

# ALPINE SPHERES

## NATURAL LIMITS - INFINITE POSSIBILITIES

**CIPRA ANNUAL CONFERENCE 2017**  
**INNSBRUCK/AUSTRIA, 29TH AND 30TH SEPTEMBER 2017**




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# CIPRA ÖSTERREICH VERÖFFENTLICHUNGEN 6

## ALPINE SPHERES

Natural limits - infinite possibilities

CIPRA Annual Conference 2017

Innsbruck/Austria, 29th and 30th September 2017

Conference documentation

Edited by CIPRA Österreich and CIPRA International

Vienna (AT)/Schaan (FL), 2019

The conference was supported by City of Innsbruck, Province of Tyrol, Austrian Federal Ministry for Sustainability and Tourism, Permanent Secretariat of the Alpine Convention, European Union/ELER, European Commission.

### Imprint:

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#### Picture credits:

Title: Conference venue Innsbruck - inner-Alpine agglomeration in a narrow spatial framework.

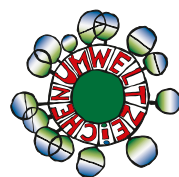
Photo: Josef Essl

Photos and illustrations in the text part: see in the individual contributions.

Photos of the conference in the middle section: CIPRA International..

#### Layout und print:

Sterndruck GmbH, Fügen



Printed in accordance with the  
Guideline of the Austrian Eco-label  
for Printed Products.  
Sterndruck GmbH, Nr. UW 1017



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Print product  
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PREFACE

REINFORCING THE IMPORTANCE OF SPATIAL PLANNING



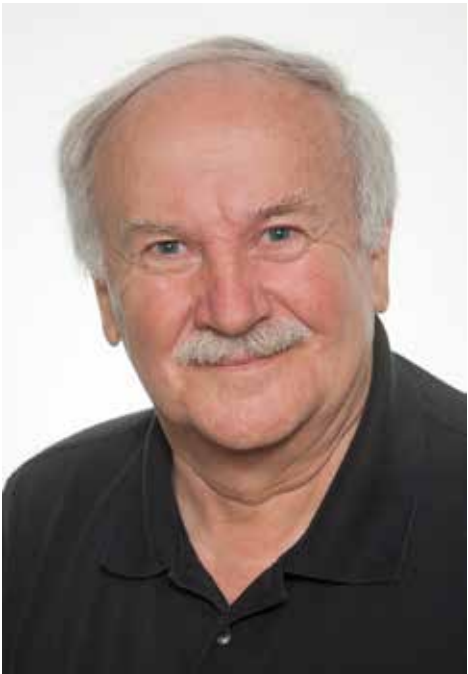
The Alpine region is faced with particularly difficult challenges. The problems in intensively used valleys and touristic centres have often become similar to those of conurbations: traffic congestion, air pollution, noise problems, property prices and the demand for infill development. In the peripheral regions, there is the burning question of how public infrastructure and amenities can be ensured at all in the future. And nature is even reclaiming a few very peripheral regions. The fact is: **Business as usual is not an option.** Classic solutions, such as the construction of new high-capacity roads – for example, extending the A27 “Autostrada d’Alemagna” motorway that currently ends in Belluno towards the Austrian-Italian border, an idea which has been repeatedly discussed over the past decades – will, in the long term, only aggravate the problems of the centres and marginalise the peripheral regions even further. Remote regions will also benefit little if we only improve road infrastructure and continuously expand ski areas and do not look at the problems from a holistic perspective.

**Smart and binding spatial planning and an economic use of our land are the basis of sustainable development.** Good access to public transport, for example, necessitates a certain housing density. If we concentrate development in existing urban centres, instead of shopping centres on greenfield land, we reinforce local business and reduce journeys in our private cars. In the end, agriculture also benefits if farmland in prime locations and with the highest level of fertility does not fall prey to speculation.

We all know that **space is a non-renewable resource.** Narrow valleys do not support unlimited growth. But we are still acting as if there were no tomorrow. In Switzerland, the Siedlungsfläche, i.e. the land needed for housing, transport, leisure and commerce and industry, now amounts to more than 400 m2 per citizen. In Austria, there are more plans for developing or merging ski areas than there have been for a long time. In Bavaria, even the Alpenplan planning instrument for the Bavarian Alps was put into question in order to enable the extension of the ski area at the Riedberger Horn. This would probably have resulted in lasting damage to the Alpine Convention. CIPRA has been working on spatial planning in the Alpine region for many years and has decided to make it the focus of its 2017 Annual Conference in Innsbruck, in order to strengthen it and help its image building. The large amount of interest in the conference and the high quality of the scientific and practical contributions motivated CIPRA

International and CIPRA Austria to reinforce a new Alpine spatial planning structure by publishing the proceedings of the 2017 Annual Conference entitled **“Alpine spheres – natural limits, infinite possibilities”**.

However, our commitment alone is not enough. For a change in spatial planning, we not only need spatial planners, but also architects, municipal councillors, students, farmers, tourist experts and teachers. It requires all of us, and in particular politicians who much too often pay little attention to spatial planning and use it only to enforce their party-political interests.





The generous financial and specialist support of this 2017 spatial planning conference in Innsbruck by the Province of Tyrol, the City of Innsbruck, the Federal Ministry for Sustainability and Tourism / Alpine Convention Focal Point, the spatial planning authorities of the Province and the urban planning authorities of the City, as well as the Permanent Secretary of the Alpine Convention emphasises – as an example of a selected Alpine region – the joint interests of governments and non-governmental organisations in the welfare of the Alpine regions.

With this in mind, we hope that you enjoy reading these proceedings and gain many new, innovative insights!

Katharina Conradin  
President CIPRA International  
Schaan (FL)

Peter Haßbacher  
Chairman CIPRA Austria  
Innsbruck (AT)

# SPATIAL PLANNING – A PUBLIC MISSION BETWEEN MISUNDERSTANDING AND MISUSE



With more than 200 international participants, CIPRA's annual conference on “spatial planning” met with extraordinarily high interest.  
Photo: J. Essl

by **Friedrich Schindegger**<sup>1</sup>

## It is not spatial planning, but society that shapes space

We have become used to viewing preserved historic spatial structures in connection with the social conditions that created them – and to an extent treat them as cultural heritage that continues to be worth preserving. However, we have not accustomed ourselves to viewing the spatial structures that are currently being created in connection with the social conditions that they depict as clearly as those of our ancestors. Try to put yourself in the shoes of an external, impartial observer. What do

our residential structures show us? Welfare-fuelled individualism with unrestricted land use, legitimised by a property ideal fixated on the garden fence. A distorted picture? Yes, a distorted picture of the aims set down in the laws on spatial planning.

Therefore, nobody ought to believe that our landscapes – both the areas of settlement and the so-called open spaces – are the result of an implemented plan. They are the – sometimes impressively persistent – spatial expression (the “footprint”) of the values and the balance of power of the societies living in these spaces, in all their complexity – throughout the entire history of humanity, in our present as well.

<sup>1</sup> Friedrich Schindegger was a scientific consultant and deputy director of the Austrian Institute for Spatial Planning (OIR) in Vienna. F. Schindegger lectures at different universities and is the author of numerous publications on spatial planning.

Today, decisions on how to use space and where it is to be developed are no longer taken by feudal rulers, but by farmers, private households, companies, investors



The permanent area of settlement in the Alps is occasionally characterised by metropolitan density. Photo: J. Essl

and public bodies, etc., based on their respective individual motives – albeit in the framework of legitimisation by authorities.

### Prevalent incorrect understanding of spatial planning

The plausible question of “Who plans space?” is therefore wrong. It resumes an understanding of *planning* that comes from the *building industry*. However, this is a fundamental misunderstanding, as spatial planning radically differs from construction planning. There is no individual ordering party, no binding plan and, above all, development takes place anyway, even when there is no planning. Spatial planning does indeed also constitute preparation for action. However, it differs from construction planning, in particular by its players, object, aims and means. Those who do not recognise this automatically raise false, unrealisable expectations.

However, if spatial planning is about the potential of space and the links between different functions in space, this means that to implement it does not necessarily have to result in zoning and construction. Areas of action with completely different labels are indeed critical for spatial development. By this I mean areas such as housing subsidies, road construction, transport services including pricing policy, taxation (e.g. regarding property taxes or commuter tax allowances), and, of course, environmental law, nature conservation legislation etc. These areas of action have an impact on space and very often it is these, and not spatial planning, that primarily determine where a development is realised and what kind of mobility takes place. I therefore think that spatial planning has to focus much more on the perception of the spatial consequences of politics in these areas of action.

I would like to quote an appropriate view from my colleague GÜLLER from Switzerland: “The problem of spatial planning is that it works in the avalanche cone and tries to solve the problems there, rather than paying attention to the rupture area of the avalanche uphill.”

Modern spatial planning thus ought to start at the “rupture areas” of

- the excessive use of land,
- the enforced and promoted increase in mobility, and
- the division of work over long distances and the monopolisation of locational functions.

### Questionable relationship between spatial planning and politics

It is all the more alarming that we are unfortunately faced with a questionable relationship between spatial planning and politics.

First of all, I would like to state something that the public does not perceive in such a differentiated way: spatial planning takes place on various levels, not only because it follows a certain division of competences, but fundamentally because the reality of social life concerns takes place – and simultaneously so – in a local, regional, national, European and global interplay. Additionally, functional areas increasingly span across the territorial borders of local authorities, which raises entirely different questions, which I will not debate here, however.

The self-empowerment of spatial planning was and is hampered mainly by a political culture in Austria that, in general, is characterised by a pronounced planning phobia. Planning is thus not understood as a political instrument, but as a restriction of the (spontaneous) political room for manoeuvre, as a barrier to traditionally practiced ad hoc reactionism. The political fashion of deregulation even delivers an ideological justification for this.

In addition, the competent regional politicians apparently seem to think that it is part of their political authority to determine if and where the regional planning instruments foreseen in the respective legislation are applied at all. The expertise and commitment of the competent civil servant planners can therefore only – to put it nobly – develop within the respective current political motives (less nobly one could say that the expert civil servants are deprived of the right of decision-making by the political heads of their authorities).

Incidentally, the confusing competencies are not recognised as a problem, but form the welcome arena for power struggles between different planning authorities. This can even result in a complete reversal of the normal hierarchical logic of law, decree and project approval. In the dispute over the Semmering base tunnel in Lower

Austria, the (provincial) nature conservation legislation was thus changed repeatedly in order to circumvent the track authorisation based on national railway legislation. Spatial planning politics thus shows what I consider a general trend of reversing the relationship between goals and means in politics. It is not the goals to which politics commits itself with the instruments at its disposal, but the goals become disposable and turn into an instrument of power politics – something that I call thrust reversal.

Nowadays, politicians not only sideline spatial planning when adopting individual projects, but even gear laws towards the *disposal of political rubbish* by means of spatial planning, such as in the case of minaret bans (in Vorarlberg and Tyrol).

These may be isolated cases. But when we talk about misuse, it is important to remember the attitude that can be found in the whole of Austria, according to which the mission of spatial planning is reduced to the so-called provision of building land. The zoning of building land is often seen as an inevitable pre-authorisation for a building permit. And in addition, the politicians responsible for rezoning only rarely demand that property owners who benefit from the rezoning compensate the public for their gains!

In this situation, spatial planning, with its images of the future, is in danger of becoming a mere showcase for political business that, in a banal way, pursues its normal individual interests in the back room.

When it thus comes down to gaining an increased acceptance for spatial planning in the public, I recommend a strategic reorientation.

### Strategic reorientation

Spatial planning must, in my opinion, finally let go of to the unachievable claim of an optimum overall design of space. Instead, it should be understood and presented more as a means for selective, but targeted implementation of general political principles that can find a majority. These include

- the saving of tax money
- the prevention of wasting resources
- the best possible use of existing potentials (the built-up and not built-up world) and
- the reduction of environmental pollution

in the diverse areas of politics that have an impact on space.

In such an approach, the guiding aspiration is no longer to put the emphasis on an “optimum overall design” (the

genuine vision of the founding generation of spatial planning). Rather, the objective is to demonstrate the usefulness of spatial planning instruments and procedures for the enforcement of such highly relevant principles. True and fair pricing could certainly play a key role in this.

Nearly twenty years ago, an empirical study by the Austrian Conference on Spatial Planning (ÖROK) showed that about EUR 3 billion or 15% of the overall investment needs in Austria could be saved within 10 years by introducing a realistic housing policy that saves both land and infrastructure costs. This is due to the fact that the development costs of a settlement with detached homes are at least twice as high as those of a settlement with high density low-rise buildings. We must not forget that the people who build these homes only pay about 37% of these infrastructure costs. The rest is financed by the general population’s tax money.

The differences are even more marked when you look at the transport costs of social services such as school transport, home care, community meals, mobile care services, etc. They increase tenfold in regions with extensive urban sprawl, and this, as is generally known, in a situation of increased demand for these services. And what does housing policy do? It continues to abstain from introducing a binding link between housing construction subsidies and spatial planning criteria and even puts an end to the allocation of housing construction subsidies as such.

This kind of urban sprawl, which is mainly “blooming” in suburban areas, combined with the resulting mobility behaviour (the material constraint to use a car) results in an economic vicious circle, with corresponding social consequences (among others by a regular adjustment of the commuter tax relief).

We thus live in a society whose ideal form of housing is the greatest possible distance to one’s neighbour – which additionally is being financed mainly by the general public.

### Examples of *good practice* in the 2011 Austrian Building Culture Report

To end this nonsense, relatively simple regulations would be necessary, the basis of which have already been worked out. Fortunately, examples of good practice were presented in the Baukulturreport 2011 (Austrian Building Culture Report) by the Austrian Federal Chancellery. They show what can be done in Austria as well: improved spatial collaboration – by regions who act as public corporations, structural measures on the municipal level, improved regional management:





Industrial zones at the border of villages and towns, in particular, not only demonstrate unchecked sealing of land, but also failed spatial planning. Photo: J. Essl

- through regulations for shopping centre sites,
- the concentration of housing in specific areas, settlement borders and minimum density guidelines,
- through deadlines by which construction has to take place on land zoned as building land and shifting of the development costs,
- by linking housing construction subsidies to specific sites,
- by developing joint industrial zones, including an inter-communal financial redistribution of revenue, etc.

However: the impressive list of positive examples above is mostly composed of the introduction of new measures and intentions. It would be worth analysing the extent to which this succeeded in replacing the prior questionable implementation or also the lack of implementation of spatial planning instruments.

### Reorienting spatial planning towards public welfare

An individual property is not an island of unlimited private disposability. Rather, it is woven into a network of spatial references and dependencies that can result in claims, e.g. from neighbours, but also from the general public. Property comes with social obligations. Accordingly, each piece of land is linked not only to individual interests, but also fundamentally to interests of the general public, like an overlaying film so to speak. The

corresponding restrictions range from zero to very extensive restrictions in extreme cases, such as in the case of conservation.

Regional regulations are therefore a must in spatial planning. The literally unlimited added authorisations for individual new construction projects – whoever is the respective beneficiary – do not at all result in a structure that is in the best possible public interest. We thus need to counterbalance the individual interests by taking responsibility for the respective area as a whole: spatial planning is the epitome of a precautionary approach to the common good. I am talking about respective areas because public interests are articulated on different levels, in line with real-life environments. The federal nature of the Austrian state, with its layered competencies (=responsibilities) is conducive to this. Just like the sum of individual spatial interests does not result in the public interest, the sum of all municipal spatial interests cannot be understood as a regional interest either.

Some concrete examples of a precautionary approach to spatial planning that serves the common good are:

- securing the respective best sites for uses with specific requirements
- preventing traffic by means of a differentiated approach to location planning (e.g. for public institutions, facilities with a high number of visitors, facilities involving a high level of traffic)
- incorporating desirable and undesirable side-effects on neighbouring and also competing spaces

- perceiving spatial-functional interdependencies with the respective urban surroundings
- creating places that generate a sense of identity and readable connections through *journeys* – places and journeys constitute spatial perception – and doing so on different levels of the spatial scale, and finally
- preserving room for manoeuvre for future uses.

However, all of these are not only criteria for the immediate players. If we want to better achieve them in future, we need more backing in the public consciousness. We need to make people aware of space as a political dimension of responsibility.

### Perception of space as a precondition for politics

If we want space to receive the necessary political attention, we need to strategically educate people. Perception of space is a precondition of politics, and this does not just concern players in the authorities and politics. In fact, the perception of the respective space by the population and industry is always the precondition for spatial planning that is organised by politics, but supported by local players.

Politics will only take care of functional spatial interdependencies on a regional and supra-regional scale if space, as a precondition, is perceived in the sense of *recognising* and *attending to it*.

The perception of space initially means dealing with the question of “what is the issue?” In the Alpine regions in particular, it is important not to let reality become clouded by conventional clichés. Let me remind you briefly of something I highlighted here 15 years ago in a speech at the annual conference of the environmental confederation. It is still relevant:

The Alpine region in Austria has,

- in comparison to the rest of the country, the same degree of urbanisation, the same economic structure, a slightly lower agricultural share, but a living and economic environment that is restricted to 25% of the overall surface,
- a small-scale concentration of settlements with the density of big cities in the permanent area of settlement that is contrasted by a large-scale emptiness. At the same time low densities, in relation to the overall territory of the region, signify relatively small market potentials.

The Alpine region is not a functional unit, nor a clustered urban area, but a (partial) community of interests

- with spaces that have similar structural conditions, but competing regions and particularly small-scale identities,
- according to Werner Bätzing (1999), the dynamics of spatial development entail the dissolution into catchment areas of pre-alpine cities.

All of this does not turn the Alpine region into an exceptional case, but into the ‘tip of the mountain’ of the challenges of spatial planning. This is exactly why spatial planning policy in the Alpine region could lead the way in making people aware of space as a political responsibility.

### Spatial planning as a precondition for rational conflict management

It is certainly necessary to continuously improve our range of planning instruments. However, the decisive factor will be whether we really succeed in creating public awareness of a real spatial planning policy, an awareness that, for example, is no longer satisfied with non-comprehensible figures about created jobs, etc. in political ads and glossy brochures.

The key issue is where – in competition with other, political missions (such as in particular environmental protection) – the specific political legitimisation of spatial planning comes from. The answer must be from information about the effects of measures that have an impact on space in *spatial currency* (e.g. the sites, connections, areas concerned), as well as about the external effects of the respective measures *linked to the project itself* and the accompanying measures – besides information on costs and cost bearers.

Instead of continuing to feed the hope that spatial planning leads to a harmonious overall organisation, we need to support an understanding that spatial planning is not the solution but the prerequisite for rational conflict management of claims and measures that impact on space, and last but not least can disclose a latent potential of synergies between uncoordinated fields of action.

In order to enable people to form an educated opinion, it would be necessary to continuously publish the following as a matter of course:

- information on land use,
- on reserves of building land,
- on zoning activities of municipalities, and
- on the distribution of housing construction subsidies, in spatial terms and in terms of the kind of subsidy,
- as well as local infrastructure investments.

However, in reality it is usually difficult or impossible to access these data, in particular the latter, as they are immediate policy indicators.

On the other hand, only consistent information on the changes in space and the measures introduced by public authorities create the material foundation on which an informed public discourse on decisions of spatial planning policy can take place at all. Seen this way, planning is, above all, a learning process.

**Spatial planning needs majorities**

Spatial planning authorities are subject to political responsibility. They are therefore also subject to political motives. The latter orient themselves (at the latest in case of doubt) with the (actual or supposed) values of the respective political clientele. This applies to all levels.

In order to create a voice that provides for spatial planning in the public interest, the players responsible for spatial planning policy need sufficient support from public opinion. They need to win majorities on the market of opinions.

The key to this is presumably more pressure from civil society. This can only be achieved by providing more qualified information about the changes to the living conditions which are actually relevant in a space, as well as about the kind of measures and their effects.



Space in Alpine valleys is limited and necessitates careful management. To the contrary, failed spatial planning opens the floodgates to urban sprawl. Photo: J. Essl

# SPATIAL PLANNING, LANDSCAPE AND QUALITY OF LIFE: AN EDUCATIONAL APPROACH

Gianluca Cepollaro<sup>2</sup>

**Has spatial planning failed?**

Is it right to say that spatial planning has failed in its mission? Can spatial planning today build scenarios that allow us to imagine a higher quality of life for the future?

I am neither a planner nor an urbanist - I work primarily in education and training - so I shall try to offer a few epistemological answers to these two questions.

Looking at what has happened in recent years, including in the Alpine region, in terms of land use, rural and urban dispersion, as well as management of natural resources, we might conclude that planning has failed.

In a recent book Italian anthropologist Franco La Cecla seems to give a clear answer to these questions: urbanism has failed largely due to the failure to put people at the centre, to become a ,human science‘. It *“has epistemologically lost the meaning of reality. It barricades itself behind statistics, maps, trends and flows, but it is incapable of considering the physical lives of people in relation to the physical places of the city. This failure, this intellectual poverty, spells the end for a discipline that has hidden behind a short-sighted focus on the technical and has refused to turn itself into a human science.”*

To be frank, if we were to measure the success of the social sciences by their ability to attend to the centrality of human beings and avoid technical bias, we ought to conclude that economics, sociology, architecture and engineering have also failed.

This goes beyond the contribution that individual disciplines (including spatial planning) can give to growth and sustainable development. The inability of each disciplinary approach to tackle complex and largely unpredictable problems is obvious, and it is clear that any approach based on an individual discipline cannot be effective. Indeed on this point we might say that planning was one of the first disciplines to recognise the need for an interdisciplinary and integrated approach (consider integrated planning, multi-level planning, and so on).

**A cultural crisis and one of imagination**

My argument is that spatial planning is suffering from a broad cultural crisis and a lack of imagination concerning the way we think about the future.

I would make four points regarding the way a different conception of man’s relationship with nature (1) can suggest a different vision of planning which places people’s expectations, preferences and behaviours at the centre of our choices for the future (2). To do this, planning can use the built environment as an important reference point for its political value and for its close connection with the idea of quality of life (3). This means that alongside the traditional forms of planning - regulatory standards that impose obligations and constraints on the use of space and resources - there must be an educational dimension that fosters awareness and responsibility, but above all alters individual and collective behaviours that are highly resistant to change, but which are no longer sustainable (4).

**(1) The relationship between man and nature**

I would suggest we need to rethink how we understand the relationship between man and nature, involving a paradigm shift in the man - nature relationship. We need to abandon our habit of thinking about nature as something “out there”, surrounding men’s lives. We must get beyond the idea of man as a singular creature that lives in a position of manipulation of nature, deciding how space can be used ,from on high‘. We must learn to think of the human species as part of the whole and not as one part above the others. Up till now we have been living essentially “against” nature, in a world in which Homo Sapiens’ chief problem was survival. Now that the principal danger for the evolution of mankind is man himself, we need a new sense of what it means to be present on the planet, oriented more towards living “with” nature. In his 2006 book “Environment: Approaches for Tomorrow” Gilles Clément wrote: *“we need to climb down from the observatory we have artificially constructed above Nature seen as a terrain of experience, dominion and exploitation. Instead we need to immerse ourselves in it, accept that we are creatures of nature, rethink our position in the universe, and place ourselves not above and at the centre of it but inside it and with it.”*

The anthropocentric idea of NEUTRALITY has translated into planning with a primarily deterministic approach, based on forecasts and techniques. The result of this

<sup>2</sup> Gianluca Cepollaro, Director „step“ (Scuola per il governo del territorio e del paesaggio, Autonomous Province of Trento), Trento/IT



type of planning (the plan) takes on an essentially regulatory meaning in which it is assumed that rules will guarantee behaviours that enable us to reach our pre-established goals.

This logic is based on a linear sequential paradigm which could be described as ‚forecasting and control‘.

People’s expectations, preferences and especially behaviours come later, and must be willing to adapt to the forecasts. Alternatives must be eliminated by corrective action (flexibility of the plan) designed to limit deviations from the planned outcome.

## (2) The role of spatial planning

There are two important new developments that have a powerful influence on spatial planning.

The first is the huge complexity, interdependence and uncertainty which make it impossible for us to predict the future on the basis of past experience. This is not to say that forecasting is useless but that it must play a different role in the planning process: a supporting role, no longer being the sole basis for our decisions.

The second concerns the need to establish a stricter system of obligations and constraints given the relative scarcity of natural resources (water, soil, air, and so on). Our previous anthropocentric view assumed that natural resources were infinitely available. Today we know this is not true.

So planning must shift from a focus on the FORECAST (projecting the future based on past experience using mainly algorithmic and quantitative methods) to FORESIGHT (spotting the earliest signs and confronting ongoing trends primarily through negotiation and participation).

With a forecast we assume that the present is given, one and shared, and therefore describable, and that the future can also be determined and with it the steps necessary to reach it.

With foresight, instead, there can be multiple and co-existent presents depending on the differing interpretations of what has happened and is happening. Equally there are various possible futures and ways to get there. And the different scenarios can point to different situations which may or may not materialize.

The shift in viewpoint from forecast (and control) to foresight (of the game) opens up planning so that the actors, in compliance with their obligations and constraints, can begin to build new possibilities. I repeat that this does not mean abandoning the benefits of being able to forecast

on the basis of past experience, but it does mean inverting the logics of planning based on the existing situation and instead giving renewed attention to people’s current expectations, preferences and behaviours in seeking to imagine their future. Clearly this also requires new methods. No longer technical and expert knowledge alone (held by a tiny group of people) but an increasingly wider range of viewpoints gathered from those who actually live in the territory, and greater attention to ways of handling participation, negotiation and conflict.

## Breaking news; quality of life and landscape

We still need to consider – and this is not a negligible concern - what people really prefer in terms of the quality of their future lives. Here we should mention one piece of good news, at least for many regions of the Alpine area: there is a greater awareness and sensitivity to the importance of issues regarding natural, environmental, territorial resources. This awareness is growing but is as yet unable to express itself clearly and distinctly.

The concept of the landscape provides a reference for such awareness and for the activity of spatial planning itself. It is primarily a political view of nature as something which ‘interests’ people.

The concept of landscape as a ‚living space‘, affirmed amongst other things by the European Landscape Convention (CEP), represents the extension of the idea of a primarily physical space to one which comprises both tangible and intangible elements. Landscape is made up of land, water, air, woodland, just as the built environment is houses, historic centres and roads (the natural world versus the artificial world) but it also involves perception and representation, the process of symbolizing and interiorizing by which individuals and communities construct their sense of belonging.

We should also remember that planning has concerned itself with landscape for many years (distinguishing for instance between spatial planning and landscape planning). But it always considered landscape as residual, decorative, secondary to the central purposes of territorial development.

## (3) What is landscape and why is it so important for spatial planning?

The landscape can be a reference for spatial planning and the catalyst for new policies (environmental, social, economic, cultural) because people today increasingly recognise its value, and in particular see it as a public good, something which concerns everyone. We might say that it is one of those concepts which deserves the name “strange attractor”. Landscape is al-

most a portmanteau term, an inclusive concept which contains many different meanings within it.

This is what gives the concept its political character. It represents a space inside which people can come together to talk, negotiate, or argue precisely because it interests all of them in one way or another.

In Trentino last year we carried out a survey of perceptions of the landscape on the part of the resident population.

We were mainly interested in understanding the meaning that the residents give to the concept of landscape. Almost all the residents saw Trentino as “a land of scenery” with the mountains being the predominant symbolic component of subjective and collective identity. And this result is confirmed by studies in other regions of the Alps.

The study also showed the decline of the idea of landscape as a panorama, a postcard, a place of outstanding beauty, a backdrop to human activity, the perception of landscape as wild and unspoiled nature. Meanwhile a more sophisticated view seems to be emerging, slowly and as yet unsure and incomplete, but which points the way towards a culture which recognises the landscape as an integral part of our lives and living space. This transition to a new awareness of the value of landscape is not yet complete, but the signs are beginning to become visible.

Finally, we found little confidence in the capacity for self-regulation, which was very widespread in the past. Instead there is a greater awareness of the need to ‚do something‘ both individually and collectively to improve the quality of the space. This is why people want knowledge (information, communication, training, education) to be able to take part in decisions on how the space is to be transformed.

Landscape is not a rigorously definable concept from a scientific standpoint. What we are seeing is a shift from the traditional view of the landscape as something separate from those who observe it – aesthetically pleasing (a postcard or a background for photographs), to be used for recreational purposes (for leisure or for tourism) whose transformation is a matter for architects, urbanists or engineers – towards an idea of landscape as a living space.

## (4) The value of education: awareness, sensitivity and behavioural change

However, the growing awareness of the importance of landscape as a living space is not sufficient to alter behaviours and life styles and guarantee better quality

strategies of conservation and transformation. Being aware of a problem does not mean having the solution. In addition there is much individual and collective RESISTANCE which is holding back a change in expectations and behaviour.

It is here, as we shall see, that we need greater investment in education.

The common worldview is based on the assumption that things will stay as they are. “We are like fish in water”. We take it for granted that present conditions will persist in the future (we have always had water, air, land and only recently are we starting to worry about their availability and quality).

Resistance to change rests on a variety of factors:

1. Strength of habit, and the tendency to conform (we continue to do as we have always done);
2. The tendency to ignore or deny problems that are evident (think of climate change and the way we only acknowledge it when there are catastrophic events);
3. The conviction that others will solve our problems (politicians or scientists will take care of them);
4. The inability to see the link between individual choices and collective choices.

Behaviours are resistant to change for social reasons as well as individual ones. In “Rhetoric of Reaction” Albert Hirschman, referring to other issues than the ones we are discussing here, identifies three rhetorical responses opposing change.

These are:

1. Futility: change will never achieve anything. “You may do something but it will not lead to overall change”. This is a very powerful rhetoric with regard to environmental issues which by their nature are not personal in nature. It is the “after you” syndrome: “I’m willing to change my behaviour, but after you”
2. Perversity: “You may do something but in the end it will only make matters worse because everything is compromised already.” This is the ‚Orchestra on the Titanic‘ syndrome where the musicians continued playing to comfort the passengers while the ship sank.
3. Jeopardy: “You may do something but the cost of change will endanger previous accomplishments.”

## Conclusions. The role of education: from awareness to action

Education tries to bridge the gap between a greater awareness and a change in behaviour. We surely have to continue our efforts to increase people’s knowledge, sensitivity and awareness, but increasingly we must also try to effectively alter their behaviour. Education is the principal tool with which to combat re-



sistance and further a cultural change which will encourage the shift:

1. from a focus on one's short-term interests to understanding and concern for long-term interests;
2. from attention to private interests to attention towards collective ones;
3. towards new behaviours without which it is impossible to achieve results in terms of the liveability of the environment.

Constructing better scenarios of quality of life starting from the preferences for the future and from current behaviour places the process of spatial planning on a primarily educational and participatory plane. This does not mean denying the value of rules, limits and constraints (there is an obvious need for limits and constraints on the use of natural resources), it is conversely the acknowledgment that a regulatory approach alone is not enough and that only through education can we attempt to change expectations and behaviour.

Spatial planning is a process of collective learning, involving various actors and the negotiation of differing points of view, promoting decisions and choices about the future that can reconcile environmental concerns and the economy, social cohesion and civil development.

# ALPINE SPHERES: NATURAL LIMITS, INFINITE POSSIBILITIES

## PANEL: THE “STATE” OF SPATIAL PLANNING POLICIES IN THE ALPINE SPACE – EVERYTHING OK?

by **Markus Reiterer**<sup>3</sup>

Is Spatial Planning in the Alpine Space in good shape? If we consider spatial planning as a targeted impact on spatial development in a designated area, the adjective “targeted” may very well catch many an observer’s eye. “Targeted” namely means deliberate, planned, and rather the opposite of evolved. Since many Alpine regions appear as organic growths or even proliferations, can spatial planning in the Alpine Space then really be regarded as “targeted” at all? In addition, the word “targeted” also hints at the question of what (kinds of) objectives are actually pursued. What is it then that is at issue for us concerning spatial planning: balancing interests; preventing out-migration; preventing excessive concentration; protecting natural areas; facilitating a productive fellowship amongst each other? To wit, space usage demand is likely also based on vastly different interests. To weigh interests and transform conclusions into proper planning represents a challenging task that has to be coordinated in a most sophisticated manner.

Coordination and cooperation within the confines of the concepts of spatial planning and spatial development – both of which directly influence all other connected fields – have been identified and defined as key for the conception of the protocols of the Alpine Convention. Hence, the protocol on spatial planning was the first to be completed.

The implementation of the protocol is surrounded with considerable challenges, such as a high level of complexity of spatial planning and international coordination procedures, as well as the often complex distribution of competences between countries, regions, and municipalities. An additional handicap stems from the fact that spatial planning represents an arena, where different demands concerning living; mountain farming; nature protection and landscape conservation; mountain forests; tourism; land protection; energy production; or transport and transport infrastructure are discussed and thusly spread out across the surface. In the Alps, land and “space” are considered as extremely limited resources. In Tyrol, for example, only 12 % of the entire surface is viable as a potential permanent settlement area, of which large parts are utilised each year. What is more, the Alpine population has recently reached a

historic peak with approximately 14 million inhabitants. In 1900, the numbers were vastly lower with about 8,5 million people calling this region their home. The extent of the utilization of land in the largest of the Alpine valleys is impressive. Especially, where the economic and demographic effects are strong.

Several committees of the Alpine Convention are presently focusing on this issue. The task of “space-preserving land use” is currently scrutinized by the Compliance Committee of the Alpine Convention. Additionally, spatial planning and land protection are under strict review by members of the subgroup 1 of the EUSALP Action Group 6, co-lead by the Permanent Secretariat of the Alpine Convention and the Austrian State of Carinthia.

In 2016, the “Declaration on Sustainable Spatial Development in the Alps” was adopted in Murnau, Germany – under the auspices of the German Presidency (2015-2016) of the Alpine Convention. Therein, the competent government representatives of the signatories of the Alpine Convention agreed on the priorities for a new impetus for sustainable spatial development. The focus of their endeavours shall be placed particularly on space-related and space-affecting topics.

In order for these intentions to come to fruition, a strategy has been put in place in the frame of the EU ESPON programme known as the “Alps2050” project. Within its scope, topical issues concerning regional development are discussed and observed. The results of this activity are due to be transformed into common perspectives for Alpine regional development. The project is maintained, funded, and undertaken by Germany (Lead Stakeholder); France; Italy; Liechtenstein, Austria; Switzerland; Slovenia; and the Permanent Secretariat of the Alpine Convention. The International Commission for the Protection of the Alps (CIPRA International) provides additional support.

Alpine Spheres are characterized by natural and artificial boundaries and connections, which offer almost infinite possibilities. On the other hand, space as a resource is finite. Therefore, it must be (ear-)marked responsibly, especially in its current state resembling that of a delicate flower, which must be treated sustainably and handled with care.

<sup>3</sup>Botsch. Markus Reiterer, Secretary General, Permanent Secretariat of the Alpine Convention, Innsbruck/A



Utilisation of Land - A Comparison Between 1809 and Today. Photos: Markus Reiterer



# SPATIAL PLANNING POLICIES IN THE ALPINE SPACE – EVERYTHING OK?

**Fragmented content, disputed competences, and dominant individual interests: Alpine-specific Spatial Planning displays many dents. The demand for an open discourse is evident. During the panel discussion, a Secretary General, a Mayor, a spatial planner, a director, and a Professor emerita shed light on the current state of spatial planning policies in the Alpine Space. Their conclusion: The situation may be critical but it is far from hopeless.**

by Maya Mathias<sup>4</sup>

The ailing spots of spatial planning were highlighted at the very beginning. Less than 20 percent of the Alpine region represent a suitable settlement area. Consequently, a resounding echo of the clash between different utili-

zation interests emanating from the fields of agriculture, nature preservation, and tourism can be heard across the Arc. Therefore, Alpine policy is supposed to provide the essential cure. In this regard, the Spatial Planning and Sustainable Development Protocol of the Alpine Convention provides a recipe for lowering the burden brought about by utilization pressure. Alas, the Alpine states lack the spark plug to jump-start on its engine.

## „Spatial Planning and Sustainable Development“ Protocol merely a placebo?

Hostess Barbara Wülser, deputy director of CIPRA International, put the finger where it hurts: Has the 18 Spatial Planning and Sustainable Development Protocol had any effect at all? Markus Reiterer, Secretary General of the Alpine Convention, referred to the problem of concretely determining the efficiency of international treaties

and added that, in his opinion, the protocol most notably facilitated an increase in the level of general awareness about spatial planning. Spatial planner Friedrich Schindegger backed the sentiment: It is not a binding arrangement that should be put at the forefront. The requirement for proper translation work carries much more weight. In his opinion, it is difficult for the Alpine Convention as an international territorial treaty to initiate changes based on a top-down approach.

„Is Spatial Planning supposed to educate people?“ was in turn a question posed by Gianluca Cepollaro, Director of STEP - School for Territory and Landscape Management under the auspices of the Trentino School of Management. When it comes to ushering in positive changes in the spatial planning sphere, Mr. Cepollaro considers education to be the key. On the other hand, Gerlind Weber, distinguished Professor emerita, former lecturer at the Institute of Spatial Planning and Rural Development, University of Natural Resources and Life Sciences in Vienna (BOKU Wien), criticizes the purely instructional perspective. According to her, one should have the courage to take an unequivocal stand instead of solely dedicating oneself to merely shedding light on an important issue: Don't wait on others. Be a maverick and take chances.

## Diffuse symptoms

During the discussion, vivid discrepancies concerning the concept of spatial planning between the Alpine countries came to light. In Slovenia, the decision-making power lies entirely in the hands of the government. Due to a lack of territorial and constitutional communities such as states or provinces, the municipalities are not given much leeway and have to abide to the general decisions adopted by the executive. Janez Fajfar, Member of the Alliance in the Alps Executive Board and Mayor of the Slovenian Municipality of Bled, campaigned for more executive decision-making powers to be granted to single urban administrative divisions as, according to his educated opinion, this would enable the officials in charge to handle local challenges at the core of their origin. Contrary to Slovenia, Austrian municipalities have more room for manoeuvre. However, mayors can adopt decisions regarding spatial and rural planning arbitrarily, which hints at the fact that the decision-making process is not governed adequately. Such a state of affairs motivated Gerlind Weber to challenge the involved expert community to steer their focus towards engaging in discussions instead of pre-occupying themselves with navel-gazing and called upon spatial planning authorities to put more emphasis on invoking task-specific skills and tools for taking care of business. Spatial planning is not something society should consider as nothing more than a voluntary exercise, added the esteemed Professor emerita. Markus Reiterer also criticized the fact that

all actors involved have to deal with fragmented content: There are cases, where spatial planning just cannot be undertaken without including tourism and transport policy.

## Urban sprawl as a cultural element

Spatial policy requirements are particularly evident thought the Alpine region. According to Friedrich Schindegger, spatial planning often legitimises transport- policy-related and housing-subsidy-based decisions only. He proceeded to point out that culture also plays an important role, for example in the case of spreading urban sprawls consisting of single-family homes, and added: If someone still does not own their own house at the age of 35, they are considered a failure by many. Future generations may well be bound to be infected with this land-rooted ideal of property ownership too.

After the panel discussion, the following became more than clear: The condition of the patient known as Spatial Planning is serious and an effective therapy is not in sight. A concoction of binding regulations, building awareness, and individual initiative is considered to be a viable first step towards treatment. However, what is needed more are concrete negations, focused on setting the common good above personal interests.

Source:

[www.alpconv.org/de/convention/Smallbites/spatialplanning/default.html](http://www.alpconv.org/de/convention/Smallbites/spatialplanning/default.html)

<sup>4</sup> Maya Mathias, Project Manager at CIPRA International, Schaan/FL



# „SPATIAL PLANNING AND SUSTAINABLE DEVELOPMENT“ PROTOCOL OF THE ALPINE CONVENTION

by **Ewald Galle**<sup>5</sup>

The diverse and complex subject matter of spatial planning has been marked by a chequered history in the frame of the Alpine Convention. Initially the protocol appeared to be a foregone conclusion. However, after its principal technical completion, a Swiss foray into deepening the socio-economic aspects of the concept opened the negotiations anew. The original intentions for the spatial planning protocol were to outline it as an effort of balanced coordination between different claims of use, infused with economically motivated elements. In the end, a string of very intense negotiations prevented the entire package from unravelling.

Nonetheless, discussions lead to the protocol being amended with new approaches. In short, the document was transformed into a sort of lightning rod. Thus, the title of the initial draft was changed to “Spatial Planning and Sustainable Development” and several distinctly programmatic proposals were incorporated into the preamble. Furthermore, many articles were changed, particularly Articles 8 (Spatial plans and/or programmes and sustainable development) and 11 (Use of resources, services of general interest, natural obstacles to production and limitations on the use of resources).

Finally, the “Spatial Planning and Sustainable Development” Protocol was ripe, ready, and officially signed at the 3rd Alpine Conference in Chambéry on 20 December 1994. The first signatories were France, Germany, Italy, Slovenia, Monaco, and the EU. Liechtenstein and Switzerland followed suit at the 5th Alpine Conference in Bled on 16 October 1998, with Austria completing the group during the 6th edition of the Alpine Conference in Lucerne on 31 October 2000. The “Spatial Planning and Sustainable Development” Protocol has come into force in December 2002 and has since been applied in the majority of Alpine states, with the exception of Switzerland and the EU.

In spite of its chequered albeit immensely important history, especially for the Alpine Convention, the protocol lingered somewhere in the shadows for a very long time. This may also have been due to the fact – hereby leaning on the situation in Austria – that the protocol lacks sufficiently determined provisions. Hence, they are not

directly applicable contrary to other protocols, which offer this possibility in various degrees and are therefore already considered as purposeful and material for official and legal proceedings on a national scale. An additional obstacle for Austria stems from the fact that the “Spatial Planning and Sustainable Development” Protocol particularly emphasizes the regional aspect, where there perhaps may be quite a few gaps to fill on an Intra-Austrian scale. It is astonishing, however, that the rather ambitious Article 12 on economic and financial measures and the aforementioned article 11 have hitherto not attracted much interest despite representing suitable argumentation aids for discussions on financial balance among Austrian municipalities and regional authorities. Both articles touch upon economic and fiscal measures for a sustainable development of the Alpine space. It has to be assessed how users of Alpine resources could be motivated towards paying market-based prices (which include the processing) or how services provided in public interest could be compensated rationally. Furthermore, Articles 11 and 12 foresee that considerable limitations of sustainable use and appreciation of the potential of natural areas should be reasons for sufficiently compensating those affected based on laws or contracts. All in all, the protocol's potential remained obscure until recently, when German representatives and members of a rather successful ad hoc group of the Permanent Committee of the Alpine Convention submitted an analysis project idea within the scope of the ESPON (European Spatial Planning Observation Network) programme. The idea has since become a concrete project that aims to develop topical and Protocol-related prospects for spatial development in the Alpine Space based on trends and data. The results (the first of which are expected soon) are supposed to represent a base for operating procedures within the frame of the Alpine Convention, EUSALP, and the Alpine Space Programme.

Much needed light has been shed on the “Spatial Planning and Sustainable Development” Protocol of the Alpine Convention by CIPRA International and CIPRA Austria, which recognized the significance of the document and the need for the topics it covers to be tackled actively. It is no coincidence that the CIPRA Annual Conference, which took place between 29 and 30 September 2018 in Innsbruck, bore the title “Alpine Spheres: Natural Limits, Infinite Possibilities”. In view of the ever-increasing pressure to utilize resources, it is imperative to highlight the importance of “space” with all

of its implications and to discuss planning procedures focused on it across all sectors and all levels.

An analogy from the legal field may be of assistance thereby. The principle of equality, for example, is a key provision – not just within the confines of respective national legislations. However, at the same time it is also clear that all and everything cannot be treated equally. We are thus faced with the need for conscious and necessary unequal treatment, which albeit has to be undertaken with care, reason, and due diligence. We are also aware that the Alpine living, economic, natural, and cultural space significantly differs from other spheres such as the Alpine foreland plateaus and the coastal region,

particularly with regard to the effects of climate change, (difficult) economic conditions, (small-scale) structures and areas, cultural heritage, natural hazards, and many other factors. The Alpine space is different and positively outlined characteristics could therefore perhaps be an additional emphatic argument for treating it differently.

Spatial policy with keen affinity with the Alpine region could definitely provide impetus for giving due consideration to the special features of the Alpine arc. Perhaps, such policy can even spark a new way of thinking, which takes the specifics of the Alpine space into particular account and hence treats them with a higher level of importance. The Alps clearly deserve it!

<sup>5</sup> Ewald Galle, Austrian Federal Ministry of Agriculture, Forestry, Environment and Water Management, Division V/9 – International Environmental Affairs, Focal Point Alpine Convention.

# SPATIAL PLANING – DO IT YOURSELF: IDEAS AND EXAMPLES

## HABITAT CORRIDORS IN PINZGAU

by **Horst Leitner & Karl Jordan**<sup>6</sup>

The anthropogenically influenced loss and fragmentation of habitats, which is evident to a high degree throughout the Austrian cultural landscape, affects the wandering and dispersion possibilities of animals. It also leads to decreases in physical fitness and genetic variability of species and disrupts the biodiversity of ecosystems. In addition to the flora and fauna, mankind is likewise affected by the degradation of ecosystem services. National and international conventions, directives, and laws thus call for preservation and remediation of habitat connectivity by means of introducing greener infrastructure.



Habitat corridors in the State of Salzburg.

In 2012, the state of Salzburg commissioned the Salzburg Hunting Association and the Regional Association of Pinzgau to conduct a study on Pinzgau-based green corridors. The premise was to identify and demarcate existing green links spread across extensively used and fiercely disputed valley floors in the mountainous district in order to make them part of a new regional concept. Intense discussions between mayors and residents of

impacted communities lead to a compromise, according to which the most important corridors are due to be included in the regional programme and declared as definitive by the Salzburg State Government.

Concerns expressed by some landowners that the designation of habitat corridors could be compared to insidious expropriation on one hand or to the inception of new Natura 2000 sites on the other were dispelled through a concentrated dialogue between the parties. The most important arguments for corridor designation were based on the need for preserving precious ecological green spaces and combined with a guarantee that the proposed set-up will not lead to any land-management limitations.

In practice, corridor designation, which was hitherto undertaken in other districts throughout the state of Salzburg (albeit without a legally binding framework thus far) means that the functionality of habitat corridors must be secured. This postulate will be particularly relevant for regional planning procedures and expert opinions from a nature conservation perspective that will also give due consideration to non-prescribed habitat corridors. Detailed information on the current state of affairs on living space networks and habitat connectivity in Austria is available at [www.lebensraumvernetzung.at](http://www.lebensraumvernetzung.at).

<sup>6</sup> Horst Leitner is head of the Bureau for Wild Ecology and Forestry in Klagenfurt. Karl Jordan is an associate in the Salzburg State Government Office, Unit 5/06: Nature Conservation Groundwork and Expert Service – Department 5: Environmental and Nature Protection and Industry.

# OPEN SPACE PLANNING IN TYROL BY MEANS OF AREAS SECURED FOR AGRICULTURAL USE

by **Robert Ortner**<sup>7</sup>

According to a decision of the Regional Parliament of the Province of Tyrol on 2 July 2015, and a mandate of the Tyrolean Regional Government in summer 2015, the existing programmes for spatial planning regarding Grünzonen (green zones) and Landwirtschaftliche Vorrangflächen (areas prioritized for agricultural use) were revised. Moreover, new areas were decreed as Landwirtschaftliche Vorsorgeflächen (areas secured for agricultural use) in the whole of the province. The zoning of



these areas aimed to secure the production capacity of agriculture in Tyrol and to preserve small-scale farming.

We only zoned areas that were both large and of agricultural importance because of their Bodenklimazahl (productivity index). The areas, without exception, have a Bodenklimazahl of more than 25 points and a minimum contingent size of 4 hectares. The Bodenklimazahl was bought from the respective tax and revenue offices and not calculated by ourselves. The highest productivity index in Tyrol can be found in the Thaurer Felder fields, owned by vegetable farmers. The Austrian reference soil is located in the Marchfeld basin, east of Vienna,

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with a Bodenklimazahl of 100 points. Active farmsteads and Sonderflächen (special areas) for agriculture do not contradict the aims of the Landwirtschaftliche Vorsorgeflächen. They are categorised as Landwirtschaftliche Vorsorgeflächen. Small-scale structural agricultural elements, such as hedges, Gießen (effluent seepage) and terraces for arable farming are integrated into the Landwirtschaftliche Vorsorgeflächen, even if they are classified as ecologically important. Farm roads are integrated as well; two-way roads are seen as dividing elements.

The immediate legal effect of these areas is that they must not be zoned as areas for future building developments in the local concepts for spatial planning (Örtliches Raumordnungskonzept, ÖRK) and thus cannot be zoned as building land. Landwirtschaftliche Vorsorgeflächen only allow for buildings that are also authorised in open space and for Sonderflächen (special areas) that are related to farming.

In exceptional cases, it is also possible to change the zones on the request of the respective municipality. This necessitates important reasons that are in the public interest. Moreover, the change must not contradict the aims and principles of regional spatial planning. The change is implemented by a decree of the regional government. In very exceptional circumstances, the municipalities are empowered, by a decree of the regional government, to rezone land in areas that have been designated as cross-municipal Freihalteflächen (areas that are to be kept free from construction), as Sonderflächen (special areas) or Vorbehaltsflächen (area reserved for specific purposes). This is only possible if the planned development is specifically bound to the site in the municipality concerned and if it is of public interest.

In summary, the Landwirtschaftliche Vorsorgeflächen spatial planning programme results in a quantitative protection of soil that offers a certain counterbalance to the somewhat rapid development in settlement areas.



# THESES ACCOMPANYING OUR CONTRIBUTION „CULTURE AS A MEANS OF NEGOTIATION“

by Roland Kals and Jens Badura<sup>8</sup>

How spatial planing aspires to be and how it should be. Spatial planning requires a targeted interdisciplinary, common-weal-oriented, participatory, proactive, and conflict-reducing approach focused on ushering in a sustainable spatial development of society.

## Reality is different

However, the notion of spatial planning as a transdisciplinary field and the reality of its practical implementation diverge painfully, particularly when it comes to the Alpine space. The political will and the courage to engage in creative experiments with new methods and formats to fulfil the demand for multiperspective spatial planning are missing. Within the area of conflict between powerful commercial interests, structurally-standardized procedures, and increasingly patronising bureaucracy a productively-heterogeneous discursive openness as well as the possibility to apply complementary perspectives and expert knowledge remain in the background. This, in turn, leads to monumental shifts in the perspective of engineering habitats and living spaces as its humanistic and socio-political principles are becoming increasingly constrained by opportunist pragmatism and agricultural land returns.

## Towards a new spatial planning culture

We campaign for a new spatial planning culture, where the term culture would be considered as a means of negotiation for spatial planning practice, providing the ground for exploring, and developing new culture sites – areas and places for exchange, mapping ideas and scenarios, testing methods for joint surveys on the viability of spatial planning concepts in everyday life. In other words, we campaign for the inception of areas and places that enable new formats for public deliberation and transparent implementation instead of projects continuing to be executed merely based on formalized participation structures and purely institutional expertise.

## It's action time – Let us make spatial planning come to life by making it part of our lives!

<sup>8</sup> Roland Kals, arp raum.landschaft.mobilität, Salzburg/A; Jens Badura, berg\_kulturbüro, Ramsau/D

# THE INITIATIVE „ALBERGO DIFFUSO“

by Daniela Cerno<sup>9</sup>

The project **Albergo Diffuso** was invented by Leonardo Zanier, a poet and a writer of Carnic origin, well-known for his political and social commitment.

The Albergo Diffuso of Tolmezzo starts its activity in the summer of 2014 and consists of a reception situated in the centre of the small town and of 14 structures located in the districts for a total of 84 beds. Our structure lives on the income from the hotel reception (85 %) and on regional subsidies (15 %). We have switched from the opening year (2014) with an attendance of 1,113 and a turnover of € 18,217, to the year 2015 with an attendance of 1,178 and a turnover of € 43,404 up to the year 2016 with an attendance of 2,639 and a turnover of € 64,092; we can thus claim that this pattern of horizontal hotel is the best example of sustainable economy in a mountain environment.

All structures are private: The owner who decides to join this project makes available old houses no longer used or lived in, and falling into decay or ruin. With the help of a regional subsidy (i.e. 50 % of all charges for restoration work) these buildings undergo a strict structural earthquake-proof renovation, adopting measures of insulation and energy saving, which is the main standard to access the funds.

The converted buildings are then run by the cooperative Albergo Diffuso, bound for a ten-year period as provided for by the regional protocol in Friuli Venezia Giulia. Over this time the association looks after their promotion on various platforms and their management; the region's aid is thus essential to propel owners to restore their buildings which in this way become a source of income for the owner, the cooperative and the whole territory thanks to satellite activities. Besides, these renovated houses promote places and spaces no longer used in small districts even off the usual tourist mountain track, creating that circular economy which contributes to reduce depopulation in mountain valleys.

<sup>9</sup> Daniela Cerno, Cooperativa Albergo Diffuso, Tolmezzo/I

# LINKS4SOILS PROJECT

## LINKING ALPINE SOIL KNOWLEDGE FOR SUSTAINABLE ECOSYSTEM MANAGEMENT AND CAPACITY BUILDING

Borut Vrščaj<sup>10</sup>

### Why Soils?

“Believe it or not”, our environment is defined by properties and availability of three key media: air, water, and soil. Air and water are relatively ‘simple’: air and water can relatively rapidly (ex)change, clean-up can be much faster. Soil is more complex. It features extremely wide number of chemical, physical, and biotical parameters. Parameters define capacities to perform diverse soil ecosystem functions and suitability for different land uses. Soil formation takes millennia; in terms of civilisation it is considered as a non-renewable resource. The life on dry land depends on soil and ecosystem services the soil provides.

### Soil is a cross-sectoral topic

Diverse sectors depend on soil quality. Its importance for agriculture and forestry is widely recognised. But soils are important in other sectors as well: water management, planning and infrastructure development, natural disaster prevention, nature conservation and several others. Recently, the soil capacity to store carbon is recognised as important climate change mitigation potential. Sustainable soil management in Alps

Diverse soils can be identified in Alps; many of them are vulnerable to unsustainable management. That is why the Soil Conservation Protocol of the Alpine Convention (SCP) was adopted and ratified in almost all Alpine parliaments. Unrecognised, the SCP needs additional attention of decision makers and authorities. There is no sustainable development, nature protection, and climate mitigation, without protection and sustainable management of soils.

### Linking for soils in Alps

The importance of sustainable Alpine soil management is being recognised yet insufficiently implemented mainly due to its crosscutting function, fragmented governance structures, diverse sectoral needs, lack of targeted soil information and applicable management tools.

The Links4Soils project aims to overcome these gaps by linking Alpine soil knowledge, end-users and experts, elaborate sectoral soil information, create best-case practices and promote soil management. By this, it enhances the applicability of the SCP and contributes to the protection, conservation of Alpine soils. The outputs, built on common interest of public authorities are linked to international organisations (Alpine Convention, EU-SALP, EC-JRC, European Soil Partnership).

The project links expertise and governance on various levels and sectors to jointly develop and implement sustainable Alpine land management policies / strategies. Main project outputs are:

- a) The Multi-stakeholder Alpine Soil Partnership joins forces of experts and authorities to introduce soil protection in land management practices and promotes Alpine-wide cooperation on soil protection & ESS management, and
- b) The Alpine Soil Information and Decision Support Platform to encourage stakeholders from cross-cutting sectors like forestry, agriculture, spatial planning to benefit from the first Alps-wide soil information system that includes an expert Soil Consultancy Service, sectoral best-case practices etc. in order to integrate them into local and regional management and planning.

<sup>10</sup> dr. Borut Vrščaj, Kmetijski inštitut Slovenije - Agricultural Institute of Slovenia, Ljubljana/SI

# WORKSHOP I

## MULTIFUNCTIONAL VALLEY DENSIFICATION: MAKE THE BEST OF A BAD JOB!

by Gerlind Weber<sup>11</sup>

The Alpine arc, by its nature, only offers a limited area of permanent settlement, i.e. areas which humans can use intensively all year round to cover their existential needs, such as food, housing, work, education, leisure, amenities and utilities. In Tyrol, for example, the area of permanent settlement amounts to only 12% of the territory. This is not least because in many Alpine valleys, like elsewhere, the area of settlement has been expanding enormously since the early 1960s, and spatial and urban planners are now pushing for a moderate densification of existing settlements.

The “multifunctional valley densification” workshop aimed to work out concrete advantages and disadvantages of the guiding principle, “Urban development: inward, rather than outward”.

### The group mentioned the following arguments in favour of infill development:

- Protection of farmland;
- Multifunctionality, i.e. a mix of uses in moderately compact areas can be realised more easily, the “principle of short journeys” can be implemented more effectively;
- Lower costs for public authorities and the users by doing without the development of greenfield land;
- Renovation of existing buildings is made easier, vacancies and the glaring under-use of buildings and parts of buildings can be reduced;
- Infill development is only possible by maintaining development boundaries, urban infill can take place and urban sprawl can be remedied by moderate infill development;
- By avoiding the expansion of settlement areas, we facilitate the management of natural hazards, despite an increase in hazards.

### The group mentioned the following arguments against infill development:

- Infill development, too, must not thwart the fundamental question: “How much growth is still permissible?”;
- Infill development often fails in practice. It requires intense counselling and financial incentives;
- There is only little building land available in already built-up areas, the prices are high, often due to speculation;
- Infill development is not often readily accepted, because people fear that the introduction of urban density and constructions in the centres of villages and small towns with a rural character will result in a loss of quality of life and housing quality;
- It is also questioned whether this can altogether achieve a reduction of the use of unsealed soils;
- An increase in sealed soils within settlements increases the danger of flooding;
- Inward urban development can make it more difficult to create networks for wild animals.

<sup>11</sup> Gerlind Weber, professor emeritus at the Institute of Spatial Planning, Environmental Planning and Land Rearrangement (IRUB), University of Natural Resources and Life Sciences, Vienna/A.



# RE-IMAGINING LIVING SPACES – MULTIFUNCTIONAL SPATIAL DEVELOPMENT IN THE ALPINE RHINE VALLEY?

by **Stefan Obkircher**<sup>12</sup>

## Conclusion: Land use, utilization pressure and separation of functions

The northern part of the Alpine Rhine Valley is a dynamic agglomeration area marked by, among other things, population growth and the consequent consumption of building land (urban sprawl).

A lot has already been written about this. The following current figures substantiate the starting position: According to estimates, the housing demand will increase to approximately 25.000 additional dwellings in the Vorarlberg-based Rhein Valley in the next 20 years (see Land Vorarlberg 2017). In that very same region, the area of land used for construction purposes has increased by an average of 1.500 m<sup>2</sup> per day between the years of 2001 and 2015. As a consequence, the utilization pressure on available land keeps growing. The same applies for the competition for land since various kinds of land use requirements – for housing, agriculture, industrial or ecological purposes, all the way to leisure and recreation – frequently correlate with a separation of functions.

At the same time, this challenge gains momentum within the public discourse ringing throughout the state of Vorarlberg. A civic council focusing on the topic “Use of Soil and Land – What is Next?” initiated by 1.300 signatories, the initiative „vau-hoch-drei“, campaigns for spatial development oriented towards the common good, or the current discussion to the proposed Spatial Planning Act amendment stand as proof.

## Multifunctionality as a valuable action approach

A valuable action approach towards dealing with land use and utilization pressure in urban sprawl areas, such as the Alpine Rhine Valley, is multifunctionality. But careful, though: This term should not be considered as a synonym for mixed use. The potential of multifunctionality is much greater. It implies a new approach towards conceiving and developing accessible land based on awareness about its various functions. However, a change of perspective regarding the practical implementation of spatial planning is necessary in order to substantiate this kind of approach. Different forms of space utilization cannot be considered simply as individually defined zones because they overlap. If different functions are designated to a particular area, additional

possibilities for its use arise without the need for utilizing extra land. Substantiating this claim is the flood prevention project “Hochwasserschutzprojekt RHESI” in the frame of which flood prevention measures for the same river basin area are scheduled to be outlined in cohesion with agricultural, ecological, and leisure activities feasible therein. The project, for example, envisions the restoration of river sections and construction of gravel banks, which will fulfil both important flood prevention functions and act as pristine leisure locations for the inhabitants of the Rhine Valley.

Can multifunctionality also be of added value when it comes to designing public spaces and planning industrial areas or shopping centres? In her study focused on the Rhine-Main region, Barbara Boczek provides examples of how leisure facilities can be incorporated into areas of land maintained by a recycling company (see Boczek 2011). Granted, the locally-based leisure and recreation sphere seems to be the most grateful cooperation partner when it comes to designing multifunctional spaces. However, shopping centres paired with apartments, spots of pristine nature in industrial zones, meeting zones, or green energy-generating installations and rooftop gardens are also a possibility throughout the Alpine Rhine Valley.

In this context, I would like to mention the following ongoing activities related to the cross-border Rhein Valley Urban Sprawl Programme ([www.agglomeration-rheintal.org](http://www.agglomeration-rheintal.org)), which takes on the challenge of functional separation. The core idea of the programme is a mutually coordinated development of settlements, landscapes, and traffic and transport infrastructure. Thusly, one particular guiding principle proclaims the following: “*Undeveloped*



Multifunctional space under construction – restoration of a Rhine Valley inland canal, which will fulfil both an important flood prevention function and act as a pristine leisure location of high ecological value. Photo: S. Obkircher

*landscape and cultural space represents the linking element of the Rhine Valley acting as both agricultural production space and the most important leisure and recreation space for the local population.*“ A very nice thought, many a reader might say. But projects will be financed only if the urban sprawl programme will have an actual, verifiable impact.

## Added value – or why making an effort can have a positive effect in the long run

In my opinion, the long-term added value of a multifunctional approach lies in enhancing the identity of urban sprawl areas.

Urban sprawls such the Rhine Valley are often considered as faceless spots lacking a unique feature, which are embedded somewhere between the urban and the rural; between modernity and tradition.

Multifunctional spaces facilitate the specific potentials of urban sprawl areas. Multifunctional spaces convey new ideas beyond the traditional concepts of “City” and “Country” (see Boczek 2011 & Obkircher 2017). Multifunctional spaces thus offer possibilities for new solutions when it comes to facing the challenges touched upon at the beginning of this feature. Boczek also hints at an increase in the level of public acceptance and the potential for additional income opportunities (see Boczek 2011). However, strategic alliances are needed and called upon to turn these theoretical deliberations into reality through concrete action. In order for this goal to be attainable, a heavily process-oriented planning structure that puts strong emphasis on effective communication is required.

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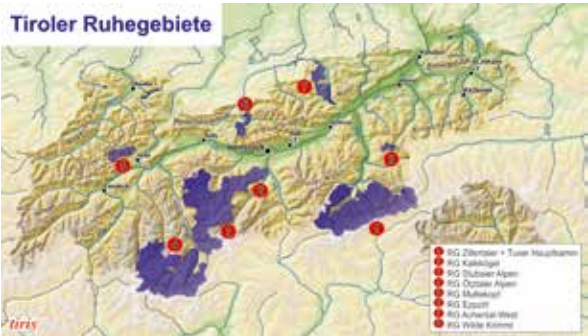
# WORKSHOP II

## CONSOLIDATION THROUGH ALPINE SPATIAL PLANNING

by **Peter Haßlacher**<sup>13</sup>

The terminology and content of “Alpine Spatial Planning” (Alpine Raumordnung, ARO) were defined by civil servants of the spatial planning department of the Region of Tyrol at the beginning of the 1980s, at the instigation of the Alpine mountaineering associations. It was a reaction to the development of the first ski areas on glaciers and the surge in ski area projects at the time.

It is the noble aim of “Alpine Spatial Planning” to define extensive Ruhegebiete (“quiet areas” without developments based on large technical infrastructures) as counterpoints to intensive development zones. With regard to tourism development it thus aims to finally achieve a zoning of the Alpine region into areas of intensive tour-



Ruhegebiete (“quiet areas”) in Tyrol

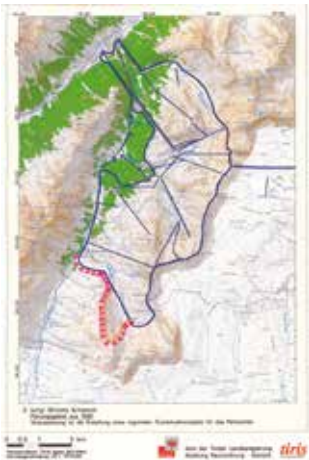
ism, with “mass tourism” and major infrastructures, and quiet areas with only extensive tourism. “Alpine Spatial Planning” thus always also has to be understood as part of the supralocal spatial planning of a valley/region.

According to modern interpretations, Alpine Spatial Planning not only prevents and interrupts the mutual reinforcement of infrastructural development – down in the valley and up on the mountain, within the narrow mountain valleys, between Alpine regions and Alpine states. It also stands for the spatial definition of final development borders and the preservation of extensive and natural Alpine regions and open spaces through spatial planning. In line with the Alpine Convention (Tourism Protocol), one of the missions of Alpine Spatial Planning is to demonstrate alternatives to technology-based tourism (e.g. the Mountaineering Villages initiative).

Alpine Spatial Planning has not yet been able to establish itself as a planning instrument on a cross-Alpine level. It is still only mainly present in the Eastern Alps. Despite a multitude of players among whom the competence

<sup>13</sup> Peter Haßlacher is the honorary chairman of CIPRA Austria.

of spatial planning is split, powerful influence of cable car and tourism lobbies and varying local conditions, there are impressive building blocks but up till now no consistent planning across all Alpine regions. In terms of content, some instruments still resemble a black box, others, on the contrary, have become well-known, such as the Bayrischer Alpenplan (Bavarian Alpine Plan), the Ruhegebiete in Tyrol and Salzburg, the Weißzonen (inventory of natural and little developed natural and cultural landscapes) in Vorarlberg, the Tyrolean Cablecar and Skiing Area Concept (TSSP, in existence since 2005), and the Upper Austrian wind power master plan.



Section of the map of a ski area, with its final development limits

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# DE-POPULATION AND NEW TERRITORIAL DYNAMICS

by **Federica Corrado**<sup>14</sup>

My contribution deals with recent transformation in the Alps in relationship with migration processes and the implementation of new models of development through innovative planning initiatives. In the last decades, the Alps have shown territorial transformations: from the requalification of old villages and the creation of technological buildings, to the implementation of different forms of tourism (green tourism, soft tourism), from the experimentation of new services to the implementation of sustainable mobility policies and finally the creation of green entrepreneurial activities. Referring to this visible process, we can outline that new ideas, new solutions, new activities has been proposed by mountain territories generating a new image - different from the past - of the “highlands” and the „highlanders“.

This process is in relation to the phenomenon of repopulation. A phenomenon generally linked to immigration processes and not to birth increases, as the Alpine Convention highlighted in its Report dedicated to demographic processes in the Alps. New highlanders are conscious of the, sometimes unexpressed, potential of mountain territories. They invest in their new life and its surroundings, often they become „care takers“ of the mountains and guardians of their socio and territorial biodiversity. They represent a creative class, a group of persons who implement and experiment multifunctional agriculture, that develop advanced manufacturing, eco-tourism, information-based services or high-level research....

Let me describe a specific situation: The Olympic Valley in the Western Italian Alps. In this area the value of net migration exceeds the national value. But the general positive is concentrated in specific mountain parts. We have important increases of population rates in high valleys, linked to the development of the tourism sector and characterized by important natural environment. There is an increase also in some municipalities of the middle and low part of the valleys due to the arrival of entrepreneurial subjects that invest in a green, ethic and sustainable economy.

However, depopulation remains a challenge in some parts of the valleys where there are few territorial services, no economic developed sector and no functioning infrastructures.

In these slides ([www.cipra.org/de/jft2017](http://www.cipra.org/de/jft2017)) you can see a map in which is indicated the renovation of old villages in marginal areas of the valley. This is the case of Le Trune near Chiomonte municipality, middle valley. A wonderful place dominating the valley. A group of young persons, that comes from the city has decided to live there, to buy the village and to transform it into an eco-village with different activities in contact with nature.

Another example is the high valley Olimpica system of sky. Here a very brave family from Turin decided to start an activity dedicated to the sweet tourism in a traditional winter tourism area. For this family it has been a real challenge to implement an alternative vision of tourism. Another interesting example is Val Maira, (western Italian Alps, Piedmont region) Lou Pitavin, carried on by new highlanders. In this case the entire process of valorisation in Valle Maira has been coordinated by local government with a strong role of German people who were fascinated by this territory. In the previous cases the initiatives were spontaneous. In Valle Maira, however, the interest expressed together with the intellectual, economic and cultural resources brought by German people has been a stimulus for local communities to start a different touristic development in this very depopulated area. Thus, it is not only the urban areas of a certain range that become the object of migration, but also those areas that have been traditionally marginal.

These examples demonstrate how marginalisation could be turned into potential competitiveness. Where the mountain is peripheral and less transformed by recent urbanisation, it offers plenty of resources, such as water, forests, biodiversity and eco-systemic services connected to its historical, architectural and landscape heritage, a diversified know-how and social and cultural capital. Referring to this actual framework, it is necessary that territorial policies are implemented at different levels in order to support this new models of development.

<sup>14</sup> Federica Corrado, Professor at DIST (Dipartimento Interateneo die Scienze, Progetto e Politiche del Territorio), Collegio di Architetture, Università Politecnico di Torino/IT



What policies?

- First of all
- welcoming measures for people and businesses, through local information points or websites of valley that show local opportunities.
  - policies to reduce digital divide in mountain areas.
  - policies that support solutions to supply necessary territorial services
  - natural value preservation policies

- In conclusion, what concrete action have been carried on:
- at regional level, for instance, in the Piedmont Region: Rural development Plan through 3.3 and 3.2 measures dedicated to the requalification of old villages
  - in cross border programmes from Alpine Space to Alcotra, France-Italy, Switzerland-Italy, etc. some projects have been dedicated to specific actions for new migrants with the possibilities to create innovative farms, high technology working place...
  - At national level the "Inner Area Programme" has financed some marginal area in order to create new opportunities and a better quality of life. Valle Maira is one of these.

RURAL AREAS BETWEEN DEVELOPMENT PRESSURE AND OUTFLOW

by Miran Drole<sup>15</sup>

Economic and social processes in modern word show concentration of people living in cities and depopulation of rural areas on one side and a very rapid growing of tourism. These trends are very visible in Alpine space, where the environment is very sensitive to changes. The aim of presentation is demonstration of this development in community of Tolmin.

Municipality of Tolmin is part of Slovenia near the Slovene – Italian border. In geographical view, it represents 382 km2 of territory in four valleys (river Soča and her tributaries) on which live 11.200 inhabitants. This is a transitional area between the Mediterranean and first alpine picks above 2000m and the entry to the Triglav National Park on the south.

Municipality consists of the center – Tolmin with 3.300 inhabitants and 71 villages. Analyzing the population in whole community, we see big decline: in the year 1867, the area counted 17.654 people, which fall to 11.211 in 2017. The process is steady and shows only one bigger event in the past - World War 2. In the last years of globalization, the trend is more visible. We can find reasons for this process in two world wars, economic migrations as in most of Europe, low development of infrastructure in area and transformation of agriculture. Very important issue are also natural disasters. There were three major earthquakes in the area (1976, 1998 and 2004) which ruined many older houses and caused people to build new flats usually in more urbanized areas. We can see the same process within the municipality. Tolmin and some villages near it are in the small basin where land is flat, communications relatively good and have some industry. This is also a regional commercial and administrative center with all the social facilities. Because of that, we see the trend of growing population in this part of municipality on behalf of other villages. We can observe different patterns of development in those villages. Part of them with good potential for agricultural development show small decline in population. Villages with worse communications and villages, which are more remote, have very big decline in population; there is even a village without population. Many houses are empty or transformed in secondary houses. This population development has great impact on landscape. From the point of view of landscape ecology, the matrix changed from agricultural and pasture to forest.

We can easily see that the slope areas are all covert with forest and that agricultural land near villages is much smaller than use to be. In next two pictures this change is visible near the city of Tolmin.



Tolmin around 1930/Tolmin um 1930



Tolmin 2017

As we mentioned before the other trend is fast growing tourism in municipality. In municipality of Tolmin are present three main types of tourism:

- Sport tourism specially fishing, kayaking, cycling, hiking and paragliding. People, which participate in this type of tourism, prefer clean nature and organized sport resources.
- Big festivals in Tolmin near river Soča include a lot of fun and many people.
- Discoveries, which include enjoying natural and cultural monuments in a small group of people.

15 Miran Drole, MSc., Municipality of Tolmin/SI

We can see that demands for this types of tourism are different and in contradictions. Especially the individual tourism and family tourism can be endangered with other types, which are noisy or include many people. Local tourist organization is evidencing number of tourists in Tolmin’ s most important sight of nature – The Tolmin Gorges. The number of visitors in year 2006 was 12.356; in 2016, it enlarged to 42.068. Because people come here to enjoy nature it is important the daily number of tourists. Daily number of visitors was 351 per day in year 2006, in year 2016 it reached 1.215. In the peak season, the gorges are too crowded, people cannot enjoy the beauty of nature and have problems reaching the entrance and finding the parking spot. This development means the investments of community into road and parking facilities, building new entrance and modernizing the paths in the gorges.

Similar growing is in the number of festivals in Tolmin. In the start, there were only two festivals with ten days of music. In year, 2017 number of festival was eight, number of days with music was 32 and number of daily visitors of the most popular festival was 14.000. Problems, which arose from this development, are noise, crowds in the city and near the river.

What is the answer to this development in Alps and consequently in municipality of Tolmin is not clear. On the local level, we need an agreement, which can answer to contradistinctions between different types of tourism. This is only part of the solution; more work must be done on finding solutions for stopping the emigration on one side and to regulate the number of tourist coming to the area. The last is important to prevent the environment and to fulfill the expectations of people.

# DEMOGRAPHIC CHANGES IN THE ALPS

## BETWEEN GROWTH, DECREASE AND ACCESSIBILITY

by Marianna Elmi<sup>16</sup>

Demographic change is one of the main drivers shaping the present and future of the Alps; it is a complex dynamic, linked not only to the mere changes in the quantitative composition of the Alpine population, but strongly connected with the situation of the Alpine labour market and education as well as other related issues such as, for example, public services and accessibility.

In 2015 a very comprehensive overview on the demographic situation in the Alps and its evolution in the last decades was carried out by the Alpine Convention ad-hoc Working Group for the Elaboration of the Fifth Report on the State of the Alps (RSA 5). Among the most interesting conclusion drawn by the report, the following can be highlighted:

- *Growth and decrease coexist*; the Alps are characterised by a coexistence of areas that are gaining population and are demographically growing with other more remote areas that are still losing inhabitants.

- *Accessibility matters*: the Alpine population tends to concentrate – and further grow – in the most accessible areas, close to the main transport axes and in the valleys close to urban centres.
- *The Alps are ageing*: the Alpine population tends – with the exception of Switzerland and France – to be older than its national counterpart. In some Alpine countries such as Italy, Germany and the Principality of Monaco, nearly one inhabitant out of five is more than 65 years old.
- *Labour market*: there is no strong evidence of what could be called an “Alpine labour market”. Instead, employment rates are influenced by the single situations at national level.

In conclusion, demographic change is already shaping the Alpine population of the future, both on a quantitative and qualitative level. An effective planning of policies, services and infrastructures which can guarantee a high quality of life to all Alpine inhabitants has to take in consideration its impacts accordingly.

<sup>16</sup> Marianna Elmi, Deputy General Secretary, Permanent Secretariat of the Alpine Convention, Innsbruck/A

# ALPWIL – MAKING REGIONAL DEVELOPMENT FIT FOR THE FUTURE

## AN INTERACTIVE CASE STUDY

by **Barbara Wülser**<sup>17</sup>

Conflicts arise whenever different needs cannot be taken into account sufficiently when important decisions are to be made. This can happen during the course of any planning process. Participatory decision-making processes strive towards balanced decisions and give conflicts space. Thus, they motivate actors towards finding mutually feasible solutions by becoming familiar with each other and learning to respect one another's (different) needs from the get go. Actors namely often tend to change their opinions when ideas and opinions are exchanged. Consequently, initial positions become less rigid and a path can be paved towards new solutions.

in a mock performance of how a spatial planning process revolving around a traffic-related issue might look like. The participants were assigned various previously determined roles and asked to assess the presented suggestions for solutions from their respective perspectives.

The audience either approved or rejected each proposal anonymously by humming. The "satisfaction factor" was determined with balloons of different colours. The higher they rose, the higher was the level of general approval. The main story, narrated during the interactive presentation conceived by contributors to the website [alpMonitor.cipra.org](http://alpMonitor.cipra.org), revolved around a fictional Alpine municipality by the name of Alpwil.



Balloons were used to determine the level of approval or rejection among the audience concerning proposed solutions.  
© Caroline Begle / CIPRA International

The aim of the interactive case Study "Alpwil – Making Regional Development Fit for The Future" presented and performed during the CIPRA Annual Conference 2017 was to show the participants how to experience different viewpoints and become aware of the long-term effects of spatial-planning-related decisions. Representatives of CIPRA and the participants engaged

In recent years, Alpwil became a popular residence for people that work in a nearby city. As a consequence, the municipality faces new challenges in the shape of commuter traffic, shortage of space, and conflicts. Its Mayor, Stefan Willberger, examines different solution options.

## Bypass

At first, he considers the construction of a bypass with a tunnel to be the best choice. The municipality commissions expert civil engineers to work on the project. The cost for a bypass road with a four-kilometre tunnel would tally at approximately 200 million Euro. For the same amount, Alpwil could build ten new indoor swimming pools or school buildings respectively.

The participants were given the opportunity to vote on the proposal to acquire an investment loan for the bypass. The outcome was a resounding rejection. This particular storyline was then narrated until the end to reveal what would have followed if the proposal would have been approved.

After the construction works begin, Elizabeth Keller – a concerned citizen – files a formal complaint with the Mayor's Office. She airs her grievances about the unbearable construction noise, about the chandelier on her living room ceiling rattling incessantly, and about the fact that the washing she hangs out to dry is constantly dirty due to the polluted air. After the works are completed, the village is almost free of any motorized traffic whatsoever. The centre resembles a ghost town, the shops are closing, and there is no money left to build a new school building. Now, the traffic congests in the adjacent town. Fortunately, this scenario doesn't unfold as Mayor Willberger respects the will of the public and decides to weigh other options.

## Prohibitions

The Mayor sets up prohibition signs in the village centre. Suddenly, the local newspaper is overwhelmed with letters to the editor.

The participants were asked the following question: Would you either write a letter in favour of or against a traffic ban in the village centre? A small majority stated that they would write a letter campaigning for a traffic ban. The storyline was narrated until the end in this case as well.

The traffic moves to other parts of the town leaving the inhabitants irate. Luckily, Mayor Willberger analysed this option carefully before he acted and decided to discard it.

## Public Participation

The municipal authorities call upon planning and public participation experts for help. Together with members of the local community, they reach a consensus regarding the approach and the priorities. What can they realize with limited financial means? What are their medium-term and long-term goals?

A vast majority of the participants has shown interest in actively engaging in such a process. The story then slowly began to reach its finale.

Members of the community actively participating in the decision-making process come up with various suggestions, debate on common needs and open questions, and discuss different points of view. Most of them share the following belief: "A lively village without traffic chaos would be marvellous!" They all agree that motorized traffic should be banned from the town centre.

The participants were asked the following question: "Do you agree with the proposal to ban all motorized traffic from the centre of Alpwil?" The YES!-movement won, albeit by a small margin. However, new issues were lurking behind the corner.

"Objection!" shouts butcher Klingel. He needs parking spaces for his customers. Mrs. Engel, the local kindergarten teacher, raises her voice in protest. She namely fears for the safety of the children. Well, it is time to get back to the drawing board and negotiate, plan, and discard anew. Finally, a compromise solution clears and calms the air. The kindergarten is moved to the new school building, the construction of which is made possible due to financial means from a healthy municipal budget. The balanced architectural and supporting steering measures turn the centre – once plagued by traffic – into a vibrant place. The Alpwilians invite the inhabitants of the surrounding communities to attend the festivities dedicated to the inauguration of the new infrastructure. As prime examples usually do, the ways of the people of Alpwil light a spark in their neighbours, who decide to give the participatory decision-making process a chance themselves.

<sup>17</sup> Barbara Wülser, Co-Director CIPRA International, Schaan/FL



EXCURSION 1  
„SCENE INVESTIGATION: MULTIFUNCTIONAL AGGLOMERATION“

TO THE NORTH CHAIN  
(SEEGRUBE AND HAFELEKAR)

by Martin Sailer<sup>18</sup>

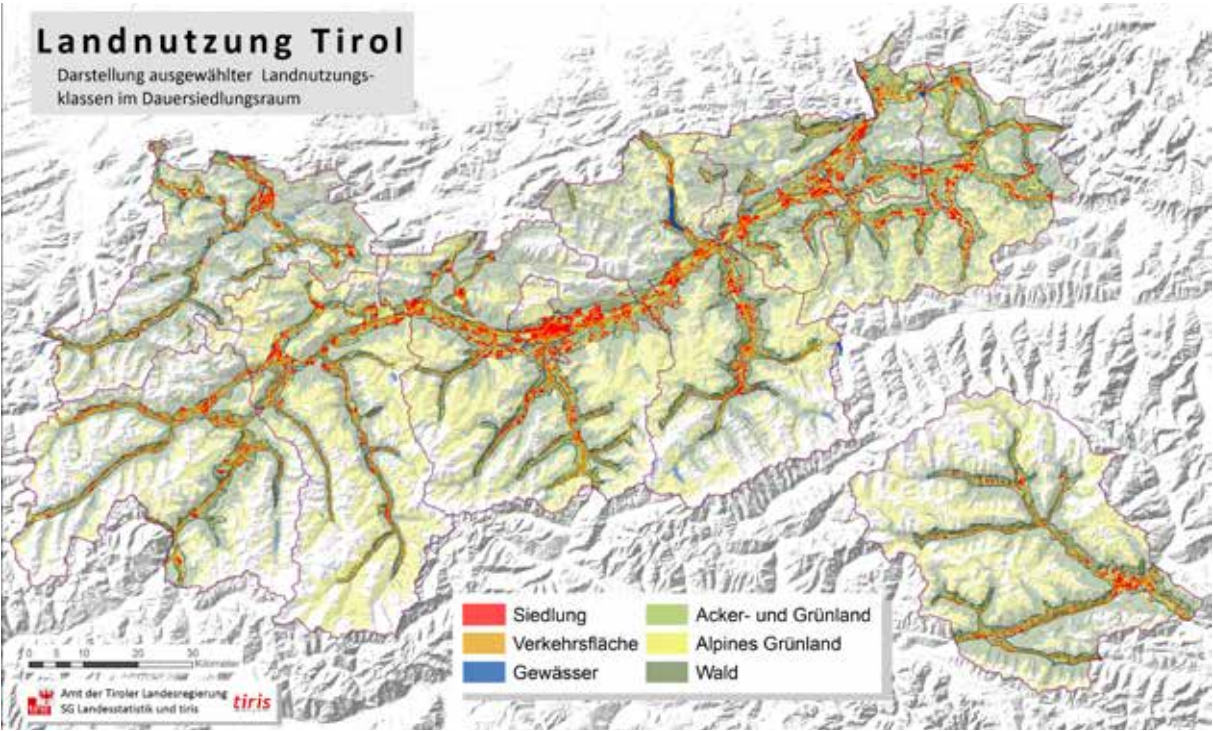
Ascent via the Hungerburgbahn Railway (established in 1928 and modernized in 2006) from Innsbruck Station (560 m a.s.l.) to Hungerburg Station (868 m a.s.l.), along the Nordkettenbahn Railway to Seegrube Station (1.905 m - scenic overview), all the way to Hafelekars Station (2.269 m a.s.l. – with a majestic view across the Karwendel Alpine Park).

View from the Seegrube Station Across the Area

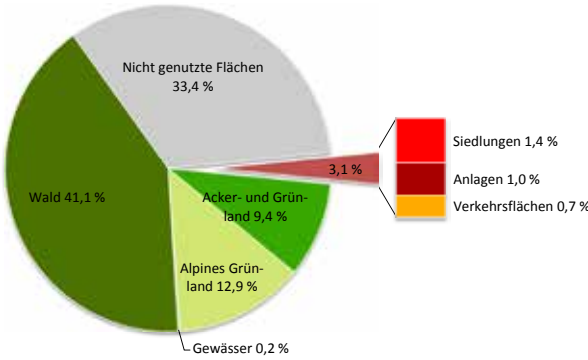
History

Tyrol is also referred to as “The Land in the Mountains” (Das Land im Gebirg) since over a third of the territory lies more than 2.000 m above sea level. About a Crown land with an Imperial Capital (the role was assigned to the Tyrolean capital of Innsbruck and Vienna during the times of the Austrian Empire). At the beginning of the 16th century, Tyrol had great economic importance – among other things – due to its silver mining industry. Schwaz, for example, was once hailed as the second largest city of the Austrian Empire. What

followed was the decline of the region to the level of a peripheral province, which then gradually gained small momentum once again during the mid-1800s. This was mainly due to the construction of the Arlberg Railway and the establishment of a railway connection with Bolzano across the Brenner Pass. Approximately 150 years ago, the newly incepted infrastructure lit the spark for the development of industry and tourism. Then, the “Seminal Catastrophe” in the shape of World War I (1914 – 1918) leading to the secession of South Tyrol (Südtirol) and Trentino (Welschtirol) shook the grounds of the land to the core anew. The repercussions (no reunification) lingered above it even long after the end of World War II. A steady upturn began during the 1960s (e. g. with the Winter Olympics, hosted by Innsbruck in 1964 and 1976). Today, tourism represents an important economic pillar. For example, the region recorded no less than 20.8 million overnight stays during the summer and approximately 26.5 million in winter during the 2016/17 season. Other important progress factors are new industrial and business locations and the re-emergence of established ones on the wings of global brands such as Swarovski or Sandoz in Kundl. The first Winter Olympics hosted by the region in 1964 rang in the expansion of



<sup>18</sup> Martin Sailer works for the Office of Tyrolean Regional Government as a regional development expert.



the roadway network with the construction of the Inn Valley and Brenner Pass Motorway to Modena (expanded from the Brenner Pass after 1971 and proceeding across the Europa Bridge (Europabrücke), built between 1959 and 1963) and the Arlberg Road Tunnel (1978). The monumental network of high-end roads was completed in 2000 with the establishment of the Upper Rhine Valley (Oberinntal) – Ast Fließ transport hub. Furthermore, Innsbruck airport was relocated to the western part of the city. Current railway projects, such as the Lower Inn Valley Route (TEN axis Berlin–Palermo) or the Brenner Base Tunnel have either recently been finished or are scheduled to be completed in the very near future. The Brenner Base Tunnel Project is currently still in the transitional phase due to a lack of access routes in Germany and Italy and due to pending measures for traffic relief across the Fern Pass route. The period around World War II marked a boost in the hydropower-infrastructure-field with gigantic storage power plants making their way to the Ziller Valley (Zillertal), Kühtai, and the Kauner Valley (Kaunertal). Additional large-scale storage power plants are either in the process of planning or subject to approval procedures as they are scheduled to start operating in the very near future.

Key Spatial Development and Land Use Data (tiris)

Approximately 87 % of Tyrol’s total area (spread across 12.647 km²) consists of rock surfaces, frozen surfaces, wooded areas, and Alpine grassland (alps), which are not permanently inhabitable. These parts also represent a major part of the region’s protected land, such as nature preserves, protected landscapes, rest areas, and the High Tauern (Hohe Tauern) National Park. Approximately 41 % of the state is covered with forests. Estimates suggest that the upper Alpine treeline could rise up to 300 m until the year 2050 due to climate change. Presently, only about 22 % of accessible land is used as farmland. Some 50 years ago, the share was almost twice as high. More than 50 % of the region is covered by alpine grassland. The alps and the mountainous areas are characterized by overlapping cultural and natural landscapes. Only about 10 % of the region’s total area are used for intensive agriculture with grassland representing the ab-

solute largest share of cultivated land. The ratio between settlement and traffic areas (without infrastructure) on one hand and intensively cultivated arable land areas on the other is 1:3. However, constructed areas already prevail in certain densely populated municipalities. Of the approximately 3.1 % of highly intensively used land, 40 % represent settlement areas, 26 % traffic areas, and 34 % technical infrastructure and sports facilities (incl. ski resorts and golf courses).

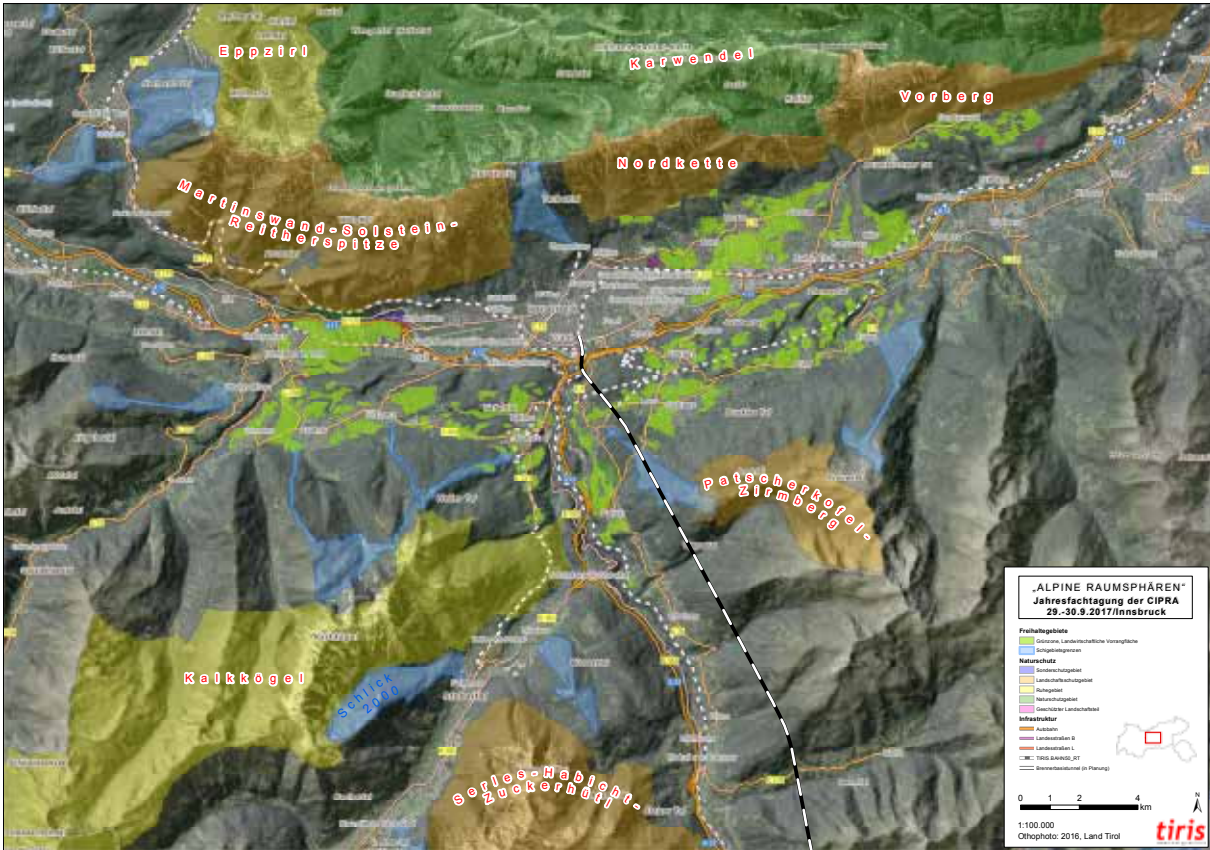
„A Geological View From the Seegrube Station“

„The Inn Valley is where Europe meets Africa“ (Inn Valley disturbance or Inntalstörung). The Inn Valley is filled with abundant sedimentation. The “Seegrube” observation point lies in the Northern Limestone Alps (Nördliche Kalkalpen). From there – looking in the north-easternmost direction –, one can see the Kuhjoch section of Karwendel Mountain, particularly the “Golden Nail” (Goldener Nagel) – a globally recognized reference point marking the transition between geologic periods from Trias to Jura approximately 200 million years ago. Looking to the south-east, one can behold the geologically captivating Tauern Window (Tauernfenster), which spreads across the states of Tyrol, Salzburg, Carinthia, and the province of South Tyrol. Its rocks represent the foundation of the Zillertal Alps, the Tux Alps, and the High Tauern (Hohe Tauern) mountain range. The highest summit visible from Seegrube Station is the glaciated Olperer Peak (3.476 m). The mountain range, of which it is part, is characterized by deep Alpine surface systems (gneiss cores and schistose shells), which were obducted during the orogeny phase (propulsive force of the continental drift) during the Cretaceous period approximately 70 million years ago. The geology of the Brenner fault zone is rather complicated (Brenner–Mesozoic) due to its base of overprinted sedimentary rocks. The Patscherkofel Mountain (2.246 m) is made of Innsbruck Quarzphyllite. The rock formation spreads from the Tyrol Wipp Valley (Tiroler Wipptal) in the north, across the Ziller Valley (Zillertal), and all the way to Salzach Valley (Salzachtal) in the state of Salzburg. South-westwards, one can see the massive Ötz-Valley-Stubai (Ötztal-Stubai) crystalline ranging from the Brenner line all the way to the Engadine strip to the far west. The highest summit visible from this vantage point is the Habicht Peak (3.277m). The Inn Valley (Inntal) is also characterised by terraces formed during the Ice Age as well as majestic alluvial fans along the Sill River to the south and across the Hall Valley (Halltal) to the north.

Interessantes Detail

Beim Bau des Schutzdamms hinter der Seegrube wurde bereits auf 1.900 m Seehöhe Permafrost festgestellt.





#### Notes About the Map

##### Regional Development (Regional State Legislation)

###### Agricultural Land

Land reserved for agricultural purposes exclusively. Municipalities are prohibited from establishing building plots on such land. However, agricultural infrastructure and farm buildings may be constructed on it. However, exceptions to this rule are possible under specific conditions for the purposes of undertaking important projects by municipalities (e.g. construction of school buildings) or regions (e.g. establishment of a regional commercial/industrial area). The regulations do not concern the management and taxation of agricultural land.

###### Ski Area Boundaries

Changes to the slopes, resort infrastructure, etc. for the purpose of increasing the quality thereof are allowed only within the limits of set boundaries. Expansions of ski area boundaries, particularly for the purpose of connecting adjacent ski areas, are possible under specific conditions and based on strict criteria. New ski areas may currently not be established anywhere within the borders of the state. A special regional management and development programme is in place for glacial areas.

##### Nature Protection (Regional State Legislation)

###### Special Protection Area

Special protected areas are areas considered as significant for scientific purposes. Any interventions in such areas are strictly prohibited. Exceptions may apply only for the purpose of scientific research, usual agricultural use and forestry, as well as for game keeping and fishery-related purposes of significant importance.

###### Protected Landscape

Protected landscapes are considered as areas of pristine nature and beauty. Construction of buildings and roads or any changes to the terrain etc. must be approved by the competent state nature conservation authority.

###### Rest Area

Rest areas are areas considered as significant for recreation and relaxation. Constructing roads, noisy infrastructure, aerial cableways, or landing spots for any kinds of aircraft, and any form of generation of considerable noise is strictly prohibited. Exceptions may apply only for the purpose of providing supplies to remote locations such as alps or mountain shelters, for the purpose of scientific research, and for the purposes of storage power plant construction (e.g. construction of a planned pumped-storage plant in Kühtai).

###### Nature Preserve

Nature preserves are areas considered as areas of great diversity of plants and animals and as habitats of rare or endangered species of flora and fauna. Constructing buildings and roads, changing the terrain, or any form of generating excessive noise is strictly prohibited. Exceptions may apply only for the purpose of scientific research, usual agricultural use and forestry, as well as for game keeping and fishery-related purposes of significant importance.

###### Protected Territory

Protected territories are areas of significant importance for the protection of nature and the local climate, for the protection of the local flora and fauna, as well as for preserving the beauty of the local scenery. Restrictions (e.g. concerning the building of various kinds of infrastructure) depend on the level and purpose of protection.

###### Nature Park

Areas can be declared as nature parks if they are accessible to the general public and of significant importance for the purpose of leisure in pristine nature as well as for the purpose of disseminating knowledge.

## EXCURSION I “ON-SITE INSPECTION OF A MULTIFUNCTIONAL URBAN CENTRE”

# THE INNSBRUCK CONURBATION, THE INN VALLEY AND THE WIPP VALLEY FROM A BIRD’S-EYE VIEW

by Martin Schönherr<sup>19</sup>

On the site of the excursion

21 22

### Introductory remarks

An architect naturally approaches the observation of space in a different way than experts trained in the areas of biology, geography, natural resources and life sciences. Architecture is about the built environment and architects thus seem to focus on construction activity and/or the landscape as a “base” for this very construction activity. However, this impression does not entirely reflect how architects perceive landscape and the conclusions they draw from it. To them, landscape does not constitute the background of construction activity. It already constitutes architecture when it is observed by itself, a sequence of spaces that people *stride through*<sup>20</sup> and which thus permit them to experience an architectural space or at least have a three-dimensional experience. However, landscape can be creatively elevated by human design and thus gain a stronger identity. This is also why landscape protection per se is not a self-evident option for architects, but only gains a deeper meaning if it allows the preservation and, if need be, the artificial reinforcement of experiences of space.

The Hafelekarspitze mountaintop in the Nordkette range is well-suited as an observation point in the sense outlined above. On the one hand, it is an element of the cityscape of Innsbruck. The historic Brenner route that continues via Wilten Abbey via Leopoldstraße and Herzog-Friedrich-Straße and the *Goldenes Dachl* (Golden Roof) is absorbed by this mountain front. At the same time, this fully urbanised space is limited by its opposite, the Karwendel nature park. Moreover, from this mountaintop, one has a comprehensive view over the extended urban area that includes the terraces in the south of Innsbruck. You can also see the Inn valley between Kempten and Schwaz. Moreover, the Hafelekar itself has been creatively elevated, in the sense of the introductory remarks, through the intervention of an architect. Still, I would advise every participant on the excursion to also visit the Patscherkofel mountaintop in the morning. From there, with the sun on your back, you get a good overview of the terraces, the city of Innsbruck and the valley from Telfs to Kufstein.



View of the urban centre of Innsbruck, from the Hafelekar mountaintop. To the right of the image centre is the upper station of the cable car planned by architect Franz Baumann, and next to it the laboratory for research on cosmic rays that was commissioned by professor V.F. Hess<sup>21</sup>. Nearby, you can see the Geierwally hut<sup>22</sup>, that repeatedly served as a movie set. Photo: M. Schönherr

In this respect, architects see landscape not as a set theory that distinguishes between natural and human elements, but as a holistic object in which added features can also be an integral part of the landscape.

### Urbanisation versus preservation of the village

The term village is often used with a strong ideological connotation. For architects, a village is a structure that has grown out of economic (farming) needs, with growth having always been immediately linked to the locally available resources, people thus continuously striving for

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<sup>20</sup> Gerstel Leopold: Das Durchschreiten der Stadt, ein surreales Erlebnis (Striding through the city, a surreal experience), Institut für Wohnbau, TU Wien, Prolegomena 1979

<sup>21</sup> [https://de.wikipedia.org/wiki/Victor\\_Franz\\_Hess](https://de.wikipedia.org/wiki/Victor_Franz_Hess)

<sup>22</sup> <https://blog.innsbruck.info/de/kunst-kultur/die-neue-geierwallyhutte/>



a balance on the smallest territorial area. The space created on the basis of this economic approach is generally a fairly densely constructed settlement which, however, differs from cities on an absolute scale (i.e. in the overall number of people living there). Greening is not an imperative feature of the village, but due to its size, the countryside is close. This is the architects' image of a village. This spatial development results in the closeness of its inhabitants. Linked to this is a feeling of familiarity that is both positive (the past idyll of a lost home) and negative (rural constriction due to social control by neighbours). Although the image described is a familiar one in the formerly rural municipalities that form part of the urban centre of Innsbruck, it is seen as having become outdated owing to the passage of time. It only surfaces in a few planning measures, mostly in the village centre, as a quotation so to speak. As of the 1970s, the image was generally replaced by detached houses with a garden as the (seemingly) typical element of our villages. This entails that those who talk about preserving the village are mostly of the opinion that we should continue to build detached houses on 500-700 m<sup>2</sup> in order to preserve the anonymity of big cities in the immediate neighbourhood.

With that in mind, we selected the municipality of Aldrans, a municipality immediately bordering Innsbruck, as a showcase. It is around a 30-minute walk from the built-up city border and, in the past 40 years, has changed from a farming village to a commuter community. Like in many other neighbouring municipalities, it has preserved an agricultural core that maintains traditional village life, special interest groups and clubs. However, the latter has been overlaid with the majority of the population, whose centre of life, in purely arithmetic terms, lies somewhere on the way between Aldrans and their respective workplace (in Innsbruck or the Inn valley). The detached houses in Aldrans were mainly built at a time when people still requested around 1,000 m<sup>2</sup> building land for a detached house (!). In the meantime, the generational shift also led to an adaptation to the needs of the times.

This means that the detached homes built there between 1960 and 1990 are being progressively transformed into constructions that provide an economical use of land: small housing complexes with 5-10 apartments. It is not difficult to imagine what will happen if, instead of an average of 3-4 people, there are suddenly up to 30 people who live on such a plot.

As Aldrans shows, this can have precarious consequences for the communities concerned. When Aldrans opened the newly-built kindergarten, it was already too small. What can a municipality do in order to take the lead if the reserves of building land easily allow for nearly a doubling<sup>23</sup> of the present population, and the rezoning

23 According to the building land balance from 31/12/2016, Aldrans has about 10.5 hectares of reserves in building land. Aldrans had around 1,900 inhabitants in 1996, about 2,000 in 2006 and about 2,650 in 2017. This is an increase of 750 inhabitants in 20 years. 10.5 hectares of reserves of building

of reserves of building land<sup>24</sup> in the municipal land use plan (*Flächenwidmungsplan*) is not an option?

In Aldrans, it was decided to introduce building regulations in the local spatial planning concept (*örtliches Raumordnungskonzept*) that partially ban the economic use of building land. Since it was not the land use density that was limited in an extreme way, but the absolute floor space on a given plot, this did not contradict the Tyrolean Spatial Planning Act (TROG).

If somebody owns a building plot with e.g. 2,000 m<sup>2</sup>, they can only build a house with a floor space of 150 m<sup>2</sup> on it. However, this also means that a floor space of 1,500 m<sup>2</sup> could be realised on the above-mentioned building plot if the property were divided into 10 individual plots beforehand. This would then be a moderately economic use of soil and the small-scale structure of the buildings would be maintained. The coming years will show which experiences will result from these compromises. It is also not clear whether this measure will succeed in exerting downward pressure on rising prices for land, which so far have been increasing sharply because of the increased attractiveness for private property developers.

Moreover, the following development rules (*Bebauungsregeln*) are defined for all development areas (*bauliche Entwicklungsflächen*) for which no building scheme (*Bebauungsplan BI*) has to be drawn up. The construction height is set at a maximum wall height of 8 m for the sides of the eaves (TR), valley (TA) and road (ST). The height of the walls is to be calculated from the lowest point at which the future building intersects the land after its construction. For future construction projects, the construction height is limited by the highest point of building (HG), at a maximum of 9.0 m for even plots and a maximum of 10.5 m on slopes. Moreover, a progressive regulation for the maximum construction height is to be set for building plots on slopes if necessary. Moreover, the admissible change of the terrain is set at 1.5 m. D2 has a floor space density (*Nutzflächendichte*) of

land are enough for about 530 inhabitants, if detached houses are built on plots of about 400 m<sup>2</sup>, rather than buildings which house more people. If the increasing share of infill developments (additional floors for detached houses etc., small residential complexes) is taken into account, it can be assumed that the existing reserves of building land will, in any case, suffice for more than twice the legal planning period (10 years) of the local spatial planning concept..

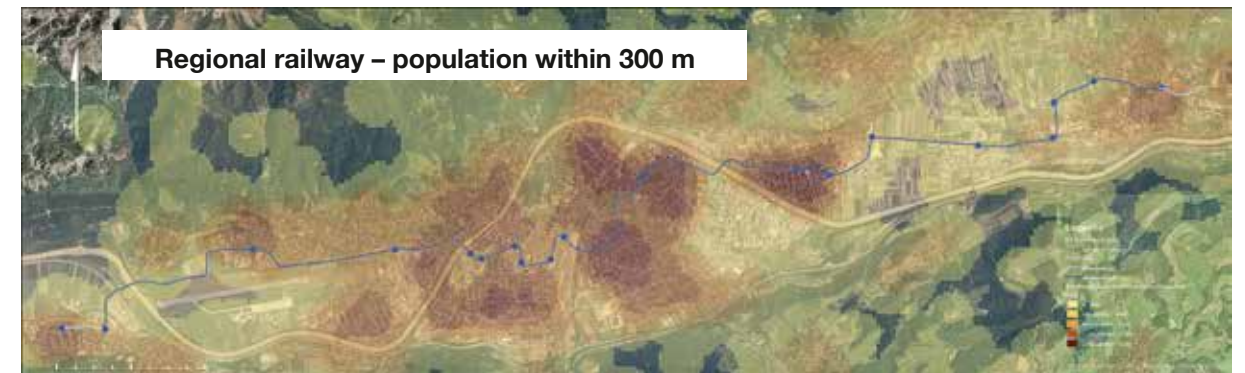
24 Duty to compensate in case of the rezoning of building land: the municipality, upon request, has to replace the pecuniary prejudice that immediately results from the site preparation of the plot concerned if the rezoning has resulted in preventing concrete construction. However, this only includes any losses in the value of the plot that have resulted from the rezoning of the plot if the interest warranting protection outweighs the opposing public interest. This in particular applies in the case of unlimited suitability as building land and the presence of a "special sacrifice" (Source: Tyrolean Spatial Planning Act (TROG) manuscript of the Department on Building and Spatial Planning Law (Abteilung Bau- und Raumordnungsrecht), on the 2011 amendment).

a maximum of **0.40**. For the land that is to be developed with a higher density, called D3, the floor space density was set at **0.50**. Moreover, the maximum floor space per building plot is set at **150 m<sup>2</sup>**.

Extract from the current decree on the local spatial planning concept of the municipality of Aldrans. The upper limits depicted in red only concern areas of a total of around 4 hectares, whereas the rest of the municipal territory is categorised as D1 (density zone 1) and thus has a maximum construction density (*Bebauungsdichte*) of 0.3 and a maximum structural volume density (*Baumassendichte*) of 1.35. Altogether, the density regulation is very unclear, which is due to the fact that the municipality does not want to limit local inhabitants in their construction needs and that it is very much aware that an additional floor on a detached house will result in the same density as a small housing complex.

## Movements in urban space

The inhabitants of the urban area of Innsbruck think in an urban way. They strive to send their children to schools whose curriculums and teachers seem fitting (school districts are seen as a relic). Social contacts are composed of a variety of people who came from living environments that have changed as a result of several moves. Something similar happens in the special interest groups and clubs, where a person, for example, participates in the village life of village A, although he or she lives in village B. And people shop somewhere on the way. These are just a few examples.



Extract from the measures study on the regional railway: the depiction of the population density was based on residence data that were then located in clusters. For further information, see the article "Orientierung der räumlichen Entwicklung an der Bevölkerungsverteilung" (Orientation of spatial development in the distribution of the population), 2013 ([https://www.tirol.gv.at/fileadmin/themen/landesentwicklung/raumordnung/downloads/Fachliche\\_Grundlagen/Bevoelkerungsverteilung\\_in\\_Tirol.pdf](https://www.tirol.gv.at/fileadmin/themen/landesentwicklung/raumordnung/downloads/Fachliche_Grundlagen/Bevoelkerungsverteilung_in_Tirol.pdf))

All of this results in movement patterns that no longer only extend to the city of Innsbruck itself, with its size of about 10 to 3 km. The area has instead grown to encompass about 60 to 10 km. For both the public and individuals, the means and time spent on journeys roughly increases by the square of the area. Although it currently looks as though this development could, from a technological point of view, easily be covered by car transport, the limits have now become clearly visible. Reference should be made to the problem areas of air pollution (*Luftreinhaltegebiet*) and noise pollution (*Lärmkataster*). Another aspect that has so far been neglected in the planning decisions on a municipal level is the excessively

high amount of energy and time required for this spatial structure and the individual mobility necessary for this lifestyle. Moreover, car mobility is supported by a continuation of the current land-intensive spatial development, which makes future solutions even more difficult. Changes encounter intense opposition, which is why only individual measures can be taken, although these are committed to a bigger picture. However, their development and continuation are constantly sabotaged and overlaid by contrary measures.

From 2005-2007, the Province of Tyrol and the City of Innsbruck initiated the development of an urban tram network, as the backbone of a more clearly defined spatial development in the future, and as a high-capacity alternative for journeys in the high-density agglomeration<sup>25</sup>. This project was preceded by individual case studies, because decision-makers suspected which mistake had been made with the suspension of the tram to Hall in Tirol in 1974.

The "regional railway" project that is currently being realised, whose extension beyond Völs and Rum, however, is still uncertain, was obtained in numerous coordination meetings. In the beginning, it was very difficult to apply arguments of spatial planning to the choice of the railway route. In 2006, the claim that a public means of transport ought to run where most people live and work still met with a lack of understanding. Back then, the approach was that such means of transport ought to run

25 The measures study for a regional railway (Maßnahmenstudie Regionalbahn (Völs-Hall)) by the Transport Planning Department (that is no longer a department of its own, but part of the Road Building Department) also includes a final report on spatial planning (Schlussbericht Raumplanung, Martin Schönherr, Amt der Tiroler Landesregierung, Raumordnung-Statistik, 17.4.2007). This report encompasses analyses of the densities of the population and workplaces and public institutions within walking distance of the planned stops, recommendations for securing the railway line, and recommendations for improved passenger access to the stops. Moreover, the chronological part of the report documents the comparison of various solutions and alternative proposals by the Spatial Planning Department and proposals for the design of the syndicate agreement. Finally, a site analysis was performed for the then-known alternatives for the company's maintenance and storage facilities.



where it least disrupted individual transport and sometimes far from any settlement (which, in turn, would have meant that all passengers without a car would have been excluded from its use). Moreover, back then, the loss of capacity of a transport route was not calculated in people per hour, but in vehicles per hour. This meant, for example, that a tram in front of a traffic light resulted in a loss of capacity for passing vehicles, because the tram passengers were not seen as relevant. With a lot of work, it was possible to invalidate this misconception. Today, the project operators actually use the very points that were met with such opposition in the past as arguments in favour of the tram. However, a limitation of motorised individual transport in favour of public transport has been tackled only selectively. The tram only rarely has its own track, and priority at traffic lights is just as rare. Whether the selected route, which as such was well chosen, can be perceived as a long-term success by its users not least depends on a stronger commitment to public transport, which is still necessary, and a housing policy that orients itself exclusively next to such routes.

In this respect, I would like to bring to mind the following key sentence from the measures study: *“It all boils down to bringing the new means of transport to where people live or spend their leisure time, now and in the future. To achieve this, regional railway route detours must be accepted if necessary. This will not increase travelling time, because the journeys to the stations are shortened.”*

### Architectural density in urban space

From a historical point of view, Tyrol is a mining country<sup>26</sup>. While places like Schwaz or Kitzbühel may be most familiar to people in this respect, mining is evident in the urban area along the Nordkette and Karwendel mountain ranges, and characterised the appearance and spatial development of the north of the city. Even a long time after mining as such had ended, the breccia quarries on the then still mostly non-wooded Hungerburg plateau were an essential spatial characteristic at the foot of the Nordkette. Accordingly, the historic building structure in the surrounding Hötting, Mühldorf and Arzl districts, and also along the old Sill canal (Wilten and Allerheiligen districts) is characterised by settlements that have been growing over a long period of time, with a high density and pre-industrial features.

In this sense, we can speak of a long tradition of a high-density urban development in Innsbruck. This development was later continued by the apartment buildings in the Saggen, Pradl and Wilten districts. The view of the city from the Hafelekarr shows the high densification and the sparse greening of the public urban space in these districts. However, the mountains repeatedly optically extend into the roads, and many roads in Innsbruck could also be named after their orientation in the land-

<sup>26</sup> See also Sailer (in this book) for geological background.

scape (e.g. Museumstraße, Hechenberg-Largoz-Straße, etc.). The buildings in Innsbruck thus formed distinctly closed street spaces until the Second World War. However, in the post-war period, space was dissolved into individual objects. This is probably also in part due to the interpretation of the concepts of the Athens Charter<sup>27</sup>, which is now deemed incorrect by today's standards. With the Reichenau district and the Olympic village, Innsbruck now encompasses large districts that were formed in this spirit. They feature strong greening (while at the same time lacking private greenery that is isolated from urban noise), mostly individual buildings or ribbon developments, that add only little to the quality of the public street areas.

Recently, refill development and conversions have taken place in such areas. I would like to highlight two objects: In the area between the Saggen and Reichenau districts, the old, bleak “Sillblock” building was replaced by a new, moderately open apartment building. The building planned by the Schenker-Salvi-Weber architectural office<sup>28</sup> is a smart, modern interpretation of a block of flats next to a road, which on the one hand solves the problem of lighting in the corners of the block of flats and, on the other hand, is consistently built with a raised ground floor. This feature has increasingly been forgotten in the past few years and would be necessary in urban spaces in particular to ensure a good quality of life in ground floor flats next to roads with a high volume of traffic.



The road side of the block of flats in the Sebastian-Scheel-Straße, viewed from the southwest, shows the clear definition of road space with well-usable loggias for the inhabitants and a raised ground floor, at a distance of more than 2 m (height of the window breast) from the road. Photo: M. Schönherr

<sup>27</sup> See [https://de.wikipedia.org/wiki/Charta\\_von\\_Athen\\_\(CIAM\)](https://de.wikipedia.org/wiki/Charta_von_Athen_(CIAM)), featuring premises such as “Open spaces need to be assigned to the residential areas and incorporated into the city as a whole as leisure facilities”, or “Periphery: satellite cities with a purely residential function, embedded in green belts”, and some provisions which were disregarded, such as “The architectonic works need to be preserved – individually or as a city ensemble.”.

<sup>28</sup> Planning documents and photos are available at <https://www.nextroom.at/building.php?id=36996> and <http://www.architekturwettbewerb.at/competition.php?id=913&cid=8280>.

The Bienerstrasse refill development is currently under construction. It encompasses three hexagonal buildings with 7-9 floors that are being inserted next to three 12-floor high-rise buildings which are placed close to one another, and the railway viaduct. Through their polygonal form, the passive buildings planned by architect Peter Larcher<sup>29</sup> should avoid being too close to existing buildings and, at the same time, ensure visual connections with the surroundings. Whether this design is indeed fitting for a railway line with heavy traffic (this is where the future Saggen railway station will be located) and how it can be shown that the buildings are lighted in line with OIB regulations<sup>30</sup>, is an interesting issue that still remains to be clarified (or hopefully has been clarified during the construction negotiations). The jury protocol says that they were aware of the problems, but decided against structural emission control in favour of more sunlight. At the moment, the buildings (which are under construction) still seem quite massive.



One can accuse this picture of being biased. However, its idea is to transmit the massive spatial impression that can also be perceived on site. However, we can only really judge the situation after the construction has been finished (the picture was taken in winter 2017/18); for a lot depends on the future façades of the buildings. The reflection of sunlight on the surfaces is particularly important in such a situation and can scarcely be perceived in a building shell. However, it is a fact that while the passage of light is blocked in many spots, traffic noise can pass. It must be noted that a noise control structure already partially exists at the railway viaduct. A raised ground floor is discernible in these buildings as well. Photo: M. Schönherr

<sup>29</sup> Planning documents and photos are available at <http://www.architekturwettbewerb.at/competition.php?id=1499&cid=15894>.

<sup>30</sup> Directive n° 3 of the Austrian Institute for Construction Engineering (OIB). “Light must enter in sufficient amounts through the light entry surfaces required according to 9.1.1., to light the building. This is deemed to be fulfilled for the necessary areas if the light enters the building freely at an angle of 45 degrees to the horizontal line, measured from the alignment of the face or the plane of the roof. This free entry of light must not deviate laterally by more than 30 degrees.” Complete wording in German see: [https://www.oib.or.at/sites/default/files/richtlinie\\_3\\_26.03.15\\_0.pdf](https://www.oib.or.at/sites/default/files/richtlinie_3_26.03.15_0.pdf)

### Other issues

As a background story for the issues selected above, the following local conditions and specialist fields were discussed:

#### Wattenberg

This municipality was used to demonstrate the settlement geography of mountain communities that immediately border the urban area, which were incorporated into a municipality in the Inn valley at other sites (Volders). The development is roughly similar in both cases: the goal is to help families on the mountain with housing and individual zoning, so that young people stay or return; issue of commuter traffic. Farming has not been able to ensure this goal for a long time.

#### Tyrolean land fund – Tulfes

Using the example of the *Sportplatzsiedlung* housing development in Tulfes, it became apparent that densification that planners want to see in the centre of the municipalities often takes place in peripheral areas, because land is available there by coincidence. Spatial planning rarely has a decisive influence on this; rather, the decisive factor is which encumbrances on the land can be found in the land register. Spatial planning can only limit damage. In this case, an architecture competition was requested, but only a few participants respected its stipulations, particularly since the instrument of a land use scheme is too imprecise for this.

#### Thaurer Felder

The sanctuary of the provision of areas that are secured for agriculture (*Vorsorgeflächen*) is being increasingly developed and undermined by so-called agricultural buildings and it only seems a question of time until there will be continuous housing between Innsbruck, Rum, Thaur and Hall in Tirol. Most of the land south of the Hallerstraße is a flood area of the river Inn, though.

#### Bienerstraße infill development, Am Lansersee/Reut and Götzens

Using the example of these three sites we faced the provocative question as to whether “land seizure” by urban development (not necessarily incorporation), also as a place of residence, due to ideally located land in the periphery, might in some cases be better than subsequent refill development of land that is already densely populated.

*In this respect the question was raised as to what densification means.* Outside of architectural circles it seems instead to be connected to urban sprawl, as shown by the debate. For architects and spatial planners, the term refers to the economical use of the available land and the reasonably high population density that has to be achieved to operate infrastructures (e.g. local amenities, public transport services) as cost-effectively as possible. Simultaneously, however, the quality of life should remain

as high as possible for the individual inhabitants and the journeys in the settlements should remain as short as possible, so that all journeys in the given municipality are within walking distance.

The above-mentioned sites in Lans and Götzens were selected to discuss the possibilities of development (existing road infrastructure in Lans, no connection to the road network in Götzens), as well as questions relating to the design of recreational areas and similar issues. During these debates, we also touched upon counter-productive developments, such as urban sprawl signals resulting from the removal of cable car stations from residential areas (new Patscherkofel cable car). We also discussed cable cars as a means to access residential areas (e.g. Esparaguerra, Künzelsau, La Paz, Medellin) and the respective successes and failures.

**Airport**

The future of Innsbruck Airport is looking good at the moment, if one is to believe the annual reports. However, if one considers how regional aviation is developing on a European level (deficits of individual regional airports, hidden subsidies for aviation companies that fly into the airport, etc.), the development has to be observed in detail to be able to pull the plug in time, before the airport tips into a support mode by public authorities (the public authorities have already paid for the investments in infrastructure). This would bind money for transport services that could be used in ways that are more beneficial for our climate and in particular more energy-efficient (railway development). Maybe the airport is the quiet development reserve of Innsbruck, on which we can accommodate 30,000 inhabitants and freely accessible recreational areas near the city between the 2020s and the 2030s?



Handout for the orientation of the participants of the excursion. Photo: M. Schönherr

Translations:	
<b>Deutsch</b>	<b>English</b>
Wattenberg	Wattenberg
Bodenfond Tulfes	Tulfes soil fund
Thaurer Felder	Thaurer Felder
Verdichtung Bienenstraße	Bienenstraße infill development
Am Lansersee	Lansersee lake
Flughafen	Airport
Reut, Götzens	Reut, Götzens

**EXCURSION II**  
**“SPATIAL PLANNING-THEMED CITY WALK THROUGH INNSBRUCK”**

**URBAN PLANNING & URBAN DEVELOPMENT**  
**IN INNSBRUCK**

by **Wolfgang Andexlinger and Michael Pflieger**<sup>31</sup>

Innsbruck is currently the most rapidly growing Austrian city. While the population stagnated until 2011, there has been **significant population growth** since, in particular due to immigration. An additional 10,000 people will be added to the current number of 153,000 inhabitants (usual and secondary residence) in the next 10 years, which corresponds to a requirement for 6,500 to 7,000 apartments.

In the Alpine region, only a small part of the overall territory can be used for permanent settlements. For the whole of Tyrol, this corresponds to about 12.5% of the territory and for Innsbruck to about 25% (of the municipal territory). An expansion of the settlements towards the north and south is limited by natural barriers due to the city's location in a valley. Towards the east and west, along the Inn valley, the political borders also form real barriers. While a planning association was established in collaboration with the surrounding municipalities, which created an instrument for “cross-border” spatial planning, the latter has only limited effect due to pronounced parochial thinking. Innsbruck therefore faces the challenge of having to tackle population growth mainly by means of **infill development**. Based on the experiences of the past few years, Innsbruck's strategy is to provide 50% of the additional housing demand by means of infill development and restructuring existing homes, another 25% by mobilising reserves of building land (in 2016, these corresponded to about 80 hectares of building land for housing, with a demand of a maximum of 70 hectares in the next 10 years), and only 25% by rezoning.

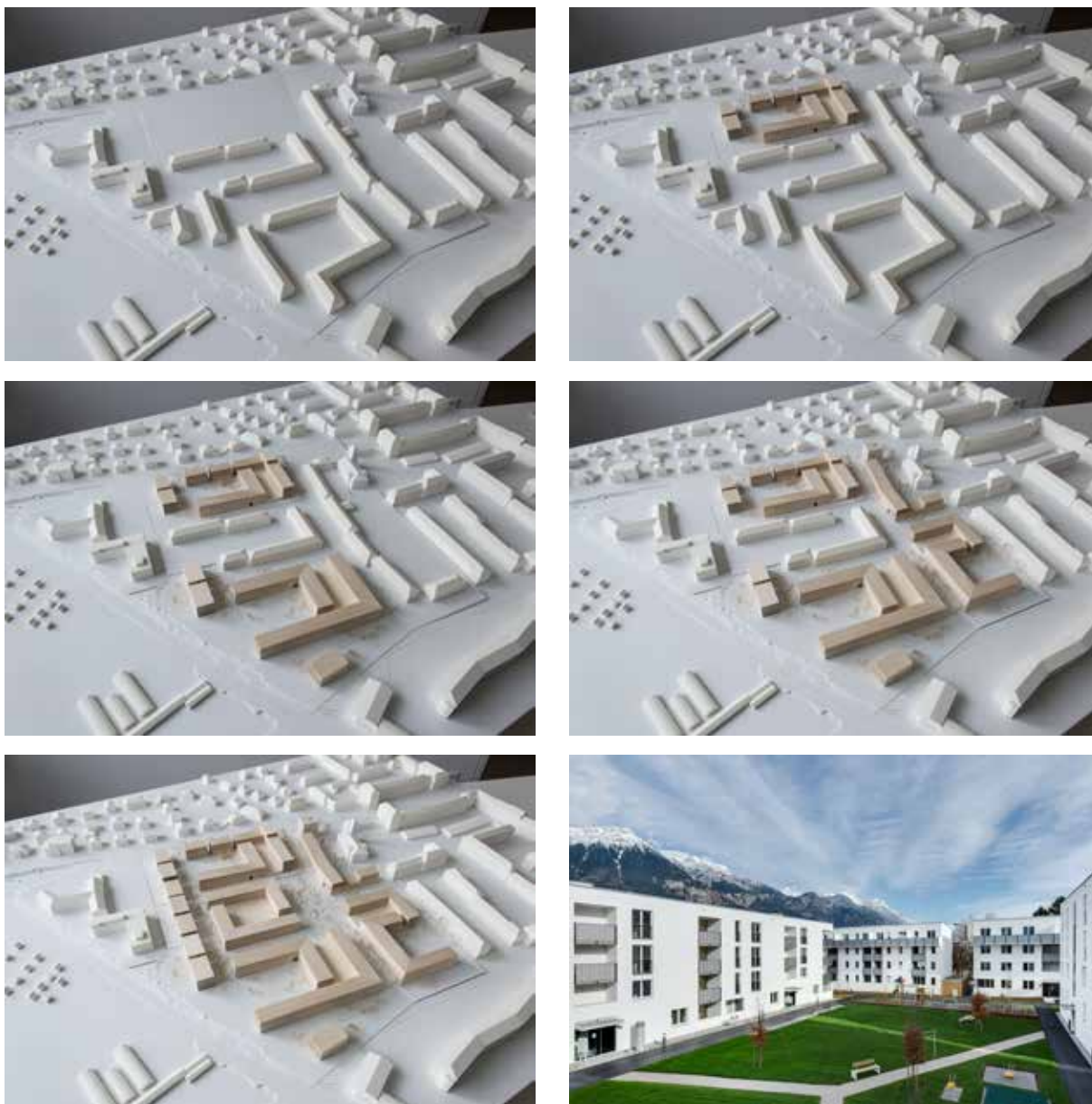
With this strategy, Innsbruck is following a targeted reinforcement and development of **the city as an urban-Alpine centre**. The protection of the natural and recreational areas surrounding the city is just as important as the development of urban qualities in the inner city. From everywhere in Innsbruck, it takes just 10 minutes by public transport or bicycle to reach natural areas, which offer varied leisure activities all year round. In order to maintain this, the city draws clear development bound-

aries and keeps the prominent hilltops on the mountain slopes free from building development. However, the maintenance and preservation of open and green spaces within the urban area is of great importance not only for ecological reasons and due to their beneficial effect on the urban climate, but also because of their value as recreational and leisure areas. For Innsbruck, growth has to go hand in hand with preserving the compact nature of the settlement area, which in turn can provide an impetus for qualitative development of the urban space. Urbanity is understood as an integrative, social space, in which housing, work, culture and leisure stimulate each other and cultural diversity and social mix are experienced as part of everyday life. The City of Innsbruck tries to implement this goal with a set of planning strategies:

- **Transport infrastructure:** Up to the 1990s, private transport blocked inner-city roads, but the city is now gradually working on developing public transport and making walking and cycling more attractive. At the same time, it takes measures that aim to decrease private transport in the city (e.g. parking management). Moreover, to supplement the existing road network, a high-capacity tram/regional railway is being built as an East-West cross link.
- This is accompanied by an **enhancement of public space**, which not only improves the quality of time spent in Innsbruck, but also strengthens inner-city commerce. Thus, foot traffic in the redesigned Maria-Theresien-Straße road has doubled between 2002 and today. At the same time, a moderate increase in the retail area (+33%) resulted in a significant 58% increase in sales.
- **Restructuring and densification** in existing settlements can, as the example of the Südtiroler Siedlungen blocks of flats shows, lead to high urban quality at twice the density (twice the floor space on the same footprint, as demonstrated by two winning competition projects). In Innsbruck, the *Südtiroler Siedlungen*, which were originally built on the borders of the city and are now within the city, are tackled in different ways. Some of the blocks of flats are being preserved and renovated as symbols of urban and building history, additional floors are being added to others, and some are

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6 pictures show the steps from development to implementation (Photos: Stadtplanung Innsbruck and Neue Heimat Tirol).

being demolished and rebuilt, resulting in a significantly higher density.

Restructuring or demolition/rebuilding can achieve significantly higher densities elsewhere as well. However, this generally necessitates an architecture competition (more below), since high density also demands a high architectonic quality of open space.

- Where spatial conditions permit, the city enables subsequent densification by means of **loft conversions**.
- Due to the need for rational use of available space, Innsbruck also relies on a **layering of different uses**. This results in unusual combinations, such as grammar schools on top of shopping centres, or student residencies above petrol stations. In the sense of a mix of uses, the city pushes **hybrid buildings**, which can be used for both housing and as a work space.

- Finally, we also work on some **major urban development areas** that are implemented by rezoning land within the settlement area. The most important ones, in order of their development stage, are:

The **Campagne-Areal development**, a roughly 7.5-hectare sports area in the east of the city. Here, the relocation and restructuring of sports facilities will create space for about 1,300 rented flats, most of them subsidised. We do not want to just create a residential area at the borders of the city, but we have the ambitious goal of building “a bit of city life”. We pay particular attention to the quality of social space regarding the use of ground floors, the design of open spaces and the social mix.

The **Hötting-West development**, an extension of a residential area on a former agricultural area in the west of the city, should also result in a compact

urban body with urban qualities. In this new part of the city, which will be excellently linked to the inner city by the tram/regional train that is currently under construction, 1,500 flats and about 700 jobs are to be created in an initial building phase.

In the **DEZ commercial area and surroundings** in the southeast, the city sees the potential to develop a new urban sub-centre by restructuring and complementing the commercial centre with other functions (housing, culture, leisure, etc.). We have been in discussions with the owners for some time, so as to be able to launch this development process.

The three above-mentioned projects exemplify that the city is increasingly committing itself to co-operative planning procedures, in order to find sustainable and high-quality urban planning solutions in collaboration with land owners and project operators. These processes also allow for the integration of good formats of citizen participation. Collaborative procedures are important **tools of urban development**, in particular as regards urban planning projects. Other important planning instruments, besides zoning and the establishment of a building scheme, are other legally stipulated spatial planning instruments, such as the *Örtliches Raumentwicklungskonzept* (municipal spatial development concept). Moreover, Innsbruck has an Advisory Board for Urban Heritage Conservation (in line with the Tyrolean SOG Act), the Innsbruck Architectural Advisory Board (*IGB*) and a competition culture that has become firmly established over the years:

- The SOG Advisory Board examines projects within designated protected areas and thus makes an important contribution to the preservation of the architectural identity in historic town districts.
- Outside these protected areas, the IGB is consulted by the city's urban planning authorities for projects that are of a relevant size or located at particularly sensitive sites (it prepares the expertise of the city's spatial planning authorities in the procedures for new buildings and advises the urban development committee in questions of zoning and the establishment of building schemes). In exceptional cases, its expertise can also replace the architecture competition.
- In Innsbruck, architecture competitions are frequently and successfully used as a planning instrument. If a construction project necessitates a change of the building scheme (in general an increase in density), the necessity of a competition is well-established and accepted by the investors. It takes place either in the form of invited contestants with 6-15 participating firms or as open competitions, which are coordinated with the Chamber of Architecture. This has resulted in numerous competitions (more than 200 since 1985, most of

which were indeed realised), with an overall high architectonic quality and some objects that left their mark on the urban landscape. However, this undoubtedly important contribution to high-quality architecture is also ambivalent to a certain degree: only restrictive management of the building scheme that is, to a large extent, based on the existing buildings, ensures the effectiveness of this practice. Investors know that they can achieve greater density with a competition, which can result in speculative purchases of land that drive up prices and subsequently entail an increased pressure on politics and public authorities.

Overall – like in many European cities – the sharp increase in prices for plots of land and real estate and the accompanying issues, such as affordable housing, vacancies, flats bought as an investment and gentrification are a virulent problem in Innsbruck as well. Here, successful steps towards curbing this progression will no doubt only succeed in conjunction with corresponding changes to provincial and federal laws. For the moment, the city's efforts to effectively use the possibilities of contractual spatial planning often yield very limited results.



# INNSBRUCK THESES ON SPATIAL PLANNING IN THE ALPINE REGION

Conclusions from the international Annual Conference of CIPRA Austria held in autumn 2017 in the Tyrolean capital of Innsbruck on the general topic of spatial planning in the Alpine region can be summarised as follows:

- The very limited spatial resources available for human use in large parts of the Alpine region ultimately require an effective spatial planning policy.
- The division of spatial planning according to political competencies is no longer appropriate. Instead, we need to reinforce spatial planning as a precautionary power within the network of other political fields that are relevant to space (e.g. transport).
- Spatial planning cannot just aim to enable new land use. It must, as a matter of priority, take a governing and precautionary approach and, in problem areas, also act in a restrictive way.
- In some Alpine regions, the lack of spatial planning has already become clearly visible and irreversible.
- The Alpine Convention, which is legally binding under international law, recognises and stipulates spatial planning and sustainable development as a guiding theme in all contract states:
  - Protocol on the implementation of the Alpine Convention relating to spatial planning and sustainable development ([http://www.alpconv.org/en/convention/protocols/Documents/Protokoll\\_RaumplanungGB.pdf](http://www.alpconv.org/en/convention/protocols/Documents/Protokoll_RaumplanungGB.pdf))
  - Resolution of the First International Alpine Conference of the Ministers for the Environment in Berchtesgaden, 9-11 October 1989, Points 34-42 on spatial planning (<https://www.cipra.org/de/cipra/oesterreich/die-alpenkonvention/89PunkteResolutionBerchtesgaden1989.pdf>)
- So far, on a political, technical and legal level, the bodies of the Alpine Convention and the authorities that are competent according to the constitutions of the Contracting States have handled and implemented these two documents of the Alpine Convention more than cautiously and thus do not differ from the general spatial planning zeitgeist.
- The continued unbroken dynamic development of the mountains urgently necessitates new “Alpine Planning Architecture”. In order to consolidate tourist facilities and put an end to the dangerous growth spiral, “Alpine spatial planning” requires that the measures and effects that new infrastructure developments in the valley have on the mountain, and vice versa, are mutually coordinated.
- Many regions and roads are oversaturated with transit traffic and motorised leisure traffic. Only rigorously implemented legal regulations and measures can contribute to reducing and managing it.
- The regions form the heart of the Alpine region. Regional planning, which is geared towards recognising potentials and solving problems, is a key element for managing the future of the region. It also complements and corrects pressurised and overstrained municipalities, as well as the development of large-scale planning regimes in the European Union.
- Spatial planning processes need to collaborate with the population concerned, i.e. need a broad and informed lobby to clarify and solve the problems in the living environments in the Alps.

To the Ministers of Spatial Planning of the Alpine countries of Germany, Austria, Italy, France, Slovenia, Liechtenstein, Monaco and Switzerland

Schaan/Fürstentum Liechtenstein, 14 April 2016

## SPACE IS FINITE: OPEN LETTER TO THE SPATIAL PLANNING CONFERENCE OF THE ALPINE COUNTRIES HELD ON 18-19 APRIL 2016 IN MURNAU, GERMANY

Dear Ministers  
Dear representatives of the Alpine Convention

We, the International Commission for the Protection of the Alps (CIPRA), address you in an open letter to support your efforts in favour of a sustainable spatial planning policy in the Alps and to submit our particular concerns to the upcoming Spatial Planning Conference of the Alpine countries in Murnau, Germany. We ask you to reinforce your activities for the protection of the natural resources in the Alps.

As a federation of more than 100 environmental associations in the Alpine region, we are repeatedly confronted with questionable developments that run counter to integrated and forward-looking spatial planning that serves humankind and nature. This is currently illustrated by numerous examples in the Alps. We would like to explicitly refer to the ongoing forced development of ski areas. CIPRA Germany, CIPRA Austria and CIPRA South Tyrol recently published a map that clearly shows the potential scale of this development – regardless of the far from positive outlook for winter tourism due to rising temperatures and snow lines. This threat even extends to areas that have remained undeveloped and which are protected areas, such as the Riedberger Horn in Germany, where the tried-and-tested Bavarian “*Alpenplan*” (Alpine Plan) is to be weakened. The CIPRA organisations’ demand for internationally aligned spatial planning that puts a halt to the extension of ski areas corresponds to a need of our times.

CIPRA International therefore particularly welcomes the initiative by the ministers responsible for spatial planning which takes the form of a declaration to be adopted at the conference of 18-19 April 2016. Only an integrated, cross-sectoral approach as called for in the declaration can prevent individual interests from being given priority over public welfare.

However, the holistic approach that is also taken by the Alpine Convention unfortunately fails frequently due to national policies that are oriented towards the interests of individual sectors and people. Sustainable development and spatial planning are not just the responsibility of the

ministries of the environment, but ought to be integrated into the work of all ministries. As an instrument which organises daily life and work, spatial planning ought to ensure a balance of interests between somewhat opposing powers on a national, regional and local level. However, spatial planning processes often give more weight to political and economic interests than to values that cannot be measured monetarily, such as quality of life, landscape, biodiversity and ecological networks. The decline in diversity, open spaces and corridors proves this. This approach neglects the fact that nature is not one of many factors that influences our lives, but is the source, inspiration and framework of all life.

In light of these developments, CIPRA International calls for spaces that have so far been mostly spared from development to be consistently protected from development. These spaces fulfil invaluable and irretrievable functions – known as ecosystem services – for nature and also for us humans. Existing legal instruments such as the Bavarian *Alpenplan* must be respected, reinforced and implemented. New concepts need to be examined and optimised.

The implementation of spatial planning measures to secure ecosystem services necessitates new approaches. New findings from other fields, such as psychology, sociology and cultural studies, help to secure understanding and acceptance of such measures. If we wish for people aside from experts to participate in spatial planning, we need to integrate, empower and include all of those concerned. Political decision-makers need to develop new skills, such as facilitation and mediation, in a dialogue with citizens, stakeholders and experts.

CIPRA International is also taking action. In February 2016, young people and experts developed visions and solutions for spatial planning challenges in a participatory workshop. In autumn, this will be followed up with a spatial planning issue of our *SzeneAlpen* magazine, as well as an event at the Alpine Week in Grassau, Germany.

In order to follow up on this issue beyond the conference in Murnau, we encourage you to integrate spatial

planning into the Multi-Annual Work Programme of the Alpine Convention that will be adopted at the XIV Alpine Conference on 13 October 2016, with concrete measures. This would require that the Working Groups and Platforms jointly approach this issue. Moreover, we invite you, together with CIPRA and its member organisations, to implement measures that raise awareness, facilitate an exchange and set concrete examples, and to thus commit yourselves to a viable and integrative spatial planning policy that is in line with nature, the Alpine Convention and the Spatial Planning and Sustainable Development Protocol.

Kind regards,

Katharina Conradin  
President

Claire Simon  
Director

# THE CONFERENCE ORGANIZERS:

## CIPRA INTERNATIONAL

Since its foundation in 1952, CIPRA (International Commission for the Protection of the Alps) has been bringing together people and organisations working for sustainable development in the Alps across linguistic, cultural, geographical and political borders. Since 1975 it has been an umbrella organisation with national and regional representations in all the Alpine states, supported by more than 100 associations and organisations. CIPRA International has its headquarters in Schaan (Principality of Liechtenstein).

CIPRA is working towards increasing the weight of Alpine policy at the international level, a milestone being the signing of the Alpine Convention in 1991. CIPRA is part of Alpine Convention committees as an official observer, providing ideas and a basis for discussion on current issues and taking a critical position on positions, strategies and action plans.

In 1996 CIPRA acted as a „midwife“ in the founding of the Alliance in the Alps network of municipalities. Since then it has provided impetus for further development, carried out its projects and provided administrative services. CIPRA also operates the office and implements projects for the „Alpine Town of the Year“ association, founded in 1997.

CIPRA communicates multilingually, soundly and reliably. In 2002, the International Year of Mountains, CIPRA launched „alpMedia“, an alpine-wide information service. The newsletter regularly brings news, information and event announcements from all Alpine countries. The information is constantly updated on the website [www.cipra.org](http://www.cipra.org).

CIPRA encourages others to take action in and for the Alps and endeavours to show how this works within the framework of projects. Learning from and with others is the motto.

[www.cipra.org](http://www.cipra.org)

## CIPRA ÖSTERREICH

CIPRA Österreich was founded in Salzburg in 1975 and today has its headquarters in Vienna, organised as an independent division within the Austrian Environmental Umbrella Organisation (Umweltdachverband) and supported by 18 members. Itself also an umbrella organisation, Austrian CIPRA represents a total of 18 members with nine nature conservation and interest associations involved in Alpine conservation and nine provinces through their nature conservation or environmental departments. This enables CIPRA Österreich to act as an information and communication platform for the key Alpine players on issues of protection and sustainable development in the Alps and in particular for the Alpine Convention and its hinge on Alpine protection and Alpine policy at international level.

In order to provide the best possible support for the implementation of the Alpine Convention Protocols and the Framework Convention in Austria, the „Alpine Convention Office“ of CIPRA Österreich was set up in 1994, which has since published 90 issues of the journal „Die Alpenkonvention. Sustainable Development for the Alps“ (in German). Since 2009, CIPRA Österreich is also coordinator for the „Legal Service Office Alpine Convention“. Both institutions are supported by Austrian federal government and the EU.

The interface function between the member organisations, CIPRA International, the other national and regional CIPRA representations and various partner networks is a key success factor for CIPRA Österreich.

Members:  
Arbeitsgemeinschaft der Berg- und Naturwachten Österreichs - Kuratorium Wald - Naturfreunde Österreich - Naturschutzbund Österreich - Österreichischer Alpenverein - Österreichischer Forstverein - Österreichischer Touristenklub - Verband Österreichischer Höhlenforscher - Dachverband Jagd Österreich - Office of the Regional Government of Burgenland - Office of the Regional Government of Kärnten - Office of the Regional Government of Lower Austria - Office of the Regional Government of Upper Austria - Office of the Regional Government of Salzburg - Office of the Regional Government of Styria - Office of the Regional Government of Tyrol - Office of the Regional Government of Vorarlberg - Office of the Regional Government of Vienna

[www.cipra.at](http://www.cipra.at)

## **CIPRA Österreich - Publications (in German, Nr. 3 and 4 also in English)**

Peter Haßbacher – ed. (2016): 25 Jahre Alpenkonvention – Ein- und Ausblicke. Innsbruck-Igls, 134 S.

CIPRA Österreich – ed. (2015): Tagungsband „Die Alpenkonvention und die Region der Niederösterreichischen Randalpen. Möglichkeiten der nachhaltigen Regionalentwicklung. (= CIPRA Österreich Veröffentlichungen 5). Wien, 86 S.

Essl, J., Beringer, E., Schabhüttl, S. und Burger-Scheidlin, H. (2014): Alpen.Leben – Die Zukunft der Alpenkonvention und ihre Chancen im Rahmen einer makroregionalen Strategie (= CIPRA Österreich Veröffentlichungen 4). Hrsg. Umweltdachverband GmbH. Wien, 59 S.

CIPRA Österreich – ed. (2011): Tagungsband „Perspektiven für die Alpen – Was können Alpenkonvention und eine makroregionale Alpenraumstrategie dazu beitragen“ (= CIPRA Österreich Veröffentlichungen 3). Wien, 59 S.

CIPRA Österreich – ed. (2010): Tagungsband „Die Alpenkonvention und ihre rechtliche Umsetzung in Österreich – Stand 2009“ (= CIPRA Österreich Veröffentlichungen 2). Innsbruck, 80 S.

CIPRA Österreich – ed. (2009): Tagungsband „Karst-Wasser08“ (= CIPRA Österreich Veröffentlichungen 1). Wien, 70 S.

Further and earlier publications see <https://www.cipra.org/de/cipra/oesterreich/publikationen>

## **CIPRA Österreich - Schriftenreihe zur Alpenkonvention im Verlag Österreich (CIPRA Österreich Legal Series on Alpine Convention, in German)**

Gschöpf, R./Schmid, S. – Hrsg. (2019): Das Protokoll „Bergwald“ der Alpenkonvention. (=CIPRA Österreich - Schriftenreihe zur Alpenkonvention Band 4). Wien: Verlag Österreich (ca. 200 S., will be published by the end of 2019)

Essl, J./Schmid, S. – Hrsg. (2019): Das Protokoll „Verkehr“ der Alpenkonvention. (=CIPRA Österreich - Schriftenreihe zur Alpenkonvention Band 3). Wien: Verlag Österreich, 223 S.

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