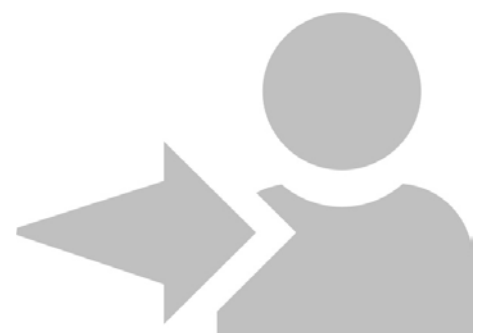




IMPROVING ACCESSIBILITY OF SERVICES OF GENERAL INTEREST -  
ORGANISATIONAL INNOVATIONS IN RURAL MOUNTAIN AREAS

# Strategies to improve accessibility to SGI in rural mountain areas

**Final synthesis of the Interreg IVB ACCESS project**



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# ACCESS

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## List of Abbreviations

ADNV	Association pour le développement du Nord Vaudois
ASP	Alpine Space Programme
BLC	Office of the Government of Carinthia, Department 20 - Spatial Planning (Amt der Kärntner Landesregierung, Abteilung 20 – Landesplanung)
BLT	Region of Tyrol represented by Office of Regional Government of Tyrol, Department Spatial Planning and Statistics (Land Tirol vertreten durch Amt der Tiroler Landesregierung, Abteilung Raumordnung-Statistik)
ETC	European Territorial Cooperation Programme
e.g.	exempli gratia / for example
EU	European Union
GAL	Development Agency GAL Genovese
ICT	Information and Communication Technologies
PA	Pilot activity (= Pilot project)
PP	Project Partner
RFC	Regional Council of Franche-Comté/spatial planning department (Région Franche-Comté / direction de l'Aménagement du territoire)
RIR	Regional Intermediate Report
RLO	Regione Lombardia - D.G. Industry, Handicraft, Building and Cooperation (Regione Lombardia, D.G. Industria, Artigianato, Edilizia e Cooperazione)
RRA	Rhône-Alpes Region / Mountain policy department (Région Rhône-Alpes, Direction générale des services /Mission Montagne)
RVSO	Regionalverband Südlicher Oberrhein
SAB	Swiss Center for Mountain Regions (Schweizerische Arbeitsgemeinschaft für die Berggebiete)
SGI	Services of General Interest
SGEI	Services of General Economic Interest
SME	Small and Medium Enterprises
sqkm	square kilometre
TA	Test area
TIR	Transnational Intermediate Report
TUKL	Technical University of Kaiserslautern
WP	Work Package



# ACCESS

## 1. Background and purpose of the final synthesis

### 1.1. Project background problems to be addressed

ACCESS is an INTERREG IV B project developed in the framework of the Alpine Space Programme (ASP). It involves eleven PPs from Austria, France, Germany, Italy and Switzerland. The partners have come together to improve the accessibility to services of general interest in sparsely populated mountain regions.

To preserve and improve a spatially and socially equal accessibility to Service of General Interest (SGI) is a core issue to the functionality of mountain areas and any regional development strategy both on a national as well as on a transnational level. According to the green paper on services of general interest (COM(2003) 270, the term SGI is derived in Community practice from the term «services of general economic interest» (SGEI). SGI cover both market and non-market services which the public authorities class as being of general interest and subject to specific public service obligations. Whereas for the term SGEI in Community practice there is broad agreement that it refers to services of an economic nature which the Member States or the Community subject to specific public service obligations by virtue of a general interest criterion (see also chapter 4.1 universal services). Already in the third Cohesion Report of the European Commission, it is specified that the equality of access to basic facilities, essential services and knowledge for everyone, wherever they happen to live, is a key condition for territorial cohesion (EC 2004).

Despite this statement, the INTERREG III B project PUSEMOR revealed that sparsely populated areas in all alpine countries are facing difficulties to maintain existing services due to their poor profitability and due to the need to respond to new or changing needs of the local population. The ongoing territorial concentration of SGI leads to a vicious circle of further deterioration in the quality of provision which in turn causes a decreasing demand in the existing services (Machold 2010). This process has many negative consequences for the affected regions. In fact the withdrawal of SGI causes a reduced functionality, competitiveness and a higher amount of motorised mobility in communities of sparsely populated areas (Hiess et.al. 2006). Furthermore it aggravates social inequalities – persons who do not dispose of a car, not having the knowledge to use Information and Communication Technologies (ICT) etc. face problems to reach services. Often these areas are characterised by important population losses and ageing of the population.

The main challenge for the concerned communities and regions is therefore to find innovative ways of delivering and/or accessing the SGI, both by the physical transport of people and goods as well as by the non physical, electronic transfer of services supported by modern ICT. Demand-oriented and flexible SGI should be promoted with innovative cooperation structures in order to best capitalise the potentials of sparsely populated areas.

These challenges are advantageously put into relation with the concept of „Governance“. The concept of Governance redefines the public administration in the broad sense of the term, to meet the new challenges in society. It is increasingly seen as a concept that encompasses a series of mechanisms and processes designed to empower the population and to ensure that society owns the process. This concept is very beneficiary when searching for well adapted, customer-oriented SGI (Hiess et. al. 2006).



## **1.2. Objectives of the ACCESS-Project**

PUSEMOR the predecessor of the ACCESS project identified a major challenge and urgent need for action in the field of public transport and the accessibility of SGI (PUSEMOR 2007). ACCESS therefore aims at improving the accessibility to SGI in sparsely populated mountain areas by finding

- 1) New forms of organisation of SGI (e.g. replace stationary services with mobile ones, improving governance)
- 2) Using Information and Communication Technologies (e.g. broadband internet access)
- 3) Fostering innovative, flexible, demand oriented and integrated mobility systems.

The project is guided by the following principles:

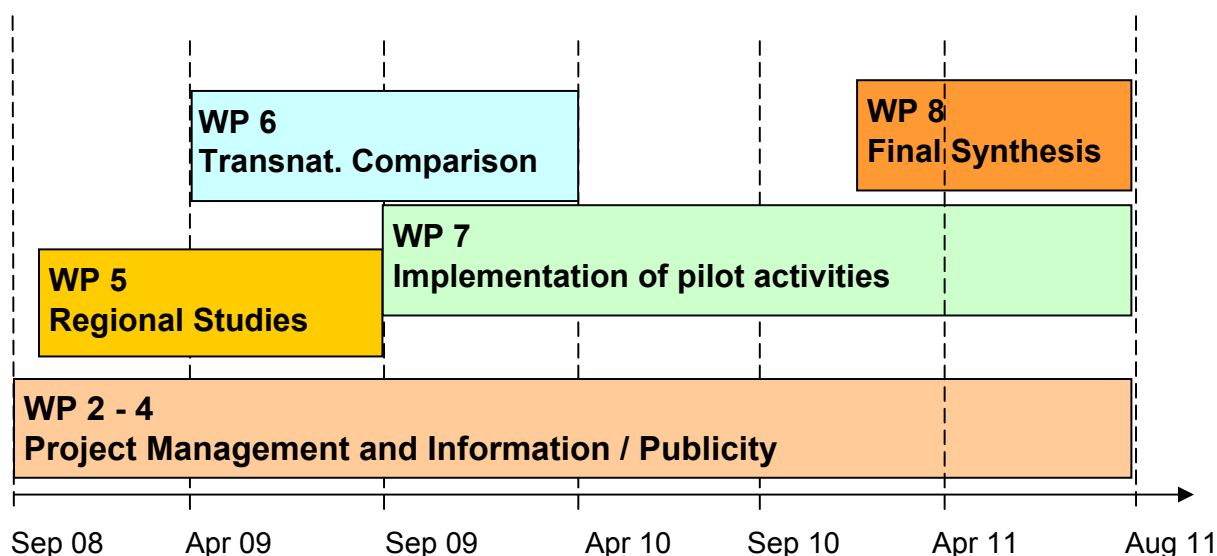
- The availability of SGI improves the competitiveness and the quality of life in sparsely populated areas – as a precondition for maintaining and attracting new inhabitants and SMEs by making use of the potentials of these areas (environmental quality, heritage, culture).
- Innovative model for providing the SGI will contribute to regional development and spatial planning, (e.g. efficient use of infrastructures, networks and cooperation between centres and rural areas).
- Mitigate social inequalities in the access of SGI and reduce environmental pollution.
- Test and apply various elements of the concept of governance in order to empower the population and to ensure that society owns the process.
- New approaches to providing services and mobility and to benefit of ICT are being tested and put into practice in all TAs. They are based on the demands of the local population and enterprises and be developed together with the service providers.

## **1.3. Work packages and time schedule**

ACCESS is structured along eight Work Packages (WP) with specifically defined objectives, activities and outputs. Figure 1 gives a logical overview on Work Package themes and time schedule. This report constitutes the final product of the ACCESS project.



**Figure 1: Work Packages and Time Schedule of the ACCESS project**



#### **1.4. Structure of the final synthesis**

The three parts of the presented synthesis give answers to the ACCESS project objectives and progress from a more analytical to a more strategic and transferable discussion.

1. Chapter 2 summarizes the most important results on the status of SGI in partner regions revealed during the regional analysis (Workpackage 5) and the patterns of problems to be solved.
2. Chapter 3 presents strategies to improve accessibility to SGI in rural areas and lessons learnt from the implemented pilot activities.
3. Chapter 4 provides a framework for political decision makers to think about the patterns of problems while developing a service delivery strategy for rural areas.

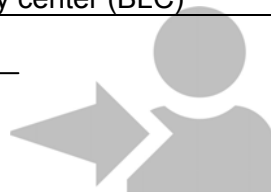
The final report represents one suitable form to disseminate the results of the ACCESS project and to increase the impact of the concrete actions of the pilot projects. The overall structure of the Report is summarised in table 1 and underlines the principle of problem identification – strategic development – implementation of pilot actions and policy recommendations.





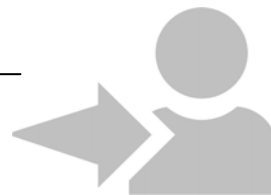
## ACCESS final synthesis – Synopsis

Identified problems	Strategies to solve the problems	Pilot activities illustrating the strategies	Policy recommendations
Deficit of technical infrastructure	<ul style="list-style-type: none"> <li>- Strategy 1 “aggregating offer”</li> <li>- Strategy 2 “Alternative delivery mechanisms”</li> <li>- Strategy 5 “Improving reachability and strengthening communication networks”</li> </ul>	<ul style="list-style-type: none"> <li>- Video stations (FRC)</li> <li>- RegioBus (BLT)</li> <li>- Carpooling (ADNV)</li> <li>- Naturparkbus Dobratsch (BLC)</li> </ul>	<ul style="list-style-type: none"> <li>- Speed up the roll out of ICT in rural areas</li> <li>- Pay special attention to SGI in sectoral policies</li> </ul>
Insufficient demand for / use of services	<ul style="list-style-type: none"> <li>- Strategy 1 “aggregating offer”</li> <li>- Strategy 2 “Alternative delivery mechanisms”</li> <li>- Strategy 3 “Different types of providers”</li> <li>- Strategy 4 “Improve marketing and demand”</li> </ul>	<ul style="list-style-type: none"> <li>- Post partner project (BLC)</li> <li>- Video stations (FRC)</li> <li>- Consolidation of retail shops (BLT)</li> <li>- Targeted marketing (RVSO)</li> <li>- Disco Bus (GAL)</li> <li>- Blu Card (GAL)</li> </ul>	<ul style="list-style-type: none"> <li>- Support innovative actions</li> </ul>
Low profitability of services	<ul style="list-style-type: none"> <li>- Strategy 1 “aggregating offer”</li> <li>- Strategy 2 “Alternative delivery mechanisms”</li> <li>- Strategy 3 “Different types of providers”</li> <li>- Strategy 4 “Improve marketing and demand”</li> </ul>	<ul style="list-style-type: none"> <li>- Post partner project (BLC)</li> <li>- Retail internet platform (RVSO)</li> <li>- Consolidation of retail shops (BLT)</li> <li>- Targeted marketing (RVSO)</li> </ul>	<ul style="list-style-type: none"> <li>- Influence the regulatory framework</li> <li>- Modify state aid rules</li> <li>- Assure long term finances</li> <li>- Support innovative actions</li> </ul>
Low reachability of services	<ul style="list-style-type: none"> <li>- Strategy 2 “Alternative delivery mechanisms”</li> <li>- Strategy 3 “Different types of providers”</li> <li>- Strategy 5 “Improving reachability and strengthening communication networks”</li> </ul>	<ul style="list-style-type: none"> <li>- Post partner project (BLC)</li> <li>- Retail internet platform (RVSO)</li> <li>- Video stations (FRC)</li> <li>- RegioBus (BLT)</li> <li>- Carpooling (ADNV)</li> </ul>	<ul style="list-style-type: none"> <li>- Pay special attention to SGI in sectoral policies</li> </ul>
Lacks in the management,	<ul style="list-style-type: none"> <li>- Strategy 7 “Governance, Codesign and Codelivery”</li> </ul>	<ul style="list-style-type: none"> <li>- Mobility manager (RLO)</li> <li>- Mobility center (BLC)</li> </ul>	<ul style="list-style-type: none"> <li>- Territorial impact assessment</li> <li>- Set the right framework in</li> </ul>



governance and / or cooperation, responsibilities not clarified, missing integration of service providers into innovative actions		<ul style="list-style-type: none"> <li>- Mobility project Weissensee (BLC)</li> <li>- RegioBus (BLT)</li> </ul>	spatial planning policies
Missing or malfunctioning transport chain and modal split	<ul style="list-style-type: none"> <li>- Strategy 4 "Improve marketing and demand"</li> <li>- Strategy 5 "Improving reachability and strengthening communication networks"</li> </ul>	<ul style="list-style-type: none"> <li>- Mobility management (RLO)</li> <li>- RegioBus (BLT)</li> <li>- Carpooling (ADNV)</li> <li>- Naturparkbus Dobratsch (BLC)</li> </ul>	- Pay special attention to SGI in sectoral policies
Negative image of public transports	<ul style="list-style-type: none"> <li>- Strategy 4 "Improve marketing and demand"</li> <li>- Strategy 5 "Improving reachability and strengthening communication networks"</li> </ul>	<ul style="list-style-type: none"> <li>- Discobus (GAL)</li> <li>- Blu Card (GAL)</li> <li>- Mobility management (RLO)</li> <li>- Carpooling (ADNV)</li> </ul>	- Pay special attention to SGI in sectoral policies
Missing urban – rural cooperation	- Strategy 6 "Strengthen urban – rural linkages"	<ul style="list-style-type: none"> <li>- Naturparkbus (BLT)</li> <li>- Discobus (GAL)</li> </ul>	<ul style="list-style-type: none"> <li>- Give SGI a prominent place in legislation</li> <li>- Pay special attention to SGI in sectoral policies</li> <li>- Reinforce cross-sectoral cooperation</li> </ul>
Importance of services not sufficiently recognized by policy / missing awareness / legal framework as a handicap	- Strategy 8 "Reinforce SGI related policies"		<ul style="list-style-type: none"> <li>- Give SGI a prominent place in legislation</li> <li>- Pay special attention to SGI in sectoral policies</li> <li>- Reinforce cross-sectoral cooperation</li> <li>- Respect the evolutive character of SGI</li> </ul>

**Table 1: Logical structure of the final synthesis: strategic development – implementation of pilot actions and policy recommendations**



## **2. Status Quo of accessibility to SGI in ACCESS areas**

### **2.1. Accessibility to SGI in the ACCESS project**

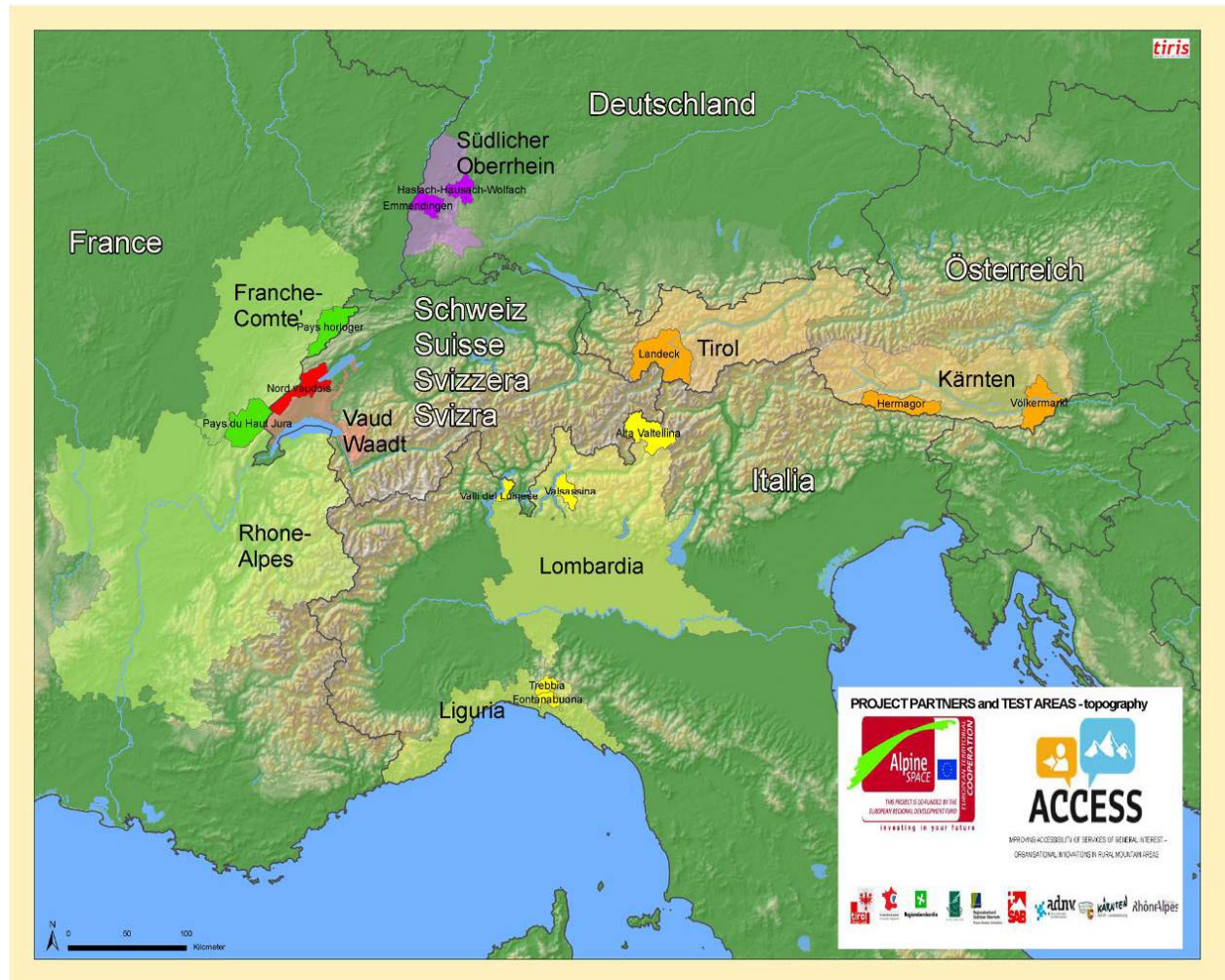
The predecesing PUSEMOR project revealed that in many cases SGI services are available but their accessibility is very much reduced. This means for instance, that the accessibility of grocery stores by public transport was limited or the opening hours of these facilities were not adapted to the customers needs. The ACCESS partnership saw the biggest potential in improving accessibility to SGI by improving public transport and ICT networks. The accessibility to SGI in the TAs was measured according to a set of indicators (e.g. Maximum Frequency Public Traffic, Density of Groceries by Resident Population etc.). The Indicators represent statistical descriptions of preconditions for the establishment, the status and the impact of SGI in the field of everyday needs, mobility and ICT (Appendix II). The information for the indicators has been collected on the municipality level, TA level and regional level. Geographic Information Systems (GIS) have been widely used by the partners for analysis and mapping purposes. Furthermore information coming from expert interviews and stakeholder workshops has been clustered using a qualitative analysis (chapter 2.5). On the basis of these patterns of problems strategies have been identified in order to improve service delivery in rural mountainous areas.

### **2.2. Overview of ACCESS regions and TAs**

The ACCESS Partnership is constituted by eleven institutions from eight Regions on the level of NUTS 2: The Austrian regions Kärnten and Tyrol, the French regions Rhône-Alpes and Franche-Comté (with districts Horloger and Haut-Jura), the German region Südlicher Oberrhein, the Italian regions Liguria and Lombardia as well as the Swiss region Nord-Vaudois. With the exception of Liechtenstein and Slovenia, all Alpine Space countries are represented in the project (see also Map1).

In the framework of the Regional Studies (Work Package 5) every PP indicated one to three TAs within its Region. The Test areas (TAs) are defined as functional areas on the level of NUTS 3 Regions or district-areas or regional administrations such as the “pays” in France.

**Map 1: Overview on ACCESS Regions with TAs**



The TAs vary considerably regarding their size, geography, land use, economy and administrative organisation (table 2). That's why some TAs represent whole regional districts with about 80 municipalities and other TAs, which are also functional areas in view of SGI, have only few municipalities. Most of the TAs have 20.000 to 45.000 inhabitants. An exceptional large one has about 118.000 inhabitants and the smallest one includes only 6.600 residents. To draw a picture of the situation of functional relations, the TAs were defined in respect to a Regional Centre, which can be located inside or outside of the Test Area. The Regional Centres cover diverse functions for the TAs: public administrations, public services, medical, social and educational institutes as well as accessibility to public transport organizations. These centres have very different assets.

Table 2: Overview on important parameters of the TAs

	Inhabitants	Area (in sqkm)	Municipalities	Regional Centre
<b>Region Tirol</b>	<b>705.800</b>	<b>12.648</b>		
➤ Test Area Landeck	44.300	1.595	30	Inside
<b>Region Kärnten</b>	<b>561.100</b>	<b>9.536</b>		
➤ Test Area Hermagor	19.300	808	7	Inside
➤ Test Area Völkermarkt	43.100	907	13	Inside
<b>Region Nord Vaudois</b>	<b>70.300</b>	<b>539</b>		
➤ Test Area Nord Vaudois	70.300	539	80	Inside
<b>Region Südlicher Oberrhein</b>	<b>1.045.000</b>	<b>4.072</b>		
➤ Test Area Emmendingen	117.800	404	18	Inside
➤ Test Area Haslach-Hausach-Wolfach	37.100	363	10	Inside
<b>Region Franche-Comté</b>	<b>1.150.600</b>	<b>16.202</b>		
➤ Test Area Horloger	42.600	760	78	Outside
➤ Test Area Haut-Jura	51.700	962	66	Inside
<b>Region Liguria/ Province of Genoa</b>	<b>1.609.800</b>	<b>5.420</b>		
➤ Test Area Fontanabuona	22.800	220	13	Outside
➤ Test Area Trebbia	6.600	213	9	Outside
<b>Region Lombardia</b>	<b>9.642.400</b>	<b>23.863</b>		
➤ Test Area Valli del Verbano	33.700	180	16	Outside
➤ Test Area Valsassina	32.900	369	28	Outside
➤ Test Area Alta Valtellina	24.300	897	6	Outside

### 2.3. Main categories of accessibility of various ACCESS areas

It must be noted that not all municipalities within the ACCESS TAs show the same trend and the same pattern. The economic development and the accessibility to SGI can heavily change within a few kilometres.

However in order to get a realistic picture of the accessibility in the ACCESS Areas, the different qualitative and quantitative information in the several Regional Intermediate Reports (RIR) of the ACCESS Regions has been clustered and categorised which resulted in the following six types of accessibility.

#### **a) Low accessibility with structural problems**

- TA Fontanabuona (Province of Genoa)
- TA Trebbia (Province of Genoa)

#### **b) Low accessibility with positive socioeconomic development**

- TA Valli del Luinese (Region Lombardia)

- TA Valsassina (Region Lombardia)
- TA Alta Valtellina (Region Lombardia)
- TA Horloger (Region Franche-Comté)

**c) Medium accessibility with positive population development and a stagnant economy**

- TA Nord Vaudois (Region Nord Vaudois)
- TA Haut Jura (Region Franche-Comté)

**d) Medium accessibility with very disperse settlement structure**

- TA Hermagor (Region Kärnten)
- TA Völkermarkt (Region Kärnten)

**e) Good accessibility with high economic development**

- TA Landeck (Region Tirol)

**f) High accessibility with high population development**

- TA Emmendingen (Region Südlicher Oberrhein)
- TA Haslach-Hausach-Wolfach (Region Südlicher Oberrhein)

## **2.4. SGI situation in ACCESS areas: public transport**

The differences in the provision of SGI in the various ACCESS Areas cannot be easily explained, as it is strongly influenced by local factors like the historical development, the political and financial priorities and the legislative and administrative approach. One of the most promising indicators for doing this – the settlement concentration rate (see Appendix II, table 4, sett\_conc\_rate) – shows no clear picture. The three Austrian TAs reveal the lowest settlement concentration rate, but have a fine reachability by public transport. In contrast to this the Areas in Region Lombardia show a more dense settlement pattern in combination with a low reachability.

Besides the settlement concentration, the territorial structure with the localization of the Regional Centre in respect to its surrounding municipalities is a factor influencing the reachability. A comparatively good reachability of the Regional Centre is noticed for the TAs of the Region Südlicher Oberrhein, Tirol and Kärnten. The time needed to reach the Regional Centre ranges from 15 to 30 minutes and the difference between public and individual transport is moderate. Almost all Italian TAs and the French TA Horloger, where the Regional Centre is in each case located outside of the area, are characterised by a travel time more than 45 minutes by individual transport. The travel by public transport requires one and a half time or even the double-time (see Appendix II, table 4, reach\_reg\_pt and reach\_reg\_it).

Furthermore, the frequency of transport is a strong argument for choosing (or not choosing) public transport (see Appendix II, table 4, Freq\_ptraf\_max). The high number of daily departures in the TAs in Region Südlicher Oberrhein and Region Tyrol in combination with a short travel time to the next Regional Centre underline the attractiveness of public transport in these areas. Also TA Nord Vaudois and TA Valsassina are - with about 15 and more daily departures – in a good situation. TA Haut-Jura and TA Alta Valtellina with only about five departures are in this respect at the bottom of the league.

The size of the regions together with the design of the public transport networks differs from one TA to the other considerably, in many cases travellers have to use two or more lines or modes of transport to reach the Regional Centre. In some regions there are separate networks for urban

and rural areas. Cross border commuting is a particular challenge for public authorities and service providers in Swiss, Italian and French TAs. They stated that different legal frameworks very often hamper an effective cooperation. Usually one of the cross-border partners has to take the lead. The implementation requires a clear responsibility distribution and a legal runner.

Modern coaches and a substantial gain in time are important factors to increase the attractiveness of public transport, as well as synchronized timetables and regular intervals between following runs on the same line. A common fares system must be introduced. Information and advertising is needed to start a change in behaviour of commuters. For commuter-traffic, the involvement of the enterprises is a key success factor. Mobility management techniques seem to be a successful tool to improve the relationships among the companies and the workers. Especially for cross-border services legal barriers e.g. regarding safety-standards must be overcome e.g. through a cross-border agency for transport or a special legislation.

Generally buses are the most popular transport means in mountain areas. In past decades they have been preferred in many regions to trains because their flexibility and lower costs but, where railways have been preserved – and especially in Switzerland, Germany, Austria, northern Italy and also in Region Franche-Comté – the train service is quite effective. A new concept of more profitable mountain rail service is now spreading throughout the Alps, starting from Switzerland and including regions involved in the ACCESS project, like Tyrol, Carinthia and Lombardia: its key success factors are high frequency, cost-effective and comfortable rolling stock, integrated fares and ticketing, combination of commuters and tourists traffic, availability during the whole day for accessibility to leisure and shopping facilities.

The provision of public transport is generally less profitable in the rural/mountain areas, especially in the more remote parts of them, than in urban areas because of the lower number of travellers. Innovative mobility, also involving private cars or taxis for the last mile, can match the demand of mobility with the financial constraints, as shown by many Good Practices collected by the ACCESS project.

## **2.5. SGI situation in ACCESS areas: Information- and Communication Technologies**

Rural areas still suffer from a lack of access to Information and Communication Technologies. In 2008, about 42 % of people living in areas in the European Union with low population density had never used internet, compared with 27,4 % in heavily populated areas. These figures are related to the fact that between 2005 and 2007, high-speed internet equipment developed much more rapidly in towns than in the countryside. In December 2007, broadband access covered only 70 % of rural areas in the Union, in urban areas the rate was 98 %. In general there is very few statistical data on broadband access or internet usage available on municipality or regional level. That makes it difficult to make a quantitative statement about the situation of ICT in the ACCESS partner countries.

Despite the technical progress, in remote areas the costs of infrastructure per person are still higher than in urban areas. This is also true in the field of ICT. These regions are not attractive markets for operators and service providers which results in a digital divide between urban and peripheral areas.

Particularly in rural areas still numerous “white spot” areas without broadband exist. Since broadband access is an important incentive for companies and households to settle somewhere,

ACCESS

this type of SGI is critical for safeguarding jobs and making rural areas more attractive and financially viable.

In countries such as Switzerland and Austria, the accessibility to broadband connections is well developed. Swisscom has received the license to provide basic services from 2008 to 2017. The core task of this licence will be the provision of broadband internet access with a transmission speed of 600/100 kbps to every household in Switzerland (100% national coverage). In Bundesland Tyrol and in Bundesland Kärnten 94% respectively 98% of the households have broadband access of at minimum 1 Mbit/s.

Other regions are strongly supporting actions to allow the whole population to benefit from broadband connections. The recent plan of Lombardia will provide broadband internet access with a transmission speed from 7 to 20 Mbit for every household (100% regional coverage) within 2013. Lombardia Region will pay 41 of the 95 million euro costs to make the infrastructural upgrade possible also where profitability is too low for private companies to invest by themselves.

With respect to users of broad band connections, it can be said that elderly and low-income persons show a lower degree of utilisation of internet services. It is therefore a challenging task for the Regions to find innovative ways to make it available also for these citizens to benefit of ICT technologies.

## **2.6. SGI situation in ACCESS areas: Everyday needs**

Local supply with essential goods is market-oriented and maintained by the private retail sector and operated by private shop holders. The spatial planning policies of the federal provinces and municipalities have an influence on the choice of location and the size of the retail businesses. The legal framework in the partner countries result in the need of collaboration with retailers and other service providers for improving the supply with goods of daily need.

In Italy as in other countries the number of super- and hyper- markets is rapidly increasing at the expense of small shops. In 2007 small groceries and street markets covered in Italy 30 % of the total food market. In particular street markets are a key service for elderly people living in remote villages. In Region Liguria one of the main objectives of the regional law is to foster and protect commercial services in urban, rural, mountain areas and historic towns. For the peri-urban areas (near the City of Genoa), the situation is better in comparison with the rural areas, where, as a result of the depopulation, many shops have closed down, and a few of them are open during high season only. In the TA Nord Vaudois most of the municipalities have less than 300 inhabitants; only 10 out of 80 municipalities have three or more food stores (see Appendix II, table 4, sett\_conc\_rate). Local authorities are trying various solutions like bundling different services. In Region Tirol nearly half of the food retailers are medium sized supermarkets and discount retailers. About 20 % of Tyrolean municipalities do not have a grocery, most of them being municipalities with less than 1.000 inhabitants (see Appendix II, table 4, sett\_conc\_rate). In the district of Landeck, the food retailing service is well developed in terms of territorial distribution and shop size. The situation is strongly influenced by the brisk demand in the tourism sector. Region Kärnten is affected by spatial concentration in retail. Many small independent shop-keepers have already closed down or will soon be retired. Thus the retail business mostly has become a matter of a few supermarket chains. Often shops in very peripheral areas are more persistent than those in villages within the commuter distance to the cities. The trend towards bigger shopping units requesting a larger catchment area is expected to continue on the account of small shops. A recent survey showed that in several villages existing food shops are



threatened by closure. However the areas are still quite well equipped with food stores, the supply is secured. In Region Franche-Comté, food and non-food items show a trend of an increasing concentration of services in medium sized villages, which already host administrative services etc. Regarding the TAs, most of the commercial offers in TA Horloger have become concentrated in supermarkets; most of small shops in small villages are closing because of the low profitability. In TA Haut Jura, some big towns and villages still have local shops. In the TAs of Region Südlicher Oberrhein the situation of the access to everyday needs is generally adequate, but the risk to lose small shops that fulfil everyday needs because of the declining population is very high. The following Table (table 3) gives a synoptic picture of SGI situation in the field of public transport, ICT and every day needs based on qualitative data (interviews) and quantitative data (indicators) collected in the Regional Intermediate Reports (RIR) as well as expertise of ACCESS PPs. For the detailed analysis of SGI in ACCESS Regions and TAs see Appendix II: ACCESS Statistical Indicators as well as Transnational Intermediate Report (TIR 2010).

**Table 3: Results of evaluation of SGI situation in the TAs**

			Public Transport	ICT	Every day needs
Region Tirol					
➤ Test Area Landeck			o	++	+
Region Kärnten					
➤ Test Area Hermagor			+	++	o
➤ Test Area Völkermarkt			+	++	o
Region Nord Vaudois					
➤ Test Area Nord Vaudois			o	++	o
Region Südlicher Oberrhein					
➤ Test Area Emmendingen			+	+	o
➤ Test Area Haslach-Hausach-Wolfach			+	+	o
Region Franche-Comté					
➤ Test Area Horloger			-	-	-
➤ Test Area Haut-Jura			-	o	o
Region Liguria/ Province of Genoa					
➤ Test Area Fontanabuona			o	-	o
➤ Test Area Trebbia			o	--	-
Region Lombardia					
➤ Test Area Valli del Verbano			o	+	+
➤ Test Area Valsassina			o	o	+
➤ Test Area Alta Valtellina			-	-	++
Legend					
Very low		low	sufficient	high	very high
--		-	o	+	++

## 2.7. Problems to be solved with regard to SGI delivery

On the basis of interviews with experts and stakeholders, data collection, transnational workshops and the analysis of statistical data, the problems encountered in the field of SGI in the ACCESS TAs can be summarised as follows (in brackets the PPs particularly concerned):

### **A) Deficit in infrastructure**

In some partner regions deficits of infrastructure make it difficult to provide the inhabitants of rural mountain areas with the needed SGI. The infrastructure in question involves road and rail ways, ICT networks, offices, buildings and other structures where the services are provided, including shops. Generally the railway network needs improvements, both from a management and from an infrastructural point of view. In remote areas the quality and management of roads networks is insufficient and represent a barrier to public transport services.

With regard to Infrastructure of ICT, it can be noted that in some territories there are still uncovered areas for mobile phone, a low development of broadband internet connection and consequently a large part of population without internet access. The lack of technical equipment (broadband internet connection, availability of computer, etc), the lack of computer literacy and an offer that doesn't meet the needs of the users is limiting the access to ICT.

As far as the technical equipment of the users is concerned, there is still major need for improvement, with the availability of equipment depending on household income and the age of the members of a household. Much more young people than elderly people have the skills required to make use of ICT services. The availability of ICT does not mean that the cultural barrier has been overcome.

Strategies of action to solve the deficit of technical infrastructure are (strategies are described in detail in chapter 3):

- Aggregating offer
- Building-up alternative delivery mechanism
- Improving reachability and strengthening of communication networks

### **B) Insufficient demand and low use of services**

Public transport is used the most by pupils, by elderly people, by commuters, by persons without a car and by tourists; in some remote areas public transport is increasingly concentrated on the transport of school children. Commuters often prefer individual motorised transport because it is more flexible and comfortable, even though more expensive.

In some remote areas the introduction of public transport by demand was a failure because elderly people prefer fixed service schedule (even with fewer connections) than to call and to book a dedicated service (GAL). Moreover the lack of an adequate offer in public transport leads to social inequalities, because families, older people and teenagers often don't have adequate access to mobility services (ADNV, BLT).

For some partners, tourism is the driving force for everyday needs and the situation of every day needs is strongly influenced by the brisk demand in the tourism industry and the consequently well-developed food retailing industry (BLT, ADNV, BLC).

Most people shop in supermarkets and discounters on their way to work or from work. Consumers have high standards in terms of product range, quality, freshness and prices. Alternative supply concepts such as internet shopping are not very popular in the sector of groceries (BLT, GAL).

Strategies of action to solve the insufficient demand and less use of services are (strategies are described in detail in chapter 3):

- Aggregating offer
- Building-up alternative delivery mechanism
- Bundling different types of provider
- Improving marketing and demand

### **C) Low profitability of services**

The cost structure and the financing issues are decisive when it comes to creating public transport services in areas of low population density, with dispersed settlements and a modestly developed tourism industry. All SGI in sparsely populated areas face the problem of higher costs per resident than in urban areas. The problem of profitability will be aggravated by the demographic change, limited public funds and a decreasing political readiness to support remote areas. A benchmark for a sustainable food shop (approx 200sqm) is about 1.000 inhabitants in a compact settlement structure. Low profitability of small shops in rural areas is a common problem in the ACCESS TAs. They are strongly affected by the competition of new shopping centres located in the outskirts of the cities or by the depopulation of peripheral areas. The commercial offer has become concentrated in supermarkets – a tendency that weakens village centres in an economic and societal perspective.

Strategies of action to solve the low profitability of services are (strategies are described in detail in chapter 3):

- Aggregating offer
- Building-up alternative delivery mechanism
- Bundling different types of provider
- Improving marketing and demand

### **D) Low reachability of services**

The geographical disparity between urban (lowlands) and mountain/remote (uplands) areas is a crucial problem. The upland areas are characterized by the phenomena of territorial marginalization, an ageing population and a scattered settlement pattern. For people having a car, this phenomenon is not a real problem, but for those being too old to drive a car or not having the financial means, the situation gets more and more difficult. Due to the spatial concentration of retail businesses in easily accessible locations, the population has to travel long distances to buy convenience goods. The private car becomes indispensable for shopping. This

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is a problem for the group of “mobility losers”(elderly people, teenagers) in rural and peripheral areas and in those settlement areas and places close to the centres where there are no groceries.

Strategies of action to solve the low reachability of services are (strategies are described in detail in chapter 3):

- Building-up alternative delivery mechanism
- Bundling different types of provider
- Improving reachability and strengthening communication networks

### ***E) Deficiencies in the management, governance and / or cooperation***

For some partners it's important to study and to improve joint “regional traffic concepts” with the affected local communities, to develop solutions and ensure sustainable financing of the transport offers, to bring commuters back to public transport and increase the modal split.

In the field of ICT one of the reasons causing the digital divide is the lack of innovative services able to enhance cooperation, efficiency and services of local authorities and bodies.

The commercial sector of every day needs in rural areas is essentially (and almost entirely) made up of very small family- or individually-run enterprises. Such small enterprises are hampered by the lack of know-how and vocational training.

A strategy of action to solve the lack in the management, governance and /or cooperation is (strategies are described in detail in chapter 3):

- Governance, co-design and co-delivery

### ***F) Missing or malfunctioning transport chain and modal split***

Furthermore, the lack of efficient coordination in the public transport schedules and the need to improve the interchange connections: park&ride, bus+bus, bus+rail are a widespread problem in all partner regions. People solve this problem by the use of private cars. That's why individual motorised traffic is by far the predominant means of transport, which contributes to air pollution and noise emissions.

In some cases there are few connections between remote areas and the main transport system of the region; particularly for trans-border commuters there are technical inadaptabilities of the rails and missing agreements between the countries (ADNV, RFC)

Another problem is the inconsistency and incoherence of information about the transport chain from the beginning to the end of the journey. The combination of individual and flexible transport solutions for the stretch close to the place of residence and the possibility to coordinate public transport services for the further stretches become more and more important (BLT, ADNV)

Strategies of action to solve the missing or malfunctioning transport chain and modal split are (strategies are described in detail in chapter 3):

- Improving marketing and demand
- Improving reachability and strengthening communication networks

### ***G) Negative image of public transports***

Public transport is often poorly used due to an unjustified image of slowness and filthiness (ADNV, GAL). This image contributes to a vicious circle: decreasing number of passengers- decreasing rentability- decreasing service quality - decreasing number of passengers.

Strategies of action to solve the missing or malfunctioning transport chain and modal split are (strategies are described in detail in chapter 3):

- Improving marketing and demand
- Improving reachability and strengthening communication networks

### ***H) Missing urban-rural cooperation***

Services are concentrated in big towns at the cost of smaller towns, especially as far as social and children services and leisure facilities are concerned. In most cases the local authorities have no say on the maintenance of those services on their territory. With the closure of a shop, a village also loses a meeting point that often played an important role in the social and community life of the municipality. Some municipalities have tried to find solutions in bundling different SGIs in one village centre with a grocery shop, the gymnastic and multi-services hall etc.

A strategy of action to solve the missing urban-rural cooperation is (strategies are described in detail in chapter 3):

- Strengthening urban-rural linkages

### ***I) The importance of SGI is not sufficiently recognised by political decision makers***

A further problem for the provision with SGI is that the importance of services is not sufficiently recognized by policy and there is a missing awareness. Even legal frameworks can unintentionally act as handicaps for the provision and functioning of SGI.

A strategy of action to solve the missing urban-rural cooperation is (strategies are described in detail in chapter 3):

- Reinforce SGI related policies

## **3. Strategies to improve accessibility and delivery of SGI**

### **3.1. Strategies for SGI delivery in rural mountain areas**

The ACCESS project has shown that in peripheral mountainous areas we are far away from a completely balanced offer of SGI and this cannot be easily achieved with the limited public resources. It will not be possible to stop suburbanization with shopping centres and specialized market centres, but the effects can be mitigated. A combination of communication networks, e.g. public transport, ICT and also individual transport (for the last mile), as well as innovative delivery approaches, which enhance the organisational degree and cost efficiency of SGI provision, can guarantee that all citizens have access to SGI of equal quality. In this section, the focus is laid on strategies that should be considered by decision makers should they be governmental, for service providers, municipal authorities, development agencies and NGOs. They are derived on

the basis of patterns of problems described in chapter 2 as well as a literature review and are underpinned by the description of ACCESS pilot activities (not all 25 PAs are listed). Please note that several PA can apply to several strategies and that the strategies are interlinked with each other.

### 3.1.1. Strategy 1: Aggregating offer

Too small a demand for locally provided services is one of the most common reasons for rentability problems in rural SGI delivery (see chapter 2.5 problem pattern: A-C). Putting multiple services in the same physical location or co-locating is one approach that seeks to build demand (e.g. PA Freiamt bringt's in box below). The main advantages of co-location are that it can result in cost saving of energy, security, administrative expenses etc. (economies of scope) and can at the same time improve the temporal reachability (extended opening hours). The other advantage is that users, who incur travel costs, can combine trips and save money and time. If post office services are consolidated with a shop, people can obtain their mail and purchase food at the same time. Meagre resources call for the bundling of resources. Especially small municipalities will only be able to provide basic services if coordination and cooperation is not shared with other municipalities. It will be necessary to leave behind a purely sectoral form of organization for the provision of SGI. All synergies must be used in order to ensure the micro-regional and decentralized provision of services (OECD 2010).

#### **PA Freiamt bringt's– Delivery service for daily needs based on an internet platform (implementing PP RVSO)**

*This pilot project is implemented in Freiamt, a municipality in the Black Forest (Baden Württemberg, Germany) – and comprises the initial setup and establishment of a local and self-financing delivery service for goods of daily needs in conjunction with a local internet platform to facilitate online-ordering. The aim of this activity is to improve the accessibility of basic goods, to strengthen the local patterns of retail as well as to build up new and innovative ways of distributing groceries. The project idea is implemented in two areas, in the Municipality of Freiamt and in the City of Wolfach. In the following, the project aim will be explained using “Freiamt bringt's” as an example. The pilot project's implementation has started in May 2010. The target group are all residents of the municipality, particularly elderly people, immobile people and inhabitants living in remote settlements. The partnership includes almost all retailers in Freiamt. The retail network is composed by several bakeries, butcheries, small supermarkets, members of the farmers' market as well as a pharmacy and supplemental shops. About 17 retailers offer their goods, virtually aggregated in a common webshop. This enables the customers to order goods from several retailers with one purchasing and delivery service. The project development and establishment of the organisational structure as well as the internet platform is financed by Regionalverband Südlicher Oberrhein and by the Municipality of Freiamt. The running costs for the delivery service shall be borne by the service charge (4.50 Euro per order). The prices of the goods are the same as in the stationary shops. The residents can order goods at the internet platform and alternatively by phone or fax. The newly established agency of “Freiamt bringt's” acts as a contact point for retailers as well as for customers and co-ordinates the orders and the delivery process. The retailer network and the (virtual) bundling of the local offers of daily needs led to a better accessibility of goods and groceries by using information and communication technologies. A further impact is the strengthened local retail structure through a second channel of distribution, especially for direct marketers of regional products (farmers' market). With the PA*

the networking and co-operation between the local retail and service providers is improved. A second pilot project “Target group oriented marketing for local services” supports “Freiamt bringt’s”.

(contact: RVSO, [torns@rvso.de](mailto:torns@rvso.de))

#### **PA: Center of mobility (implemented by PP BLC)**

In Southern Carinthia (Austria) a building hosting the new center of mobility has been inaugurated in November 2010. The center allows offering a whole bunch of services around public transport - connection-information, ticket-purchase, tourist office, personal mobility-guidance etc. - from a single outlet. Target groups are resident people as well as holiday-makers, day-trippers, disadvantaged groups of population (handicapped, elderly people, women, and people without internet-access). The project includes a combination of local and regional public partners and a national provider of public transport: such as Municipalities of the district of Völkermarkt, Regional Management Office, Postbus, Verkehrsverbund Kärnten. Funds come from the PPs themselves and the ACCESS Project (Alpine Space Programme).

(contact: BLC, [kurt.rakobitsch@ktn.gv.at](mailto:kurt.rakobitsch@ktn.gv.at))



Figure 2: Center of Mobility in Völkermarkt (Photo BLC)

#### **3.1.2. Strategy 2: Alternative delivery mechanisms**

Bringing services to users and the internet are two possible ways to deliver a service in a manner that can either increase the rentability or attract more users (see chapter 2.5 problem pattern: A-D). Where the demand for SGI is widely dispersed it might be more efficient to reorganise how the service is provided and bring the service to the user (Dax 2006). The Internet offers new possibilities to both provide services in rural areas and for providers in rural areas to offer services outside their territory (e.g. PA Freiamt bringt’s in box below). On the other hand, a

number of providers of business services now choose to live in rural areas and are able to manage their routine work with urban clients from a home office using web services and video-conferences. For rural areas, ICT provides new ways of dealing with the disadvantages of remoteness by: i) contributing to the reduction in costs related to physical distance; ii) facilitating access to information; and, iii) improving quality of life and services through, telework, education, health services delivery etc. (OECD 2010) Access to high speed broadband capacity seems crucial for rural areas to take advantage of these opportunities. Many countries are investing in improving broadband capacity (see chapter 4), but there is little agreement on how fast connectivity has to be in order to be an effective tool for SGI delivery. Moreover it is important that countries and communities realise that in addition to connectivity there have to be parallel investments in technology and human skills in the rural communities for broadband investments to really make a pay off. In conclusion the rollout of ICT in rural areas should be speeded up. The ACCESS regional analysis has also shown that within countries and even within TAs there are significant digital divide issues as these areas have higher than average percentages of older people and low levels of skill. The elderly are often the least likely to take advantage of ICT services (TIR 2010).

**PA “Wolfach bringt’s”– Delivery service for daily needs based on an internet platform (implementing PP RVSO)**

*This pilot project - implemented in Wolfach - a municipality in the Black Forest (Baden Württemberg, Germany) targets the initial setup and establishment of a local and self-financing delivery service for goods of daily needs in conjunction with a local internet platform to facilitate online-ordering. The aim of this activity is to improve the accessibility of basic goods, particularly for immobile people. The basic idea is to make goods mobile and to bring the service to the users. A further aim is to reduce traffic by using existing structures - the local nursing service - for the delivery. The project idea is implemented in two areas, in the Municipality of Freiamt with the slogan “Freiamt bringt’s” and in the City of Wolfach with the slogan “Wolfach bringt’s”. Below, the project aim will be explained using “Wolfach bringt’s” as an example. The pilot project’s implementation has started in October 2010. The target group are all residents of the municipality, particularly elderly people, immobile people and inhabitants living in remote settlements. In the first phase of the project the delivery area is restricted to the municipal territory. Partners of the project are on the one hand about eight local retailers who offer groceries and other products of daily needs in a common online shop. On the other hand the local Caritasverband (Catholic Relief Service) who delivers the goods. The Caritasverband also acts as the organisational body for the agency, which is the central contact point for the retailers as well as for customers and which coordinates the orders and the delivery process. The delivery shall be borne by the service charge of 4.50 Euro per order. The project setup is financed by Regionalverband Südlicher Oberrhein and by the City of Wolfach. Residents can order goods via the web shop and, alternatively for households without internet access, by phone or fax at the agency of “Wolfach bringt’s”. The relief service picks up the goods at the different suppliers, distributes them and delivers them on Friday afternoon to the households. The new service offers a better accessibility of goods of daily needs by using information and communication technologies. A further impact is the establishment of a delivery service and thus a very comfortable and flexible possibility to supply oneself with goods of daily needs. The newly offered delivery service is appreciated in both pilot municipalities, but has until now little demand.*



Purchasing behaviours are not easily changed, but it is noticeable that the usage is slowly increasing.

(contact: RVSO, [torns@rvso.de](mailto:torns@rvso.de))

**PA: “Video service desks (implementing PP RFC)”**

The aim of the project was to establish a local videoservices’ network, equipped with specific equipment enabling all citizens of four test municipalities in the pays du Haut Jura and the pays du Horloger (Region Franche Comté, France) to contact regional public service units. The customer has access to a variety of services such as social care procedures, health insurance, job office etc. in a completely securised manner and can even get in contact with public authorities via a video conference tool. This will contribute to reduce travel time and reinforce public services’ exposure in mountain areas. The partners of the project are: the association of local authorities (groups of municipalities), different public services and the regional council. The video desk installations are financed by the association of local authorities and ETC ASP funds. The first virtual meetings were carried during the first months of 2011 in 4 local points, in two different ways a) Health service with shared diary (13 appointments) b) Employment agency with time slot (32 appointments). The service is very well accepted by users and service providers. (contact: RFC, [laure.falempin@cr-franche-comte.fr](mailto:laure.falempin@cr-franche-comte.fr), [lp.mareschal@parc-haut-jura.fr](mailto:lp.mareschal@parc-haut-jura.fr), [contact@pays-horloger.com](mailto:contact@pays-horloger.com))



Figure 3: Videoservice-desk in Pays Horlogers (Photo RFC)

### **PA: Introduction of Mobility Managers for mountain areas (implementing PP RLO)”**

*Mobility Management is an innovative, demand oriented and participatory approach to cope with mobility problems. Well known in crowded and industrialized areas, its pilot application in three mountain areas was tested by Lombardy Region during the ACCESS project.*

*The objective was to improve the mobility of the employees living in peripheral mountain areas. Partners of the pilot actions were all local authorities in charge of road and public transport, as well as the entrepreneurial associations. A key role played the Mobility Managers appointed by the Mountain Communities (institutional bodies established in Italy for the associated management of public functions).*

*The Mobility Managers, after being trained by the ACCESS team, identified a specific mobility problem for each test area. Their main tasks were, at first, to assess the users’ needs through a survey among the commuters and to submit proposals to the local stakeholders. Car-sharing was selected as a solution to provide a mobility service alternative to public transport in the Valsassina and Verbano TAs, where more than 70% of the 1900 interviewed commuters expressed their willingness to use it. Such a coordinated way to share individual cars makes it possible to provide mobility services also where public transport is not financially sustainable.*

*Mobility Management and alternative mobility systems are mainly sustained by the local institutions and companies involved.*

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#### **3.1.3. Strategy 3: Different types of providers**

A particular type of service must not be restricted to a particular type of provider. In some cases the best solution in SGI provision might be a for-profit village shop, in other villages there are community owned shops that provide equivalent access to services. Finding a new provider may be a way to stimulate demand and increase rentability (see chapter 2.5 problem pattern: B-D). In practice it can be observed that replacing a current service provider often means that a for-profit company or a government unit handing service provision over to a not-for-profit entity or to a voluntary organisation.

The same above mentioned approach is applicable to mobility services when people need to move to the places where the SGI are located (usually the Regional Centre). Innovative approaches to deliver transport services, like Mobility Management tested by Lombardia Region, are one option to provide mobility by unconventional means and unconventional providers, e.g. flexible on demand group taxis where public transport is financially unsustainable or car sharing instead of bus services.

### **PA: “Post partner cooperation (implementing PP BLC)”**

*In Austria many post offices run by the Austrian Post had to close down because of decreasing mail volume and customer frequency. The emerging gap in service provision shall be filled by the so called Post Partner Cooperation. The objective is to guarantee a national coverage of post-service provision by the installation of alternative running-models in a network of branch-offices. In practice this means very often the installation of a post desk in a grocery shop offering a minimal standard of postal services such as electronic payment, purchase of stamps etc. In the framework of the ACCESS project a number of local retailers are assisted in becoming a Post*

*Partner. Partners of the project are the chamber of commerce in Corinthian and the Austrian Post AG.*

(contact: BLC, [kurt.rakobitsch@ktn.gv.at](mailto:kurt.rakobitsch@ktn.gv.at))



Figure 4: Austrian PostPartner office (Photo BLC)

#### **3.1.4. Strategy 4: Improve marketing and demand**

Too often service providers in rural areas seek to exploit a local monopoly situation and pay little attention to actively marketing their business or improving the quality of service, a situation which in turn contributes to a negative image of the service. With increased mobility the users are better able to identify alternative service providers outside their immediate territory who offer better value. This results in a declining volume of use and affects the rent ability respectively the viability for the local service (see chapter 2.5: pattern B,C,G). In this context one has to keep in mind that the closure of shop number 1 e.g. a butchery can have a domino effect resulting that also shop number 2 e.g. a local grocery can face bigger problems for reasons of a subcritical clustersize.

One option to build demand is to invest in marketing and improving the quality of the service to assure that customers know the service is of high quality (e.g. PA consolidation of small food retailing shops a.o in box below). In addition it can be observed that – with a changing lifestyle heading for healthier products - there is a growing interest in supporting local business, including all forms of local service providers if they offer competitive products. This change in attitude has to be fostered actively by the service providers and local authorities.

On the other hand, also the two other ways of providing accessibility to SGI investigated by the project ACCESS – ICT and public transport – need improved marketing and demand. Many



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public transport companies in several alpine regions experimented successful marketing actions, mainly focused on tourists and successfully increased the load factor and the rentability. This approach needs to be spread all over the alpine region and extended to the inhabitants who, except the students, in past decades were not in many regions targets of developing strategies for public transport. Also services provided through ICT need a strong marketing action after the completion of the infrastructural upgrades. Training, information and support actions should be targeted especially to the older and socioeconomically weaker inhabitants of the rural mountain areas.

#### **PA Consolidation of small food retailing shops (implementing PP BLT)**

*Local supply of daily needs is often problematic but - as mentioned earlier - vital for small villages. The aim of this Tyrolean project is to evaluate the chances of success to implement or to maintain food stores in small villages. The project includes a consultancy office specialised on retail trade, 8 small communities, retailers, chamber of trade as well as the Regional Management RegioL and is financed by the Land Tyrol. Thanks to the project, the concerned municipalities will be able to orientate their strategies according to the results of the studies and implement selective measures to establish or maintain food stores; furthermore the retailers will be empowered to improve their know how and skills necessary to manage successfully a small food store.*

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#### **PA Improvement of small retailer network (Implementing PP GAL)**

*The "Improvement of small retailer network" project in the Ligurian Province of Genoa (Italy) consists in the realization of an Action Plan in order to identify new strategies to better support mountain shops, to improve the quality of services and to help exploring their potentials. This PA is an innovative community project that serves 26 municipalities of the Fontanabuona and Trebbia Valley. The Action Plan is the tool to show the Regional Government the added value of mountain shops and their contribution to improving the quality of life in mountain areas. The Action Plan starts from the results of a survey dedicated to the mountain shops and farms of Fontanabuona and Trebbia Valleys in order to use a real bottom up approach. It involves several partners, such as Public bodies (Province of Genoa, Chamber of Commerce, Comunità Montana Alte Valli Trebbia e Bisagno, Comunità Montana Fontanabuona, Municipalities, Agricultural, Commerce, Handicraft and Cooperation Associations.*

(contact: GAL, [a.rollando@appenninogenovese.it](mailto:a.rollando@appenninogenovese.it))

#### **PA Discobus (Implementing PP GAL)**

*The "Discobus" project consists in the transport of young people from the hinterland to the Ligurian coast. "Discobus" is an innovative community project that deserves 17 municipalities of the Fontanabuona Valley. The Comunità Montana Fontanabuona includes 17 municipalities in the ligurian Province of Genoa (Italy). The PA is demand orientated and targets a specific user group; it contributes to improve public transport service for young people and therefore the quality of life in mountain areas. It involves several partners, such as Public bodies (Province of Genoa, Comunità Montana Fontanabuona, Municipalities), the Provincial Transport Agency and*

Cultural Associations. It has been financed by the ACCESS Project in the experimentation phase. Thanks to the disco bus young people of Fontanabuona can reach the discos and leisure places safely by a public bus. Through this action it has been possible to offer to young people of remote areas the same opportunities of young people living along the coast in urban areas. About 550 passengers have been transported on Wednesday and Saturday evenings between July 2010 and December 2010.

(contact: GAL, [a.rollando@appenninogenovese.it](mailto:a.rollando@appenninogenovese.it))

### **PA Blue Card (Implementing PP GAL)**

In the Trebbia Valley (Italy), 9 municipalities will introduce in the framework of the ACCESS "Blue Card" project, a personalized card delivered for free to people over 65 years old in a socioeconomically marginalised situation and at half the price for other elderly people. Its main goal is to improve public transport service for elderly people and therefore the quality of life in mountain areas. This card consists in a bus transport pass and gives access to promotion and special facilities in local shops as well as to a variety of social events (e.g. excursions to the Antola Regional Natural Park). The project involves several partners, such as Public bodies (Province of Genoa, Comunità Montana Alte Valli Trebbia e Bisagno, Municipalities and the social service counter Alta Val Trebbia) and the Provincial Transport Agency and is financed by the ACCESS Project in the experimentation phase. The main aim of the Pilot project is to respond to the needs of local population and to improve the accessibility to SGI by public transport of the elderly people. However the service mitigates not only the problem of accessibility, but contributes to an inclusive policy especially integrating older people in socioeconomic situation.

(contact: GAL, [a.rollando@appenninogenovese.it](mailto:a.rollando@appenninogenovese.it))

### **PA: Target group oriented marketing for local services in Freiamt and in Wolfach (implementing PP RVSO)**

These pilot projects comprise the marketing for local services in the Municipality of Freiamt and in the City of Wolfach. The aim of these actions is to inform the residents about existing services in their municipality and to increase the acceptance and the use of local services of daily needs. The marketing is being realised by an information and publicity campaign with flyers, posters, stickers and a catalogue as well as information events. This action is closely linked to the pilot projects "delivery service for daily needs and local internet platforms". The target groups of the marketing are all inhabitants of Freiamt (4.200 inhabitants), respectively of Wolfach (5.800 inhabitants). With regard to funding the marketing activities are financed by Regionalverband Südlicher Oberrhein as well as by the Municipality of Freiamt and the City of Wolfach. Assigning a communication agency was an expensive, but profitable step since the public appearance of the pilot activities is a key factor for their functioning and their success. Synergy effects have been generated due to the project implementation in several municipalities: The campaign was developed in a basic version, which is also transferable to other municipalities, and was adapted to the local specifics of Freiamt and of Wolfach. Posters and stickers are present at local shops as well as in public buildings. Flyers and catalogues with the entire offer of the delivery service were sent to all households in both municipalities by post. The project impact is to raise the

inhabitants' awareness. The professional marketing led to a high level of awareness for the quality of existing local retail offers and to a good knowledge of the new delivery service and the local internet platform of "Freiamt bringt's" and "Wolfach bringt's". After three months more than 90 % of the inhabitants knew the project. A further impact was the professionalisation of the public appearance and the marketing of the small shops and thus strengthened the competitiveness of retailers in rural areas.

(contact: RVSO, [torns@rvso.de](mailto:torns@rvso.de))

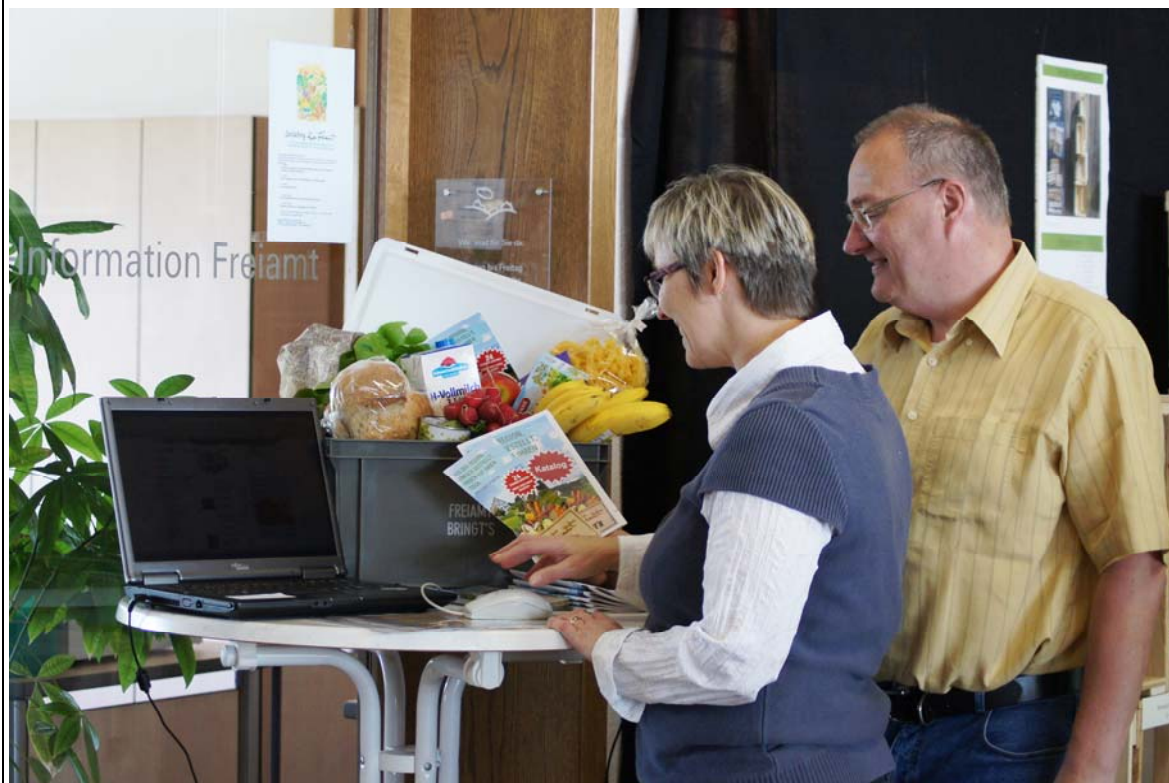


Figure 5: Customers using the online delivery platform Freiamt bringt's (Photo RVSO)

### 3.1.5. Strategy 5: Improving reachability and strengthen communication networks

From the perspective of daily needs, communication networks – including mainly roads, bus lines, rail links, telephone and broadband – are valuable because, by linking different elements to a service chain - they enable other types of goods and services to be produced and distributed (OECD 2010). Public transport plays a major role in increasing the reachability and the linking of different SGI. Therefore politicians should keep an eye on the strengthening of communication networks (e.g. PA Regio bus Oberes Gericht a.o in box below) though they are asked to act with caution because these networks can also have the effect of carrying away customers. A new road for example, might turn the purchase of goods outside the immediate area more attractive.

From the perspective of how to improve communication networks, new approaches about the restructuring of conventional public transport have been successfully developed in Europe during last decades, which are ready to be implemented wherever needed. They can be accompanied by flexible unconventional solutions, also involving car drivers as self-providers of the public service, like in car-pooling and car-sharing experiences. One key success factor in these cases is the co-ordinated provision of the mobility services directed by a planning body, together with the help of communication and marketing actions, as reported under strategy 4. A second important

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issue is to put the user needs at the very centre of planning the public transport. Modern ICT technologies make it easier for the public authorities and for the companies to listen to everyone mobility problems, so that connection can be planned according to the real needs. The Mobility Management PAs of ACCESS give a clear example of this approach.

**PA: Regio Bus Oberes Gericht and connections within Terra Raetica (public transports) (implementing PP BLT)**

*In the Austrian/Swiss/Italian cross border area of the upper Inn Valley the offer of public transport had to be enhanced and better interlinked. The objective was to increase the frequency of public transport courses and passengers awareness towards the offered services. The neighbouring areas of Oberes Gericht (Austria), Val Venosta/Vinschgau (Italy) and Unterengadin (Switzerland) cooperated in this ACCESS project. The outcome is a cross-border-schedule which has been recently put in practice and published on <http://www.regio.at/de/projekte/terra-raetica/index.html> as well as distributed to 35000 household. The new cross border schedule has been accompanied by studies on commuters, the mobility of pupils and tourists. Among the PPs one will find the regional management regioL, Association of Municipal Cooperation, Municipalities, Regional Public Transport Organisations (Verkehrsverbund Tirol, PostAuto) and the Regional Tourist Board. The project is financed by the involved municipalities, Verkehrsverbund Tirol, PostAuto); and by the Land Tirol respectively ACCESS (EU).*

(contact: BLT, [manfred.riedl@tirol.gv.at](mailto:manfred.riedl@tirol.gv.at))

**PA: Mobility management in Nature Park Dobratsch and Weissensee (implementing PP BLC)**

*Nature Parks in whole Europe are enjoying a growing number of visitors. However it is a common problem that the latter use there individual means of transport till the very immediate territory of the parks. In the two Nature Parks of Dobratsch and Weissensee located both in the Bundesland Carinthia (Eastern Austria) the park management and the surrounding municipalities are well aware of this problem. They are committed to reduce the individual motorised traffic in the neighbourhood of the park with different measures such as the establishment of an optimal connection between residence respectively holiday resorts and the attractions of the naturepark region. A shuttle bus shall be installed accompanied with different sensibilisation and promotion activities. The partnership involves a variety of municipalities as well as the city of Villach as well as the Villacher Alpenstraße Fremdenverkehrs GesmbH (agency responsible for touristic development).*

(contact: BLC, [kurt.rakobitsch@ktn.gv.at](mailto:kurt.rakobitsch@ktn.gv.at))





Figure 6: Nature Park bus serving the Nature Park Dobratsch (Photo BLC)

**PA: Co-voiturage Arc Jurassien” (Implementing PP ADNV)**

*In Switzerland, the project “Co-voiturage Arc Jurassien” aims to develop an offer of carpooling along the Arc jurassien in order to contribute to reduce the cross border traffic on the Franco-Swiss border. The target groups are the commuters and enterprises that have cross border employees. The large partnership includes besides the enterprises, the Parc naturel régional du Haut-Jura, Pays du Haut-Doubs, Pays Horloger, ADAEV (Vallée de Joux), ADNV (Nord Vaudois), le Canton du Jura, Agglomération Urbaine du Doubs, Arc Jurassien.ch and the Departemental Direction of the Territories of Jura. The funding for the project will be raised within the partnership as well as of the Canton of Vaud, the cities of La Chaux-de-Fonds and Le Locle, and a FEDER/Interreg IV A project. The project includes the sensibilisation and information of 20 enterprises and at least 1000 cross border employees as well as the establishment of a carpooling platform.*

(contact: ADNV, [contact@adnv.ch](mailto:contact@adnv.ch))

**PA: Introduction of Mobility Managers for mountain areas (implementing PP RLO)**

*The establishment of Mobility Managers in three mountain areas of Lombardia Region is a good example on how a strengthened communication between the users and the providers of mobility services can be a success factor.*

*Public transport is often very slow in reacting to modern changes of mobility needs and behaviours. Sometimes both the planning authorities and the transport providers loose the*



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connection with their present or potential travellers. When this happens, the Mobility Manager can support them very well to restore communication. In fact, his main duty is to understand the travellers' needs and to ease the interaction among the stakeholders. The needs can be collected, for example by mass surveys, like in the ACCESS pilot actions, or by mobility centers and web-based applications. In the Alta Valtellina, Valsassina and Verbano mountain areas 2375 workers and 111 companies took part in the surveys performed by the Mobility Managers during the ACCESS project. The results were reported to the stakeholders together with proposals coming from the preferences stated by the interviewed commuters. Such a participative approach is now leading to concrete changes in the local public transport service of the Bormio area in Alta Valtellina. It is also paving the way for new or strengthens cross-border connections between Lombardia and Switzerland, operated both by public transport and by company-based shuttle services. The training provided by ACCESS to the appointed Mobility Managers will allow them to face other mobility problems after the end of the project, so that Mobility Management will be a long-lasting tool available for a better mobility in many alpine areas of Lombardia.

(contact: RLO, [Cristina\\_Pellegrino@regione.lombardia.it](mailto:Cristina_Pellegrino@regione.lombardia.it))

### 3.1.6. Strategy 6: Strengthen rural-urban linkages

In all ACCESS partnership countries some rural areas are in close proximity to urban areas and provide also a variety of environmental and recreational services to urban residents. The interconnectedness of rural and urban is an important consideration in discussions of service delivery and is in the centre of the equity/ efficiency tension (see chapter 2.5: problem pattern H). There is agreement that public service delivery strategies must take better account of the cascading effects of policy decisions that link rural and urban regions and policy makers should encourage an integrated policy design approach that takes into account both the needs of rural and urban regions. Service delivery policies should not be dominated either by urban or rural priorities, but should be characterised by a place-based, place-shaping approach (e.g. PA Nature Park bus Kaunergrat a.o in box below). The most dynamic development and cross cutting service delivery patterns often have its origins in both the intersection between urban and rural (OECD 2010).

#### **PA: "Nature Park bus Kaunergrat (implementing PP BLT)"**

The Tyrolean equivalent of the mobility management project Dobratsch Nature Park in Carinthia is the Nature Park bus Kaunergrat. The Nature Park House and visitor center within the Nature Park Kaunergrat has in the summer season become a well frequented destination. Till 2010 this place could only be reached by individual traffic. The idea of the ACCESS PP in Tyrol was to extend and better interconnect existing public traffic means at three end points of bus lines till the Nature Park House. The introduced summer bus courses not only improve the offer of public transport for tourists but also for the resident population living in small villages around the Nature Park. The highly varying passenger frequencies, narrow streets and protection of natural resources were major challenges that were solved with specially adapted shuttle busses. The partnership is built on the Regional Management regioL, Nature Park Management, neighbouring Municipalities (3), the public transport organisation VVT and local tourist boards (3). The transport service is financed by the stakeholders (municipality, tourist board, Land Tirol); the organisation of the new transport service and the promotion are financed by Land Tirol respectively the EU-Alpine Space Programme.

(contact: BLT, [manfred.riedl@tirol.gv.at](mailto:manfred.riedl@tirol.gv.at))



Figure 7: Nature Park bus serving the Nature Park Kaunergrat (Photo RegioL)

### 3.1.7. Strategy 7: Improve Governance, Co-design and Codelivery

All ACCESS projects followed a co-design and co-delivery scheme. These involve mechanisms which do involve service providers, public authorities, and service users in designing the types of services and how they are provided. It is important to have the end user in mind at all stages, but especially in the initial ones (see chapter 2.5: problem pattern E). These mechanisms are closely related to governance and depend on an open and inclusive policy making which is characterised by the following guiding principles (OECD 2010):

1. **Commitment:** Leadership and strong commitment to open and inclusive policy making is requested at all levels –politicians, senior managers and public officials.
2. **Rights:** Citizens' rights to information, consultation and public participation in policy making and service delivery must be grounded in law or policy. Government obligations to respond to citizens have to be clearly stated. Independent oversight arrangements are crucial to enforcing these rights.
3. **Clarity:** Objectives for, and limits to, information, consultation and public participation should be well defined from the outset. The roles and responsibilities of all parties must be clear. Government information should be complete, objective, reliable, relevant, easy to find and understandable.
4. **Time:** Public engagement should be undertaken as early in the policy process as possible to allow a greater range of solutions and to increase the chances of successful implementation. Adequate time must be available for consultation and participation to be effective.

5. **Inclusion:** All citizens shall have equal opportunities and multiple channels to access information, be consulted and participate. Every reasonable effort should be made to engage with as wide a range of people as possible.

6. **Resources:** Appropriate financial, human and technical resources are needed for effective public information, consultation and participation. Government officials must have access to skills, guidance and training as well as an organisational culture that supports both traditional and online tools.

7. **Co-ordination:** Initiatives to inform, consult and engage civil society should be co-ordinated within and across levels of government to ensure coherence, avoid duplication and reduce the risk of “consultation fatigue”. Coordination should not stifle initiative and innovation but should leverage the power of knowledge networks and communities of practice within and beyond government.

8. **Accountability:** Governments are obliged to inform participants how they use inputs received through public consultation and participation. Measures to ensure that the policy-making process is open, transparent and accessible to external scrutiny can help increase accountability of, and trust in, government.

9. **Evaluation:** Governments have to evaluate their own performance. To fulfil this effectively it will require efforts to build the demand, capacity, culture and tools for evaluating public participation.

10. **Active citizenship:** Societies benefit from dynamic civil society, and governments can facilitate access to information, encourage participation, increase awareness, strengthen citizens’ civic education and skills, as well as to support capacity-building among civil society organisations. Governments have to explore new roles to effectively support autonomous problem-solving by citizens and businesses.

**PA: Introduction of Mobility Managers for mountain areas (implementing PP RLO)”**

*Another dimension of the application of Mobility Management in mountain areas refers to Governance. A fragmented provision of SGI is a common experience today, because of the way administrative competences are allocated. On the mountains this can often make unfeasible the provision of a homogeneous level of services to all inhabitants. For example, in Alta Valtellina public transport (urban and extra-urban lines) along the continuous settlements in Bormio and its surrounding municipalities is up to five different institutions; in the Verbano area cross-border commuting involves two countries, Italian workers and Swiss employers. ACCESS tested in these different situations the Mobility Management procedure in three steps: 1) to establish relationships; 2) to understand the problems and needs by asking the people; 3) to plan the improvements together with the stakeholders. As result of this approach, interesting solutions are now under study, which overcome the institutional and national barriers. In the agglomeration around Bormio a restructured bus service is planned under the common administrative responsibility of all Municipalities and coordinated by the Mountain Community. In the Verbano area the transnational cooperation between Lombardia Region and Cantone Ticino is dealing also with the difficulties of the cross-border workers and, for example, the two governments are now preparing an international pass for commuters.*

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Figure 8: ACCESS survey on crossborder commuting in Lombardia region (Photo RLO)

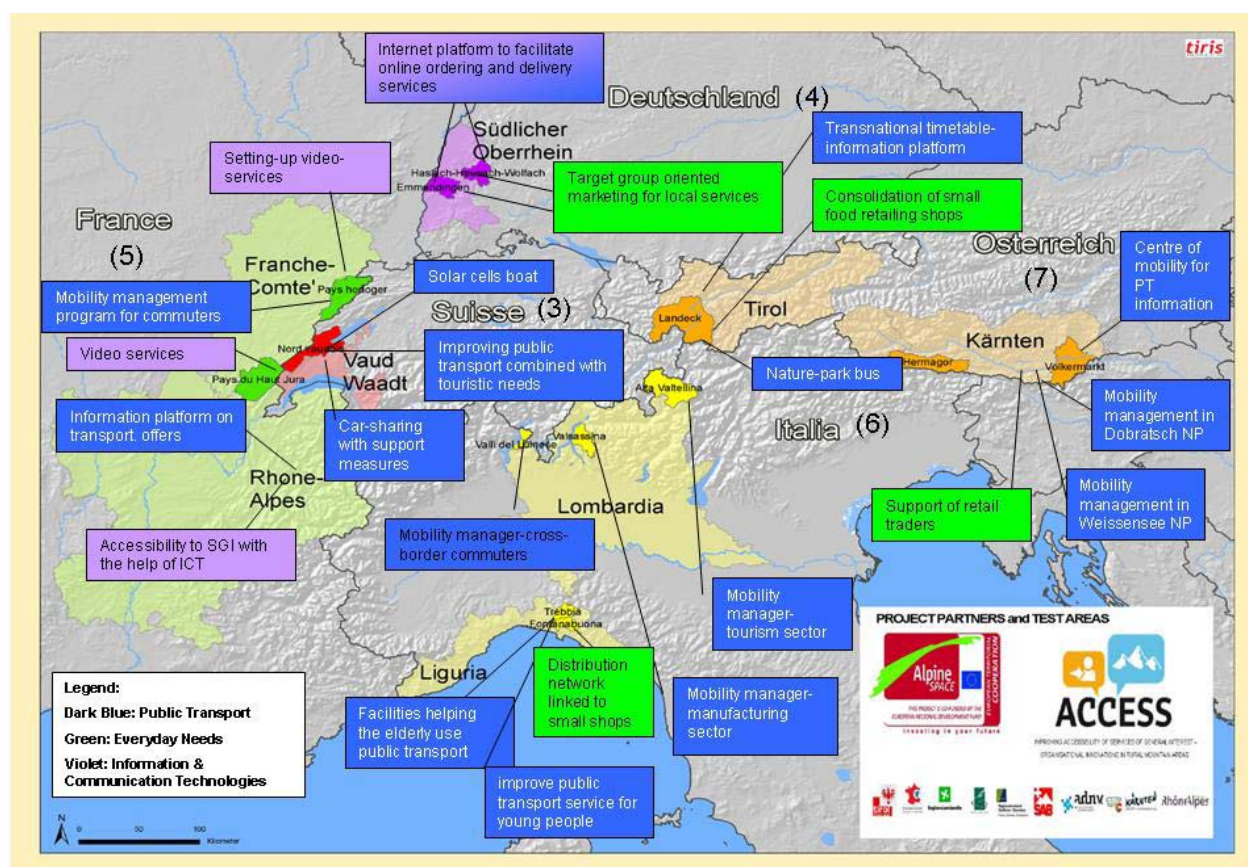
### 3.1.8. Strategy 8: Reinforce SGI related policies

The importance of SGI especially for rural mountain areas is often not sufficiently reflected by relevant policies. Legal frameworks can act even as handicaps for the provision and functioning of SGI. In this respect recommendations for political decision makers are discussed in chapter 4.2.

## 3.2. Overview on the pilot activities

The implementation of 24 pilot activities during the project ACCESS (one additional PA is in an advanced phase but not yet implemented) constitutes one of the main milestones and results of ACCESS (see also map below). Experiences from the former project PUSEMOR and the results collected in WP 5 and WP 6 were helpful tools for the PPs in the design of their project. This chapter will present lessons learnt from the pilot activities results, innovative as well as transferable features and some important elements in the course of a successful project implementation based on an evaluation executed together with the ACCESS PA responsible of each test area.

**Map 2: Overview on PA in ACCESS TAs**



### 3.3. Lessons learnt on partnership and project duration

During 2 years (mid 2009 – mid 2011) all PPs have had a chance to develop pilot activities in order to find solutions to identified problems in various fields. Thus out of the 24 implemented pilot projects, 15 are mainly related to mobility/transport, 2 focus on ICT, 7 are implemented in the field of daily needs (see also map 2). The mobility projects often combine different themes such as transport and tourism (Tirol: development Nature Park Bus Kaunergrat, tourist bus and public transportation in Nord Vaudois Switzerland), transport and ICT (Rhône-Alpes and Carinthia: centres of mobility), transport and daily needs (Liguria: Val Trebbia Blu Card) or transport and commuting (Lombardia Region: Creation of Mobility Managers for mountain areas). One can also note that 2 projects of Region Südlicher Oberrhein deal with the 3 main topics of ACCESS altogether: delivery service of everyday needs and local internet platform in Wolfach and Freiamt. ACCESS PA is thus multi-sectoral and this can be explained by the diversity of problems to be faced in the TAs.

As far as target groups are concerned, PA cover a wide range of SGI users: from young people (GAL Genovese: Fontanabuona Discobus) to elderly people (GAL: Blu Card), from local population (Pays du haut-Jura: videoservices) to tourists (Tirol: development Nature Park Bus Kaunergrat, tourist bus and public transportation in Nord Vaudois Switzerland...), from retailers

(BL Tirol: consolidation of small food retailing shops) to local workers (Lombardia Region: Creation of Mobility Managers for mountain areas Alta Valtellina and Valsassina) to cross-border commuters (Pays Horloger: carpooling, Lombardia Region: Creation of Mobility Managers for mountain area Valli del Verbano).

Some pilot projects were not implemented directly by the ACCESS PPs. Local organisations such as Italian mountain communities, Austrian and French Natural Parks, Austrian municipalities developed their actions with support of the upper level (Region, Land...). Other entities such as the University of Kaiserslautern and chambers of commerce also played an active part in the implementation of PA (e.g. scientific support).

One of the main advices given to the Partners by the WP7 responsible was to build regional teams well before the project implementation. Regional teams gathering main stakeholders together in order to be able to cover all the features required for the development of a project (technical, administrative, communication, financial aspects and so on) and to guarantee the demand-orientated approach of their projects. ACCESS achieved to involve a variety of partners which formed successful public-private partnerships such as municipalities, universities, mountain communities, regional entities, public transport organisations, tourism agencies, chambers of commerce, retailers, regional employment and health agencies, association of neighbours, advertising agency, Austrian Post organisation. The involvement of such a large panel of actors ensured that the projects were well adapted to local needs and that obstacles could be overcome smoothly enough.

As far as the implementation phase is concerned, all partners were given a 2-year period to carry out the pilot projects. PUSEMOR results indeed showed that this is the minimum amount of time needed to conceive the project with the appropriate stakeholders, elaborate business plans and organisational aspects, implement the project itself, communicate about it and eventually assess its impact locally. Generally speaking, projects have been implemented in the course of 12 to 15 months, with a follow-up and assessment phase right after the launch of projects.

The development of projects' concept lasted 10 months in average. Some partners analysed in deep the needs and expectations of target groups by carrying out surveys (Lombardy: survey on mobility of workers, tourists and trade operators, Tirol: survey of demands in NaturPark Kaunergrat, Südlicher Oberrhein: interviews of households). Training constitutes also a large part of the implementation : Pays Horloger and Pays du Haut-Jura organised sessions for the staff who welcome users of the videoservices points to give them precise information of how the videoservice points function, which services they offer and how service providers are organised, Lombardy Region trained the mobility managers recruited for its 3 PA.

Communication and evaluation of the projects are also foreseen by PPs. Projects assessment will help PPs and project managers to propose possible additional offers, give new directions and transfer the experimentation to other areas.

### **3.4. Lessons learnt regarding success factors and constraints**

On the question in the evaluation form "should you start the project again, what would you change?" most PPs responded they would dedicate more time and resources to communication on the project to local population. They reckon this is the basis of success. RVSO even recruited among its partnership a communication agency to have a professional marketing of the project. It



raised highly the awareness of the local population on the project. In order to get a high level of awareness, some PPs relied on public authorities (municipalities or region for instance) to grant visibility of actions and eased participation. Pilot projects whose aim was to offer a new service or improve the information about the offer on the TAs were the ones which required a lot of communication and advertising. “We needed much more communication and advertising for the mobility management than expected, at the beginning it seemed clear that our new offer is widely known in the region but we realised that only advertising and communication is needed” (quot. BLC). Innovative projects are often dealing with bringing something new to inhabitants or the targeted group. It implies cultural and behavioural changes and this takes time. This is one of the main challenges faced by the ACCESS Partners. All Partners mentioned that it is a long process and it needs a lot of communication. Even if innovative actions bring good solutions to problems or critical situations, partners reckon they have to deal with timing difficulties. Local stakeholders (e.g. elected representatives) would like to find immediate solutions but the time to develop innovative actions is often long (average preparation time until implementation in ACCESS projects: 10 months). This is why communication and strong awareness are fundamental. Not only is the communication about the project itself essential but also raising the awareness among the people involved in the project is crucial. Convincing political stakeholders, defining clearly responsibilities and role of everyone are key elements in the implementation of projects. Especially when they are innovative, projects may call upon actors that are not used to working together. One has really to prove the efficiency and impact of the project as it may be something never done before or form new kinds of partnership. Thus some Partners needed to elaborate formal agreements between institutions to smooth the process and reinforce the stakeholders’ involvement. Capacity of trust-building is often mentioned by the ACCESS partners as one of the success factors in their pilot projects. “It required a large anticipation from projects’ managers to get public services involved as the pilot project may change their internal organisation or their way of working” (quot. Pays of Haut-Jura).

### **3.5. Lessons learnt on innovation and transferability**

The project ACCESS aimed at developing innovative systems to improve the accessibility of SGI in mountain areas. The issue of innovation has been often discussed among Partners to define what is innovative and if their project was somewhat innovative according to some standards. However there isn’t one definition of the word “innovation” but one should really pay attention that the project brings something new and alternative to other solutions or situations already operating locally. In the very beginning of the project the ACCESS partnership developed a common understanding of what “innovative” might contain (extracted from WP7 guidelines October 2009): a) the idea itself or something very similar has never been implemented in the test area b) it is cross-sectoral, c) it builds up new partnerships involving actors who have not cooperated yet d) it has an original methodology e) it has uncommon objectives or target groups. When Partners were enquired about their projects, all mentioned that they are innovative. Partners mainly acknowledge that innovation is considered as the project is new on the test area but can exist elsewhere (either in the same region or in the country). Nevertheless their projects are adapted to local needs and are not merely replicated on the territory without any adjustment. Thus the innovation feature can be also appreciated through the implementation process. Other partners pointed out that their methodology is the innovative aspect of their project: in terms of participatory approach for example some partners addressed directly to local population/ target

group to define their needs and expectations (RLO, RVSO). The scope of the project can also be seen as innovative: for example implementing mobility solutions in SMEs rather than in big Companies (RLO), working on commerce spreading instead of centralization (BLT). Moreover cooperation and partnership are often mentioned as the innovation of their projects. The setting up of “regional teams” operating together with sometimes “unusual” Partners to implement the project proved to be something new, innovative for some. Furthermore new Information and Communication Technologies have been widely used in the partnership.

As far as transferability is concerned, the PPs evaluated their projects quite positively. Most of the approaches tested in the ACCESS partnership seem to be transferable to other peripheral mountain areas but whether it will be a success or not depends very much on the implication and the commitment of governmental institutions.

### **3.6. Lessons learnt on sustainability and impact**

Many partners mentioned that the awareness raising processes, trainings and knowledge transfer activities contributed essentially to the sustainability of ACCESS pilot projects. Another very important aspect is the accurate embedding of the projects into existing policies or new policies to be developed. Long-term agreements between partners and a self supporting design of the projects are also a prerequisite to ensure the sustainability of Pilot actions after the end of the ACCESS project and Alpine Space programme support. And last but not least stakeholders should have a benefit out of the projects implemented; this is of course decisive for a successful continuation. In this respect the inquired PP were convinced that the implemented projects already have a positive impact. In particular the projects helped to improve SGI delivery in rural areas and initiated a better cooperation and communication among relevant actors. This resulted in a higher utilisation of services and increased rentability.

### **3.7. Lessons learnt on public policies**

The establishment of SGI in mountain areas generally requires the mobilization of public policies. Overall, the pilot projects underline the overwhelming motivation of local public stakeholders, and the quality of public partnerships established in general (financial support, signing partnership agreements etc.).

The involvement of all relevant public authorities at different scales is essential to projects' success. But the pilot projects, which are innovative, have sometimes faced several types of difficulties, in terms of public policy:

A) Lack of flexibility in existing policies, which are rarely suitable for atypical projects, transversal or multisectoral projects, or projects which mobilize public-private partnerships (such as the solar boat ADNV, for which funding criteria have not resulted, or the case of RVSO and Tyrol). Innovation requires taking risks, which will be facilitated if it is shared between several partners;

B) Lack of consideration by public policies on the duration of these projects was obviously longer than the others because of new partnerships to mobilize and the strength of conviction that we must deploy (case of Regional Nature Park of Massif des Bauges which is in line with two successive and different calls for proposals, with the need to adapt between the two). For cross-border projects, this factor also requires increasing the ageing time (case of Lombardy);

C) Public policies must also take into account the human resources needed to implement these projects. Indeed engineering projects is often missing in rural areas, and innovative projects



require solid experience of the teams in place to complete these projects more demanding than others successfully;

D) All the pilot projects emphasize the importance of communication with residents, to advertise a new service, or even the existence of services already set up on the territory. Public policies could better take into account this type of expenditure;

E) Finally, several pilot projects faced a multiplicity of public actors, poorly coordinated. There is therefore a major issue that the various public policies progress in coordination and articulation. Indeed, the SGI in low density areas need to search for possible synergies and economies of scale forcing coordination, perhaps more than anywhere else. The case of border areas is of course even more pronounced from this point of view (as in Lombardy and Tyrol).

***For project implementation the following features can be summarised:***

- *Assign enough funds to human resources, a competent regional team and project management is decisive for successful project implementation.*
- *Choose the appropriate size of territory. Within the ACCESS project the NUTS III level has been chosen for the regional analysis and the smaller regional respectively very often the municipality level has been selected for project implementation.*
- *Foresee enough time for project implementation, the decision-making processes, especially in a participatory procedure building on trust and patience.*
- *Involve a wide range of actors (public authorities, service users, all kind of service providers etc.). The different stakeholders have to be implicated in a very early stage.*
- *Assign to each partner clear duties and tasks. Conclude binding agreements with service providers and public authorities.*
- *Communicate in an open, inclusive manner. However, communication plans should be applied that will help to decide in which moment you will communicate a specific element to which partner.*

## **4. Implications for political decision makers on a legislation level**

### **4.1. Overview on the actual legal framework**

The legal framework has a huge influence on the provision of SGI; it can either hinder or encourage the provision of SGI. When speaking about the legal framework, one has to consider, that services are regulated at different hierarchical levels. Public transport, postal and telecom services are e.g. regulated at EU-level and then adapted on national level. SGI in the health and education sectors are mostly regulated at sub national (regional) level. Some services like primary schools or waste treatment can even be regulated at municipal level. This leads to questions of governance, which will be further developed in the following pages. On European level, the discussion about SGI as a whole is rather recent. The EU published its green paper on SGI in 2003 (COM(2003)270). In 2004 followed a white paper on SGI (COM(2004)374). In 2007 was published a communication dedicated especially to social services (COM(2007)725). A new package on SGI was announced for 2011. With the entering into force of the Lisbon Treaty on 1st

December 2009 for the first time the protocol no 26 introduces the notion of SGI in primary EU law whereas the previous EU Treaty only referred to services of economic interest.

*THE HIGH CONTRACTING PARTIES,*

*WISHING to emphasise the importance of SGI,*

*HAVE AGREED UPON the following interpretative provisions, which shall be annexed to the Treaty on European Union and to the Treaty on the Functioning of the European Union:*

*Article 1*

*The shared values of the Union in respect of services of general economic interest within the meaning of Article 14 of the Treaty on the Functioning of the European Union include in particular:*

- *the essential role and the wide discretion of national, regional and local authorities in providing, commissioning and organising SGI as closely as possible to the needs of the users*
- *the diversity between various services of general economic interest and the differences in the needs and preferences of users that may result from different geographical, social or cultural situations;*
- *a high level of quality, safety and affordability, equal treatment and the promotion of universal access and of user rights*

*Article 2*

*The provisions of the Treaties do not affect in any way the competence of Member States to provide commission and organise non-economic SGI.*

This protocol provides a coherent framework that will guide EU action related to services as a reference for all levels of governance. By clarifying the principles and setting out the common values underpinning EU policies it gives visibility, transparency and clarity to the EU approach applicable to SGI.

Specifically highlighted should be the statement “ensuring equal treatment and the promotion of universal access” in article 1 of the protocol. This is further explained in the EC communication “A single market for 21st century Europe”:

*“Access to SGEI is recognised as a right in the EU Charter on Fundamental Rights (...) Where an EU sector specific rule is based on the concept of universal service, it should establish the right of everyone to access certain services considered as essential and impose obligations on service providers to offer defines services according to specific conditions, including territorial coverage and at an affordable price. Universal service provides for a minimum set of rights and obligations, which as a general rule can be further developed at national level. It is a dynamic concept, which needs to be updated regularly sector by sector. Promoting access throughout the territory of the Union is essential for the promotion of territorial cohesion in the EU, as mentioned above in the case of social services. Territories with a geographic or natural handicap such as (...) mountains (...), often face challenges in terms of access to SGI, due to the remoteness from major markets or the increased cost for connection. These specific needs must be taken into account.”*

The EU Commission abandoned its idea of developing a single universal definition for the content of SGI. Still, EU legislation on SGI does include a number of elements that are common to the different sectors. The EU Commission pleads for consideration of these notions as the foundation for the definition of a Community concept for SGI (White Paper, 2004). These are:

#### Universal service

This concept was introduced to ensure that certain services are made available at a specified level of quantity and quality to all consumers and users throughout the territory of a Member State, independently of geographical location, and, in the light of specific national conditions, at an affordable price. These requirements are in the general interest. It has been developed in particular for some of the network industries to ensure that in a liberalised market, every individual has access to the service at an affordable price and that service quality is maintained and, where necessary, improved (Green Paper, 2003). For public transport, the universal service level is provided, according to the UE law, by imposing to the transport companies some public service obligations, which are duties – in terms of connections, frequency, timetable, level of the fares, quality – that they would not assume if considering their own commercial interests. This instrument was introduced by the CEE regulation n.1191 in 1969, now replaced by the new UE regulation n.1370 in 2007. To apply public service obligations the transport company and the public authority (e.g. the Region or the Municipality) must sign a Public Service Contract.

Universal service is a dynamic concept adjusting to citizens' evolving environment and needs. It is also a flexible concept adhering to the principle of subsidiarity for the Member States (Green Paper, 2003).

#### Continuity

A number of SGI are characterised by a continuity requirement, i.e. the provider of the service is obliged to ensure that the service is provided without interruption. Worth pointing out is that the requirement of ensuring a continuous service is not consistently addressed in sector-specific Community legislation. Indeed, depending on the sectors, Member States are sometimes free to decide whether this obligation exists or not (Green Paper, 2003).

#### Service Quality

The definition, monitoring and enforcement of quality requirements by public authorities are key elements in the regulation of SGI. In the sectors that have been liberalised, it is generally up to the Member States to define quality levels although in some cases quality standards are defined in Community legislation. These include, for instance, safety regulations, the correctness and transparency of billing, etc. The most developed regulation of quality at Community level can be found in the legislation on postal services and on electronic communications services (Green Paper, 2003).

#### Affordability

This concept was originally developed in the context of the regulation of telecommunications services and then extended to postal services. It requires SGEI to be offered at an affordable price in order to be accessible for everybody. This principle contributes to economic and social cohesion within the Member States (Green Paper, 2003).

#### User and Consumer Protection

These horizontal consumer protection rules apply to SGI as in other sectors of the economy. However, because of the particular economic and social importance of these services, specific measures have been adopted in sectoral Community legislation. Such specific measures are set out in a number of sectors including electronic communications, postal services, energy, transport and broadcasting. The EU Commission also stressed the need to address citizens' concerns that are of a wider nature (e.g. the environment), to consider the specific needs of certain categories of the population (e.g. handicapped people) and to ensure complete territorial coverage of essential services in remote areas.

#### Other Specific Obligations

Other sectoral obligations may complement the five above including safety and security, security of supply (sustainable long-term provision), network access and interconnectivity (meeting competition policy and internal market objectives) and media pluralism (to protect the freedom of expression) (Green Paper, 2003).

#### Financing

Many SGI cannot be viably provided on the basis of market mechanisms alone and specific arrangements are necessary in order to ensure the financial equilibrium of the provider. Currently, it is for the Member States to ensure the financing of SGI and to calculate the extra cost of the provision of such services, within the rules provided by EU and national regulations for each sector, if available. In some cases, the Community may contribute by way of co-financing to the funding of specific projects (Green Paper, 2003). For public transport, when public service obligations are imposed the transport company has the right to receive a financial compensation paid by the public authority, calculated according to the rules in regulation n.1370 of 2007.

Depending on historical traditions and the specific characteristics of the services concerned, Member States apply different financing mechanisms including:

- Direct financial support through the State budget (subsidies, tax reductions, etc.);
- Special or exclusive rights (e.g. a legal monopoly);
- Contributions by market participants (e.g. through a universal service fund);
- Tariff averaging (e.g. a uniform country-wide tariff despite local differences);
- Solidarity-based financing (e.g. social security contributions) (Green Paper, 2003).

Whilst different forms of financing continue to co-exist, a clear trend has developed toward the progressive withdrawal of exclusive rights and the opening of markets to new entrants and other forms of financial support have developed such as the creation of specific funds financed by market participants or direct public funding through the budget (the latter being the least distorting form of funding). These forms of financing have made the cost of providing SGI and the underlying political choices more transparent (Green Paper, 2003).

The Member States are generally free to choose which system is most appropriate in their case provided that it does not unduly distort the functioning of the Single Market. State aid rules only prohibit overcompensation.

DG Competition of the EU Commission published the Community Framework for State Aid in the Form of Public Service Compensation in July 2005. This document sets out the framework for identifying "genuine" SGI, and leaves Member States a wide margin of discretion to do it; it also

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stipulates that the Member States have to develop an instrument specifying the public service obligations and the methods of calculating compensation. The Community Framework addresses the issue of the amount of compensation and the notion of overcompensation. It further mentions that the Framework applies without prejudice to the more restrictive provisions of sectorial Community legislation and measures (DGCOMP/I1/D(2005)179).

#### **4.2. Recommendations for the legal framework**

From the preceding analysis the following recommendations for the legal framework can be established.

**Grant SGI a prominent place in legislation:** Since SGI are vital for social and economical activities their crucial role must be recognized and transposed into the legal framework at the appropriate level and wherever this should not already have happened. The EU has done a step with protocol 26 on the treaty of Lisbon. In France, public services are prominently mentioned in the constitution. Switzerland e.g. is actually discussing about introducing an article on SGI into the Constitution.

**Sectoral policies must pay special attention to SGI:** At EU-level, the directives on postal services and on telecommunication contain some indications of universal services. These can be regarded as minimum standards. Member states should be free to add supplementary standards for their territory. In public transports, neither the EU nor the member states foresee SGI-provisions. Switzerland on the opposite has clear legal prescriptions for the provision of SGI in public transports. Every village with at least 100 inhabitants must be served by public transports. The EU and the member states should foresee such a SGI-prescription as well.

**Cross-sectoral cooperation:** The improvement of accessibility often requires the combination of services, of funding, of different actors etc. It therefore necessitates an integrated approach which implies the involvement of several authorities across the artificial boundaries of sectors.

**ICT are a powerful tool to bridge physical gaps.** Mountain and rural areas, which are often handicapped by physical distances, should therefore benefit from broadband infrastructures which are at the forefront of technological development. The EU-broadband-initiative, the EU-digital-agenda and the national broadband strategies are highly welcome in this respect. But new technologies are usually first rolled out in urban areas. From the point of view of accessibility and territorial cohesion, it should be the other way round. **New ICT technologies should first be rolled out in mountain and rural areas** in order to improve the accessibility of those territories and to avoid distortions in the development potentials. The rollout of broadband should be independent of the technologies. In remote areas, fibre optics can be too cost intensive. Non-terrestrial technologies like WiMax, LTE or satellite communications may be a more cost efficient solution. Broadband initiatives and regulatory frameworks should take this technology-neutral aspect into account.

**Evolutive character of SGI and legislation:** The technologies but also the needs of costumers evolve over time. The legal framework must therefore be constantly adapted to these changes. Periodical reports should give an overview of the actual situation and upcoming trends / needs and form the basis for the adaptation of the legal framework.

**Territorial impact assessment:** New or changed legislation in SGI have a territorial impact. The opening of the postal market e.g. has a direct impact on the provision of postal services.

Therefore, each such act must be preceded by a territorial impact assessment which takes into respect the specificities of mountain and rural areas.

The **regulatory framework** must be organised in order to create a maximum of transparency. Independent regulatory authorities should therefore be installed. These regulatory authorities must have as one main task to verify whether the universal services are provided as foreseen by the legislation. Furthermore, as is well known from cases like the fibre optics network in the USA and in Germany, ex ante regulations in infrastructures can be inhibitive. In both cases, a previous ex ante regulation had to be abandoned in favour of an ex post regulation. In an ex ante scheme, infrastructure owner must fear, that they have to grant access to their network to other service providers without being able to fully capitalise their previous investments in the infrastructure. This is why under an ex ante regime, the incentive for new constructions can be very low. This effect can be very marked in rural and mountain areas where concurrence is rare by definition.

**State aid rules must be modified in order to enable innovative solutions in the provision of SGI.** Actually, state aid rules are sometimes too prohibitive and interdict innovative solutions for instance in partnerships between public and private service providers.

**Assure long-term finances for SGI:** SGI which rely on infrastructures like railway lines, hospitals etc. require important financial contributions. These financial means must be provided on a long-term basis and shall not succumb to short viewed budgetary restrictions.

**Support innovative actions:** The combination of services or the introduction of new technologies can lead to an improved provision with SGI. Such innovative actions need financial support which can be delivered either through the sectoral policies or because of their territorial impact through the cohesion policy.

**Set the right framework in spatial planning policies:** spatial planning has the task to organise the territory. A sound spatial planning policy can contribute to fostering SGI. Decentralised economic activities will e.g. help to upkeep a demand on services. Intermunicipal coordination can help to avoid the widespread phenomenon of new commercial centres being built up and at the same time grocery shops in small villages closing down.

Adapting the legal framework is one aspect of the problem. Delivering services is also about using the tools to shape the services instead of taking the legislation that comes from parliament and reading it in black and white. To be effective, innovative service delivery calls for flexible and adaptable local governance schemes. Cultivating environments that: facilitate knowledge-pooling, simplify decision making, engage more local communities and integrate local expectations, is one way to start (OECD 2010).

## 5. Conclusions

The ACCESS project design followed a succession of analytical steps (regional analysis) and complementary elements (PA development) in order to test approaches on how to improve the accessibility to SGI in a mountainous setting. The extensive collection of qualitative and quantitative data allowed to reveal the status quo of SGI delivery and to compare the situation between the different ACCESS TAs. This analysis showed that the quality of SGI delivery in the alpine space is very heterogeneous however the differences can not be easily explained.

One of the most promising indicators for doing this – the settlement concentration rate – shows no clear picture. Some areas with the lowest settlement concentration rate have a very good reachability by public transport respectively a few ACCESS TAs show a dense settlement pattern in combination with a low reachability. These findings illustrate that the readiness of government to invest into SGI, the availability of cost effective solutions (organisation and technology) and the image of a particular SGI have a more important influence on the accessibility and use of SGI than settlement patterns and proximity. Therefore the ACCESS partnership was confirmed in its aim to develop and implement PA that improve the accessibility to SGI in sparsely populated mountain areas by finding new forms of organisation of SGI, using ICT and fostering demand oriented, integrated mobility systems. The two dozen PAs – implemented during the ACCESS project contribute to the competitiveness and the quality of life in sparsely populated areas as well as to the mitigation of social inequalities in the access of SGI and the reduction of environmental pollution. The exact impact can not be measured after only 2 years of project implementation, however the evaluation made in WP7 revealed that the awareness vis à vis the importance of SGI has been raised, cooperation among relevant stakeholders improved and decisive aspects in project implementation can be already deduced.

An important factor in many of the PA is “innovation” and the willingness to consider a new methodology or approach, instead of rescaling the way the service is provided in an urban setting. Tailoring the service delivery to better fit the needs of the rural population is key. This involve strategies such as: aggregating offer, finding a different type of service provider, improving marketing in order to increase demand, strengthening governance etc.. The substantial differences from test area to test area underline the necessity of an appropriate mix of strategies and measures including private, public and voluntary services as well as the implication of the end user in all stages. These challenges are advantageously put into relation with the concept of „Governance“.

European, national and local Governments play a central role in this process, either in building the legislation or as a direct provider or by influencing the SGI delivery decisions of private firms and the voluntary sector. The EU has done a step forward with protocol 26 on the treaty of Lisbon. However, up to now most European countries have neither introduced minimal standards nor independent regulatory authorities observing the delivery of SGI. The EU-Commission has announced - with the communication on the reform of the internal market (COM(2010)608) - a new package on SGI. The content should be communicated by mid 2011.

## Appendix I: Bibliography

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- TIR 2010: Transnational Intermediate Report of the Interreg IV B project ACCESS (Improving accessibility of SGI)



## Websites

- Website ACCESS: <http://www.access-alpinespace.eu/>
- Website Alpine Space Programme 2007-2013: <http://www.alpine-space.eu/>
- Website CIPRA (International Commission for the Protection of the Alps): <http://www.cipra.org>
- Website European Parliament: <http://europa.eu>
- Website Alpine Convention: [http://www.alpconv.org/home/index\\_en](http://www.alpconv.org/home/index_en)
- Website Espon: <http://www.espon.eu/>

## Appendix II: ACCESS Statistical Indicators

The Indicators of ACCESS represent statistical characteristics of preconditions for the establishment, the establishment itself and the impact of SGI. On one hand the indicators will be able to reveal disparities on a local level on the other they will also serve for the transnational comparison. It is important to mention that indicators are designed to get a clear picture of a sometimes complex process influenced by society, economy etc. It is not always possible to capture all components of such a process.

In the following indicators in the sphere of society, socio-economy and spatial development completed by indicators for ACCESS core themes (goods of daily need, Mobility and ICT) are presented.

The detailed data on municipality level, Test Area Level and Region level can consult in the RIRs of the ACCESS-Regions (Download: <http://www.access-alpinespace.eu/index.php?id=109>).

The indicators were elaborated by the Responsible of WP-5 Regional Studies: PP Amt der Tiroler Landesregierung - Abteilung Raumordnung-Statistik.

### A Social Indicators

- Indicator 1: Population Development

Annual average of the relative change in resident population for a time period of 10 – 20 years

- Indicator 2a: Old-age Dependency Ratio

The ratio of the number of the most actual Population elder than 64 years generally economically inactive divided by the number of persons of working age (15 – 65 years).

- Indicator 2b: Young age Dependency Ratio

The young-age dependency ratio is the ratio of the most actual Population younger than 15 years divided by the number of persons of working age (15 – 65 years).

### B Socio-economic Indicators

- Indicator 3: Maximum Population Ratio

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The ratio of the total of resident and working population as well as the number of touristic overnight stays (entire year) divided by the number of the resident population.

➤ Indicator 4: Development of Enterprises

Average annual change in the number of enterprises (not including farms) for a time period of 10 to 20 years.

### **C Spatial Indicators**

➤ Indicator 5: Local Settlement Concentration Ratio 500

Ratio of the resident population living in compact settlements larger than 500 inhabitants divided by the most actual resident population.

➤ Indicator 6a: Regional Reachability Individual Traffic

Time spent in order to reach the next Regional Centre (appoint name in data set and if it is outside or inside of Test Area) by individual motorised traffic. Calculation of regional average is to weight on (local) resident population numbers without regard to that value of the Regional Centre.

➤ Indicator 6b: Regional Reachability Public Transit

Time spent in order to reach the next Regional Centre (appoint name in data set and if it is outside or inside of Test Area) by Public Transport. Calculation of regional average is to weight on (local) resident population numbers without regard to that value of the Regional Centre.

### **D Special Indicators**

➤ Indicator 7: Maximum Frequency Public Traffic

Daily departures of Public Transport on best served stopping points (line stops only in one direction). Calculation of regional average is to weight on (local) resident population numbers without regard to that value of the Regional Centre.

➤ Indicator 8: Density of Groceries by Resident Population

The number of most actual resident population divided by the number of groceries (incl. bakeries and butcheries)

➤ Indicator 9a: Private Broadband Access

The ratio of the number of households with broadband access divided by the most actual number of households.

➤ Indicator 9b: Private Internet Usage

The ratio of the population using internet divided by the most actual resident population.

Table 4: Overview of Classified Indicators of the TAs

	Region Genoa		Region Lombardia			Region Nord Vaudois	Region Tirol	Region Franche-Comté		Region Südlicher Oberrhein		Region Kärnten	
INDICATORS	TA Fontana- buona	TA Val Tebbia	TA Valli del Verbano	TA Valsassina	TA Alta Valtellina	TA Nord Vaudois	TA Landeck	TA Pays Horloger	TA Pays Haut-Jura	TA Emmen- dingen	TA Haslach- Hausach- Wolfach	TA Hermagor	TA Völker- markt
POP_DEV	0,43	-3,00	0,36	0,69	0,39	0,97	0,25	0,63	0,22	1,04	0,35	-0,28	-0,05
POP_OLD_RATE	43	56	34	32	24	24	22	24 *	23 *	27	32	34	28
POP_YOUNG_RATE	22	19	19	21	25	26	25	30 *	31 *	23	25	23	23
POP_MAX_RATE	86	85	92	96	121	94	145	99	103	91	98	115	96
ENT_DEV	-2,11	-0,33	1,07	0,07	0,89	-0,73	1,69	0,02	0,01	x	x	-0,12	1,28
SETT_CONC_RATE 500	x	x	77	79	70	62	56	76	79	90	70	36	31
SETT_CONC_RATE 1000	x	x	70	74	64	61	34	63	65	84	69	16	23
REACH_REG_IT	45	53	39	31	74	32	20	64	27	15	13	24	14
REACH_REG_PT	94	99	65	49	141	41	28	90	33	14	13	37	24
FREQ_PTRAF_MAX	x	x	12	15	6	23	14	8	4	26	13	10	12
DENS_GROC_POP	308	158	318	204	122	509	481	655	609	405	323	439	545
BBAND_PRVACC_RATE	x	x	100	87	x	x	97	x	x	X	x	x	x
INTERNET_PRVUSE_RATE	x	x	x	6	x	x	x	x	x	x	x	x	x

\* Region Franche-Comté: Modified Indicators of old age and young age dependency: Population elder 65 years / Population younger 20 years

## Legend

Indicator	Very low	low	medium	high	very high
Color	dark blue	blue	yellow	pink	red
1 POP_DEV	< -0,99	-0,99 to -0,25	-0,24 to 0,25	0,26 to 1,00	> 1,00
2a POP_OLD_RATE	> 35	31 - 35	26 -30	21 - 25	< 21
2b POP_YOUNG_RATE	< 16	16 - 20	21 - 25	26 - 30	> 30
3 POP_MAX_RATE	< 75	75 - 94	95 - 109	110 - 150	> 150
4 ENT_DEV	< -0,99	-0,99 to -0,00	-0,01 to 1,00	1,01 to 2,00	> 2,00
5a SETT_CONC_L500	< 21	21 - 40	41 - 60	61 - 80	> 80
5b SETT_CONC_L1.000	< 21	21 - 40	41 - 60	61 - 80	> 80
6a REACH_REG_IT	> 59	59 - 45	44 - 30	29 - 15	14 – 0
6b REACH_REG_PT	> 59	59 - 45	44 - 30	29 - 15	14 – 0
7 FREQ_PTRAFF_MAX	0	1 - 6	7 - 12	13 - 24	> 24
8 DENS_GROC_POP	0	> 1.000	501 – 1.000	251 – 500	1 - 250
9a BBAND_PRVACC_R.	0 -19	20 - 39	40 - 59	60 - 79	80 - 100
9b I.NET_PRVUSE_R.	0 -19	20 - 39	40 - 59	60 - 79	80 - 100