]).
- promoting access to medical and social services for residents living in remote areas (Terres Monviso – InCL).

A challenge for this particular PITER could be the imbalance of the population it represents – roughly 30.000 on the French side and 120.000 on the Italian side.

EGTC Parc européen Parco europeo Alpi Marittime – Mercantour

The EGTC was established to facilitate and to promote cross-border cooperation between its members. It aims to facilitate and promote cross-border cooperation on the territory of the two parks. Following the specific competences of its members, the EGTC implements projects on biodiversity protection, protection of the cross-border landscape and common natural and cultural heritage, environmental education and bilingualism, sustainable agriculture, sustainable tourism and sustainable mobility.

An Action Plan is defined every 5 years, outlining specific interventions for the restoration of the natural and cultural heritage. Additional responsibilities include the promotion and management of the territory’s inscription in the list of the UNESCO World Heritage and the management of EU-financed projects.

⁶⁹ <http://www.monviso.eu/eng/pit.aspx>

Biodiv'Alp - Protecting and enhancing biodiversity and Alpine ecosystems through a partnership and a network of cross-border ecological connectivity

The Integrated Thematic Project (PITEM) Biodiv'Alp⁷⁰, involving the Regions of Sud Provence-Alpes-Côte d'Azur, AuvergneRhône-Alpes, Liguria and Piedmont, focusses on the protection of biodiversity and Alpine ecosystems. It entails the creation of a cross-border partnership aimed at combining efforts and strategies useful for the conservation of habitats and species with shared and concrete methodologies and actions, also involving regional economic stakeholders. Several sub-projects specifically address cross-border topics, e.g.

- Protecting transalpine biodiversity through major cross-border coordination (COEVA).
- Managing biodiversity reserves by harmonizing the methods of management of protected Alpine areas in regard to identifying the factors of degradation and the relative management methods (GEBIODIV). This sub-project also produced a cross-border analysis of environmental observatories.
- Protecting species and ecosystems through transalpine ecological connectivity with conservation/creation/restoration of ecological corridors (BIODIVCONNECT).

4.6.4 Transport

Status quo

According to the French Compliance Report (2019:71), early consultation of other Contracting Parties is taking place particularly in regard to the transport network and energy infrastructure.

CoerAlp en mouvement (PITER Interreg Alcotra)

In the framework of the Les Hautes Vallées Smart Destination strategy, the project "Hautes Vallées Mobilité – CœurAlp en Mouvement"⁷¹ - aims to reduce car-dependency and develop mobility alternatives through new solutions for connection and information between territories and more environmentally friendly modes of travel. The aim is to combine external access and already existing intermodal approaches with new solution intended for businesses, residents, workers and tourists alike.

Thus, based on the sharing of territorial diagnoses and cross-border consultations, the partners jointly carry out actions in favour of the implementation of more sustainable public transport, innovative transport services, organised and spontaneous carpooling as well as the development of bicycle and e-bike travel modes.

Activities include improving access to information and strengthening cross-border coordination of intermodality. The results of the actions and experiments are expected to feed into diffusible and transferable cross-border soft mobility strategies.

⁷⁰ <https://www.regione.piemonte.it/web/temi/ambiente-territorio/biodiversita-aree-naturali/piano-integrato-tematico-pitem-biodivalp>

⁷¹ <https://www.Interreg-alcotra.eu/fr/decouvrir-alcotra/les-projets-finances/coeur-en-mouvement>

PITER ALPIMED MOBIL

Under the ALPIMED umbrella, this thematic project aimed to promote sustainable mobility in the cross-border area between the Provinces of Cuneo and Imperia and the Department of the Maritime Alps with a focus on mobility needs of inhabitants, commuters and tourists. The project studied the flows related to different types of mobility (bike, pedestrian, motorized and public transport-related) in order to promote the use of the Cuneo/Ventimiglia/Nice rail line, triggering changes in mobility behaviour involving communication campaigns and the creation of multi-modal centres and promoting the use of more sustainable means of transport (bikes and electric shuttles, vehicle charging stations near railway stations).

The PITER ALPIMED MOBIL focusses on co-building models of intervention on its territory in order to facilitate the emergence of a development scheme at cross-border scale: better management of natural resources and a particular attention to climate change; valorisation of the natural patrimony through eco-tourism; maintaining of a cross-border mobility and utilisation of innovation and access to information technologies to support the local economy.

4.6.5 Natural hazards

Status quo

Coeur resilient

As one strand of the PITER Hautes Vallées Coeur des Alpes strategy, the coeur resilient project⁷² aims at limiting the vulnerability of the territory by strengthening its capacity to prevent risks and react to natural hazard events. The focus lies on the tourism sector as the region's main economic sector. Activities include the cross-border sharing of critical factors and data analysis. The cross-border added value lies in the identification of common elements of emergency management in differing administrative systems.

ART_UP_WEB

The objective of the Alcotra project ART_UP_WEB (2016-2019) was to increase the resilience of cross-border territories by using a web platform. The project aimed at providing local authorities and, subsequently, users of the cross-border territory, with shared and integrated natural risk management tools.

The Italian and French parts of the region feature different services and procedures for risk management. The implementation of a robust and common policy for the prevention of natural hazards also depends on the available data. Therefore, the main output was the realization of integrated management tools for improving the resilience of cross-border territories using available computerized data, in particular for road management.

The Art_Up_Web project included, among other things, the experimental implementation of:

- a decision-making support tool for the management of natural risks, allowing risk management stakeholders access to all available data and information;

⁷² <https://www.Interreg-alcotra.eu/fr/decouvrir-alcotra/les-projets-finances/coeur-resilient>

- a section of the CLV (Local Avalanche Commission) web platform dedicated to avalanche risk scenarios, with regard to events that interact with roads, infrastructure etc.;
- a methodological prototype for the characterization and analysis of the resilience of territories based on the analysis of the resilience of road networks.

4.6.6 Climate change

Status quo

ALPIMED Clima

The CLIMA-project and the associated PITER ALPIMED⁷³ in the framework of ALPIMED (see above) intends to develop convergences of behaviour and practices between the competent actors of the transboundary area in order to agree on a strategy of climate change adaptation that also benefits the economy and biodiversity. The CLIMA project aims to improve territorial planning of public institutions for adaptation to climate change by improving the knowledge of both the resources and the impacts they suffer, identifying efficient and sustainable solutions that will provide concrete tools and raise awareness to facilitate the necessary change of practices.

Under the leadership of the Metropolis Nice Cote d'Azur, seven regional partners cooperate to achieve the following objectives:

- Consolidate and provide climate data in order to raise awareness of the impacts of climate change among all actors in the territory
- Experiment to understand and ensure the development of territorial planning tools including practices to combat climate change
- Become exemplary in terms of good environmental practices and as an actor in the fight against climate change
- Support mountain economies in the face of climate change
- Gather stakeholders in the Mediterranean Alps around common objectives to combat climate change

Envisaged achievements include

- Strategic and territorial studies.
- Experiments to reduce resource consumption and protect the environment, notably water resource management for agriculture. Based on a survey among farmers on their access to water resources as well as a diagnosis on farm structures and investment needs, short-term needs for water resources can be anticipated.
- Actions to raise awareness and engage the public in climate action.
- Adoption of a cross-border climate strategy: This key action of ALPIMED CLIMA represents a decision tool for political management, including legal aspects, in order to elaborate a document with realistic commitments to be signed by ALPIMED partners as well as private and public actors of the territory. It is based on existing climate plans and strategies in the French and Italian Alps as well as the Climate Action Plan 2.0 of the Alpine Convention.

⁷³ <https://imredd.fr/en/projet/clima-en/>

- Definition of a climate model at the scale of the Mediterranean Alps. In this regard, a common FR-IT climate scenario was elaborated for the whole ALPIMED territory. It constitutes a base to model climatic components such as temperature or precipitation and is used with a focus on ski resorts and agriculture.

AdaPT Mont Blanc

With a focus on in the regional context of Valais, Valle d'Aosta and Vallée de Chamonix, AdaPT Mont Blanc⁷⁴ is a strategic project of the Espace Mont-Blanc cross-border cooperation initiative (see above), aimed at providing a cross-border approach to address critical issues and find common responses to climate change. The overall objective of the project is to develop spatial planning and management tools for climate change adaptation. These tools are meant to be integrated and adopted by public institutions in the Espace Mont-Blanc at local and regional levels, through a participatory process and a cross-sectoral approach.

The Espace Mont-Blanc, through all the tools, initiatives and mechanisms implemented under the project, offers local administrators and technicians the opportunity to share knowledge on global warming, benefit from a common reference framework and exchange good practices. In particular, the following results have been achieved:

- Development of specific climate scenarios.
- Implementation of a participatory process involving more than 200 local administrators and technicians from the three countries.
- Mont Blanc Observatory (OMB), a support tool for monitoring cross-border strategies by sharing information from the three countries, which are often characterised by different organisational arrangements.
- The cross-border "Toolbox - Boîte à outils", which is the core output of the project and consists of an online platform containing all the actions, good practices and pilot cases developed by AdaPT Mont Blanc. The Toolbox will still be updated and populated by the platform administrators and the users following the end of the project.

ARTACLIM - Adaptation and resilience of Alpine territories in the face of climate change

The cross-border research-action project ARTACLIM⁷⁵ aimed to promote the introduction of adaptation measures to climate change in spatial planning of public administrations in the French-Italian border area.

Objectives included:

- Develop, experiment and validate methodologies and tools that make the effects of climate change evident and measurable in the territories and allow to define shared adaptation strategies.

⁷⁴ <http://www.espaces-transfrontaliers.org/ressources/projets/projects/project/show/adapt-mont-blanc-adaptation-de-la-planification-territoriale-aux-changements-climatiques-de-lespa/>

⁷⁵ <http://artaclim.eu/index.php/it/>

- Provide local and regional authorities with the appropriate tools to introduce lasting adaptation measures and actions into planning processes, in order to increase the resilience of their territories.
- Develop a general methodology that is reproducible and transferable to other local authorities in the Alps and beyond.

Results included

- Knowledge of climate change,
- Adaptation indicators,
- Vulnerability studies, analysis tools and participatory approach,
- Training for adaptation to climate change,
- Spatial planning strategies,
- Tools to support the assessment and management of territories.

Needs for action

Municipal and regional planning responses to climate change

According to Cremonese et al. (2019:101), the climate change scenarios described at the local scale for the Mont Blanc region suggest an immediate urgency to intervene at the level of municipal and regional spatial planning to cope with the evolution of the mountain landscape. Action is necessary on issues such as: availability of water resources, evolution of agriculture, safety in the mountains, seasonal evolution of the tourist offer and quality of the built environment.

4.6.7 Cultural heritage/landscape

Status quo

Habit.A

Encompassing the border regions of the Province of Cuneo and the Departments of Hautes Alpes and Alpes de Haute Provence, the Interreg ALCOTRA project Habit.A (Abitare le Alpie del Sud nella prospettiva dei cambiamenti climatique/Habiter les Alpes du Sud face au changement climatique) aims to re-functionalise the existing building heritage and to guide new construction. It developed quantitative and qualitative criteria and indicators to assess habitats in regard to climate change. The project focuses on three aspects⁷⁶:

- Planning: Habit.A aims to integrate new indicators and evaluation procedures within the existing evaluation tools in use in Italy and France to support building incentive policies with high environmental energy quality standards. For the French project area, the tools are supposed to be included in a planning path (SCOT); in the Italian case, they will be tested within a new protocol for rural buildings, which will evaluate them as a reward parameter in the calls for tenders of the RDP (Rural Development Plan) of the Piedmont Region.

⁷⁶ <https://www.habit-a.eu/focus/>

- Awareness raising: Using the example of 10 testimonial architectures from the cross-border area, information and training activities have been carried out.
- Know-how: Through different cross-border formats, actors and decision makers were sensitised and trained on issues of architectural and landscape quality in the context of climate change.

4.7 France – Switzerland

4.7.1 Spatial development in general

Status quo

Swiss agglomeration programs are an important pillar of the Federal Swiss agglomeration policy and address issues of transport and settlement development. They aim at fostering metropolitan collaboration, cooperation and governance within functional urban areas that may override national and cantonal boundaries (Swiss Compliance Report 2019:43). Federal funds are allocated to the implementation of agglomeration programs drafted beforehand by the concerned cantonal and local partners as well as for the development of new infrastructures and innovative projects.

Agglomeration program Greater Geneva Area

In the Swiss-French border region, cross-border consultations are taking place in regard to projects related to the agglomeration program Greater Geneva Area among the partner institutions Cantons Geneva, Valais, the Nyon District and the French Genevois Metropolitan Area.⁷⁷ The Charter of the Geneva Agglomeration Project was approved in 2012 (Zollner et al. 2018:36).

The example of the Greater Geneva Area shows how cross-border metropolitan planning initiatives can contribute significantly to vision sharing and mutual learning (Perrin et al. 2019: 21). In order to face the challenges associated with the cross-border spatial dynamics, and in particular to meet transport infrastructure needs between the Swiss and the French parts, an additional planning level has been developed at the city-region scale. The Greater Geneva Area (Grand Genève) is a result of 45 years of dialogue between the Swiss and French governing bodies. The Greater Geneva Spatial Scheme is supposed to guide the planning orientations at the lower levels and to strengthen the overall and cross-border spatial coherence.” (Perrin et al. 2019: 56 ff).

According to an interview partner, the Greater Geneva Agglomeration Program can be seen as a best practice example for cross-border spatial development in the Alps.

Conseil du Léman – Lake Geneva⁷⁸

The Conseil du Léman is an association for cross-border cooperation between France and Switzerland. It was founded in 1987 and consists of the Swiss cantons of Geneva, Vaud and Valais and the French departments of Ain and Haute-Savoie. Under the label “Un territoire en action”, the cross-border cooperation between France and Switzerland is creating a network

⁷⁷ <https://www.grand-geneve.org/mediatheque/projet-agglomeration-2016/projet-de-territoire>

⁷⁸ <http://www.conseilduleman.org/presentation/organisation-du-conseil-du-leman>

between local partners within the framework of the Lake Geneva Region. The association focuses on five topics: mobility, economy, tourism, culture and environment.

Radioscopie des polarités du sillon alpin

In 2018, the Urban Planning Agency of the Grenoble region (L'Agence d'urbanisme de la région grenobloise) conducted an Exploratory Study on Urban Poles along the line Grenoble, Chambéry, Annecy and Genève, the so-called Sillon Alpin (Alpine trench, separating the French pre-Alps from the French central Alps. The study focussed on the interactions and dynamics between these four major urban poles and the lower-hierarchy urban network. The study proposed a web of centralities composed of 82 municipalities for the region including the Swiss agglomeration of Geneva (L'Agence d'Urbanisme de la Region Grenobloise 2019).

4.7.2 Protected areas/protection of open spaces

Status quo

Corridor contracts to reconnect natural spaces in the Franco-Valdo-Geneva conurbation

The region is dominated by agricultural and natural areas (80 percent) and an extremely dense core settlement. It is under pressure due to the dynamics of peri-urbanisation and urban sprawl. Since 2010, a number of partly cross-border corridor contracts have been signed in the "Grand Genève" region in order to preserve these spaces and their connections, and several more such contracts are in the planning stages (Plassmann et al. 2016:63). Cross-border corridors with contractual arrangements include:

- Corridor Vesancy-Versoix (Contracting parties: Communauté de communes du Pays de Gex (FR), Republic and Canton of Geneva, Region Nyon for Vaude (both CH))⁷⁹,
- Corridor Champagne Genevois (Communauté de communes du Genevois (FR), Republic and Canton of Geneva (CH))⁸⁰,
- Corridor Arve-Lac (Annemasse - Les Voirons Agglomération (FR), Republic and Canton of Geneva (CH))⁸¹.

4.7.3 Water management

Status quo

Several state treaties between France and Switzerland are regulating the use of hydropower for cross-border rivers and catchment areas (Swiss Compliance Report 2019:43).

Envisaged Rhone River Framework Agreement

30 binational bodies have been established to address cross-border issues regarding the Rhone river between Switzerland and France. In 2020, the Swiss Federal Council has approved a negotiation mandate to elaborate a Rhone River Framework Agreement between Switzerland and France. The process is still ongoing and is intended to improve the overall view of the various

⁷⁹ <https://www.grand-geneve.org/concretement/realisations/nature-paysage/contrat-corridors-transfrontalier-vesancy-versoix>

⁸⁰ <https://www.grand-geneve.org/concretement/realisations/nature-paysage/contrat-corridors-transfrontalier-champagne-genevois>

⁸¹ <https://www.grand-geneve.org/concretement/realisations/nature-paysage/contrat-corridors-transfrontalier-arve-lac>

issues related to the transboundary management of the Rhone and facilitate the identification of new challenges, notably in the context of climate change. The Swiss delegation intends to work towards a general agreement on the transboundary waters of the Rhone that complements existing and future institutions and agreements and does not affect their competences and activities.

4.7.4 Transport

Needs for action

For the Métropole Lémanique area, the Swiss Spatial Concept proposes the establishment of a joint cross-border commuter train system encompassing the existing systems of Geneva and Lausanne (Schweizerischer Bundesrat 2021:72).

4.7.5 Energy

Status quo

PlanETer – Territorial Energy Planning

The project⁸² developed a methodology for territorial energy planning for the Mont Blanc area, involving communities in the Chamonix Mont Blanc valley and the municipality of Martigny (Switzerland).

4.8 France - Monaco

4.8.1 Spatial development in general

Status quo

According to the Monaco Compliance Report (2019:51 and 58), Monaco and its neighbouring French municipalities are cooperating in joint projects on land use (housing, road infrastructure). Early consultation with neighbouring French municipalities is reported to take place regarding urban development projects (ibid:51).

4.8.2 Services of general interest

Status quo

A cooperation example is the creation of the ZAC SAINT ANTOINE (Zone d'Aménagement Concertée), a joint brownfield development on a former SNCF property by the city of Cap d'Ail in France and Monaco (2007 –2013). Joint projects include social housing, commercial areas, school and sports facilities and a public square and landscape public space.

⁸² <http://www.espaces-transfrontaliers.org/ressources/projets/projects/project/show/planeter-planification-energetique-territoriale/>

4.9 Germany - Switzerland

4.9.1 Spatial planning in general

Status quo

Cross-border participation in spatial development plans

Swiss border areas with Germany, Austria, France and Italy were taken into account when drafting the Spatial Concept for Switzerland (Schweizerischer Bundesrat et al. 2012). Accordingly, one of the general principles of action of the Spatial Concept is that Switzerland should coordinate its spatial development ideas in partnership with neighbouring countries and the EU. It also calls on the cantons to cooperate with the neighbouring countries, among others, on development strategies for the action areas. Cross-border references are seen, among other examples, in the Trinational Basel Metropolitan Area⁸³, the Zurich Metropolitan Area and the role of the cross-border Basel-Mulhouse Airport.

Participation in the consultation process has taken place with Germany in the reviewing process of the cantonal St. Gallen Structure Plan (Richtplan-Anpassung 08, BMU 2019:73).

4.9.2 Spatial development in general

Status quo

International Lake Constance Conference (Internationale Bodenseekonferenz IBK)

The Lake Constance region is one of the Alpine areas with the most longstanding and intensified cross-border cooperation (Scherer/Strauf 2021). Established in 1972, the International Lake Constance Conference is an institutionalized cooperation between the Swiss cantons Schaffhausen, Zürich, Thurgau, St. Gallen, Appenzell Ausserrhoden, Appenzell Innerrhoden, the Principality of Liechtenstein, the Austrian Province of Vorarlberg and the German Federal States Baden-Württemberg and Bavaria.

The IBK has adopted a guideline that outlines the principles of cooperation and the vision for 2030. This framework is concretised through strategic priorities for short- and medium-term actions (4-5 years). Current projects in the framework of the IBK-Strategy 2018-2022 include the participatory drafting process of a spatial perspective for the Lake Constance area (Raumbild Bodensee⁸⁴) as well as the elaboration of a Target Spatial and Transport Vision (Zielbild Raum und Verkehr, see below).

Further activities and projects include:

- Lake Constance regional statistical platform (Statistikplattform Bodensee⁸⁵)
- Dach+ projects (Interreg A Alpenrhein – Bodensee – Hochrhein), see below
- Model Project of Spatial Development (MORO) Metropolitan Border Regions (2013)

⁸³ Situated outside the Alpine Convention perimeter, the Regio Basiliensis is a reference for intensive cross-border cooperation, e.g. in the form of a cross-border tramway line.

⁸⁴ <https://denkraumbodensee.org/aktuelles/raumbild-bodensee/>

⁸⁵ <https://www.statistik-bodensee.org/startseite.html>

Target Vision Space and Transport (Zielbild Raum und Verkehr)

In order to improve the coordination of metropolitan functions in the Lake Constance region and to reconcile intensifying land use conflicts, the IBK has commissioned its Spatial Development (ROK-B) as well as its Transport Commission with the elaboration of a Target Spatial and Transport Vision⁸⁶, outlining goals and needs for action for four spatial typologies with a focus on core elements of existing spatial concepts as well as projects of member countries. Strategic core messages and maps have been published in early 2022 (Internationale Bodensee-Konferenz 2022), feeding into a discussion process among IBK-boards and Lake Constance parliament members.

DACH+ - Future spatial development in the border area Germany – Austria – Switzerland – Liechtenstein

In the Interreg IV A project DACH+⁸⁷, partners of the Lake Constance Spatial Planning Commission and the regional spatial planning authorities established an online map service on selected cross-border spatial information such as population development, airport accessibility, car-ownership, commuter balance, tourism, employment statistics, landscape fragmentation, agricultural structure, spatial plans at regional level, public transport accessibility of settlement areas, protected areas and energy.

Additionally, the project encompassed

- development, discussion and evaluation of forecasts on the overarching challenges and their concrete spatial consequences as well as of spatial alternatives in the border area;
- development, substantiation and communication of common planning principles with regard to a common spatial development concept and to possibilities of integration in the spatial planning processes among partners;
- and promotion of cooperation via the implementation of accompanying workshops and symposia.

The DACH+ final report “Leitvorstellungen und Planungsprinzipien DACH+“ (Guiding and planning principles DACH+, stadtländ 2015) focussed on spatial perspectives in regard to rural areas, energy and landscape, settlement transformation and high-frequency facilities. The spatial observation established within DACH+ has not been continued after the project’s wrap-up.

Climate change and adaptation in the DACH+ region

The project⁸⁸ - funded through the Interreg V A Alpenrhein – Bodensee – Hochrhein program - focussed on the discursive development of conceptual proposals for spatial planning in the DACH+ region for adaptation to climate change as well as the documentation of best practice examples. The project focussed on the pilot areas of Vorarlberg, the cantons of St. Gallen and Schaffhausen, and the Hochrhein-Bodensee region. The project partnership included the Regional Association Hochrhein-Bodensee, the Province of Vorarlberg, cantons St. Gallen and Schaffhausen and the Swiss Federal Office for Spatial Development (ARE).

⁸⁶ https://www.bodenseekonferenz.org/bausteine.net/f/9462/ibk_zielbild_raum_verkehr_2021_web_einzelseiten.pdf?fd=3

⁸⁷ <http://www.dachplus.org>, various project results for download at <https://dachplus.org/service/download/Interreg-iv/allgemein>

⁸⁸ <http://klima.dachplus.org/projekt.htm>

Working steps and results of the project included:

1. Spatially relevant climate effects in the DACH+ region: Analysis of regional climate models and regional studies in regard to their relevance for spatial planning;
2. Effects on the DACH+ region: Vulnerability analysis of the region and its land uses to effects of climate change;
3. Application at regional level: Analysis of spatial planning approaches to climate change in functional urban regions and rural areas/Discussion how to respond at the level of cantonal and regional plans;
4. Conceptual proposals: Identification of needs for action in spatial planning/collection of best-practices.

Lake Constance Spatial Planning Commission (Raumordnungskommission Bodensee ROK-B)

Through cross-border cooperation, the Lake Constance Spatial Planning Commission is tasked⁸⁹ – among other things - with establishing a joint spatial observation (monitoring), the creation of a harmonised data pool, harmonising spatial planning standards, orienting development of the landscape surrounding the lake towards coordinated objectives, improving regional coordination of spatially relevant projects and integrating transport infrastructure measures into desired spatial development.

International Parliamentary Lake Constance Conference (Internationale Parlamentarische Bodensee-Konferenz IPBK)

The International Parliamentary Lake Constance Conference IPBK was founded on 17 June 1994 in Bregenz (AT). It comprises the state, provincial and cantonal parliaments of Baden-Württemberg, Bavaria, Vorarlberg, Liechtenstein, Appenzell Ausserrhoden, Appenzell Innerrhoden, St. Gallen, Schaffhausen, Thurgau and Zurich.

The aim of the Parliamentary Conference is to represent the concerns of the population of the Lake Constance region, to increase the attractiveness of the region as a business location and to sustainably secure the natural foundations. It promotes the exchange and cooperation between the respective parliaments as well as between the parliaments and the governments or the International Lake Constance Conference IBK, initiates projects and introduces topics to the IBK.

The Parliamentary Conference deals with cross-border issues of the entire Lake Constance region, especially in the fields of education, energy, research, health, water protection, culture, agriculture, regional planning, security, social affairs, sport, tourism, environment, transport, economy and labour, science as well as future regional development.

Lake Constance Metropolitan Area (Metropolitanraum Bodensee)

In order to raise awareness for the economic role of the Lake Constance area and to promote effective lobbying and investment in the economic region of East Switzerland – Lake Constance – Rhine Valley, business associations from the cantons of Appenzell, Ausserrhoden, St. Gallen and Thurgau have initiated the Metropolitanraum Bodensee platform⁹⁰. The initiative and

⁸⁹ Statute at: [https://www.bodenseekonferenz.org/bausteine.net/f/9657/ROKBStatut\(Stand2011-01-01\).pdf?fd=2](https://www.bodenseekonferenz.org/bausteine.net/f/9657/ROKBStatut(Stand2011-01-01).pdf?fd=2)

⁹⁰ <https://www.regio-stgallen.ch/metropolitanraum.html>

terminology responds to the category of metropolitan region laid out in the Swiss Spatial Development Concept – the region is lobbying to be included in the Swiss list of metropolitan regions (currently Zurich, Geneva-Lake Lemman, Basel).

Based on a Charta signed in 2020, the initiative addresses topics such as accessibility, economic competitiveness, knowledge infrastructure and culture and recreation. It considers itself as complementary, not as a competitor to the Lake Constance Conference. The Canton St. Gallen, in coordination with the Province of Vorarlberg, is chairing the Metropolitanraum Bodensee platform since 2019.

Needs for action

For the Zurich metropolitan area, the Swiss Spatial Development Concept calls for an intensified cross-border cooperation and networking of ETH, universities and Universities of Applied Sciences as well as improving their networks with economic stakeholders, combined with efforts to establish the metropolitan region as a venue for international congresses (Schweizerischer Bundesrat 2012:66).

4.9.3 Transport

Status quo

NEAT Steering Committees and coordination of Alpine transit corridors

Regarding the run-up to the New Railway Links through the Alps (NRLA/NEAT), a steering committee has been set up between Switzerland and Germany ("Lenkungsausschuss zur Behandlung von Fragen der Umsetzung der Vereinbarung betreffend den Zulauf zur neuen Eisenbahn-Alpentransversale (NEAT)") to facilitate the necessary and timely infrastructure provision (Swiss Compliance Report 2019:43). The committee is based on the Treaty of Lugano 1996. In a state treaty, Germany committed itself to capacity improvements on the 182 km run-up stretch between Karlsruhe and Basel as a part of the Rhine-Alps-Corridor (see 0).⁹¹

Need for action

Zurich International Airport: expansion and noise emission

A longstanding controversial issue between Switzerland and Germany, specifically the German States of Bavaria and Baden-Württemberg, are the noise emissions related to the operation of Zurich International Airport and its pending expansion plans. A state treaty between Switzerland and Germany limiting the maximum amount of flight movements did not reach an agreement in the German and Swiss parliamentary process and was abandoned in 2002. In the meantime, a unilateral German implementation ordinance (220. DVO on LuftVO) regulates minimum cruising heights and time periods for overflights, while attempts are ongoing to come to an agreement on a new state treaty.

⁹¹ https://www.swissinfo.ch/ger/europaeischer-bahn-gueterkorridor_deutschland-mit-neat-zubringer-im-verzug/42111740

4.9.4 Energy

Location search for a permanent repository for nuclear waste

Based on the Swiss Nuclear Energy Act, the National Cooperative for the Disposal of Radioactive Waste (NAGRA) is currently conducting a location search for the Swiss geological repository for nuclear waste. The short list of locations includes sites close to the Swiss-German border (Jura East, north of Lägern, Zurich Northeast) and consequently Germany and its southern border regions are given the opportunity to contribute to the process.⁹² A site proposal by NAGRA is expected in 2022 and the decision on the site selection is expected by 2030.⁹³

Need for action

Cross-border energy plans

According to an interview partner, energy plans are a potential future need for action in regard to sectoral plans. Challenges include the transition, the phasing-out of fossil fuels and the resolution of cross-border conflicts. As borders follow topographical features such as ridges, border areas are often suitable locations for wind turbines. In the Lake Constance region, there is currently an informal cross-border understanding that wind turbines should be located more than 10 km away from the shoreline.

4.10 Italy - Slovenia

4.10.1 Spatial planning in general

Status quo

ISA-MAP - Harmonisation of regional data resources for cross-border planning

The goal of the ISA-Map project (Interreg III B CADSES 2003-2006)⁹⁴ (Austrian Compliance Report 2019:107) was to set up instruments (tools as well as harmonised geographical datasets) needed to support cross-border spatial planning among FVG (IT), Carinthia (AT) and Slovenia. The aim was to establish a transnational spatial data infrastructure that provides a basis for spatial planning tasks, disaster management concerns and regional policy decisions.

Also see description for the SUSPLAN project involving Austria, Italy and Slovenia in 0.

⁹² <https://www.nagra.ch/de/deutscher-bundesumweltminister-lobt-sachplanverfahren>

⁹³ <https://www.nagra.ch/de/standortsuche>

⁹⁴ https://www.oerok.gv.at/fileadmin/user_upload/Bilder/2.Reiter-Raum_u._Region/1.OEREK/OEREK_2001/Sammelmappe/1-2isamap.pdf and http://www.agit.at/s_c/papers/2006/5532.pdf

4.10.2 Spatial development in general

Status quo

Joint Committee Friuli Venezia Giulia – Republic of Slovenia

Established in 2016, the joint committee⁹⁵ comprised of high-ranking governmental representatives provides an institutional framework for enhancing connections and resolving issues in the Italian-Slovenian cross-border area, including spatial planning. Between annual plenary sessions, working groups have been established to address issues such as Transport, Energy, Environment and Land Use Planning (Tavolo tecnico 1) or Agriculture and Rural Development (Tavolo tecnico 2).

CONSPACE - Common Strategy Network for Spatial Development and Implementation

"Ten regional authorities in charge for spatial planning from five countries, four of them EU members (Austria, Croatia, Hungary, Italy and Slovenia), joined the Interreg III B Cadses project CONSPACE (Common Network for Spatial Planning and Implementation) in 2002. Following the European Spatial Development Perspective (ESDP) policy options the project partners intended to develop a common understanding of a regional development perspective with a specific focus on (1) the polycentric structure of the region, (2) its natural and cultural heritage and (3) the interconnection of its regional transport networks to the TEN and TINA⁹⁶ corridors.

To develop an understanding for the potentials of polycentric development in the CONSPACE macro region, the project partners elaborated on the differences to the classic central place concept which is in use in all planning systems of the project partners, and which intends to provide a specific territory with a pre-defined set of central goods to secure a pre-defined level of services. The rules behind are social rules and the implications on policy decisions are to correct failures of the market.

In contrast, polycentric regional development aims at optimized development of locations and facilities to improve the competitiveness of a region by regional policy decisions, competitive actions of stakeholders and a cross-sectoral planning approach. The rules behind are market rules and the expected results depend on effects described by "new economic geography". The resulting functional and locational differentiation makes the decisive difference to the classical central place concept. At the same time the approach requires strong cooperation of functionally differentiated locations across administrative boundaries which are of high relevance for many spatial planning instruments as well as for political decision-making.

The findings and conclusions of the research activities were consolidated in the "CONSPACE perspective", which collects proposals for the elements of a strategic action plan for several fields of actions and addresses the strategic tasks for joint polycentric development" (Seidenberger 2012:49).

⁹⁵ <https://www.gov.si/en/news/minister-dr-cerar-in-predsednik-ad-fjk-fedriga-potrdila-pomen-skupnega-odbora-slovenija-furlanija-juljska-krajina-za-povezovanje-cezmejnega-prostora/>

⁹⁶ Transport Infrastructure Needs Assessment (= TEN plus additional network components within the candidate countries for accession).

TRANSLAND 2007 - Sustainable and integrated territorial development of the Italian-Slovenian cross-border area

The project TRANSLAND⁹⁷ (2005-2007, carried out in the framework of the CBC Program Italy-Slovenia 2007-2013) was based on the information acquired and the critical aspects identified by the project “TRANS-PLAN” and puts forward a shared vision of planning and development of the cross-border territory. Project partners included the municipalities of Doberdob, Gorizia, Ajdovščina, Brda, Cerklje, Idrija, Kanal ob Soči, Kobarid, Miren-Kostanjevica, Šempeter-Vrtojba, Tolmin and Vipava, the city municipality of Nova Gorica, the Mountain Communities of “Gemonese, Canal del Ferro e Val Canale” and “Torre, Natisone e Collio”, the Province of Gorizia and the Slovenian Ministry of Environment and Spatial Planning.

Specifically, the project focussed on encouraging participation – through the active involvement of local actors and stakeholders – which led to the definition of joint sustainable development proposals. The planning process started with sharing territorial analysis methods and integrating and implementing data by means of a cross-border Territorial Information System (TIS). The aim was to put forward proposals, lines of action and rules of sustainable development at a broader scope, in the framework of territorial planning and development policies both in Italy and in Slovenia.

The project specifically aimed at

- consolidating the position of the area in a wider European context,
- building on the results of the “TRANS-PLAN” initiative for the setting up and capitalising on a cross-border TIS,
- promoting an efficient management of common resources,
- intensify public participation in the territorial planning and management process,
- raising awareness of the importance of sustainable development as well as promoting the sharing of knowledge and experience (information, data, studies, research, methodologies) about the territory and the environment, to implement joint, coordinated actions.

The project’s mission was to assess and evaluate the development of the territory and the trends under way in the cross-border area, for the creation of a vision of sustainable spatial development and the definition of alternative scenarios.

EGTC-GO - joint strategy for the development of the area of Gorizia, Nova Gorica and Šempeter-Vrtojba

The European Grouping of Territorial Cooperation GO (EGTC GO) and the Integrated Territorial Investment (ITI), both funded by the Interreg V A Italy-Slovenia Program, paved the way for the implementation of integrated policies in the cross-border area comprised of Gorizia (IT), Nova Gorica (SI) and Šempeter-Vrtojba (SI). In 2011, the municipalities of Gorizia, Nova Gorica and Šempeter-Vrtojba established a joint strategy for the development of the area coordinated by the EGTC-GO (DG REGIO 2019).

The strategic plan is based on three pillars:

- Promotion of tourism heritage and cross-border natural resources;

⁹⁷ http://2007-2013.ita-slo.eu/map_eng/32

- Sharing of health services;
- The Gorizia-Nova Gorica-Šempeter-Vrtojba railway line.

Along those lines, the 2014-2020 cooperation program approved an Integrated Territorial Investment (ITI) for piloting an integrated set of measures managed by the EGTC-GO. Different pilot actions have been implemented, notably to promote cultural heritage and to improve accessibility to healthcare services.

Regional Smart Specialisation Strategies for Veneto, Friuli Venezia Giulia and Slovenia

Regional Smart Specialisation Strategies for Veneto, FVG and Slovenia were established between 2017 and 2020 in the framework of the Italy-Slovenia Cross-Border Acceleration Bridge (CAB⁹⁸) (DG REGIO 2019:7). In shared priority sectors such as agri-food, ICT and creative industries, logistics, health and sustainable tourism, the future cooperation program should explore the development of cross-border synergies or clustering, having in mind that innovation is not limited to high technology and research activities but could also involve production processes or organisational patterns in the supply chain.

Needs for action

Framing of cross-border cooperation and strategies for functional areas

DG Regio (2019:19) identifies a lack of framing of cross-border cooperation between Italy and Slovenia in strategies at macro-regional, national, regional or sectoral level. Follow-up steps would include (DG Regio 2019:6)

- identifying existing and potential functional areas in relevant sectors (urban development, sustainable tourism, innovation, biodiversity, etc.) and for relevant targets (as ageing population, SMEs, etc.) and targeted strategies and priorities to overcome specific border obstacles and developing cooperation activities,
- drawing lessons from the ongoing strategic projects and the Integrated Territorial Investment (ITI) experience and identify measures for consolidation and further development,
- coordinating with the existing priorities under EUSALP and ADRION macro-regional strategies to create possible synergies.

Improving cross-border data

Based on an identification of areas for which important cross-border data on the Italian-Slovenian border region is missing, projects can be supported to fill these gaps by 2027, e.g. through cooperation with national statistical offices or by supporting regional data portals (DG Regio 2019:20).

Solutions

- Coordination mechanism for cohesion policy programs: A coordination mechanism involving managing authorities of relevant programs can promote exchange of information and cooperation and is proposed to address the stages of planning (e.g. designing

⁹⁸ <https://www.ita-slo.eu/en/cab>

complementarities), implementation (e.g. building on synergies and avoiding inefficient investments) and communication (DG Regio 2019:13).

4.10.3 Protected areas/protection of open spaces

Status quo

The Transboundary Ecoregion of the Julian Alps⁹⁹

Cooperation between Prealpi Giulie Nature Park (IT) and Triglav National Park (SI) dates back to 1996, when the Italian park was established. The partnership between the two protected areas was reinforced by EU projects, which supported relationships between cross-border partners (DG Regio 2019). Their already close cooperation expanded, resulting in 2007 in the initiative to form a transboundary park. Two years later the transboundary Julian Alps Ecoregion, which also includes Slovenia's Julian Alps MAB UNESCO Area, was officially awarded the EUROPARC Transboundary Certificate.

The primary aim of the cooperation is the protection of nature. In addition to this, the objectives include conservation of nature together with local culture. Therefore the two parks commit themselves to protect and to conserve biodiversity, landscape and cultural heritage.

GeoKarst – Establishment of the cross-border Geopark on the Karst

An ongoing Interreg Italia-Slovenia project, the objective of GeoKarst¹⁰⁰ (2020-2022) is to establish a cross-border geopark to facilitate cross-border land and resource management. The initiative capitalises on results of the previous CARSO-KRAS project¹⁰¹, which terminated in 2014 and promoted sustainable territorial integration of the Italian-Slovenian border Karst area with a focus on spatial planning and development of the Karst region.

The GeoKarst project envisages the adoption of a cross-border geopark by municipal and regional councils. Additionally, a cross-border management plan is supposed to ensure the project's sustainability, the conservation of the natural and cultural heritage as well as cross-border integration of stakeholders and touristic offers. Envisaged results also include the preparation of candidature documents for the inclusion of the park in the UNESCO Geoparks Network as well as the establishment of an EGTC organisation structure for the management of the cross-border geopark.

For consideration of Italian-Slovenian cross-border connectivity in regional spatial planning of the FVG Region see chapter 0.

4.10.4 Water management

Status quo

⁹⁹ Description based on: <https://www.europarc.org/nature/transboundary-cooperation/discover-our-transboundary-areas/julian-alps-transboundary-ecoregion/>

¹⁰⁰ <https://www.ita-slo.eu/en/geokarst>

¹⁰¹ <http://www.krascarso-carsokras.eu/en/project-description/short-description>

Italian-Slovenian Permanent Bilateral Commission for Water Management

A common relevant water body exists between Slovenia and Italy in the form of the international Soča/Isonzo river basin. Joint management plans and projects have been developed over the years (financed also by the Interreg A Italy-Slovenia program) under the coordination of the Italian-Slovenian Permanent Bilateral Commission for Water Management. Based on last reporting of the Water Framework Directive, joint monitoring of surface and groundwater sources should be continued and strengthened, notably in regard to risks related to the abstraction and pollution from human activities (description based on DG Regio 2019:12f).

4.10.5 Transport

Status quo

Integrated Sustainable Urban Mobility Plan (SUMP) for cross-border mobility¹⁰²

In 2012 Nova Gorica, together with five surrounding Slovenian municipalities and the adjacent Italian municipality of Gorizia, started the drafting process of a Sustainable Urban Mobility Plan (SUMP). The cross-border regional SUMP project was part of the Interreg Alpine Space project PUMAS - Planning Sustainable Regional-Urban Mobility in the Alpine Space.

A number of stakeholders were involved in the process: The local transport operator, architects, the local hospital and university and a shopping centre were consulted during the drafting of the vision, objectives and measures. The language difference was an issue at the stakeholder meetings: translating meant that more time was needed and a direct dialogue between the Slovenian and Italian staff and stakeholders was more difficult. Since a SUMP is not required by law in Slovenia nor Italy, the document will not be legally binding for any of the involved municipalities. Each participating municipality, however, is reserving budgets and will work on the implementation of the urban transport measures as agreed.

Since the SUMP operates at a regional scale, there are no measures involved that are specific to only one municipality. The measures fit into one of three groups: those with influence across the municipal border; those of regional importance; and those that address challenges present in all municipalities. However, differences in context remain, such as variations in the Slovenian and Italian legal and procedural regulations.

FORTIS – Strengthening institutional cooperation in the cross-border area

The Interreg Italia – Slovenia project FORTIS¹⁰³ (2020-2022) promoted institutional cooperation through joint innovative solutions for citizenship, aimed on the one hand at improving and promoting cross-border public transport services in favour of sustainable and efficient mobility, and on the other at promoting the exchange of experiences and harmonization of the civil motorisation procedures. Local partners include the city of Koper and the Ljubljana urban region.

Results include an action plan to optimize public transport in the cross-border area and its testing in pilot activities and a memorandum of understanding to extend and maintain the initiative.

¹⁰² <https://www.eltis.org/discover/case-studies/nova-goricas-integrated-sump-cross-border-mobility-slovenia>

¹⁰³ <https://new.ita-slo.eu/en/fortis>

4.10.6 Natural hazards

Needs for action

Synergies in risk prevention capacities and disaster management

According to DG Regio (2019:12), there is a need to gather detailed information on the actual level of vulnerability of the Italian-Slovenian border areas and specifically on existing risk management capacities, broken down by risk types. This would enable to identify complementarities and create synergies and boost cross-border investments e.g. in green infrastructures.

4.11 Italy - Switzerland

4.11.1 Spatial planning in general

Status quo¹⁰⁴

Comunità di lavoro Regio Insubrica - Working Community Region Insubrica

The Working Community Regio Insubrica promotes cross-border cooperation in the Swiss-Italian region of prealpine lakes and promotes awareness of belonging to a territory beyond institutional boundaries.

The Working Community Region Insubrica is oriented towards political dialogue and collaboration on a technical level. In addition, on a bilateral level, the Canton of Ticino has signed a Declaration of Intent on cooperation with Lombardy (2015) and Piedmont (2017), which act as programmatic support for cross-border collaboration in the Insubric area.

The Regio Insubrica Working Community, was established in 1995 in Varese, by the Canton of Ticino and the Provinces of Como, Varese and Verbano-Cusio-Ossola, to which the Provinces of Lecco and Novara were added in 1997. In December 2015, the Lombardy and Piedmont Regions became full members of the Regio Insubrica. The Community statutes have been adapted and currently the Canton and the two Regions constitute, through the Presidential Office (UP), the decision-making body of the Working Community. The Provinces remain members of the Steering Committee (CD), together with the City of Lugano, and maintain an important consultative role as well as contiguity with the territory. In addition to the two bodies, the Regio also records the participation of municipalities, public and private bodies rooted in the territory. The Working Community is active in four working groups: Territory; Environment and Mobility; Local Authorities; Economy, Work and Education; Tourism and Culture.

Comunità di lavoro Regio Sempione - Working Community Region Sempione

Founded in 1996, the Regio Sempione Working Community aimed to promote and increase cross-border cooperation in the Simplon region. The members of the Working Community are the mountain communities of Valle Ossola, Valle Anzasca, Valle Antrona, Antigorio Formazza, the mountain regions Goms, Brig-Aletsch, Visp-Raron West, the municipalities of Brig-Glis, Nates and Domodossola, the Verbano-Cusio-Ossola province and the Sierre region. The thematic

104 Also see Chapter 0 (Espace Mont Blanc) and Chapter 0 (Terra Raetica - Interreg Council)

working groups of the Simplon region addressed culture, research, education and communication, tourism, trade and industry, transport, spatial planning, joint infrastructure planning, nature conservation and landscape management, land and forestry as well as water supply and distribution, soil protection and hydrogeological planning.

The Regio Sempione Working Community is currently no longer active.

Conseil Valais-Vallée d'Aoste du Grand St Bernard

The Conseil Valais-Vallée d'Aoste du Grand St Bernard (CoVaVal) was established in 1990 with the aim of increasing cooperation and harmonising development of the territory of the two administrations. The committee was made up of representatives from the Canton of Valais and the Autonomous Region of Aosta Valley and had formed 4 working groups which addressed the following topics: Transport, communication, infrastructure, energy; Spatial planning, natural and built environment; economy, agriculture, tourism, frontier population; Culture, health, education, scientific research.

The working groups were funded by the Interreg IV A program Italy-Switzerland joint interventions up to the 2007-2013 program period.

Currently, CoVaVal is no longer active, its activities were finalized in 2015.

Need for action

According to the 2002 OECD Territorial Review of Switzerland, the increasing spatial differences within Switzerland are related to the economic capacities of bordering regions (ETH 2007:33). Prioritising cross-border spatial planning is thus particularly important in these areas, where measures to increase the economic capacities of bordering French and Italian regions are expected to have spill-over effects for Swiss regions as well and increase cooperation capacities at cantonal and municipal level. The strengthening of cross-border cooperation, however, has to be embedded in a stronger inter-cantonal cooperation on behalf of the federal government and the cantons (ibid).

4.11.2 Protected areas/open space protection

Status quo

According to the Swiss Compliance Report (2019:43), stakeholders are cooperating across borders in the framework of the former biosphere reserve Biosfera Val Müstair, e.g. in regard to the regional nature park management, landscape protection and biodiversity. In this context, the movingAlps project (Interreg III B 2001-2007) has been one example for cooperation.

Transboundary parks Parco naturale Alpe Veglia - Alpe Devero/Binntal Landscape Park

The Binntal Landscape Park borders the Parco Naturale Veglia-Devero, the oldest nature park in Piedmont and an ongoing exchange has been established between these neighboring parks¹⁰⁵. Both parks play an active role in the European network of cross-border parks TRANSPARCNET. In 2019, the European umbrella organization of parks EUROPARC recognised the Parco naturale Alpe Veglia - Alpe Devero and the Binntal Landscape Park as transboundary parks.

¹⁰⁵ <https://www.landschaftspark-binntal.ch/de/verein-projekte/projekte/grenzueberschreitende-zusammenarbeit.php?offer=28111>

Need for action

In 2018, the Swiss Federal Parks Ordinance (Pärkeverordnung) was changed to facilitate cross-border national parks. According to the modification, the core zone of a national park can be located in a neighbouring country, as long as half of the minimum core zone area is situated on Swiss territory.¹⁰⁶ Additionally, a state treaty between Switzerland and Italy regulating a potential national park in Ticino (Parco Locarnese) that would include Italian territory¹⁰⁷ was approved by the Swiss Federal Council under the precondition of a positive vote of all municipalities on the park proposal, which failed in the same year. While technically speaking not a need for action, the established legal framework for cross-border national parks is waiting to be implemented on the ground.

4.11.3 Water management

Status quo

Several state treaties between Italy and Switzerland are regulating the use of hydropower for cross-border rivers and catchment areas (Swiss Compliance Report 2019:43).

RESERVAQUA

Funded by the Interreg V-A Italy-Switzerland program, the RESERVAQUA¹⁰⁸ project focuses on the cross-border development of an integrated management strategy of mountain regions and rural areas in order to guarantee a sustainable use and qualitative protection of Alpine water resources, also for the benefit of the plains. Planned activities with a cross-border relevance include the analysis of water resources available at the level of the cross-border territory as well as the capitalization and development of available datasets and development of advanced GIS tools to support decisions with cross-border value and the elaboration of a 3D territorial model for the sustainable management of water resources in relation to climate change.

4.11.4 Transport

Status quo

NEAT bilateral agreement

Similar to the state treaty between Switzerland and Germany regarding the Rhine valley NEAT run-up, a 1999 state treaty resp. bilateral agreement¹⁰⁹ was signed between Switzerland and Italy to facilitate and ensure the timely capacity expansion along the Italian NEAT run-up (Swiss Compliance Report 2019:43). This addressed most notably the Ceneri Base Tunnel, which was opened for service in 2020.

¹⁰⁶ <https://www.bafu.admin.ch/bafu/de/home/themen/landschaft/mitteilungen.msg-id-69858.html>

¹⁰⁷ Necessary to achieve the 75 sqkm minimum area for Swiss National Parks, see <https://www.espazium.ch/de/aktuelles/kommt-der-nationalpark-im-locarnese>.

¹⁰⁸ <http://www.fondazionemontagnasicura.org/progetti-in-corso/reservaqua>

¹⁰⁹ <https://www.bav.admin.ch/bav/de/home/publikationen/bav-news/ausgaben-2020/bav-news-februar-2020/artikel-3.html>

Suburban Train from Mendrisio (CH)–Varese (IT) ¹¹⁰

Based on a 2011 agreement between the Republic and Canton of Ticino and the Lombardy Region, a coordinated management of the Mendrisio-Varese line and the establishment of the railway service in the Insubric Region is in place. Current activities are focussing on improvements of cross-border mobility between Ticino and Lombardy.

Since 2018, the international railway between Mendrisio and Varese is in use. The canton of Ticino and the region of Lombardy cooperated in the planning process. Between the border a five-kilometre-long new route was built to connect the Swiss and the Italian train systems. The trains are operated by TILO (Treni Regionali Ticino Lombardia), a common subsidiary of the Schweizerischen Bundesbahnen and Trenord.

SMISTO - Development of integrated and sustainable mobility between Ticino and Lombardy

The Interreg project SMISTO¹¹¹ aims to improve cross-border mobility between Lombardy and Ticino both in regard to public as well as private transport. In particular, it intends to

- increase the use of public transport thanks to better accessibility, integration and quality of services, reducing the number of journeys currently made by private vehicle
- and reduce the environmental impact of travel by private vehicle, through initiatives in favour of car-pooling, company shuttles and electric mobility.

Activities also include the planning and implementation of infrastructural improvements regarding the accessibility of public transport services as well as intermodality.

4.12 Liechtenstein - Austria/Switzerland**4.12.1 Spatial development in general***Status quo*¹¹²*Agglomeration Werdenberg-Liechtenstein*

The Werdenberg region (CH) is closely connected to the Principality of Liechtenstein - primarily through work and commuter relationships. In 2009 the agglomeration Werdenberg-Liechtenstein association was founded and commissioned with the development of a program to coordinate the development of settlement and traffic across borders and to optimize regional development.

Werdenberg-Liechtenstein was part of the 3rd generation of Swiss agglomeration programs. The Werdenberg-Liechtenstein agglomeration is supported by the Werdenberg municipalities and Sargans as well as all Liechtenstein municipalities. The Canton of St. Gallen and the Principality of Liechtenstein are also involved as members. In addition to strengthening cooperation, the aim of the association is to develop future agglomeration programs. Currently, the association will not take part in the 4th generation of the agglomeration program since the central planning of a cross-border suburban train cannot be realised. However, it is planned to apply for the next program generation.

¹¹⁰ https://de.wikipedia.org/wiki/Bahnstrecke_Mendrisio%E2%80%93Varese

¹¹¹ <https://regiosuisse.ch/projects/ext/370300000/smisto-sviluppo-della-mobilit-integrata-e-sostenibile-tra-ticino-e-lombardia>

¹¹² <https://www.sarganserland-werdenberg.ch/arbeitsgruppen/agglomeration-werdenberg-liechtenstein>

4.12.2 Climate change

Status quo¹¹³

Agglo Werdenberg-Liechtenstein: Public space and heat-adapted settlement development

As part of the last generation of the Werdenberg-Liechtenstein agglomeration program, the member communities from Liechtenstein and Switzerland dealt with the current topic of “public space, open space and heat-adapted settlement development”. In regard to settlement densification and adaption to climate change, high-quality public spaces and open spaces within the settlement areas were secured, further developed and supplemented. Municipalities from Vorarlberg (AT) were observing the process and took part in the project as guests. The results of the process support member communities in creating an attractive living space and are used to update municipal planning.

For additional forms of cooperation between the Principality of Liechtenstein and its neighbouring countries Switzerland and Austria as well as Germany in the Lake Constance Region (IBK, Target Vision, ROK-B, DACH+-activities, IPBK), see Chapter 0.¹¹⁴

4.13 National and state strategies and requirements for cooperation

This chapter outlines non-exhaustive examples for national requirements for cross-border cooperation that are addressed in national or federal spatial planning acts and strategies.

4.13.1 Austria

ÖREK 2030

The Austrian Spatial Development Concept 2030 (ÖREK 2030, Österreichische Raumordnungskonferenz 2021) is addressing cross-border cooperation in the following respects:

- Pillar 4 Further development of vertical and horizontal governance:
 - In this regard, the active participation in European strategies and processes of spatial development are seen as important. On the one hand in respect to formulating spatially relevant Austrian interests and integrating them in cross-border and transnational processes. On the other hand, European strategies and processes are important impulses that need to be integrated at national, state, regional and local level (ibid: 123). Objectives include (ibid:135):
 - Contributing to strategic documents and processes (Green Deal, Recovery and Resilience Facility, Territorial Agenda, New Leipzig Charta, Urban Agenda, ESPON, Biodiversity Strategy)
 - Contributing to EUSALP
 - Contributing to the formulation of transnational and bilateral program and strategy documents in the context of EU funding programs (IBW/EFRE, ELER,

¹¹³ https://www.hager-ag.ch/de/project/tfc524_dhz981_owr584/

¹¹⁴ Also see chapters 0 and

ESF) and use of funds for cooperative transnational and bilateral implementation projects

- Contributing to Working Bodies of the Alpine Convention
- Participating in regional and small-scale cross-border cooperation formats (EGTC, CH Agglomeration Programs)

Potential measures and ÖROK working formats include carrying out studies on the development of spatial structures and interconnections in bilateral and transnational regions that are relevant for Austria.

- To strengthen vertical and horizontal governance, supporting mechanisms are necessary in addition to existing formal coordination structures, including bilateral and transnational cooperation structures and processes (ibid:124).

One of six cross-cutting aspects that should be integrated in the specific implementation are cross-border and European spatial development (ibid:162).

Part of the ÖREK 2030 is the perspective of the next generation of spatial experts (Young Experts). One of six priority issues identified by the Young Experts is “Regional centres for all – establishing coordinated polycentric structures”. In order to achieve this, supra-regional and also cross-border development concepts are deemed necessary (ibid:169).

4.13.2 France

The Interregional Scheme for the Management and Development of the Alpine region (Comité de massif des Alpes 2006 resp. 2020) outlines three approaches to promote a cross-border dynamic between the French Alps and their neighboring countries:

- Improving connectivity: Opening more passes during the winter, improving service frequencies on cross-border railroad connections for passenger and freight,
- Promoting joint opportunities and land use in regard to tourism and culture, production systems, social services, education and research, labour market and prevention and management of natural hazards. A cross-border stakeholder network is regarded as desirable to promote cooperation on a continuous basis.
- Cross-border project areas: These can be established at territorial (references are the Agglomeration Franco-Valdo-Geneva, Espace Mont-Blanc, Conference Hautes Vallées) or state level (references are the Conference of the Département Alps-Maritimes and the Italian Provinces of Imperia and Cuneo). Additional cooperation structures are the Vanoise / Grand Paradiso and Mercantour / Alpi Maritime national parks.

In France, under the law on the modernization of territorial public action and the affirmation of metropolises (MAPTAM, Law No. 2014-58, see Mission Opérationnelle Transfrontalière 2016), a legal obligation is in place for border metropolises such as Nice Côte d’Azur to elaborate cross-border cooperation schemes with different scales of cooperation, including.:

- Inter-Metropolises : Nice, Torino, Genova
- Mid-territorial, e.g. Alpimed territory
- Thematic issues

4.13.3 Germany

The Concepts and Strategies for Spatial Development in Germany (Standing Conference of Ministers responsible for Spatial Planning in the Federal Ministry of Transport and Digital

Infrastructure 2016) addresses four priority areas for spatial development with the following references to cross-border cooperation:

- Enhancing competitiveness: Regional structures and developments are not taking place isolated and therefore neighbouring regions need to be taken into consideration, particularly cooperation in cross-border regions. Cooperation potentials in cross-border functional areas shall be exploited. Cross-border issues, planning approaches and coordination procedures must increasingly be placed in the focus of attention. A new spatial category that has been introduced are cross-border metropolitan regions (based on maps submitted by the Cross-border Metropolitan Regions Initiative (IMeG)), with Zurich as the only cross-border metropolitan region exerting influence on the German Alpine Convention perimeter. Additional locations within the perimeter that feature metropolitan functions are Innsbruck and Salzburg, the latter being an example for potential cross-border zones of influence with Rosenheim (ibid 14f). It is interesting to note that cross-border cooperation in this context focusses on metropolitan regions and areas, not explicitly rural areas (ibid 9).
Approaches to action include the strengthening of cross-border cooperation with adjacent neighbouring states e.g. in regional planning and intensifying cross-border spatial monitoring.

The Bavarian State Development Program (Bayerische Staatsregierung 2020) contains the following references to cross-border cooperation.

Section 1.4 Competitiveness

- 1.4.2 European Spatial Development: Bavaria shall contribute to the cooperation of federal and national states in Europe, particularly in the coordination of spatial development strategies. Spatial concepts for Bavaria shall take into consideration cross-border coordinated development strategies.
- 1.4.4 Cooperation and networking: Through cooperation and networking – also in a cross-border perspective - locational disadvantages shall be balanced, synergies for regional development shall be created, regional potentials shall be identified and used and innovation capacity shall be increased.

Section 2.1. Central places

- 2.1.11 Double and multiple central place functions Particularly cross-border central places (including with Austria) shall promote cross-border development and cooperation, without intervening with planning and projects of neighbouring countries.

Section 2.2 Spatial categories

- The Region 18 Südostoberbayern is designated as Bavarian part of the Salzburg agglomeration area

Section 7.1 Nature and landscape

- Due to their intact biotope network and comparably minor artificial barriers, the Alps are of outstanding importance for cross-border networks of biotopes.

4.13.4 Italy

For Italy, there are no specific legal references on spatial planning at the national level. The Italian national Law on Town and Country Planning (Legge urbanistica l.n. 1150/1942) has been updated and improved by the regions that have direct competence on territorial and urban planning and legislation on the matter. The law, however, does not pay specific attention to spatial planning at cross-border level.

At the regional level, Regional Territorial Plans for Italian Alpine border regions such as Piedmont, Lombardy, Valle d'Aosta, Trentino Alto Adige and Friuli Venezia Giulia cross-border cooperation in various thematic dimensions. The Piedmont Regional Territorial Plan (Piano Territoriale Regionale, Regione Piemonte 2011:30ff) for example dedicates a sub-chapter to cross-border cooperation, refers to existing or past cooperation in the form of cooperation structures (CAFI, COTRAO, Espace Mont-Blanc, Conferenza delle Alte Valli etc.) and underlines the region's intention to continue opening its territory to cross-border cooperation. Its Strategy 3 outlines the region's cross-border corridors for territorial integration e.g. in regard to mobility, communication and logistics infrastructure.

Also the proposal for an updated Regional Territorial Plan for Lombardy (Piano Territoriale Regionale, Regione Lombardia 2021, not yet in force) addresses cross-border cooperation and integration e.g. in regard to enhancing cross-border mobility between Lombardy and the Canton of Ticino (e.g. SMISTO project) and creating synergies between Alpine regions (ibid 118), strengthening transnational collaboration, cross-border and interregional cooperation in regard to macro-strategies and innovative governance models for the Alpine arc as well as enhancing socio-cultural cross-border relations (ibid 119).

Cross-border cooperation is characterized by its focus on voluntary approaches and its implementation in the context of territorial cooperation instruments (Interreg). Their thematic focus lies on cross-border protected areas (ALCOTRA, Piemonte/France, Regione Valle D'Aosta/France).

4.13.5 Slovenia

The 2004 Spatial Development Strategy of Slovenia (Strategija prostorskega razvoja Slovenije) incorporates cross-border strategies such as: integration of Slovenia into the European Space under equal terms, efficient connection of infrastructure networks, creation of conditions for equivalent participation in cross-border regions, Border areas – treated as areas with specific problems and potentials, strengthening of the accessibility of border areas and its connectivity to other regions, as well as the integration of nature into networks (green infrastructure) (Miklavčič 2018:9).

The Spatial Development Strategy stipulates that the conservation of biodiversity and natural values as well as the interconnection and interrelation of ecological networks shall be enabled by spatial development policies. It recommends an integrated consideration of natural ecosystems in Slovenian border areas in order to enable their interconnection and integration into international ecological networks and protected areas (Perrin et al 2019:38).

The Slovenian Spatial Planning Act of 2007 (Zakon o prostorskem načrtovanju, ZPNačrt) contains no reference to cross-border coordination or cooperation.

A new version of the Spatial Development Strategy is currently in the drafting process (see draft document Ministrstvo za okolje in prostor 2020). Compared to the previous national strategy, the role of cross-border areas and the importance of cross-border connections and cooperation will be recognized to a greater extent (Miklavčič 2021), e.g. in the form of a strengthening of border towns, forming cross-border wider urban areas (e.g. Gorizia, Carinthia) and joint development programs and projects to solve common cross-border problems and development challenges. The importance of provision of cross-border public services and the role of five cross-border functional urban areas located at the border with Austria, Croatia and Italy are explicitly mentioned in the draft of the new strategy.

The coordination of spatial planning, economic development and environmental aspects takes place within the framework of bilateral intergovernmental commissions with Germany (Bavaria), Austria and Italy (Slovenian Compliance Report 2019:55). In general Slovenia makes use of bilateral/multilateral commissions, projects and training programs as instruments for cross-border coordination and cooperation (ibid:56).

4.13.6 Switzerland

Article 7 of the Swiss Spatial Planning Act (RPG) calls on border cantons to cooperate with regional authorities across the border as far as measures are having potential cross-border effects. Cross-border cooperation on behalf of Swiss border cantons is thus a federally encouraged, but not mandatorily required activity. The Planning Obligation according to Art. 2 potentially includes cross-border cooperation in regard to “areas of functional-spatial interconnections”.

The Spatial Concept Switzerland, whose activity areas (Handlungsräume) mainly focus on the Swiss territory¹¹⁵, formulates three strategies (Schweizerischer Bundesrat et al. 2012). Spatially differentiated approaches include making better use of border locations through cross-border strategies and projects, illustrated through the mapping signatures

- “cross-border coordination of settlement and landscape”, for which the need for cross-border coordination is emphasized for transport and energy infrastructure.
- and “cross-border cooperation in nature and tourism” (ibid 37 and 46), with references to the good-practice example “Espace Mont-Blanc” (see 0).

In regard to Strategy 1 “Creating areas of activity and strengthening the polycentric network of cities and municipalities”, the federal level is expected to improve conditions for cross-border cooperation, e.g. by participating in European projects and supporting cantons, cities and municipalities in cross-border cooperation (ibid 40).

Concrete cross-border approaches are primarily pursued at the level of the Swiss agglomeration policy (Agglomerationspolitik), involving 50 agglomeration programs. Since 2014, cantonal structure plans (Kantonale Richtpläne) in border regions need to cooperate with neighbouring regions, particularly in the analysis of regional linkages and interconnections across borders (e.g. Canton Valais).

The Swiss Landscape Concept (Landschaftskonzept Schweiz, Objective 5.A Ecological Infrastructure, BAFU 2020:34) envisions a joint effort on behalf of sectoral policies at federal and

¹¹⁵ With extended activity areas stretching across the Swiss border to include neighbouring areas.

cantonal level to preserve, improve and further develop and link – also in a cross-border dimension - valuable natural and near-natural living spaces, promoted through technical information, consulting and subsidies. Consequently, these promotional factors need to be provided at a cross-border level as well.

Beyond these supporting provisions for cross-border cooperation, there are no formalised cross-border spatial plans.

4.13.7 Liechtenstein

The Liechtenstein Spatial Development Concept (Regierung des Fürstentums Liechtenstein 2020) considers a well-functioning cross-border cooperation as essential, given the small size of Liechtenstein. In regard to future cross-border cooperation, it outlines an intensified cooperation on mobility.

The spatial concept identifies various relational networks with bordering territories (Rhine Valley, Vorarlberg, Grisons), for which various activities are envisaged, including limiting transit traffic, improving cross-border public transport as well as infrastructure for cycling and pedestrians. The strategy of the Liechtenstein mountain area needs to be coordinated with the Austrian Province of Vorarlberg (ibid:37).

Infrastructure development and supply structures need to be coordinated with Switzerland. Particularly transport-intensive structures (e.g. retail) are to be coordinated at a cross-border level. The Specification of the outlined approaches is envisaged to take place in coordination with Liechtenstein's neighbouring regions.

Liechtenstein has no Spatial Planning Law, as a proposal for such a law has been turned down in a referendum in 2002. A study in 2002 has outlined areas of cross-border cooperation in the Alpine Rhine Valley (Strittmatter AG 2002:34f). In 2019, a study elaborated current challenges, measures and recommendations including cross-border spatial development for Liechtenstein, with a specific focus on mobility and urban development (Beck & Lorenz 2019).

4.13.8 Monaco

Monaco has the following specific regulations for urban development¹¹⁶:

- Ordonnance-Loi n° 674 du 3/11/1959 concernant l'urbanisme, la construction et la voirie,
- Ordonnance Souveraine n° 3.647 du 9/09/1966, modifiée, concernant l'urbanisme, la construction et la voirie,
- specific regulations are adopted by districts.

The Monegasque Government is committed to cooperating with neighbouring towns to harmonize development and urban infrastructure. Cross-border cooperation is encouraged.

4.14 Cross-border cooperation and instruments outlined in Compliance Reports

A screening of the 2019f Compliance Reports of the individual Contracting Parties (AT, CH, DE, FR, IT, LI, MC, SI), based on a questionnaire prepared by the AC Compliance Committee¹¹⁷,

¹¹⁶ <https://www.gouv.mc/Gouvernement-et-Institutions/Le-Gouvernement/Departement-de-l-Equipement-de-l-Environnement-et-de-l-Urbanisme/Direction-de-la-Prospective-de-l-Urbanisme-et-de-la-Mobilite>

¹¹⁷ Available in French, Italian, Slovenian and German at <https://www.alpconv.org/en/home/organisation/compliance-committee/>

gives an overview of the governmental perspective on cross-border cooperation in the framework of implementing the Protocol Spatial Planning and Sustainable Development (see Annex 1). Several of these reports have not been made public yet and have only partly been available for analysis (Part 2 concerning specific obligations of the protocols Section A: Protocol Spatial Planning and Sustainable Development).

Instruments applied for cross-border coordination of spatial planning include most notably joint projects, bilateral and multilateral treaties. Financial support instruments and capacity building/training are used rather sparingly.

Most effective forms of cooperation

The French Compliance Report 2019 (pg. 70) stresses that the traditional system and partnership agreements are most flexible in regard to the administration and implementation of plans, measures and projects. It also underlines the relevance of cross-border consultation in the framework of the EU-Directive 2001/42 in regard to SEA and EIA (ibid:69).

The Italian Compliance Report (2019:11f) and the Slovenian Compliance Report (2019:60) additionally stress the information exchange on EIA and SEA with other Contracting Parties based on the Espoo Convention. Cross-border consultations have e.g. been conducted in regard to the SEA of the Slovenian Spatial Development Strategy 2050, the National Program for the Development of Transport Infrastructures of the Republic of Slovenia and the National Radioactive Waste Management Program of the Republic of Austria and with Switzerland and France for the Food Risk Management Plan of the Po River Hydrographic District. Slovenia is reporting cross-border consultation at regional, project level (high speed rail, Karawanks tunnel).

The Swiss Compliance Report identifies joint projects and exchange of experience as success factors for cooperation. They create sustainable networks across the Alps and enable to profit from innovative solutions elsewhere and adapt them to individual situations and needs (Schweizer Bundesverwaltung 2021:38).

Monaco (Compliance Report pg. 52) stresses the relevance of bilateral cooperation with France, particularly Provence-Alpes-Côte d'Azur, the Département Alpes-Maritimes and the neighbouring French municipalities. Consultations are reported in the framework of urban development projects between Monaco and neighbouring municipalities.

Liechtenstein sees the best outcome of cooperation in the elaboration and financial support of concrete projects of horizontal and vertical cooperation. Liechtenstein informs neighbouring Contracting Parties on the issue of cross-border public transport and is being consulted at a cross-border level in regard to concepts and planning instruments.

According to the Austrian Compliance Report 2019 (pg. 106f), cooperation is effective mostly in regard to transport planning and cross-border protected areas, but also encompasses mandatory consultation in the implementation of EU Directives, research and studies on land use planning and river management as well as cooperation in the framework of Euregios and EUSALP.

The Slovenian Compliance Report (2019:56) states that cooperation works best in the framework of projects under the Operative Program for Cross-Border Cooperation 2007-2013 between Slovenia and Austria respectively Italy as well as Interreg IIIB in regard to environmental, tourist and cultural measures.

5. QUANTITATIVE ANALYSIS OF INTERREG PROJECTS AND REFLECTIONS

5.1 The transnational perspective on cross-border spatial development

As the Alpine region is the interface of several countries with different political cultures and statistical systems, it is not easy to reflect on cross-border spatial development on the transnational level. But even if standardised information and homogenized data is rare, this chapter takes Interreg cooperation data as a base for synthetic reflections that links back to those chapters based on desktop-research, literature and expert-interviews.

The following reflections are based on the financial and thematic configuration of the Interreg data (transnational and cross-border), provided by the KEEP-database. This data allows to take a comparative perspective on spatial development in cross-border and transnational contexts.

5.1.1 The Interreg perspective (transnational & cross-border)

The Alpine Convention Area is (partly) covered by several EU cooperation programs, namely six Interreg V-B (transnational)¹¹⁸ and nine Interreg V-A (cross-border)¹¹⁹ programs. However, only the Alpine Space Program has real Alpine-specific relevance in the field of Interreg V-B programs. The program implementation is characterised by differences in the number of projects per program area, in the overall budget as well as in the co-funding shares. Figure 1 provides an overview of the cooperation programs, before the following sections will go more into detailed.

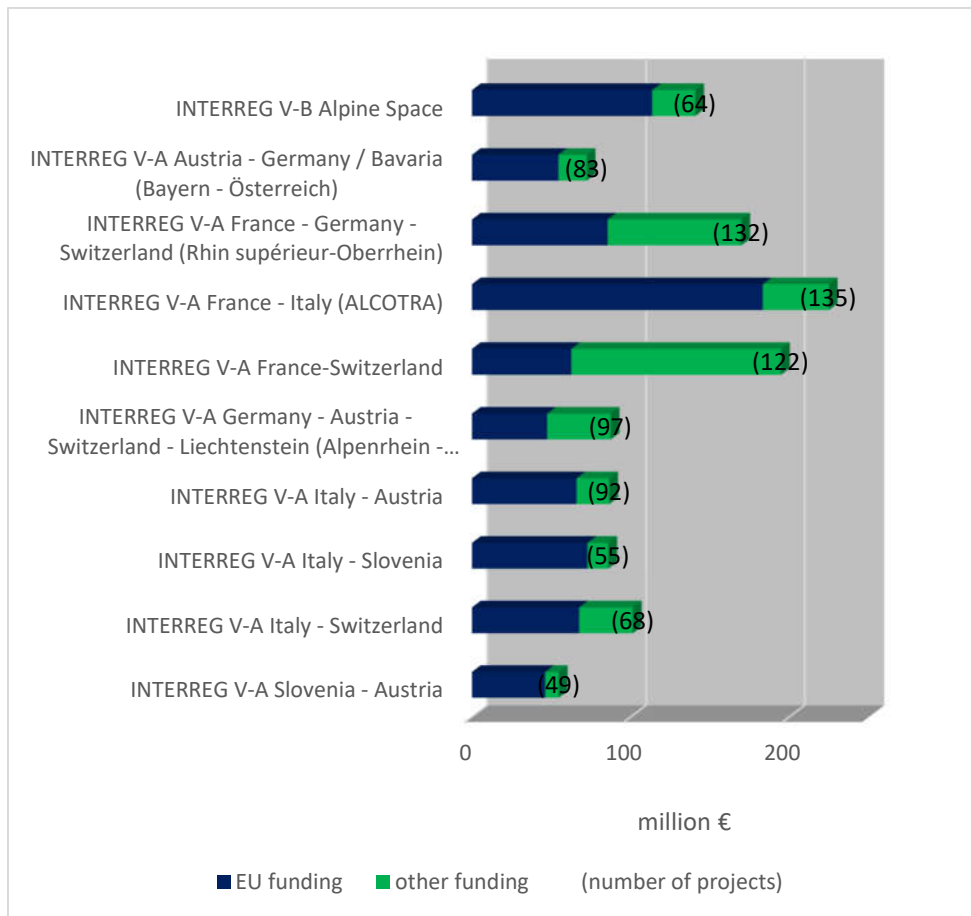
Source: keep database 2021 / Elaboration: FAU.

Figure 4 visualizes the following aspects:

- The transnational Interreg V-B Alpine Space Program (ASP) has a rather modest number of projects. Even if the ASP perimeter is by far larger than those of the cross-border programs, it covers only 64 projects compared with 92,5 projects on average in the Interreg V-A programs. One has to mention that the number of projects per cross-border program area varies significantly. However, the funding per ASP project is higher than that of the cross-border programs.
- The Interreg V-A programs France-Germany-Switzerland, France-Italy and France-Switzerland show the highest number of projects as well as the highest overall program budgets.
- Unsurprisingly, especially the program areas with Swiss, non-EU participation show a higher volume of non-EU-funding.
- The Interreg V-A programs with Slovenian participation are the areas with the lowest amount of projects but have the highest percentage of EU funding in their budgets.

¹¹⁸ Alpine Space, ADRION, Central Europe, Danube, Mediterranean, North West Europe.

¹¹⁹ ALCOTRA, Alpenrhein-Bodensee-Hochrhein, Austria-Germany, France-Switzerland, Italy-Austria, Italy-Slovenia, Italy-Switzerland, Slovenia-Austria.



Source: keep database 2021 / Elaboration: FAU.

Figure 4: Interreg V-B and Interreg V-A budget volumes and the shares of EU- and other funding in the Alpine Convention area.

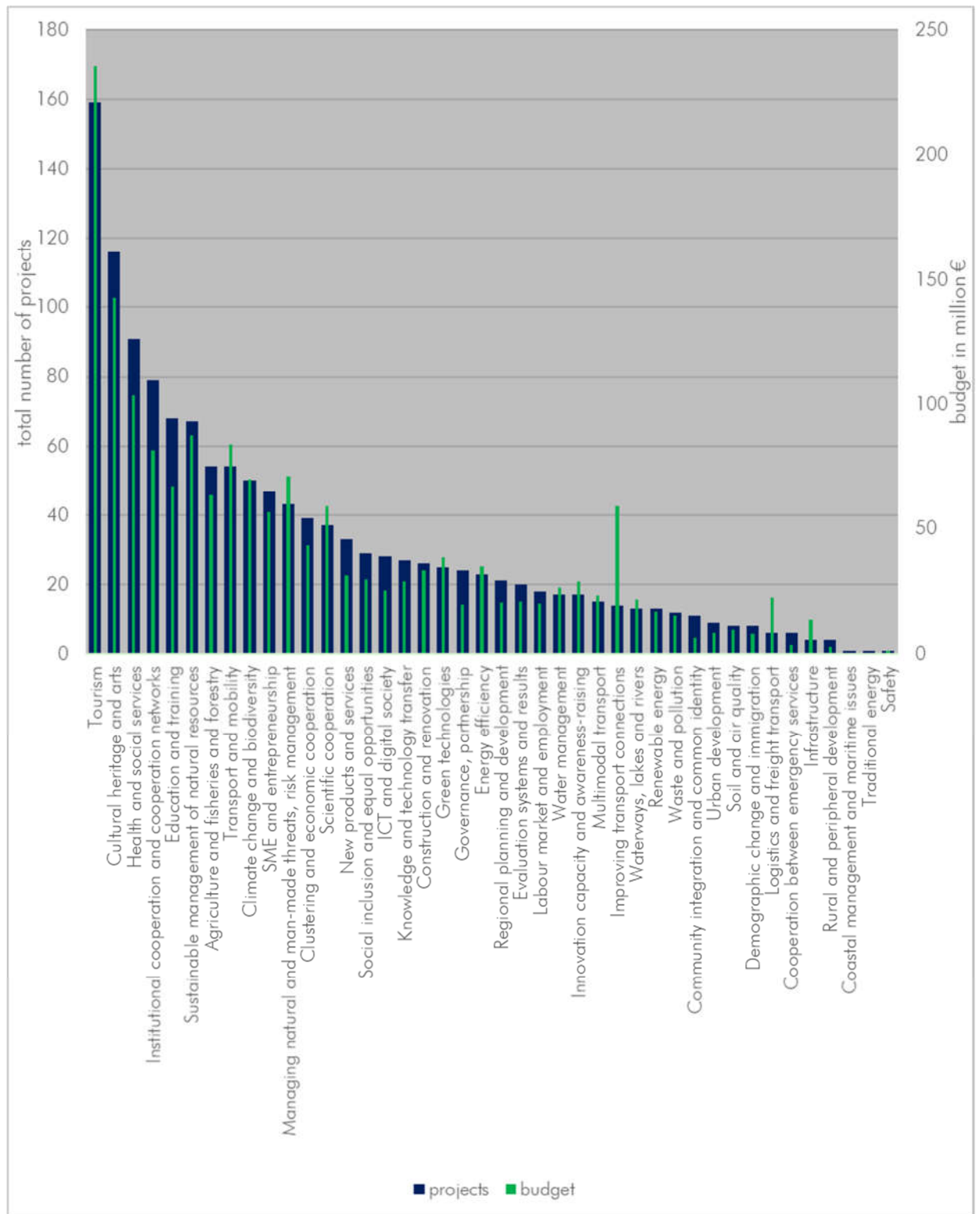
Taking a closer look into the thematic dimension of the different funding strands, there are important differences between the transnational and the cross-border programs. By analysing the EU database KEEB, it is possible to quantify the thematic project assignments and to provide a graphical overview of the dynamics for both Interreg V-B and Interreg V-A.

Source: keep database 2021 / Elaboration: FAU.

Figure 5 provides an overview of the thematic areas for all Interreg V-A projects regardless the program affiliation (blue, broader columns). The KEEB database allows up to three thematic assignments for each project.

In addition, the total budget volume per topic is shown as green, thin columns. Source: keep database 2021, Elaboration: FAU.

Figure 6 visualizes the same information categories for the Interreg V-B Alpine Space Program.



Source: keep database 2021 / Elaboration: FAU.

Figure 5: Thematic and financial focus of the nine Interreg V-A programs in the Alpine Convention area.

Source: keep database 2021 / Elaboration: FAU.

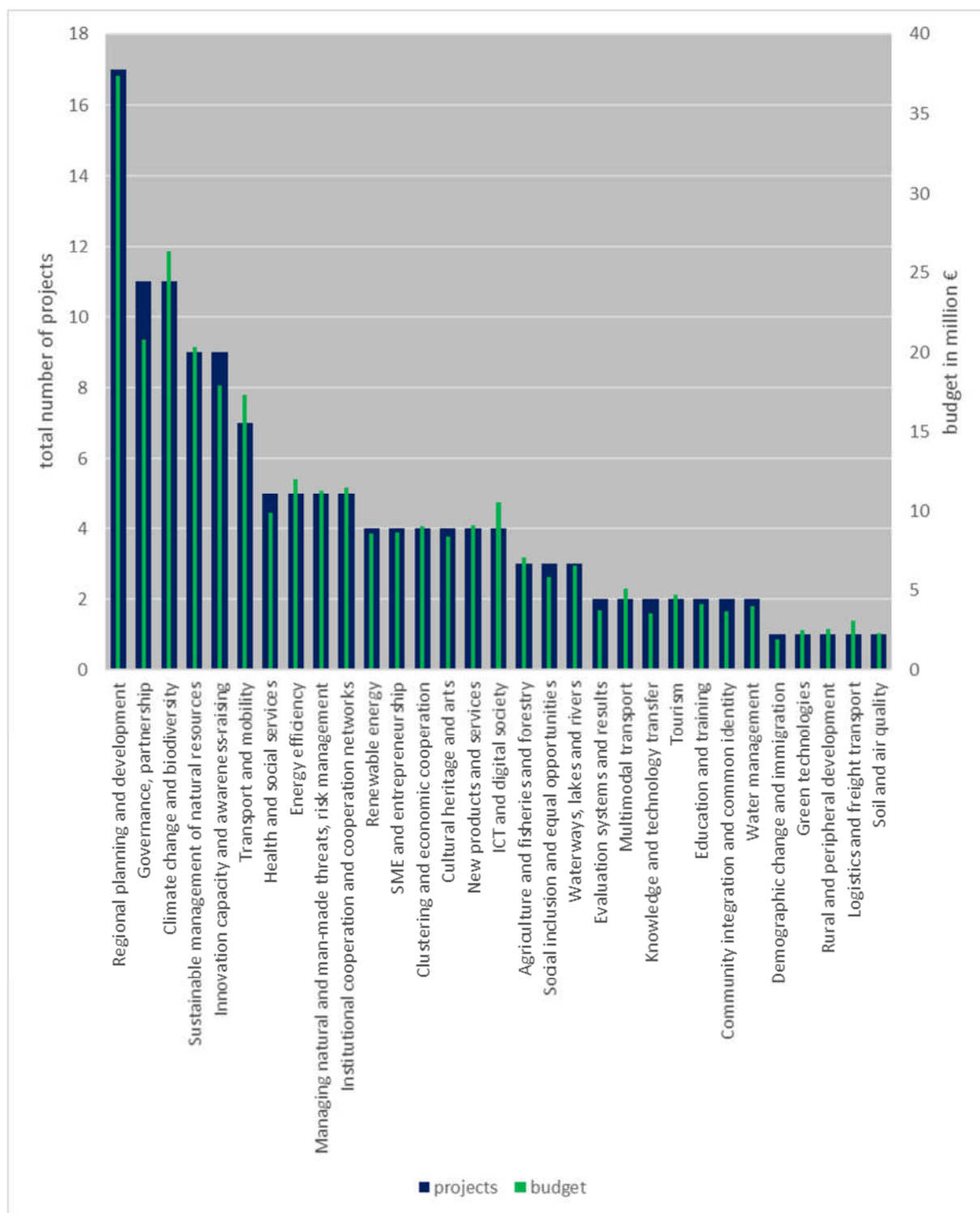
Figure 5 visualizes a total of 42 thematic assignments, thus a multifaceted picture of the relevant themes in cross-border cooperation. In addition, the relation between the number of projects and the financial resources of each theme vary largely. The following findings can be summarized:

- The TOP 5 topics in the Interreg V-A programs are: Tourism (rank 1), Cultural heritage and arts (2), Health and social services (3), Institutional cooperation and cooperation networks (4), Education and training (5).
- Topics with the most explicit reference to spatial planning and territorial governance themes are positioned as follows: Institutional cooperation and cooperation networks (4), Governance, partnership (20), Regional planning and development (22), Urban development (33), Rural and peripheral development (39).
- The thematic focus of the cross-border Interreg projects are linked to the political mandates of the actors involved. The prominent topics of tourism, cultural heritage and arts fit the political focus of the local level. Rather large-scale topics like multimodal transport, safety or cooperation between emergency services cannot be solved due to lacking responsibility and mandates.
- Projects dealing with topics like transport, mobility, logistics and freight transport are equipped with comparatively higher budgets.
- Projects dealing with topics like education, cooperation, inclusion and common identity come up with a comparatively lower project budget.

Source: keep database 2021, Elaboration: FAU.

Figure 6 visualizes the thematic focus of the Alpine Space program implementation that differs from the Interreg V-A programs in the thematic and financial dimension. It has to be mentioned, that there are only 31 possible thematic categories for assignment in the KEEP-database. As in the Interreg V-A programs, there are up to three themes for every project. The following observations can be formulated:

- The TOP 5 themes in the Interreg V-B Alpine Space Program are: Regional planning and development (rank 1), Governance, partnership (2), Climate change and biodiversity (3), Sustainable management of natural resources (4) and Innovation capacity and awareness-raising (5).
- The spatial planning and territorial governance themes are positioned as follows: Regional planning and development (1), Governance, partnership (2), Institutional cooperation and cooperation networks (10), Rural and peripheral development (29).
- On the transnational level, more overarching topics like regional planning and development, governance and partnership but also green topics and transport and mobility play a prominent role.
- The budgets show a similar picture as in the Interreg cross-border programs: Topics like transport, mobility, logistics and freight transport are equipped with a comparatively higher project budget. Climate change and digitalization also show relatively high project budgets.



Source: keep database 2021, Elaboration: FAU.

Figure 6: Thematic and financial structure of the Interreg V-B Alpine Space Program in the Alpine Convention area.

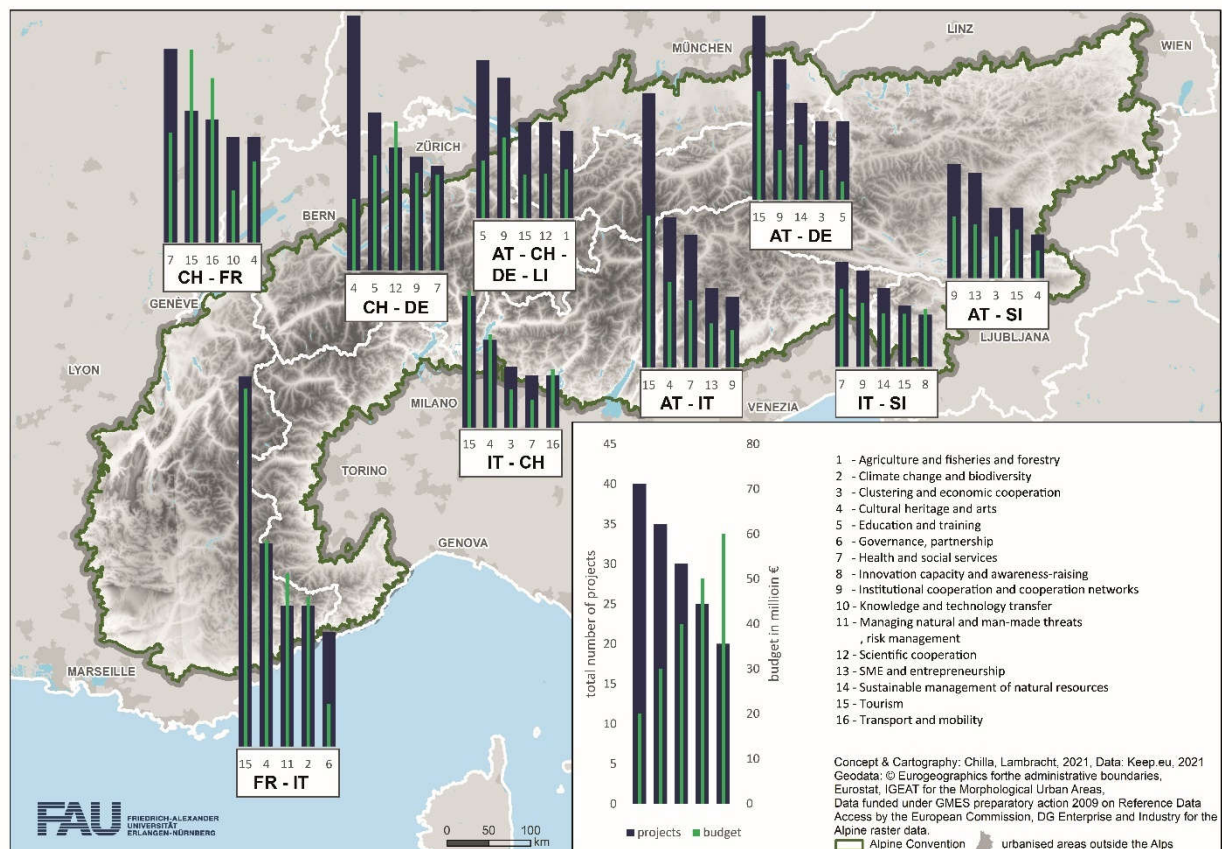
In regard to the effect of Interreg programs on spatial planning, the COMPASS analysis concludes that there is a lack of influence of these programs and their projects on national planning systems and strategies. It calls for a revitalized Interreg scheme which “*reaches into mainstream planning systems and strategies and builds capacity and trust in functional regions*” (ESPON 2018:xi). On an informal level, however, territorial integration in cross-border (such as Interreg A) and

transnational (Interreg B) regions is facilitating knowledge transfer and exchanges of good practices in territorial governance and spatial planning (ESPON 2018:52).

5.1.2 The comparative perspective

In addition to the thematic differentiation of all cross-border program areas, Source: keep database 2021 / Elaboration: FAU.

Figure 7 differentiates the main topics for each program area. The comparative perspective on cross-border programs complements the previous qualitative overview by means of standardised information.



Source: keep database 2021 / Elaboration: FAU.

Figure 7: Top 5 thematic focus in the different Interreg V-A program areas.

Austria-Germany

The Interreg V-A cooperation between Austria and Germany has some obvious thematic priorities, in particular with regard to tourism and institutional cooperation. In addition, economic, ecological and social topics play an important role.

The situation can be described as follows:

- The strong focus on tourism correlates with the natural and territorial context. In close proximity to metropolitan regions (Munich, Salzburg, Innsbruck), a highly attractive and accessible landscape traditionally draws a high number of tourists. Sustainable tourism management and smart tourist guidance as well as the further development of infrastructure play a major role, and also sustainable management of natural resources.

- Against the above-mentioned background, path dependency in Interreg dynamic plays a role. Already in previous funding periods (Interreg III & IV), several projects aimed at cross-border nature conservation through, for example, national park cooperation or habitat protection. That kind of cooperation can bridge gaps or mismatches in official administrative activity on the domestic level.
- The high prominence of projects with a focus on “institutional cooperation and networks” might be surprising for a region without language barrier etc. A series of further documents mentions the ‘Need for action’ to improve networking among cross-border institutions (see the document and interview analysis). The institutional approaches to cross-border issues differ on either side of the border.
- As mentioned earlier in the study, cross-border institutions are often linked to national economic institutions, which incorporate thematic priorities such as clustering and economic cooperation.

Austria-Italy

The border region between Austria and Italy is divided into an eastern and a western area, which have to deal with different issues. Furthermore, the region comprises EGTCs (Tirolo - Alto Adige - Trentino as well as EGTC Senza Confini). Both EGTCs fuel a closer institutional cooperation between cross-border actors, but also between national actors on the Austrian and Italian side, as shown by the EUMINT project and also the participation in the Fit4Cooperation program.

The cooperation focus is embedded in a particular context:

- The high relevance of tourism is not surprising given the dense touristic infrastructure and very high infrastructural accessibility.
- The prominence of the cooperation projects with a historical focus has to be seen against the background of a particular history of (North-/South-)Tyrol.
- The presence of the transalpine ‘Brenner-corridor’ is of overall importance. The focus on ‘SME and entrepreneurship’ has to be seen in this context. The location on the largest European freight-transport routes additionally holds a high potential of economic opportunities, not only on the transnational scale but also for border region. Mobility issues are addressed in projects like CROSSMOBY or EMOTIONWay, as illustrated in the document analysis.

Austria-Slovenia

The Austrian and Slovenian border region has a modest number of projects and a smaller budget compared to the other Interreg cooperation areas, also due to the rural context. The thematic focus on institutional cooperation and cooperation networks reflects that the cooperation is still in a comparably early stage compared to other areas. This confirms the findings from the document analysis and expert interviews. The SUSPLAN project from the previous Interreg IV funding period set the course for sustainable cross-institutional and cross-border planning. This course seemed to be confirmed in the most recent funding period INTERREG V. Besides institutional cross-border networking, many projects in the field of ‘SME and entrepreneurship’ but also ‘clustering and economic cooperation’ were realized. There are some previous Interreg projects,

especially the GREMA project (Cross-Border Masterplan Lower Carinthia) which cover these topics.

Also in this case, the territorial context explains some of the thematic focus. The high attractiveness of the rural regions in the border area explains the high level of project implementation in the areas of tourism and cultural heritage. As mentioned in the qualitative part of the study, there are some projects which are based on the importance of cultural heritage (e.g. CULTH:EX CAR-GOR – Borderless cultural experience Kärnten – Gorenjska).

Austria-Switzerland-Liechtenstein

This border region comprises two Interreg V-A program areas, namely Interreg V-A Italy-Austria and the Interreg V-A Austria-Switzerland-Liechtenstein (Alpenrhein-Bodensee-Hochrhein).

The geographic context is characterized by Lake Constance, the High Rhine valley and by mountainous regions.

With the establishment of a CLLD in the multilateral border region between Austria, Switzerland and Italy, topics such as 'institutional cooperation', 'tourism', but also 'education and training' were pushed already in the funding period 2014-2020. The current picture still reflects this.

In the north-western part of the border area, there are also some flagship projects that confirm the result of the quantitative analysis. For example, the Velotal Rhine Valley Initiative aims to further develop the Rhine Valley in terms of tourism and infrastructure. The area between Vorarlberg on the Austrian side and St. Gallen on the Swiss side is focusing on Education and training and also Agriculture and fisheries and forestry. There are many University and college partnerships, as well as projects of scientific cooperation. With the Rhine-Valley and Lake Constance, there are two big natural habitats, which are further developed in renaturation and sustainable agriculture, as the International Rhine Regulation and its following projects show.

Switzerland-Germany

In the Swiss-German border region, two programs are in place, namely INTERREG V-A France-Germany-Switzerland (Rhin supérieur-Oberrhein) and Interreg V-A Germany-Austria-Switzerland-Liechtenstein (Alpenrhein-Bodensee-Hochrhein) programs.

The cooperation dynamics between Switzerland and Germany show particularly high numbers for the topic cultural heritage and arts. The explanation for such high values lies not in territorial characteristics but are based on contingent priority setting.

The focus is furthermore on economic and educational networks as well as institutional networks and collaborations and partnerships in the health and social sectors. The document analysis mentions as 'Need for action' for this border region an intensification of the networking of scientific cooperation with economic cooperation. The high density of universities and R&D in this region fits the focus on 'education and training' as well as 'scientific cooperation'. This tendency is confirmed by the composition of the thematic foci of the Interreg V-A program areas. The prominence of 'Health and social services' is typical for regions with a higher agglomeration density.

Italy-Switzerland

The border region between Italy and Switzerland includes important transport corridors between the north and south of Europe (Gotthard, Montblanc). It is not surprising that many of its regions are part of the EGTC Rhine-Alpine-Corridor and one of the top thematic foci is 'Transport and mobility'. The fact that the number of projects in this field seems to be rather low is linked to the transnational character of the projects. Additionally, the cross-border region between Ticino and Lombardy forces higher project-density in cross-border transport and mobility in the next years (see the results from the document analysis).

The other main thematic foci in this cross-border region are 'Tourism', 'Cultural heritage and arts', 'Clustering and economic cooperation' as well as 'Health and social services'. The qualitative analysis shows that economic cooperation in the border regions is an important policy priority in general. The proximity to the metropolitan area of Milano has to be mentioned in this context. The prominence of the tourist topic is typical for the combination of high transport accessibility and prominent touristic destinations.

France-Italy

The composition of the thematic foci with regard to the projects is strongly influenced by the Interreg V program ALCOTRA in the Italian-French border area. With 135 projects in the funding period 2014-2020 and the highest budget and funding volume, this program area is the most active in the Alpine Convention area. The thematic foci addressed in for the funding period Interreg V are 'tourism', 'Cultural heritage and arts', 'Managing natural and man-made threats, risk management', 'Climate change and biodiversity' and 'Governance, partnership'. Further information about this area and the Interreg V program ALCOTRA is commented in the document analyses.

This border region is a highly rural border area with strong natural obstacles and accessibility problems. In this context, the focus on 'tourism' can be regarded as a potential economic solution, in particular in proximity to the metropolitan area of Torino.

The focus on 'tourism' and 'cultural heritage and arts' can also be explained with the attractive rural parts of this region. As explained in the document analysis, the Habit.A project and the high proportion of projects with a thematic focus on 'Cultural heritage and arts' is not surprising.

Italy-Slovenia

Similar to the Slovenian-Austrian border area, also the Slovenian-Italian border area has a comparatively low number of projects and total budget density. The share of third-party funding is also low compared to other Interreg V-A border areas. Nevertheless, these projects play an important role for topics of cross-border spatial planning and regional development, as the document analysis reveals.

The share of projects in the different thematic foci is rather balanced compared to other border regions, but it is noticeable that the topic 'tourism' is not amongst the first three thematic foci. The TRANSLAND project from a previous Interreg funding period had a main focus on cross-border cooperation networks and seems to have had a lasting positive influence on the topic of 'institutional cooperation and cooperation networks' in the following funding periods as well.

The EGCT GO as well as the regional Smart Specialization Strategy have the identical thematic profile as these results from the quantitative Interreg analysis. The focus on 'health and social services' is typical for an area in proximity to urban agglomerations, in this case Udine and

Trieste. The prominence of 'institutional cooperation and cooperation networks' as well as 'Innovation capacity and awareness-raising' is typical for a comparably young cooperation area. Tourism and sustainability have to be seen as important foci in proximity to the Triglav national park.

Switzerland-France

The border region between France and Switzerland shows a different profile from the other cooperation programs. 'Health and social services', 'Transport and mobility' as well as 'knowledge and technology transfer' are themes that play a major role in this cooperation. This must be seen against the background of a highly urbanized border-region. With the Greater Geneva Region and Basel region, two of Europe's most metropolitan border regions are located in this perimeter. At the same time, there are also more rural areas with accessibility problems (e.g. canton of Valais). The region has the second highest total number of projects, and it also has the highest percentage of third-party funding in comparison to the EU funding, due to the particular status of Switzerland as non-EU member.

6. SUCCESS FACTORS AND OBSTACLES

Apart from the current status of cross-border cooperation, the analyzed literature also contained references to challenges, success factors and obstacles.

Factors influencing cross-border cooperation include natural similarities, common functional areas and historic and cultural factors (ibid:66f). The thematic focus depends on regional geographical specificities (mountains, rivers) and the main features of settlement structures. The COMPASS analysis has identified the following problems in borderland areas for cross-border cooperation in spatial planning and territorial governance (ibid:67):

- Low population density, low industrial activity, high natural value, which in combination creates the challenge for spatial planning to stimulate development and at the same time preserve natural heritage;
- Low population densities and larger distances to population cores highlight the relevance of cross-border services of general interest;
- Regulations at national level that influence effective bottom-up cooperation;
- Administrative obstacles in regard to responding to environmental risks and natural hazards.

EU-supported instruments and programs (Interreg, Euroregions, EGTC) stimulate cross-border cooperation. However, given the limited period of funding, there is the risk that cooperation structures are only temporarily and not permanently in place. Additionally, the COMPASS analysis concluded that cross-border cooperation is addressing and affecting different sectors, but rarely is it adopting an integrated approach to cross-border spatial planning (ibid).

In regard to spatial planning in the German-Swiss border region, Bächtold et al. (2012:15) identify the following challenges:

- Past mistakes and omissions,
- Existing double structures, particularly regarding infrastructure with corresponding disruptive effects, resource and financial requirements,

- Low acceptance for future-oriented, cross-border solutions due to incongruent cross-border living spaces and border-oriented administrative units,
- Low acceptance for cross-border benefit-burden-compensation,
- Different perception of problems and conflicts,
- Inconsistent data – differing requirements,
- Different conceptions of planning – different planning cultures,
- Challenges in addressing complexity,
- Uncertainties in regard to planning environment, external factors (society, economy, environment, state), values and objectives and political values, political and planning-related objectives, future decisions in other areas, plans of other planning authorities with potential effect on one's own planning system (ibid:17),
- Lack of procedures and instruments to reduce complexity, which manifests itself and needs to be resolved particularly in border regions(ibid:18),
- Conflict resolution,
- Quality control,
- Non-binding character.

Additionally, challenges for spatial planning in border regions according to Caesar & Pallagast (2018:23f) include:

- Bordering regions are often not even addressed in plans and concepts.
- At European and national level, border regions are addressed through persuasive instruments (monitoring, pilot projects) targeted at the public discourse, but lacking legal obligations and financial incentives.
- Different governance structures on both sides of borders as well as legal and administrative discontinuities (European Committee of the Regions 2021; ESPON 2018:67) and institutional barriers (ibid:74; Medeiros 2018:239f), often resulting in a lack of equivalent structures across the border for certain planning tasks.
- Under-representation of the municipal level when drafting border-regional strategies.
- Spatial planning is often not entitled to act on relevant issues of cross-border cooperation (e.g. transport).

In regard to protection and development policies, the ESPON COMPASS analysis identified legal, administrative and planning frictions along borders, leading to a lack of well-coordinated policies and projects.

A map produced by German spatial observation illustrates for the Austrian-German and Swiss-German border regions the level of cross-border integration in terms of accessibility, cultural differences, legal/administrative differences, socio-economic differences and language (Duvernet et al. 2021:6). Particularly the Austrian-German border is perceived to be only a minor obstacle on both sides of the border. Yet, it is interesting to note different perceptions e.g. in regard to legal and administrative differences. These are seen more negatively by those interviewed in Austria and Switzerland than in Germany.

For the ALCOTRA program 2014-2020, obstacles have been identified and recommendations for improving the impact of cross-border programs have been elaborated (Region Sud Provence Alpes Cote d'Azur 2020b:2ff). Identified obstacles include administrative, legal/institutional, economic, human, cultural factors, lack of knowledge and specific obstacles in the operation of

PITER and PITEM. Specific obstacles relevant from a spatial development perspective include e.g. lack of regulatory consistency, legal obstacles related to EGTC, statistical (spatial) observation, networking and communication between projects, improvements in regard to capitalization (e.g. Mission Opérationnelle Transfrontalière / Region Sud Provence Alpes Cote d'Azur 2020).

Recommendations include the establishment of funds for micro-projects, the clustering of topics and projects and “governance checks” to support territories to integrate their territorial strategies (ibid:6).

These challenges and detrimental factors may potentially have led to the fact that there is generally a lack of cross-border cooperation in spatial planning in the EU, also compared to other domains such as culture, education, tourism, environmental protection and infrastructure development (Bächtold et al. 2012:52). Despite cross-border cooperation taking place in these spheres, it rarely leads to an integrated approach to cross-border spatial planning. Bächtold et al. concede that while cross-border spatial coordination of different sector policies is not by itself a goal of cohesion policy, it nevertheless can become an outcome as a result of a long tradition of joint Interreg cross-border cooperation (ibid:67).

Based on an analysis of 10 cross-border cooperation projects carried out within the Fit4Co project, Engl et al. (2019:21ff) identified a broad range of success factors that were categorized into 14 project aspects (see Annex 2).

6.1 Expert interviews

In order to complement the results of the document screening, expert interviews were conducted by ifuplan and members of the WG Spatial Planning and Sustainable Development with 22 spatial planning experts from Austria, Italy, France, Germany, Switzerland and Slovenia (see Annex 3). The interviews proved to be very valuable to gather additional examples of cross-border cooperation and the results were incorporated in chapter 4.

Additionally, the interviews provided an opportunity to collect feedback on the relevance of specific success factors and obstacles as well as topics for intensified cross-border cooperation. The following results are based on the feedback of 20¹²⁰ interview partners.

It is important to note that these results are not to be interpreted as representative or statistically valid. They merely represent an indication of the relevance of individual success factors, obstacles or needs of action.

6.1.1 Success factors

The interview partners were asked to assess the relevance of individual success factors (see chapter 0) on a scale from 5 (very high) to 1 (very low). If interview partners were unable to comment on individual aspects, these factors received “0”. A rating between two grades (“between 2-3”) has been counted as medium value (in this case 2.5).

¹²⁰ 2 expert interviews addressed only specific questions and not the entire questionnaire in Annex 3.

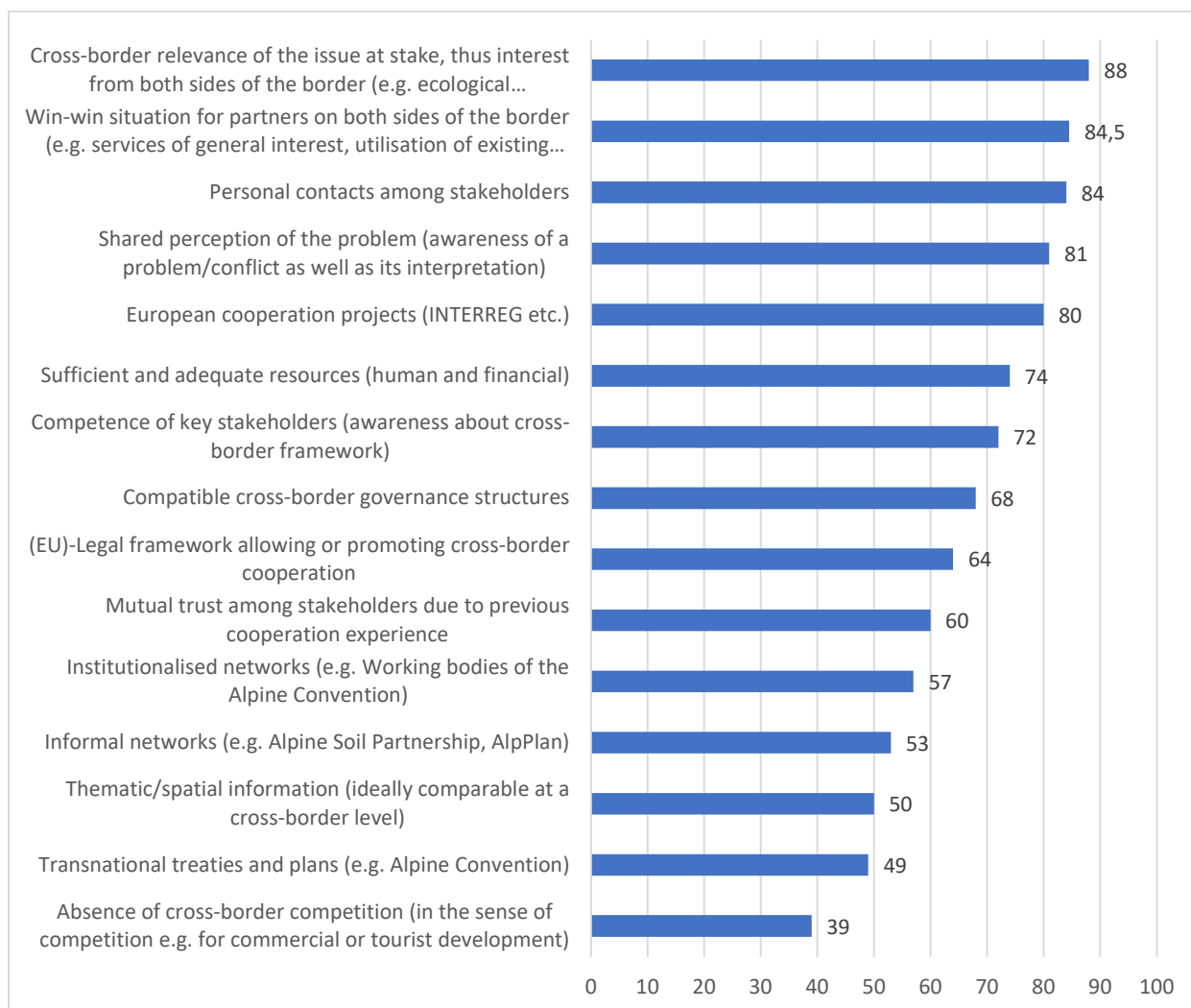


Figure 8: Success factors as ranked by interview partners.

The three most important factors are the cross-border relevance of the issues at stake, a win-win situation arising from cross-border cooperation and personal contacts among stakeholders (Figure 8).

Additional factors supplemented by single interview partners are “Simple, coherent, operational setup”, “Appropriate organizational form”, “Common history” and “Networks and cooperation structures that are aligned with funding”. Interview partners also commented on individual success factors (Table 1) – these assessments only serve as additional information; they are by no means representative.

Table 3: Comments by interview partners in regard to success factors.

| Success factor | Comments by interview partners |
|---|---|
| Personal contacts among stakeholders | They facilitate the initiation of any form of collaboration and guarantee to receive answers to formal and informal requests. |
| Competence of key stakeholders (awareness about cross-border framework) | Understanding of processes Includes political, but also technical level |
| Mutual trust among stakeholders due to previous cooperation experience | Regular political changes |

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| Compatible cross-border governance structures | Missing regional level in Slovenia Good balance in partners (size of collectivities) They can represent the starting point but do not guarantee effective/concrete cooperation |
| Sufficient and adequate resources (human and financial) | Cost sharing at territorial level |
| Informal networks (e.g. Alpine Soil Partnership, AlpPlan) | Regional/local networks make a difference. Very useful but not essential. |
| Institutionalized networks (e.g. Working bodies of the Alpine Convention) | CAPACITIES-project => border of AC not well defined Very useful but not essential. eg. GECT (European Parc), cross-border groupment of CCI) |
| Cross-border relevance of the issue at stake, thus interest from both sides of the border (e.g. ecological connectivity, mobility, flood management) | Mobility through mountain passes, ecological corridors, risk, sustainable tourism (Mont-Blanc, Mont-Viso) Starting point for all forms of cross-border collaboration. E.g. railway line Nice-Cuneo, risk management (storm Alex) |
| Win-win situation for partners on both sides of the border (e.g. services of general interest, utilization of existing infrastructure) | Not the central point. |
| Shared perception of the problem (awareness of a problem/conflict as well as its interpretation) | |
| Absence of cross-border competition (in the sense of competition e.g. for commercial or tourist development) | Relative relevance. |
| Thematic/spatial information (ideally comparable at a cross-border level) | Important not for initiative, but for the process Very useful but not essential. Important, but not necessarily a precondition; can be an important output of cross-border cooperation |
| (EU)-Legal framework allowing or promoting cross-border cooperation | Very important in regard to implementation; Financial framework really relevant important at a later stage; EGCT, GEIE or other structure (association, ...) Very useful but not essential. E.g. Water Framework Directive, Floods Directive EU policy framework is also relevant, e.g. Territorial Agenda, MRS, Urban Agenda, Leipzig Charta |
| Transnational treaties and plans (e.g. Alpine Convention) | Offers a framework, but not a motivation in itself Very useful but not essential. Cross-border cooperation scheme Helpful and beneficial, but not a must |
| European cooperation projects (Interreg etc.) | Important from the financial perspective Nice, but inconsequential It is the framework in which cooperation can produce the best results. Esp. cross-border Interreg programs for concrete cooperation between neighboring regions |

6.1.2 Obstacles

According to the same methodology, interview partners were asked to rank obstacles according to their relevance on a scale from 5 (very high) to 1 (very low). If interview partners were unable to comment on individual aspects, these factors received "0". A rating between two grades has been counted as medium value.

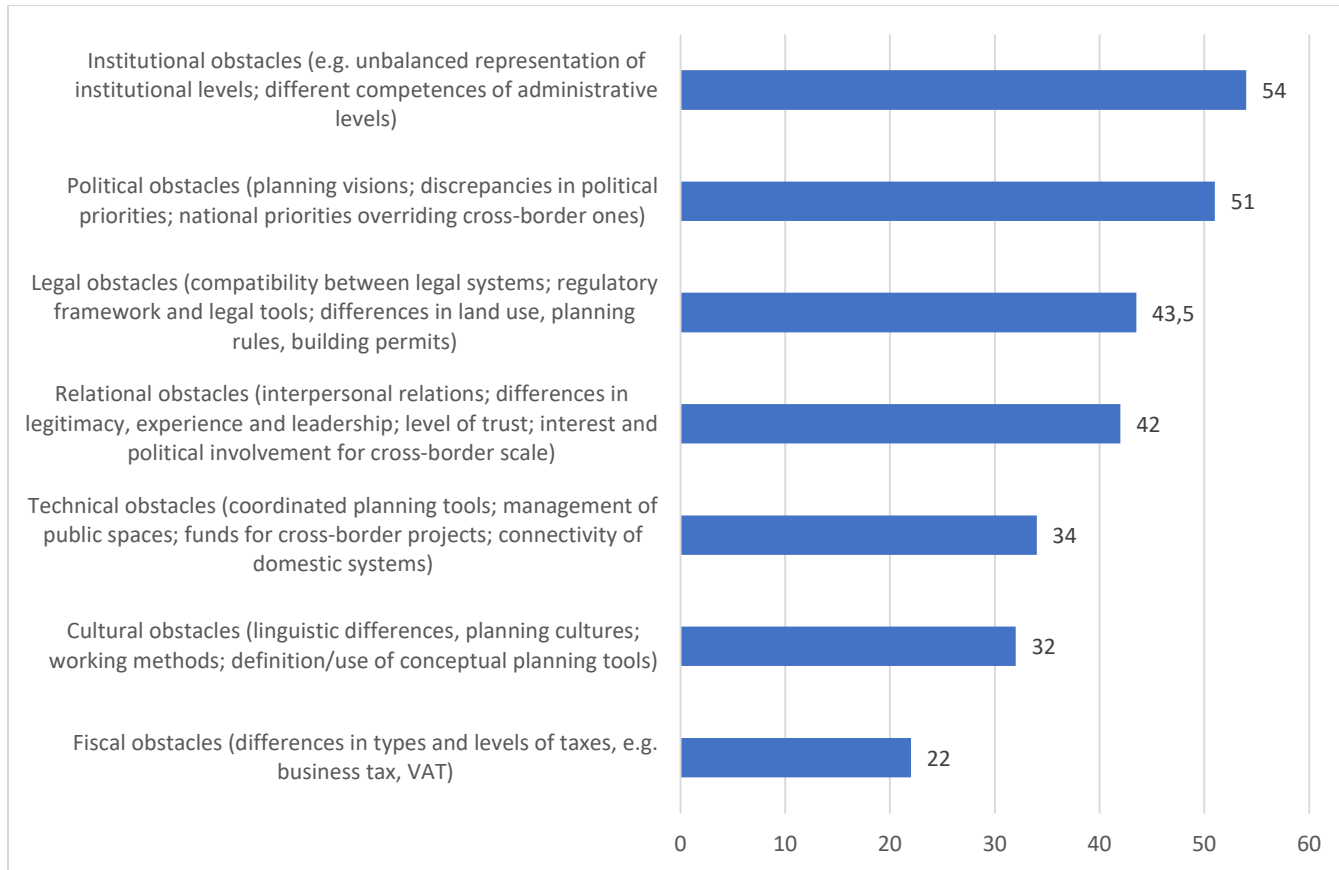


Figure 9: Obstacles as ranked by interview partners.

Institutional and political obstacles are seen as most relevant, followed by legal and relational obstacles (Figure 9). Additional obstacles raised by interview partners include “durability of networks once financial resources fade out” and “Covid”. Additional comments in regard to specific obstacles are illustrated in Table 4.

Table 4: Comments by interview partners in regard to success factors.

| Obstacles | Comments by interview partners |
|--|--|
| Institutional obstacles (e.g. unbalanced representation of institutional levels; different competences of administrative levels) | Not a big obstacle, solutions can be found |
| | Could hinder cooperation, but can also have a positive side |
| | Cantons would prefer to communicate at federal state level, but are rather located at the German level of counties or district governments => important to meet "on equal footing" |
| | Periods of institutional reforms |
| | Absence of specifically tasked bodies/administrative units/coordination bodies is considered a relevant obstacle |

| | |
|---|---|
| Legal obstacles (compatibility between legal systems; regulatory framework and legal tools; differences in land use, planning rules, building permits) | <p>The Slovenian system is slow => duration for permits and planning processes</p> <p>Tendency to align between CH and EU (differences in tendering requirements)</p> <p>Relevant when it comes to implementation</p> |
| Technical obstacles (coordinated planning tools; management of public spaces; funds for cross-border projects; connectivity of domestic systems) | |
| Cultural obstacles (linguistic differences, planning cultures; working methods; definition/use of conceptual planning tools) | <p>Exist, but not an obstacle</p> <p>Cultural connections across borders, e.g. Slovenians often speak the other languages / Slovenian minorities living cross border, jobs cross border</p> <p>Language very important</p> <p>Advantage that Swiss border regions are bilingual</p> <p>Different administrative planning cultures rather relevant</p> |
| Political obstacles (planning visions; discrepancies in political priorities; national priorities overriding cross-border ones) | <p>Election periods</p> <p>Focus on national level, regional level ignored</p> <p>Politics can be provincial, but also thematically very pragmatic</p> <p>Periods of elections</p> <p>National priorities often out-compete cross-border issues</p> |
| Fiscal obstacles (differences in types and levels of taxes, e.g. business tax, VAT) | <p>Relevant when it comes to implementation</p> |
| Relational obstacles (interpersonal relations; differences in legitimacy, experience and leadership; level of trust; interest and political involvement for cross-border scale) | <p>Sometimes politicians are not interested in the cross-border scope</p> <p>Motivated key actors needed</p> <p>Limited interest and political involvement for the cross-border perspective</p> |

6.1.3 Future needs for action

Interview partners were also asked to identify topics that from their perspective would require a stronger cooperation in the future. Their assessment is illustrated in Figure 10. If interview partners confirmed that a topic requires a stronger cross-border cooperation, the topic received one point – e.g. the count of 14 for transport means that 14 out of 20 interview partners see a need for stronger cooperation in the transport sector. Other topics for which around half of the interview partners see a need for stronger cooperation include climate change, natural hazards, tourism, energy, protected areas, SGI and spatial planning and development in general.

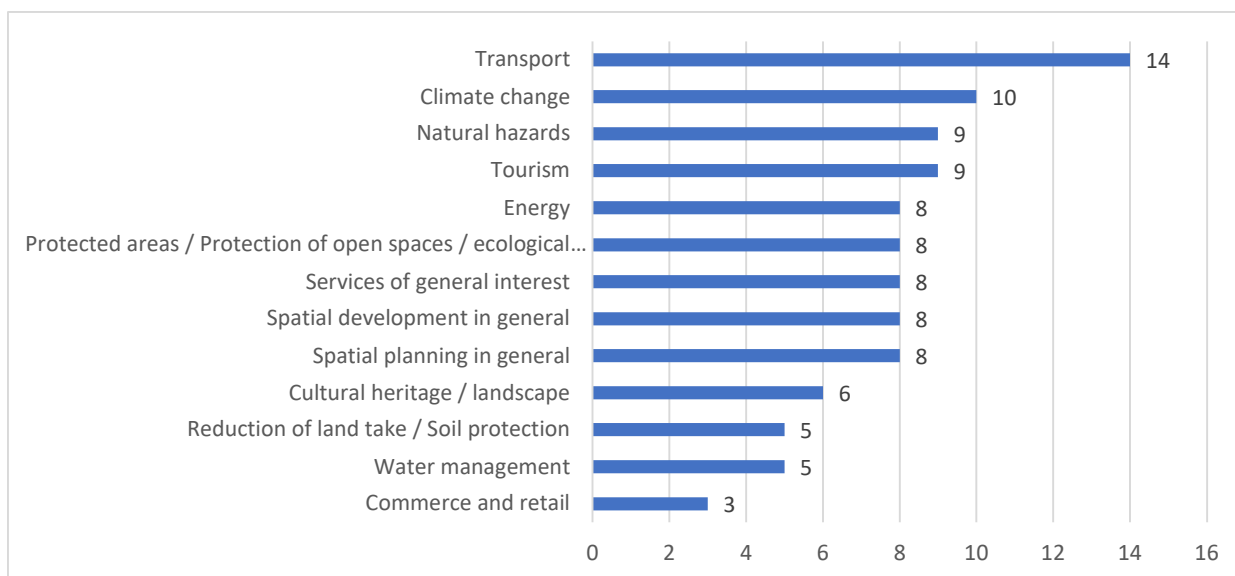


Figure 10: Future needs for action as perceived by interview partners.

In regard to the individual topics, the interview partners underlined aspects and current impediments that are paraphrased in the following Table 5. “Political reasons, different legalization, no cross-border management plan, no common organizational form yet” and “Limitations due to financial and administrative constraints” have been identified by two interview partners as an impediment for cooperation on all topics.

Table 5: Remarks and current impediments in regard to topics for stronger cross-border cooperation.

| Topics | Selected remarks | Current impediments |
|---|---|---|
| Spatial planning in general | <ul style="list-style-type: none"> Effects of climate change Shared and useful analysis tools and planning criteria at a cross-border scale Lack of ownership of initiatives at the political level Exchange of experience, scientific and technical contributions to improve planning tools in terms of effectiveness, operability, coherence, sharing of cross-border territorial objectives on topics of common interest Land take, landscape/natural scenery/regional identity | <p>Different regulations and standards</p> <p>Cooperation has taken place, but lack of political ownership has hindered the uptake of lessons learned</p> |
| Spatial development in general | <ul style="list-style-type: none"> Stronger governance to better, more directly, earlier involve partners and citizens, and to have more direct impacts on territories Extend local scales (massifs, local high-valleys, ...) to Piemonte (Genève, vallée de l'Arve,) to have a territorial planning perspective (Alpine Space), e.g. Nice, Gêneva, Torino and their corridors to the mountains | |
| Protected areas / Protection of open spaces / ecological connectivity | <ul style="list-style-type: none"> Cartographies and common rules for the elements of the ecological network with transboundary value Establishment and management of border-crossing protected areas Securing of transnational large-scale ecological corridors Economic usage of open spaces for renewable energy production (PV, solar, biomass) | |

| | | |
|--|---|---|
| Reduction of land take / Soil protection | <ul style="list-style-type: none"> • Shared and useful analysis tools and planning criteria at a cross-border scale • Apart from the application of the Alpine Convention Soil Protocol I see a reduced scope of intervention for cross-border cooperation compared to local action • Mitigation / avoidance of spill-over effects in neighboring regions | Legal and political obstacles |
| Transport | <ul style="list-style-type: none"> • Managing flows and reducing air quality impacts on major transalpine traffic corridors • Cross-border planning of passenger transport • Mountain border areas (Valle d'Aosta) would benefit (also SGI) from more effective connection to more economically developed areas. • Indispensable for sustainable and climate-friendly mobility systems and transport infrastructure • Other perspective: Travel distance from locations of SGI • Cross-border transport connectivity • Integration with settlement development (Valais southbound, Lake Geneva towards France, end of motorways) • Trans-European Corridors | <p>High cost of structural interventions, technical constraints, lack of economic return for intervention, lack of interest on the European side to include the border of Valle d'Aosta => TEN-T system</p> <p>Insufficient financial capacities and structure (EGTC or other suprastructure) to locally manage cross-border actions</p> |
| Energy | <ul style="list-style-type: none"> • Joint development of new sustainable technologies would benefit large areas • Energy-oriented spatial planning • In regard to bottlenecks and CO2 reduction | Cooperation already in place, but the process is not supported effectively by the political level and hindered by administrative constraints (division of competencies, lack of personnel, etc.) |
| Services of general interest | <ul style="list-style-type: none"> • Activation of new cross-border public transport services | <p>Sharing SGIs requires contractual arrangements and financial compensation</p> <p>Insufficient financial capacities and structure (EGTC or other suprastructure) to locally manage cross-border actions</p> |
| Commerce and retail | <ul style="list-style-type: none"> • Limited scope for territorial cooperation • Avoiding cross-border traffic generation due to large shopping/outlet centers at borders • Connecting local providers, organization of sales of local products | |
| Tourism | <ul style="list-style-type: none"> • Creation of cross-border tourist packages and balance the flows/Connecting local providers and the tourist offer • Cycling infrastructures and related services • Skepticism for a communal Alpine approach to position the Alps in wide promotion markets • E.g. climate-friendly, public touristic mobility offers • Cross-border ski resort, cyclo-touristic product • Job creation through cross-border cooperation | Insufficient financial capacities and structure (GECT or other suprastructure) to locally manage cross-border actions |

| | | |
|-------------------------------|---|--|
| Water management | <ul style="list-style-type: none"> • River basin management and flood risk management at border-crossing river systems (including underground flow of the Reka river) • Water supply for Central Europe | Up-scaling is limited by financial and administrative constraints |
| Natural hazards | <ul style="list-style-type: none"> • Understand, predict and communicate increasing effects of risks • Critical issues that require common actions and projects for the safety and protection of the territory from instability, shared at a transnational level (see the effects of the 2018 Vaia storm on Veneto, Trentino, FVG, and regions of Switzerland, Austria and Slovenia). • Coordinated risk management systems for border-crossing natural hazard processes | |
| Climate change | <ul style="list-style-type: none"> • Strategy and coordinated action for adaptation to climate change • Planetary emergency requiring joint and coordinated transnational counter actions • Climate-neutral and climate-resilient spatial development requires strengthening cross-border spatial development (esp. regarding border-crossing functional city regions and adaptation of border-crossing, shared resources such as river basins) • Interdisciplinarity/reciprocal learning | It is a theme that has emerged strongly as a priority emergency only in recent years |
| Cultural heritage / landscape | <ul style="list-style-type: none"> • Preserving regional identities | |

Asked for which issues they see the most urgent need for action, the interview partners responded as illustrated in Figure 11.

Climate change:

- Combination with biodiversity and species shift;
- climate-neutrality and resilience;
- protection of biodiversity particularly for ecosystems at high altitudes

Land use:

- transformation and structural changes in land use

Transport:

- Goods transport,
- cross-border commuting,
- modal shift,
- climate neutrality,
- integration of transport, energy and settlement development,
- cross-border transport planning and mobility management,
- new public cross-border transport services;
- intermodality

Tourism:

- Tourist mobility,
- last mile

Natural hazards:

- Monitoring and management of natural hazard processes

Governance:

- Cooperation between different sectors and spatial levels;
- strong political support from national level for local cross-border cooperation;
- shared approach at cross-border level in planning the territory

Figure 11: Most urgent needs for cross-border cooperation according to interview partners.

When interpreting the survey results, the low number of interviewees and imbalance in regard to institutional and geographical representation needs to be kept in mind. Nonetheless, the responses are an indication of stakeholder perceptions on cross-border cooperation on spatial issues in the Alps and provide reference points for the future activities of the SPSD WG.

7. PROPOSALS FOR PILOT ACTIVITIES

Based on the status quo of cross-border cooperation in spatial planning and taking into consideration the identified needs of action, potential topics for pilot activities will be developed by the Working Group in a workshop format in the remaining time of its mandate.

8. SUMMARY

Based on the summary of the previous work, the results of the literature analysis and of the expert interviews, the following conclusions on the status quo of cooperation and coordination in spatial planning and development can be drawn

Relevance of the different topics

The density and broad scope of cross-border cooperation underlines the importance assigned to spatial planning by the Alpine Convention, the Spatial Planning and Sustainable Development Protocol and recent documents such as the ACTS2050 and the MAP 2017-2022. Unsurprisingly, there is a multitude of examples for cross-border cooperation within the broad scope of spatial

development in general. Functional areas and their manifold spatially relevant topics play a major role in this regard. In a bottom-up perspective, CLLD approaches that include cross-border issues are an interesting approach to respond to local needs of action.

Instead of formal planning instruments, cross-border cooperation focusses on spatial monitoring and data provision. More formalized and output-oriented approaches are the Swiss cross-border agglomeration programs and the mandatory cross-border cooperation schemes under the French MAPTAM law.

It is obvious that the issues of ecological connectivity, protected areas and open spaces are not tied to territorial or administrative entities but need to be addressed in a larger, also cross-border perspective. This is reflected in various examples of cross-border cooperation, mostly at higher altitudes, but also in metropolitan regions such as Greater Geneva.

While the reduction of land take is reflected quite frequently in examples of transnational cooperation and also current political efforts at national and international level (EU Soil Strategy 2030, net zero 2050), it is only to a minor degree addressed in a cross-border dimension in specific border regions, e.g. in the Euregio S-BGL-TS.

Transport is another issue with a clear supra-local character and is addressed in border regions from the perspective of climate protection, infrastructural corridors as well as transport-related burdens.

Depending on the territory, natural hazards are a relevant topic for cross-border cooperation (e.g. in the French-Italian border region). While not site-specific, climate change, cultural heritage, commerce and retail, and services of general interest are only sporadically addressed in cross-border cooperation.

In general, consensual and rather “soft” topics with benefits on both sides of the border are more eagerly addressed than controversial topics, particularly those with potential asymmetric effects for the parties involved (regional economic development, tourism development, land use planning). Or as Duvernet et al. (2021:5) put it: *“The low-hanging fruits have been picked. Yet, controversial and more complex issues may in the future prove just as relevant for territorial cohesion.”*

Relevance of different geographical scopes for the topics

Based on the assessment, certain areas appear to be hot-spots of cross-border spatial cooperation. In most cases, the scope and intensity are rooted in a long tradition and “culture” of cross-border thinking, as is the case for the Lake Constance region. As a result of an evolutionary process, this region today resembles a good example for Alpine cross-border governance. Other cross-border areas of intense cooperation include Southeastern Bavaria – Salzburg, the Brenner corridor between Tyrol, South Tyrol and Trentino, Friuli Venezia Giulia and Slovenia, the Swiss-French Geneva conurbation and the ALCOTRA territory in the French-Italian border region.

Supporting and impeding factors

Supporting factors include among others the cross-border relevance of issues at stake, benefits each party can draw from cross-border cooperation, existing personal contacts, a shared perception of the problem and the support and cooperation know-how gained through European

cooperation projects. These general obstacles of course apply to each specific region and issue differently.

Obstacles include among others institutional obstacles and mismatches, political obstacles of different priorities and planning visions, legal obstacles of less compatible legal systems and planning regulations as well as relational obstacles among stakeholders.

Potential approaches, measures and needs for action

The assessment study identified a range of needs of action that have been raised in documents and expert interviews – from very concrete proposals to general aspirations in regard to intensified spatial cooperation in the Alps. On the other hand, ambitious implementation examples prove that there is also a huge potential for scaling-up existing approaches within the Alps, e.g. when looking at cross-border governance structures, cross-border integrated plans, committees and spatial observation.

The challenge for the time being is finding ways for spatial planning to adopt “cross-border thinking” even if concrete planning activities, politics and governance remain tied to territorial political units (2018:232f). Spatial planning needs to develop ways to deal with the paradox in border regions that on the one side, borders are becoming more and more porous or “fuzzy”, while at the same time they remain “hard” in the sense of administrative borders and planning mandates and competences (Paasi & Zimmerbauer 2016:87). A necessary but in no way trivial step is to align values and a shared spatial vision on both sides of the border (Bächtold 2012:16). To support this, the framework of the Alpine Convention and its responses to the pressing issue for spatial development such as the ACTS2050 can provide guidance and inspiration.

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10. ANNEX

Annex 1 Cross-border cooperation references in 2019f Compliance Reports

According to the 2019 National Compliance Reports on the Alpine Convention and its Implementation Protocols, the following instruments are being applied for cross-border coordination of spatial planning (Table 6).

Table 6: Instruments used for cross-border coordination of spatial planning.

| | AT | CH | DE | FR | IT | LI | MC | SI |
|------------------------------|---|----|----------|----|----|----|----|----|
| Bilateral treaties | X | X | X | X | X | X | - | X |
| Multilateral treaties | - | X | - | X | X | X | - | X |
| Financial support | X | - | - | - | X | | X | - |
| Capacity building / training | - | - | - | - | X | | - | X |
| Joint projects | X | X | X | X | X | X | X | X |
| Others | Consultation in the course of the application of EU Directives, particularly the SEA Directive (Directive 2001/42/EC), Research and studies on integrated land use planning and river management Euregio S-BGL-TS EUSALP AG 6 | - | Euregios | - | - | | - | - |

The following cooperation structures have been addressed in the analyzed documents (Question 17 of the Compliance Report Questionnaire, as far as available: e.g. Schweizer Bundesverwaltung 2021:37; BMU 2019; Fürstentum Liechtenstein 2019; Italian Compliance Report 2019:16f)):

Table 7: Cooperation structures mentioned in the Compliance Reports (non-comprehensive).

| Type | Cooperation structures in Compliance Reports (examples) |
|-------------------------------------|---|
| Governmental cooperation structures | Alpine Convention with its Working Bodies and the PSAC EUSALP Agglomeration programs Euregios and their respective Steering Committees Arge Alp Interpraevent Research Society Conventions of the Council of Europe |
| Platforms and Working Groups | International Soil Alliance International Lake Constance Conference (IBK) |

| | |
|--------------------------------|--|
| EGTC | Alpi Marittime-Mercantour |
| Funding Programs | Interreg A and B programs LEADER |
| Associations | Alliance in the Alps Alpine Town of the Year ALPARC – Network of protected areas CAA – Club Arc Alpin |
| Non-governmental organisations | CIPRA International |

Annex 2 Legal framework for international resp. cross-border cooperation in spatial planning (selected examples)

| National level | Federal state / provincial / cantonal level |
|--|---|
| Austria | |
| <p>Austria has no legal spatial planning framework at the national state level. Spatial planning competences are located at the federal state and municipal level.</p> | <p>Spatial Planning Law of the Province of Tyrol (Tiroler Raumordnungsgesetz TROG 2016)¹²¹:</p> <p>§ 7 Spatial Planning Programs: Section 7) Spatial planning programs shall take into account Austria's obligations under Union law as well as spatially significant plans and measures of the federal government, insofar as their consideration is required under constitutional law or agreements exist in this respect pursuant to Art. 15a para. 1 B-VG. In addition, the spatially significant plans and measures of the federal government and the municipalities, and in the area of common borders also the spatially significant plans and measures of the neighbouring Länder and states, shall be taken into account.</p> <p>Spatial Planning Law of the Province of Carinthia (Kärntner Raumordnungsgesetz 2021)¹²²:</p> <p>§ 2 Objectives and principles of spatial planning: (2) Principles: 1. Consideration shall be given to regulatory measures in neighboring sub-areas of the neighboring countries and neighboring foreign countries shall be taken into account.</p> <p>Spatial Planning Law of the Province of Vorarlberg (Vorarlberger Raumplanungsgesetz 2022)¹²³:</p> <p>Art. 10 (d) Cross-border effects: Article 10 (d) outlines consultation with neighboring countries in the case of substantial environmental effects as well as upon request by a neighboring country. Consultations need to comprise (a) the effect the implementation of the spatial plan is expected to have on the environment and (b) planned measures to mitigate and avoid these negatives effects. If consultations are taking place, all necessary material needs to be made available to neighboring authorities to inform authorities and the public and for them to formulate a position. These paragraphs shall apply to Member States of the European Union and Contracting Parties to the Agreement on the European Economic Area. For other states, they shall apply only in accordance with the principle of reciprocity. Special provisions of international treaties shall remain unaffected.</p> <p>§ 10e): Decision: In the enactment procedure for the State Spatial Plan, the results of cross-border consultations (§ 10d) need to be taken into consideration.</p> <p>§ 10f) Notification: In a summarizing statement, it needs to be outlined how the results of the cross-border consultation (§10d) have been taken into consideration.</p> |

¹²¹ <https://www.ris.bka.gv.at/GeltendeFassung.wxe?Abfrage=LrT&Gesetzesnummer=20000647>

¹²² <https://www.ktn.gv.at/DE/repos/files/ktn.gv.at/Abteilungen/Verfassungsdienst/PDF/2021/RV%5f2021/LG-1865-5-2021%5fGes-RS%2epdf?exp=891609&fps=2091afd6e6d5cd49e77a6020d509210b080d5a93>

¹²³ <https://www.ris.bka.gv.at/GeltendeFassung.wxe?Abfrage=LrVbg&Gesetzesnummer=20000653&FassungVom=2022-06-30>

| National level | Federal state / provincial / cantonal level |
|----------------|---|
| | <p>§ 10h): Foreign plans, public participation: If, within the framework of a procedure pursuant to Directive 2001/42/EC, a foreign state due to effects on the environment of the province of Vorarlberg submits documents and conducts transboundary consultations, the provincial government shall apply §§ 6 paras. 5 and 6 and 10c shall apply mutatis mutandis. Special interstate treaty provisions shall remain unaffected</p> <p>Spatial Planning Law of the Province of Salzburg (Salzburger Raumordnungsgesetz 2022)¹²⁴:</p> <p>§ 8 Development Programs: When drawing up a development program, the results of the structural investigations and the intended determinations shall be presented in a project report. The plans of the federal government, of neighboring provinces and of neighboring countries shall be taken into account, insofar as agreements pursuant to Art. 15a B-VG or state treaties exist or this is possible without impairing the interests of the planning authority.</p> <p>Environmental Assessment Acts at provincial level also contain provisions for cross-border consultation. As an example, the provisions of the Tyrolean Environmental Assessment Act are outlined (Tiroler Umweltprüfungsgesetz TUP)¹²⁵:</p> <p>§ 7 Cross-border effects of plans and programs:</p> <ol style="list-style-type: none"> 1. Where the implementation of a plan or program is likely to have significant effects on the environment of another Member State of the European Union, or where a Member State likely to be significantly affected so requests, the draft plan or program shall be forwarded to that Member State together with the environmental report before it is adopted by the competent planning authority or before a decision is taken on the government bill. 2. Where the draft plan or program has been submitted to a Member State together with the environmental report, consultations shall be held with that Member State, at its request, concerning <ol style="list-style-type: none"> (a) on the likely transboundary effects on the environment of implementing the plan or program; and (b) on the measures envisaged to reduce or avoid such effects. 3. Where consultations are to be held with a Member State, an appropriate timeframe for their duration shall be agreed with that Member State at the beginning of the consultations. 4. Where consultations are held with another Member State, all necessary documents shall be forwarded to that Member State in order to ensure that the authorities and departments of that Member State affected by the implementation of the plan or program are informed and have the opportunity to express their views within a period of six weeks. 5. In case of necessity of action according to par. 1 or 2, the Federal Minister responsible for the representation of the Republic of Austria vis- |

¹²⁴ <https://www.ris.bka.gv.at/GeltendeFassung.wxe?Abfrage=LrSbg&Gesetzesnummer=20000615>

¹²⁵ Provincial law of the Provinces of Salzburg, Vorarlberg, Kärnten

| National level | Federal state / provincial / cantonal level |
|----------------|---|
| | <p>à-vis other states shall be approached via the Office of the Tyrolean Provincial Government in order to initiate contact vis-à-vis other states.</p> <p>6. If the conditions according to para. 1 or 2 apply to another province, the respective provincial government shall be consulted about the authorities to be contacted.</p> <p>Spatial Planning Law of the Province of Styria (Steiermärkisches Raumordnungsgesetz 2010)¹²⁶.</p> <p>§ 5b Cross-border consultations:</p> <p>(1) If the execution of a plan or program is likely to have a significant effect on the environment of another Member State of the European Union, or if a Member State likely to be significantly affected so requests, the draft plan or program shall be sent to that Member State together with the environmental report before the start of the obligation. The Member State shall be given a reasonable period of time to indicate whether it wishes to be consulted.</p> <p>(2) At the request of a member state informed in accordance with subsection (1), consultations on the draft plan or program shall be held</p> <p>On the likely transboundary effects that the application of the plan or program will have on the environment; and</p> <p>On the measures envisaged to reduce or avoid such effects.</p> <p>In this case, it shall be ensured in relation to the other Member State that its authorities which, in their environmental sphere of responsibility, may be affected by the environmental effects caused by the application of the plan or program, as well as its public concerned or interested, are informed and given the opportunity to comment within a period of eight weeks.</p> <p>(3) In the event of the necessity of action under subsections (1) or (2), the Federal Minister responsible for the representation of the Republic of Austria vis-à-vis other states shall be approached through the Office of the Styrian Provincial Government in order to arrange for contact to be made vis-à-vis other states.</p> <p>(4) Paras. 1 and 2 shall apply to Member States of the European Union and Contracting Parties to the Agreement on the European Economic Area. For other states they shall apply only in accordance with the principle of reciprocity. Special provisions of interstate treaties shall remain unaffected.</p> <p>(5) If the requirements under subsection (1) or (2) apply to another Province, agreement shall be reached with the respective Provincial Government on the bodies to be consulted.</p> <p>(6) If, within the framework of a procedure pursuant to Directive 2001/42/EC, documents are transmitted by a Member State of the European Union due to effects on the environment of the province of Styria and transboundary consultations are carried out, the provincial government shall be obligated to inform the public and the public</p> |

¹²⁶ <https://www.ris.bka.gv.at/GeltendeFassung.wxe?Abfrage=LrStmk&Gesetzesnummer=20000069>

| National level | Federal state / provincial / cantonal level |
|---|---|
| | environmental agencies in the province pursuant to § 5a. Special provisions of interstate treaties shall remain unaffected. |
| France | |
| <p>Town planning code, Environment code, General code of Local Authorities:</p> <p>The French law provides 2 cross-border consultation ways for planning documents:</p> <p>For all urban planning documents (L131-10 Code de l'urbanisme): <i>„The planning documents applicable to border territories take into account land use in the territories of neighboring States.“</i></p> <p>For urban planning documents submitted to environmental assessment (L.104-7 Code de l'urbanisme): <i>„The town planning documents (e.g. SCOT, PLU) whose implementation is likely to produce significant effects on the environment of another Member State of the European Union are transmitted to the authorities of that State, at their request or on the initiative of the French authorities. The competent authority [...] informs the public, the Environmental Authority and, where applicable, the authorities of the other Member States of the European Union consulted, and makes available to them the presentation report [...], which includes in particular information about the way the consultations have been taken into account, as well as the reasons on which the choices made by the plan or the document were based, taking into account the various solutions envisaged. The State concerned is invited to give its opinion within a time fixed by decree.“</i></p> <p>More generally, for all plans and programs submitted to environmental assessment : In accordance with the directive 2001/42/CE on environmental assessment of plans and programs, the French Environment code (Art L122-8)¹²⁷ provides that <i>„The draft plans or programs whose implementation is likely to produce significant effects on the</i></p> | <p>Regional level</p> <p>The General Code of Local Authorities (L4251-5 CGCT)¹²⁸¹²⁹ provides that the regional council may consult the neighboring regional councils for the elaboration of its planning document (SRADDET) but does not indicate whether these neighboring regions also include regions across national borders.</p> <p>Local level</p> <p>Cross-border cooperation schemes (French MAPTAM law). In France, only 3 Metropoles are concerned (Strasbourg, Lille, Nice). Only one of them is located in the Alps : Nice Côte d'Azur Metropole has adopted its cross-border cooperation scheme on 19th December 2019. Recent evolutions are promoting these schemes. In 2021-2022 there was a political initiative to extend cross-border cooperation schemes to all border departments. The schemes are a strategic orientation document (not a binding planning document), promoting the emergence or structuring of a cross-border living area, and to set-up a cross-border engineering.</p> |

¹²⁷ https://www.legifrance.gouv.fr/codes/article_lc/LEGIARTI000036671133/

¹²⁸ https://www.legifrance.gouv.fr/codes/article_lc/LEGIARTI000032973417

¹²⁹ https://www.legifrance.gouv.fr/codes/article_lc/LEGIARTI000039783758/

| National level | Federal state / provincial / cantonal level |
|---|--|
| <p><i>environment of another Member State of the European Union as well as the reports on the environmental impact of these projects are transmitted to the authorities of that State, at their request or on the initiative of the French authorities. The State concerned is invited to give its opinion within the time set by decree.</i></p> <p>„Plans and programs“ are "the plans, schemes, programs and other planning documents drawn up or adopted by the State, the local authorities or their groupings and the public establishments depending on them, ... (L122-4 of Environment code). For example, this article L122-8 was applied by the Southern Region (Région Sud PACA) during the public inquiry of its SRADDET towards Italy and the Principality of Monaco.</p> <p>« Quirinal Treaty » signed on November 26, 2021 by Italy and France, establishing cross-border coordination committees and planning actions on various topics including ecological transition.</p> <p>Cross-border cooperation schemes (French MAPTAM law) for border Metropoles</p> | |
| Germany | |
| <p>Bundesraumordnungsgesetz (ROG) – Federal Spatial Planning Act</p> <p>§ 14 Cooperation in spatial planning</p> <p>Section 1: To prepare and realize spatial plans or other spatially relevant plans and measures, authorities responsible for state and regional planning shall cooperate with relevant public agencies and persons under private law including NGO and the economy or pursue the cooperation between these agencies and stakeholders.</p> <p>The cooperation according to 1 can be carried out to develop a region itself as well as in regard to supra-regional or cross-border issues.</p> <p>Formal and informal types of cooperation according to Section 1 are particularly:</p> | <p>Bayerisches Landesplanungsgesetz (BayLPIG) – Bavarian State Planning Act</p> <p>Art. 29 Cooperation in spatial planning</p> <p>In order to develop, structure and safeguard space, authorities responsible for state and regional planning shall cooperate with relevant public agencies and persons under private law or pursue the cooperation between these agencies and stakeholders.</p> <p>The cooperation according to 1 can be carried out within a region, between regions as well as across borders. Forms of cooperation specifically include</p> <p>a) contractual arrangements</p> <p>b) measures for the self-organized development of regions such as development concepts as well as regional and intermunicipal networks and cooperation structures.</p> |

| National level | Federal state / provincial / cantonal level |
|---|--|
| <p>Contractual arrangements, particularly to coordinate or implement spatial development concepts and to prepare or implement spatial plans</p> <p>Measures such as regional development concepts, supra-regional, regional and intermunicipal networks and cooperation structures, regional platforms and action programs addressing current challenges</p> <p>Implementing spatial observation and making results available for regional and municipal bearers¹³⁰ as well as bearers of sectoral planning responsibilities in view of spatially relevant plans and measures, as well as consulting these institutional actors in charge of spatial planning.</p> | |
| Italy | |
| <p>For Italy, there are no specific legal references on spatial planning at the national level. The Italian national Law on Town and Country Planning (Legge urbanistica l.n. 1150/1942) does not pay specific attention to spatial planning at cross-border level.</p> <p>« Quirinal Treaty » signed on November 26, 2021 by Italy and France, establishing cross-border coordination committees and planning actions on various topics including ecological transition.</p> | |
| Liechtenstein | |
| <p>Liechtenstein does not have a Spatial Planning Law. Art. 32 (1) of the Building Law obliges the Liechtenstein government to supra-local and cross-border spatial planning, this being the main task of the National Structural Plan (Landesrichtplan).</p> | <p>Liechtenstein has no regional planning level. Local planning at the municipal level represents the lower-tier planning level.</p> |
| Monaco | |
| <p>Creation of the ZAC SAINT ANTOINE (Zone d'Aménagement Concertée) in the city of Cap d'Ail in France, in cooperation with Monaco (beginning in 2007 – finished 2013).</p> | |

¹³⁰ Translation of „Träger“ (z.B. der Regionalplanung oder öffentlicher Belange)

| National level | Federal state / provincial / cantonal level |
|--|--|
| Joint projects include: Primary school, Sport hall and a gymnasium, Public square and landscape public space | |
| Switzerland | |
| <p>Raumplanungsgesetz (RPG) – Federal Spatial Planning Act (June 22 1979)</p> <p>Art. 2 Planning Obligation</p> <p>Federal state, cantons and municipalities cooperate in fields of functional-spatial interconnections, as far as necessary to achieve spatial planning objectives principles</p> <p>Art. 6 Basics for Cantonal Structure Plans (Richtpläne)</p> <p>(4) [When compiling information for the Cantonal Structure Plans, Cantons] take into consideration concepts and thematic plans of the Federal State, Structure Plans of neighboring cantons as well as regional development concepts and plans.</p> <p>Art. 7 Cooperation of authorities</p> <p>(3) The border cantons shall seek cooperation with the regional authorities of the neighboring countries, insofar as their measures can have an impact across the border.</p> | <p>The Swiss Federal Spatial Planning Act requires border cantons to seek cooperation with regional authorities of neighboring countries in the process of enacting Cantonal Structure Plans. Consequently, cantonal Spatial Planning Acts do not need to reiterate this provision.</p> <p>Cantonal Structure Plans are part of the legal spatial planning framework at cantonal level and – where applicable - contain binding measures (settlement, transport, etc.) with a cross-border dimension.</p> <p>Spatial Planning Act of the Canton of Grisons (KRG) (December 6 2004)</p> <p>Art. 2 Planning obligation</p> <p>Municipalities, regions and the canton fulfil their tasks in mutual agreement and coordinate their basic principles, planning and spatially effective activities with each other and with the basic principles, concepts and sectoral plans of the federal government as well as the planning of neighboring cantons and countries.</p> <p>Planning and Building Law (PBG) for the Canton of St. Gallen</p> <p>No reference to cross-border cooperation, but cooperation in regard to Cantonal Structure Plans required by federal law (see above).</p> <p>Law on Territorial Development (LST) for the Canton of Ticino (June 21 2011)</p> <p>No reference to cross-border cooperation, but cooperation in regard to Cantonal Structure Plans required by federal law (see above).</p> <p>Law for the implementation of the Federal Law on Spatial Planning for the Canton of Geneva (Loi d'application de la loi fédérale sur l'aménagement du territoire (LcAT) (January 23 1987)</p> <p>No reference to cross-border cooperation, but cooperation in regard to Cantonal Structure Plans required by federal law (see above).</p> |
| Slovenia | |
| <p>Zakon o prostorskem načrtovanju - Spatial Planning Act (ZPNačrt, Nr. 33/07)</p> <p>No reference to cross-border cooperation</p> | <p>No regional planning level in Slovenia</p> |

Annex 3 Fit4Co success factors for cross-border cooperation projects

Based on an analysis of 10 cross-border cooperation projects, Engl et al. (2019:21ff) identified a broad range of success factors that were categorized into the following project aspects.

| Project aspect | Success factors (selection on aspects of particular relevance at cross-border level) |
|--------------------------------------|--|
| Project preparation | <p>Precise planning of the project and required resources (activity plan) and thorough understanding of funding/program criteria</p> <p>Consideration of different framework conditions of partners</p> <p>Small projects (access to EU funds, reduced administrative burdens, lower risk, CLLD approach)</p> |
| Partnership | <p>Solid partnership (e.g. mutual trust, informal contacts)</p> <p>Partnership matching the scale of the project area or orientation</p> <p>Project-related bodies to foster partnerships</p> <p>Experienced lead partner with sufficient resources for control level</p> <p>Matching partner structures</p> <p>Vicinity of partners</p> |
| Objective of cooperation | <p>Clear and realistic objectives, based on an analysis/evaluation</p> <p>Definition of output and effect</p> <p>General motivation / interest in topic beyond financial interest</p> <p>Added value for partners</p> |
| Sustainability | <p>Transferability</p> <p>Synergies with other measures/projects</p> <p>Future orientation (planning how to continue after project end: Carers, established cross-border exchange and contacts, funds)</p> <p>Visibility of cooperation</p> <p>Demand- and supply-orientation</p> <p>Continue outputs and networks for follow-up projects</p> <p>Political support</p> |
| Collaboration | <p>Minimum of one person per partner to administratively and operationally pursue projects</p> <p>Staff continuity, direct contacts, soft skills, timetable</p> <p>Similarity of partner institutions or structures</p> |
| Support from project-related bodies | <p>Exchange with program bodies</p> <p>Involvement of consulting services in project development and execution</p> |
| Dealing with problems | <p>Conflict resolution schemes / mediation</p> <p>Mediation/support for differences in administration and legal framework</p> <p>Preparation for administrative/bureaucratic challenges</p> |
| Legal and administrative differences | <p>Taking advantage of benefits resulting from various framework conditions (differences as project opportunities, knowledge transfer)</p> <p>Informal coordination between involved administrations</p> |

| | |
|----------------------|--|
| | Exchange among project partners and mutual assistance |
| Cultural differences | Awareness of cultural differences and recognition of their Flexibility and understanding / Creation of common rules for cooperation Respect and interest towards other cultures / forms of behavior, open-mindedness Intercultural skills and sensitivity Confidence in partners and their working methods |
| Communication | Regular personal meetings and correspondence Handling of different languages (bilingual project coordinator, translation resources, English as project language) |

Cross-border spatial development in the Alpine Convention area

Questionnaire for expert interviews



21.05.2021



Alpine Convention

Working Group Spatial Planning and Sustainable Development

Background

The Alpine Convention is a binding agreement under international law between all Alpine countries for the protection and sustainable development of the Alpine region. The contents of the Alpine Convention are concretized in thematic implementation protocols, amongst others on spatial planning and sustainable development.

Being aware of the importance of spatial planning for sustainable development, the Alpine Conference in late 2020 established the Spatial Planning and Sustainable Development Working Group, which will build on the work of the past expert group as well as the Alpine Climate Target System 2050, EU Territorial Agenda 2030 and the UN Sustainable Development Goals.

The goals for the 2021-2022 mandate include an evaluation of the status quo of spatial development within the Alpine Convention perimeter in accordance with the Spatial Planning and Sustainable Development Protocol. Methodologically, the evaluation is composed of a literature analysis on a trans-Alpine and national level and interviews with a selected number of experts and practitioners in the field of spatial planning and development in each Alpine country.

The geographical scope is twofold, including

- cross-border cooperation between Alpine countries, regions and municipalities → cooperation between NUTS 3 regions or municipalities (LAU) from at least two different Member Countries lying directly on the borders or near to them. Depending from the context, the next row of NUTS3 regions can also be considered.
- transnational cooperation → addressing a larger scale, comprising neighboring regions, parts of countries or even countries as such. The perimeters of the Alpine Convention, the Alpine Space Program (Interreg B) and the macro-regional strategy EUSALP are located on the transnational level.

These expert interviews at national level will be conducted by the respective national representatives in the Working Group. The interview is expected to take between 30 and 60 minutes.

Information on the Working Group Spatial Planning and Sustainable Development is available in [French](#), [Italian](#), [Slovenian](#) and [German](#).

Existing forms of cross-border/transnational cooperation in spatial planning

Existing cross-border / transnational cooperation

Please name cases of cross-border / transnational cooperation in spatial planning and development and their thematic focus (add rows for additional cases):

| Please fill in the name(s) of the cooperation | Spatial planning in general | Spatial development in general | Protected areas / Protection of open spaces / ecological connectivity | Reduction of land take / Soil protection | Transport | Energy | Services of general interest | Commerce and retail | Tourism | Water management | Natural hazards | Climate change | Cultural heritage / landscape | Other | Remarks / contact |
|---|-----------------------------|--------------------------------|---|--|-----------|--------|------------------------------|---------------------|---------|------------------|-----------------|----------------|-------------------------------|-------|-------------------|
| | | | | | | | | | | | | | | | |
| | | | | | | | | | | | | | | | |
| | | | | | | | | | | | | | | | |
| | | | | | | | | | | | | | | | |

Instruments

Which instruments of cross-border/transnational cooperation in spatial planning are being applied in your region with neighboring Alpine countries? (Please add additional rows if needed)

| Type of instrument | Name of the instrument | In regard to which topics | Key stakeholders involved |
|--|------------------------|---------------------------|---------------------------|
| Spatial plans and / or programs | | | |
| Regional development concepts | | | |
| Memoranda of Understanding resp. Declarations of Intent | | | |
| Contractual arrangements | | | |
| Regional networks, cooperation structures or platforms | | | |
| Spatial observation | | | |
| Sectoral plans or programs with a prominent cross-border dimension | | | |
| Bilateral commissions | | | |
| Others | | | |

Success factors

From your personal experience, what are success factors for cross-border/transnational cooperation in spatial planning and development?

| Success factor | Relevance on a scale from 5 (very high) to 1 (very low) or "no comment" | Comment (optional) |
|---|---|--------------------|
| Personal contacts among stakeholders | | |
| Competence of key stakeholders (awareness about cross-border framework) | | |
| Mutual trust among stakeholders due to previous cooperation experience | | |
| Compatible cross-border governance structures | | |
| Sufficient and appropriate resources (human and financial) | | |
| Informal networks (e.g. Alpine Soil Partnership, AlpPlan) | | |

| | | |
|--|--|--|
| Institutionalized networks (e.g. Working bodies of the Alpine Convention) | | |
| Cross-border relevance of the issue at stake, thus interest from both sides of the border (e.g. ecological connectivity, mobility, flood management) | | |
| Win-win situation for partners on both sides of the border (e.g. services of general interest, utilization of existing infrastructure) | | |
| Shared perception of the problem (awareness of a problem/conflict as well as its interpretation) | | |
| Absence of cross-border competition (in the sense of competition e.g. for commercial or tourist development) | | |
| Thematic/spatial information (ideally comparable at a cross-border level) | | |
| (EU)-Legal framework allowing or promoting cross-border cooperation | | |
| Transnational treaties and plans (e.g. Alpine Convention) | | |
| European cooperation projects (Interreg etc.) | | |
| Others | | |

Obstacles

From your experience, what are obstacles for cross-border/transnational cooperation in spatial planning and development?

| Obstacles (Durand & Decoville 2018) | Relevance on a scale from 5 (very high) to 1 (very low) or "no comment" | Comment (optional) |
|--|---|--------------------|
| Institutional obstacles (e.g. unbalanced representation of institutional levels; different competences of administrative levels) | | |
| Legal obstacles (compatibility between legal systems; regulatory framework and legal tools; differences in land use, planning rules, building permits) | | |
| Technical obstacles (coordinated planning tools; management of public spaces; funds for cross-border projects; connectivity of domestic systems) | | |
| Cultural obstacles (linguistic differences, planning cultures; working methods; definition/use of conceptual planning tools) | | |
| Political obstacles (planning visions; discrepancies in political priorities; national priorities overriding cross-border ones) | | |
| Fiscal obstacles (differences in types and levels of taxes, e.g. business tax, VAT) | | |

| | | |
|---|--|--|
| Relational obstacles (interpersonal relations; differences in legitimacy, experience and leadership; level of trust; interest and political involvement for cross-border scale) | | |
| Other | | |

Role of the Alpine Convention

What role does the Alpine Convention play in spatial planning and development at the regional (resp. municipal) level? (free text, max. 800 characters)

Needs for stronger cross-border/transnational cooperation

Do you see a need for stronger cross-border/transnational cooperation for the following topics?

| Topic | Yes / no / no comment | In what respect? | If applicable, what reasons have impeded cooperation so far? |
|---|-----------------------|------------------|--|
| Spatial planning in general | | | |
| Spatial development in general | | | |
| Protected areas / Protection of open spaces / ecological connectivity | | | |
| Reduction of land take / Soil protection | | | |
| Transport | | | |
| Energy | | | |
| Services of general interest | | | |
| Commerce and retail | | | |
| Tourism | | | |
| Water management | | | |
| Natural hazards | | | |
| Climate change | | | |
| Cultural heritage / landscape | | | |
| Other | | | |

Most urgent need for cooperation

Where do you see the most urgent need for cooperation in cross-border/transnational spatial planning and development? (free text, max. 800 characters)

General remarks / additional comments

Personal information

The following information is for internal purposes only. It will not be published or disseminated:

Name of interview partner:

Institution:

Position:

Interview conducted by (name):

Date:

Annex 5 Existing bodies of cross-border cooperation

Cross-border cooperation in Europe is taking place at various geographical and administrative levels – from European, to bi-national, federal, regional to municipal level. The range of instruments and forms of cooperation are multifold, so the following forms of cooperation (Table 8) are non-exhaustive and represent only a selected overview (Pallagst 2018:355ff).

Table 8: Examples for bodies of cross-border cooperation active in the Alps.

| Spatial level | Form of cooperation (examples) | Mission / Description |
|--|--|--|
| European | Association of European Border Regions (AEBR) ¹³¹ | AEBR works on behalf of European border and cross-border regions with the aim to highlight their role in the political landscape, represent their common interests, enhance cooperation between border regions throughout Europe, promote exchanges of experience, information and solutions to common obstacles. |
| | ESPON | The EGTC European Spatial Planning Observation Network ESPON and its programs aim at promoting and fostering a European territorial dimension in development and cooperation by providing evidence, knowledge transfer and policy learning to public authorities and other policy actors at all levels. |
| Bi-lateral / multilateral at national level | Alpine Convention and its Working Bodies | Includes the decision-making bodies and committees as well as the working bodies of the Alpine Convention |
| | Austrian-German Spatial Planning Commission | To promote and facilitate cooperation on issues related to spatial development, particularly those affecting areas close to the common border. |
| | ICPR/IKSR/CIPR | Nine states and regions in the Rhine watershed closely co-operate in the International Commission for the Protection of the Rhine to harmonize the interests of use and protection in the Rhine area. Focal points of work are sustainable development of the Rhine, its alluvial areas and the good state of all waters in the watershed. |
| | Binational agreements | Given Switzerland's role as non-EU-member, binational and multinational agreements are a relevant instrument for addressing issues between Switzerland and its neighboring countries (e.g. Rhone and Rhine river management, NRLA access routes) |
| | Karlsruhe Treaty of 1996 | Regulates cross-border organizational structures between municipalities and public agencies between Germany, France, and Switzerland |
| Bi-lateral / multilateral at federal state level | EUSALP ¹³² | Improve cross-border cooperation in the Alpine countries as well as identifying common goals and implementing them more effectively through transnational collaboration |

¹³¹ <https://www.aebr.eu/about-us/>

¹³² <https://www.alpine-region.eu/eusalp-eu-strategy-alpine-region>

| | | |
|----------|--|--|
| | Association of Alpine States (Arge Alp) ¹³³ | Address ecological, cultural, social and economic issues and problems of joint interest and to promote a sense of stewardship for the common Alpine living space. |
| | COTRAO | Similar initiative to the Arge Alp for the Western Alps, founded in 1982 but no longer active |
| | See Agglomeration Programs | |
| | Mission Opérationnelle Transfrontalière (MOT) | The Transfrontier Operational Mission (MOT) is an association that was set up in 1997 by the French government. Its mission is to assist project developers, promote the interests of cross-border territories and facilitate the networking of stakeholders and the sharing of experiences in French cross-border areas. |
| | Joint Committee Slovenia-Carinthia | The Joint Committee has been established to intensify cooperation between the Slovenian ministries and the departments of the Carinthian provincial government. It deals with common interests and aims to contribute to more efficient cooperation and synergy effects in joint projects, including spatial planning. |
| | Joint Committee Friuli Venezia Giulia – Republic of Slovenia | Likewise, the Joint Committee Friuli Venezia Giulia – Republic of Slovenia has been established to strengthen cooperation between the Friuli Venezia Giulia provincial government and the Republic of Slovenia. |
| | International Governmental Commission Alpine Rhine (IRKA) | The International Intergovernmental Commission on the Alpine Rhine (IRKA) is a joint platform of the four governments of Graubünden, St. Gallen, Liechtenstein and Vorarlberg. It serves the transnational exchange of information, discussion, decision-making and planning of water management measures on the Alpine Rhine. |
| | International Lake Constance Conference (IBK) | The International Lake Constance Conference is an institutionalized cooperation between the Swiss cantons Schaffhausen, Zürich, Thurgau, St. Gallen, Appenzell Ausserrhoden, Appenzell Innerrhoden, the Principality of Liechtenstein, the Austrian Province of Vorarlberg and the German Federal States Baden-Württemberg and Bavaria. |
| Regional | Euregios | |
| | European Groupings of Territorial Cooperation | The European Grouping of Territorial Cooperation (EGTC) – introduced in 2007 - is an additional legal instrument to promote cross-border, transnational and Interregional cooperation, involving countries, regional or local authorities, associations and any other public body. EGTC in or bordering with the Alps: Interregional Alliance for the Rhine-Alpine Corridor, Parc européen Alpi Marittime –Mercantour, Euregio Tirolo -Alto Adige -Trentino, Euregio ohne Grenzen / Euregio Senza Confini, EGTC GO (Gorizia, Nova Gorica and Sempeter-Vrtojba) |
| | Agglomeration Programs CH/AT, CH/LI, resp. DE, FR, IT | Based on a jointly drafted agglomeration program (municipalities, regions, cantons), the Swiss federation funds measures for a coherent transport and settlement planning across municipal, cantonal and national borders. The advantage is the close link between planning, funding and implementation in defined time periods of five years. Due to their focus on transport and settlement-related issues, landscape planning and nature protection issues are considered to a minor degree in agglomeration |

¹³³ <https://www.argealp.org/de/arge-alp/ueber-uns>

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| | | programs. The core elements of the programs are being incorporated in cantonal and regional structure plans (Richtpläne). |
| | Integrated Territorial Plans (PITER) | In the framework of the ALCOTRA program, Integrated Territorial Plans (PITER) are aimed at the economic, social and environmental development of a cross-border territory through the implementation of a common strategy; the PITER are multi-thematic and are carried out within a perimeter of up to 3 territorial units (region or department). |
| | Initiativkreis Metropolitane Grenzregionen (IMeG) ¹³⁴ | Goals include: connecting strategy development with tangible projects and to further develop cooperation structures and regional governance improve application and synchronization of European and national funding policies / more coordination with neighboring countries in cross-border regional development learning network and perception of metropolitan border regions as engines of development establish metropolitan border regions in national spatial development and develop tailored policies position metropolitan border regions in the European spatial development discourse |
| | Metropolitanraum Bodensee | Platform of business associations from the cantons of Appenzell, Ausserrhoden, St. Gallen and Thurgau as well as regional governments of Vorarlberg and St. Gallen. |
| | Cross-border coordination committees provided by the 2021 Quirinal Treaty | The Quirinal Treaty (FR/IT) for a strengthened crossborder cooperation plans cooperation axis on various topics including ecological transition. |
| Municipal | Nice Côte d'Azur Metropole cross-border cooperation scheme (Cities of Nice, Genova, Torino and Monaco) | Cooperation structure according to the French MAPTAM law, adopted 19th December 2019 |
| | See Agglomeration Programs | |

The programs of European Territorial Cooperation, encompassing the cross-border cooperation (Interreg A), transnational cooperation (Interreg B) and Interregional cooperation (Interreg C) are connecting authorities, stakeholders, businesses, and NGO at various spatial levels.

¹³⁴ <http://metropolitane-grenzregionen.eu/initiativkreis/ziele/>