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ID 1553 | SPATIAL PLANNING POLICIES AND THE INTEGRATION MODELS AS A MEAN FOR A BETTER DELIVERY OF SERVICES OF GENERAL INTEREST

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ABSTRACT: The provision of services of general interest (SGI) is a competence of authorities at different governance levels. Until now, public administrations and the service providers, tend to have a strictly sectorial approach to the SGI delivery, leading to incomprehensive, isolated solutions. This causes a mismatch between the people's needs and the services provision. Furthermore, it contradicts the EU efforts for a territorial and social cohesion. Additionally, in the times of austerity, the public funds limitation especially affects the remote mountain territories and border areas. Harsh (local) economic conditions (fewer jobs), population ageing, dispersed settlement, and the geomorphology hinder the provision and supply of the SGI in these territories. To overcome this deficiency, new approaches of the SGI provision should be sought and identified. Therefore, hereby spatial planning and sectorial policies and the related models of integration (sectors, actors, funds, services, policies etc.) are investigated. The paper builds on the research done in the transnational project INTESI (Integrated Territorial Strategies for Services of General Interest). The analysis of the coverage of SGI in the spatial planning, and other (space related) sectoral policies documents (regulations, strategies, plans, guidelines, etc.) was done in five Alpine countries (Italy, Switzerland, Austria, France, and Slovenia). The aim was to find out if the integration of the policies (or measures) for the SGI provision is already present in these documents, to what extent, and what the problems that need to be addressed are. In addition to the seven sectors (regional development, transport, telecommunication, basic goods, health care, social care, and education), relevant "umbrella" regulations (e.g. the constitutions, state laws on delivery of SGI, etc.) have been inspected for each

country. The integration models and their elements have been investigated considering the authorities, administrative levels, actors, funds, etc. Altogether, 257 documents have been reviewed. The analysis revealed the level of integration in the Alpine Space is moderate. The integrated solutions mostly occur between the following sectors: health and telecommunication, health and social care, and basic goods and telecommunication (e.g. post offices in grocery shops). The analysis also showed that to some extent countries secure the SGI by the same means, according to the EU common marker regulations. However, looking into more details, there are differences among them. For example, in comparison to the other Alpine countries, the SGI provision in Switzerland is, in terms of the time and distance accessibility, very strictly and in detail regulated. In relation to the identified gaps, the study reveals these could be solved by adapting the existing spatial (national, regional) strategies and plans, as some of the examined documents (e.g. transport and telecommunication policies) do not even address the SGI provision as a topic of spatial planning. To enable a better SGI supply and delivery, the implementation of the integration models should urgently be considered to link the following sectors and services: (public) transport with all the other inspected sectors, and the telecommunication with the health/social care, basic goods and education.

1 INTRODUCTION

Lately, several reports are showing that member states (shorter MS) will struggle to implement the European Union's (EU) policy ambitions (e.g. Territorial Agenda of the European Union 2020 and Commission White Paper on SGI) to provide quality SGI everywhere within the union (ESPON, 2013a). According to the ESPON (2013a) report, the provision of SGI is mainly a domain of member states at national, regional and local level, since aspects such as a minimum level of availability, accessibility, affordability, quality and variety of a specific SGI are mainly not determined by the EU legislation. Therefore, the impact of EU's policies on the implementation and delivery of SGI is fairly weak. The management and the administration of services is an issue to be dealt with foremost by providers of SGI, and new concepts like integration have been sought for. The integrated approach to the SGI provision is important for the Alpine areas due to their characteristics, such as dispersed settlements, dynamic and steep terrain, decreasing and ageing population, and a challenging infrastructure construction (e.g. transport, telecommunication), which make the supply difficult and often economically unviable. The analysis of the INTESI regional reports shows that there is a need for the integration of policies and services in all participating countries. Foremost, the transport sector should be better linked to all the other inspected sectors (telecommunication, education, health, social care and basic goods). Furthermore, the services within the sector itself need to be connected (e.g. coherent timetables of different modes of transport- train, bus, metro, etc.). In the times of the "digital society", the integration of the telecommunication services with other sectors (health, social care, education, transport, and basic goods) is also recognized as important. It is considered that the information communication technology (ICT) represents an opportunity for the (economic, social, etc.) development of Alpine areas, as it could bridge the challenges related to "physical" remoteness and the hindered accessibility, by enabling the SGI services on-line. The integration of social and healthcare policies and services is also in demand.

The terms "services of general interest (SGI)", "integration", and the "models of integration" are within the context of the INTESI analysis understood as follows. The SGI definition is adopted by Gløersen et al. (2016), who divided SGI into services of general economic interest (SGEI), non-economic services (NSGI), and social services of general interest (SSGI), according to the nature of their provision. This is determined by who is the provider of the service (public/private/NGOs & social enterprises) and how is the service deliver to the users (are the prices market or state regulated, is the service free or subsidised, etc.).

The understanding of the integration was based on the interpretations by Healy (2006), and Lloyd & Peel (2005). Healy (2006) explains it as a concept of four overlapping dimensions: (1) the (co)aligning of strategies and policy, (2) policy (re)framing, (3) connection between policy and action (policy and implementation), and (4) co-operation among actors. Lloyd & Peel (2005) provide a more detailed explanation and connect integration with different governance elements such as linking actors, sharing knowledge etc.:

> *"Integration can imply co-ordinating strategy-making to avoid conflicting policies and to generate win-win situations. It might also imply broadening a policy frame to encompass a new issue. It can also suggest closing implementation deficits that can arise between policy and action. Finally, it implies linking actors together, sharing and developing*

knowledge for mutual benefit, often to overcome a fragmentation of institutional environments or a need to enter partnerships to achieve common goals. It is recognized that in pursuing integration, the ways in which it works in practice will be determined by local cultural practices and path-dependent factors (Lloyd & Peel, 2005)."

Based on these interpretations, the INTESI project group formed a definition of the integrated territorial strategy, which is: "a strategy for the SGI provision based on the 4 main principles: quality, availability, affordability, and accessibility, which takes into account peoples' actual and future needs in a given territory, territorial dimension, and the benefits of the synergies between the different SGI sectors (Report on Transnational Workshop, 2016, p. 21.)."

The literature review shows there is no commonly accepted definition of the integration models. Different studies, mostly performed in the frame of ESPON (2013a, 2013b) have formulated individual definitions. Gløersen et al. (2016) describe the two single-element models (a- horizontal integration of actors during policy and programme preparation, and b- the integration of the financial instruments), and one combined model (c-integrating finance and policies) of integartion, which lately occur in relation to the SGI provision. The INTESI study understands the integration models as the integration of (1) actors, (2) policies, (3) administrative levels, (4) financial sources, and (5) other integration (e.g. of services, measures, sectors, etc.). Within the context of this study, the integration model can include only one of these five integration models (a singular model), or it combines at least two (a combined model).

2 METHODOLOGY

The information included in this paper results from the INTESI analysis, comparing 5 participating countries and their regions (Austrian Tyrol and Carinthia, Italian Lombardy and South Tyrol, French Auvergne Rhône-Alpes, Slovenia, and Swiss Canton du Jura), and the 8 examined sectors (general, regional development, transport, telecommunication, basic goods, health, social care, and education). The data for the comparison analysis was retrieved from: (a) the Database of the Existing Strategies, (b) 7 Regional Reports: Tyrol (AT), Carinthia (AT), Lombardy (IT), South Tyrol (IT), Auvergne Rhône-Alpes (FRA), Slovenia, and Canton du Jura (CH), and (c) the Transnational Workshop, which were all prepared or conducted within the INTESI project.

Problems related to the SGI delivery, were identified mainly through the information gathered through the interviews of the relevant stakeholders, which were conducted by PPs and summarised in the regional reports. To study the integration models in the inspected documents mainly the database was used to perform the numerical analysis (presence of the integration models in numbers by countries and sectors, number of combinations, the most common models and their complexity). The identification of the integration models used in practise was done comparing the regional reports.

A) DATABASE OF THE EXISTING STRATEGIES

The database includes 257 documents altogether, from which Austria participated 36 documents, France 59, Italy 59, Slovenia 45, and Switzerland 58. The documents are described with 18 basic categories (e.g. name of the country, sector, name of the document (original), name of the document (English), administrative level, type, year of adoption, duration, major objectives). The profiles of some documents additionally include information on governance models, measures, type/source of finance, stakeholders and their comments. When making the selection, the countries aimed for a balanced representation of the documents at all the administrative levels (national, regional, local), and in all the sectors. Although, the overview of the submitted documents (Figure 1) shows a rather equal division of around 30 per sector (12-15%), the regional development is with 49 (19%) better represented, opposite to the less represented basic goods sector with only 9 documents (3%) (Regional Collection of the Strategies, 2016). The reason for that is, the countries either have a small number of regulations targeting the basic goods supply (Slovenia, Austria, and Italy), or do not even have any (Switzerland and France).

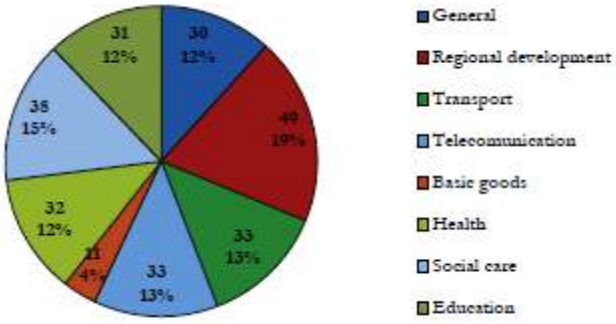


Figure 1: Overall number and share of the documents by sectors

As shown in Figure 2, legislations prevail as a document type (127%), followed by strategies (25%), guidelines (6%), programmes (5%) and plans (5%). A more detailed division of the collected documents by regions is presented in Figures 4 and 5.

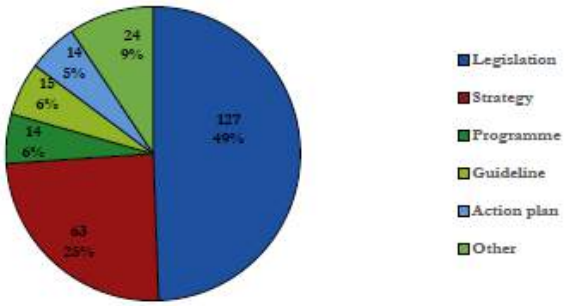


Figure 2: Overall number and share of the documents by type

The information from the database was mainly used to conduct the numerical analysis (Excel), e.g. to find out the number of the documents including the integration (overall, by sectors), the occurrence of the integration models (actors, administrative levels, finances, policies, and other) in the documents (by sectors, by countries), and the occurrence of the sources and types of finances in the documents (by sectors, by countries).

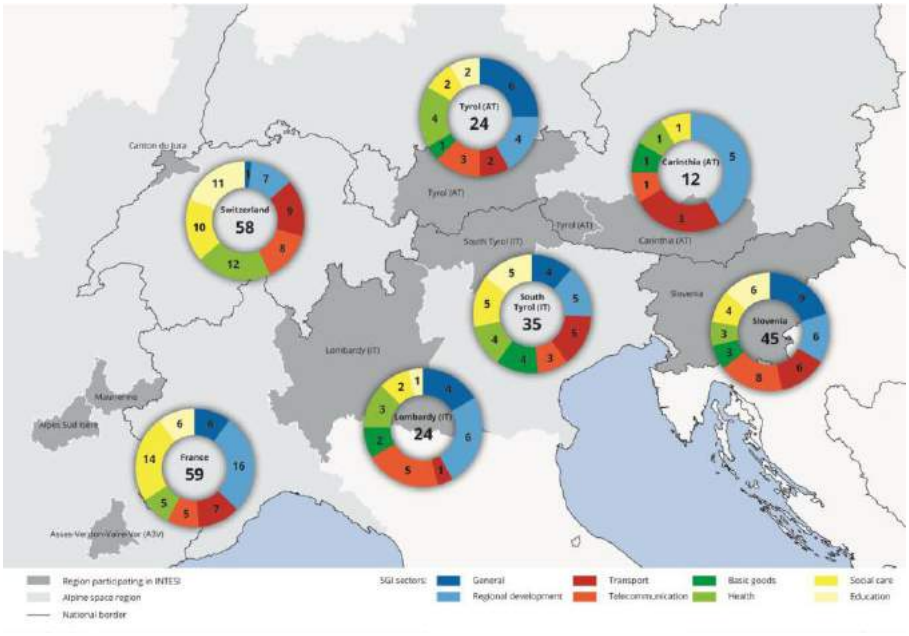


Figure 3: Number of the documents submitted in the database per region by sectors

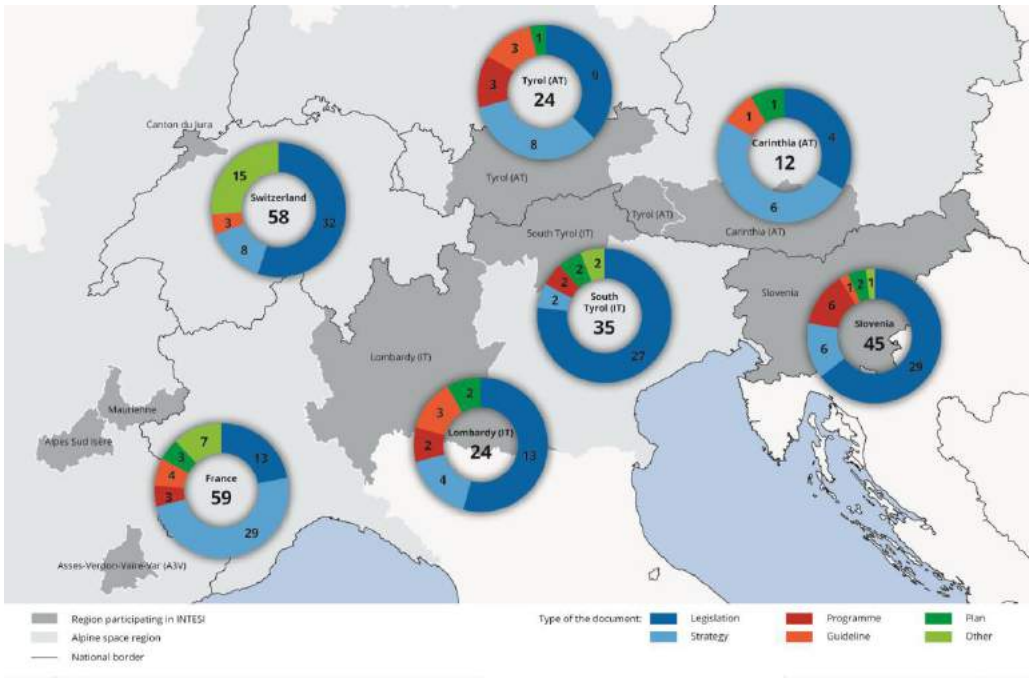


Figure 4: Types of the documents submited in the database in numbers by regions

B) REGIONAL REPORTS

The analysis is based on 7 regional reports for Tyrol (AT), Carinthia (AT), Lombardy (IT), South Tyrol (IT), Auvergne Rhône-Alpes (FRA), Slovenia, and Canton du Jura (CH). To collect the information on the selected strategies for the SGI provision (e.g. their implementation process, measures, efficiency, the ways of financing, the related governance models, and responsible stakeholders), in addition to a detailed review of the documents, the PPs also conducted interviews. UL had prepared the questionnaire for the interviews with 12 questions which the PPs then translated into their national languages. The PPs also had the liberty to add/remove some of the questions depending on what information they needed from a particular interviewee. Altogether, 70 interviews were conducted in all the participating regions: 8 interviewees in Tyrol (AT), 12 in Carinthia (AT), 13 in Lombardy (IT), 8 in South Tyrol (IT), 9 in Auvergne Rhône-Alpes (FRA), 10 in Slovenia, and 10 in Canton du Jura (CH). The interviewees were the stakeholders (e.g. mayors, public officials, services providers) from various governance levels (state, regional, provincial, local), who the PPs have identified as important for the SGI provision and the making of the related policies in their TAs or broadly. The information gathered was later summarised in the regional reports.

C) TRANSNATIONAL WORKSHOP

The Transnational Workshop was conducted on 29th June 2016, and included 19 participants who were divided according to the countries into five groups: Austria - 5 people, France – 4, Italy – 4, Slovenia - 5 and Switzerland – 1. The aim of the workshop was to provide an input for the comparison among the countries. A special focus of the workshop was on the understanding of the SGI definition, the integration concept, and (the presence of) the integrated strategies in the participating countries. Additionally, the existing governance models were identified that support the SGI delivery in the integrated aspect.

3 RESULTS

3.1 PROBLEMS OF THE SGI DELIVERY

The study shows, general problems such as a dynamic and steep terrain, dispersed settlements, scares, decreasing and ageing population, are common to all (7) of the analysed regions. The only region not

tackling the difficulties of the over ageing and furthermore, reporting a population increase is Swiss canton du Jura (Regional Report Canton du Jura- Switzerland, 2016). Reviewing the regional reports, 14 problems were identified altogether in relation to the SGI delivery in the remote alpine regions. If the PPs did not specify in their reports to which specific sector the problem that they have identified and listed refers to, it was considered that the issue is present in all the inspected sectors. When selecting the ones present in at least 3 of the analysed regions, 5 problems stand out (Table 1): (1) Accessibility of SGIs in mountainous regions highly depends on the spatial location and the quality of public transport, (2) Underdevelopment of the infrastructure and services in terms of poor quality and/or supply, (3) Costs (expensive delivery, austerity, no allocated funds, no investments, etc.) of the services in Alpine areas, (4) Unresponsiveness of the governance system to the actual (changing) needs of the local communities, (5) The strategies are too broad and often lack the specification of measures (how to do something), responsibilities (who should do it), and monitoring mechanisms. The challenges related to the accessibility, clearly demand the integration of individual services with the transportation. In relation to the high cost (problem 3), the integration of services would enable a more efficient use of financial sources. The last problem is of governance nature. The lacking specification of measures, responsibilities, and monitoring mechanisms could be addressed by a better integration of actors, administrative levels and policies.

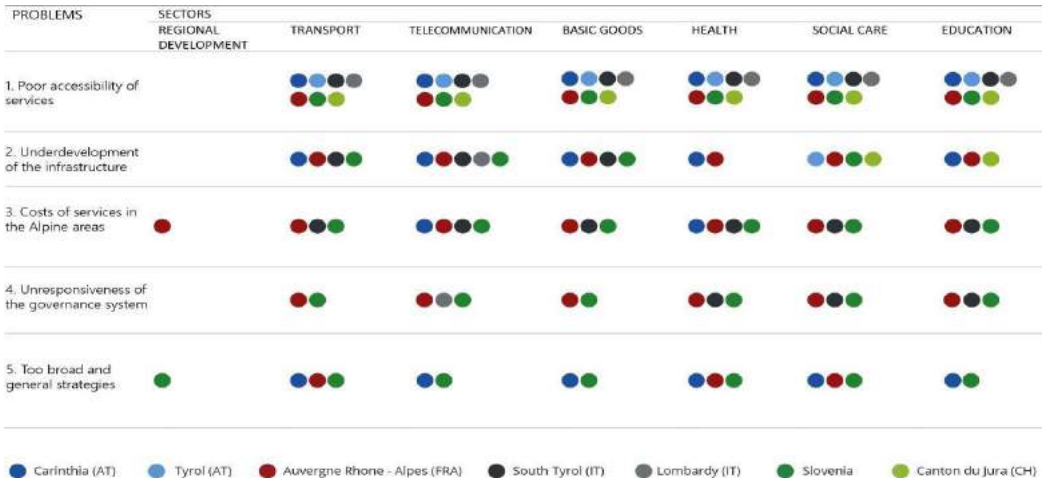


Table 1: Problems of the SGI delivery in the Alpine regions

3.2 THE PRESENCE OF INTEGRATION

Using the information in the database, the analysis of all the 257 documents shows, more than a half (64%) include the integration as a concept. However, looking at the number and percentage of the analysed documents that include the integration by countries shows, there are differences among them (Figure 5). Italy and France evaluate, 90% of their documents include the integration, whereas, in Swiss documents the integration is not present at all. The Austrian documents comprise the integration in 78%, and the Slovenian in 67%, which is the lowest among all the participating countries, except for Switzerland.

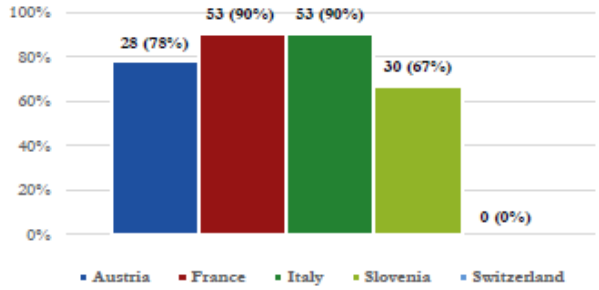


Figure 5: The numbers and percentage of the analysed documents including the integration by counties

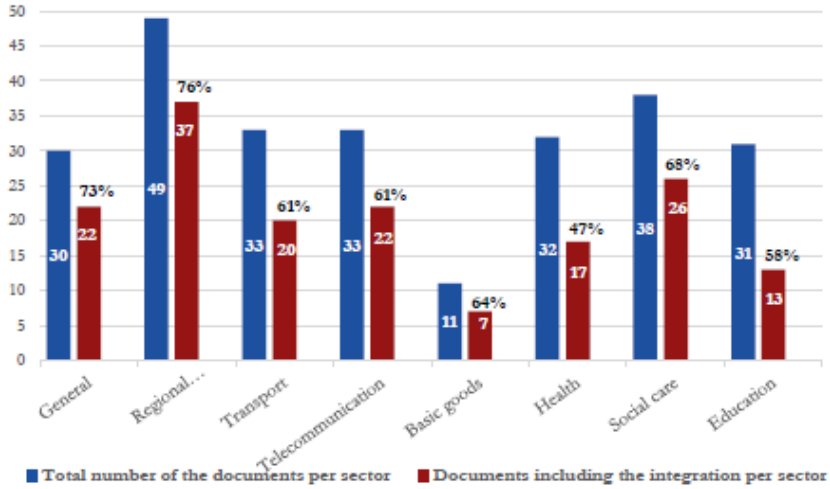


Figure 6: The number and percentage of the analysed documents including the integration by sectors, in relation to the total number of the documents per sector

As shown in Figure 6, the analysis reveals the highest percentage of the documents that comprise the integration belongs to the regional development sector (76%), closely followed by the documents referred as “general”. The basic goods, transport, telecommunication, and education sectors all include the integration in roughly 60%, whereas the health care documents include it in 47%. The integration as a concept is at least present in the social care sector (32%). However, these results should be considered in relation to the total number of documents per specific sector as shown in the figure. Concerning the distribution of the integration in the sectoral documents, the results of the INTESI transnational workshop (Report on Transnational Workshop, 2016) show a very similar picture. According to the participants, integration is mostly present in the strategic regional development documents, followed by the telecommunication, transport, general sector and health sector. Similarly, to the database analysis, the results of the workshop indicate a lack of integration in the social care sector. The workshop’s participants also stated the integration is missing in the sector of basic goods, whereas the database analysis shows the concept is present in 64% (7 out of 11 documents). However, in all the countries together, only 11 documents have been selected for this sector, which implies that the provision of basic goods is not managed by the strategic SGI policies, but is mainly a subject to the market conditions.

3.3 EXISTING INTEGRATION MODELS

Looking at the models of integration (actors, policies, administrative levels, financial sources, and others) a more detailed analysis of the documents, which include the integration shows, the cooperation among various actors (e.g. national authorities, regions, municipalities, interested public, service providers, etc.) is prevailing in all sectors (Figure 7).

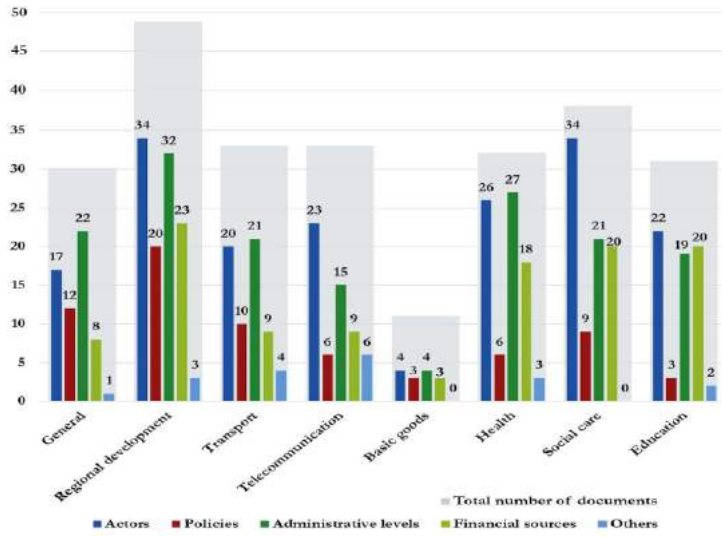
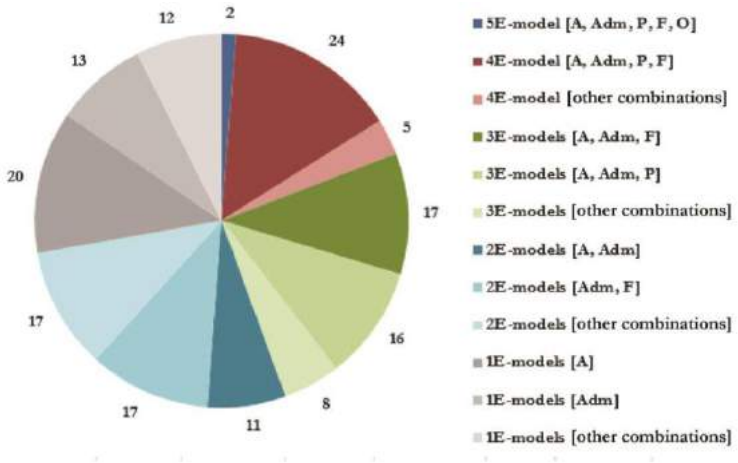


Figure 7: The number of the occurrences of the integration models in the documents by sectors

The integration among the administrative levels (e.g. national, regional, municipal, local, etc.), best represented in the general, transport, and health related documents, is also one of the more often occurring models. The integration of financial sources is more common in the health, social care, education, and regional development sectors. However, as further confirmed by the interviewees, in most cases the "declared" integration of actors, administrative levels, or finances, presented in the documents, does not indicate an integrative and "intersectoral" approach to the SGI delivery in practice. That is also supported by the fact that the policy and other (e.g. services or sectors) integration models are the least common in all the sectors (Figure 7). Therefore, the results the "declared" rather than the actual "implemented" integration.

As one document can predict two or more integration models (e.g. actors, finances, and policies), a more detailed analysis looked at the combinations of the recognised integration models in the analysed documents. Altogether, 162 combinations of the 5 integration models or elements (actors, policies, administrative levels, financial sources, and other) were identified. The analysis revealed, the documents comprise 117 different "combined" (when at least two integration models are predicted- e.g. actors and finances) models, which largely prevail over the 45 "singular" (when only one integration model is predicted- e.g. integration of actors) models of integration. However, looking at the various combinations, Figure 8 shows the singular models (comprising 1 element) are next to the models combining two elements (45), the most common, followed by the once combining three (41).

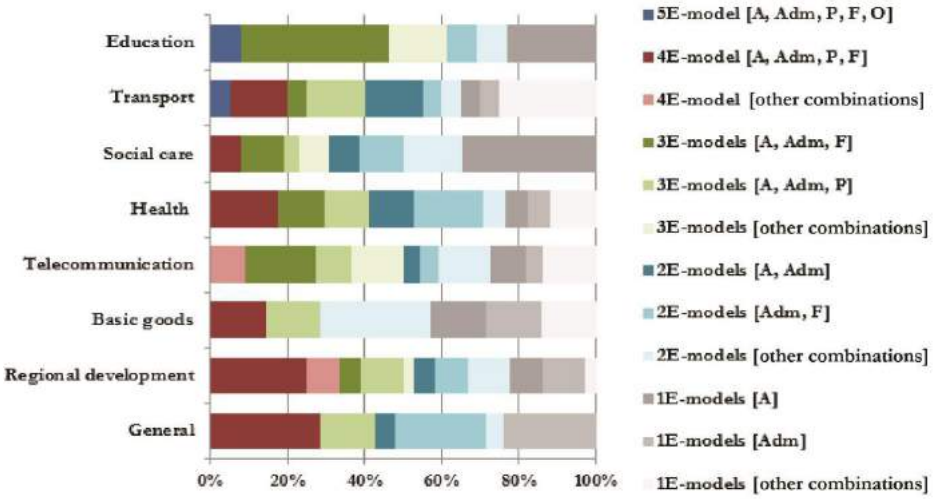


Elements key: A - actors, Adm - administration level, P - policies, F - financial sources, O - others
Models key: e. g. 5E-model - 5 (number of elements) E (abbreviation for element)

Figure 8: The combinations of the integration models identified in the documents in numbers

The combination of all the five models (5E models) was noted twice, once in the transportation and once in education sector. In the models with four elements (4E models), the combination of actors, policies, administrative levels and finances is the most common (altogether 24 examples present in all the sectors except of general and basic goods). In the models comprising three elements (3E models), two combinations stand out. One combines actors, administrative levels, and finance (17 cases in all sectors, apart from the general and basic goods), and the other actors, policies, and administrative levels (16 examples, all sectors, apart from education). In the two-element (2E) models, the two obvious combinations are of the actors and administrative levels, and the administrative levels and finances. The most common among the singular models is the one integrating actors (20 examples, most in the social care sector), followed by the integration of the administrative levels (13 examples, mostly in the general and regional development sector).

Figure 9 illustrates that the most complex models of integration are present in the general and regional development sectors. These two sectors are overarching, guiding and connecting different policies, actors etc. More simple integration solutions are present in the sectors of social care, health, basic goods and telecommunication, in which actors and administrative levels, or administrative levels and finances are joined. In the education, the 3E-model connecting actors, administrative levels and finance stands out. In the social care sector, the integration of actors is predominant.



Elements key: A - actors, Adm - administration level, P - policies, F - financial sources, O - others
Models key: e. g. 5E-model - 5 (number of elements) E (abbreviation for element)

Figure 9: Division of the combined and singular models of integration by sectors

3.4 EXAMPLES OF THE INTEGRATION MODELS IN PRACTICE

The descriptions below are summarised from the regional reports in which the authors sometimes referred to the “integration models” and sometimes to the “cases” or “examples of integration”. As shown in Table 2, most of the existing integration models linking the governance elements (actors and administrative levels) do not mention the sector integration. An exception to that is the Tyrolian exploitation of synergies among the ongoing civil engineering projects, when expanding broadband. The governance elements the model applies to are in Table 2 marked with X.

Examples	Type of the integration model		
	Actors	Administrative levels	Policies
STRALE!K (Carinthia, AT): is a strategic rural development programme. It addresses all topics of the SGI, and defines individual solution approaches for their maintenance. It provides of guidelines and objectives of the SGI delivery. It is a base for various department strategies. There is a special governmental office dedicated to the implementation of this programme			X
Establishment of regional management (Tyrol, AT): established for the implementation of regional strategies/concept/programmes. Members are the municipalities, tourism associations, district chambers and interested companies from the region. The aim is to pursue a target-oriented cooperation of the regions with the provincial government, federal government, and the EU, and promote the strategic regional development	X	X	
Synergies among civil engineering projects (Tyrol, AT) Broadband infrastructure expansion is conducted at the local level by exploiting synergies in the course of civil engineering projects conducted by public or public-owned carriers (gas network, district heating network, sanitary engineering, road construction, etc.)	X		
Social entrepreneurship (Slovenia) a promising future model for integration and provision of mostly social services (child care, elderly acre, social inclusion, etc.), funds and stakeholders.	X		X
Service plans (Auvergne Rhône-Alpes, FRA) is an integrated territorial approach model to SGI delivery. By law French departments (administrative level similar to municipalities) must have their Departmental Plan of Improved Accessibility to Services of General Interest (SDAASP), which calls for shared services governance, and to coordination and innovation in the provision of services, taking into account the specificities of each territory.			

Table 2: Examples of the existing governance integration models in the participating regions

The overview of the integration examples in practice was made using a cross-sectoral table of the integration examples. As seen from Table 3 the services integrate two or more sectors (e.g. provision of meals for school children and elderly in cooperation with local producers). The most often combined are the transportation sector with either education, health or social care, and the telecommunication sector with health and social care. At the most, 4 different sectors are integrated in one service. Examples of such services are: the Regional Card for Services (RCCS), introduced by the Region of Lombardy (integrating administrative, telecommunication, health and social care sectors and services; Regional Report Lombardy- Italy, 2016), Roaming Services which are in use in France (including transport, education, social care, and basic goods; Regional Report Auvergne Rhône-Alpes- France, 2016), and the Provision of meals for school children and elderly in cooperation with local producers- a model implemented in the Italian South Tyrol (Regional Report South Tyrol- Italy, 2016).

INTEGRATION MODELS EXAMPLES	GENERAL	TRANSPORT	TELECOMM.	EDUCATION	HEALTH	SOCIAL CARE	BASIC GOODS
Regional card for services (RCS) – multi function smart card (access to public administration, health, social services)	X		X		X	X	
Integrated ticket for different modes of transport for users and pupils		X		X			
TravelPlanner webportal aiming at gathering train, bus, metro timetables and routes		X	X				
Roaming services: libraries, cinema, basic goods, pedicure...		X		X		X	X
Mobility card: young & museums		X		X			
Transport services for extra activities by students and youth		X		X		X	
A postbus (Auto-postale) integrating transport of people, medicines, goods		X			X		X
Healthcare card enabling management of medical services			X		X		
Provision of meals for school children and the elderly in cooperation with local producers				X	X	X	X
Multidisciplinary health houses/ territorial hospital groups					X		
Mobile health & social services for elderly people		X			X	X	
Social concept of Ausserfern – mobile care givers		X				X	
Regional Health Care Structure Plan - Outpatient Module – transition care after the acute care at the hospital					X	X	
Info points for tourists at small retailers	X						X
Consumer cooperative KonsuMoos for basic goods (municipality/inhabitants)	X						X
Wanderhandel - mobile bakery, dairy products		X					X
Tourist or guest card - card allowing access to a variety of services	X		X			X	
Mountain Virtual Hospital (MVH), experimental model of Mountain Hospital using innovative services and technologies			X		X		
Digital ecosystem E015 enabling IT communication among multiple public and private actors and sectors: transport, hospitality, tourism, culture, etc.		X	X			X	

Carinthia (AT) · Tyrol (AT) · Auvergne Rhone - Alpes (FRA) · South Tyrol (IT) · Lombardy (IT) · Slovenia

Table 3: Existing examples of services integration in the participating regions

The services integrating 3 sectors are: the Transport services for the out of school activities by students and youth (South Tyrol-IT), the Mobile health and social services for elderly (both present in South Tyrol-IT; RR South Tyrol- Italy, 2016), and a Postbus (it. Auto-postale), integrating transport of people, medicines and goods, which is in place in Lombardy. A Digital ecosystem E015 is a service also introduced by Lombardy, which allows for the communication among the IT services of public and private actors operating in multiple sectors: transport, hospitality, tourism, culture, etc. (Regional Report Lombardy- Italy, 2016). There are other integration models such as a Mountain Virtual Hospital (MVH), an experimental model of mountain hospital (introduced by the region of Lombardy within Valchiavenna Area Strategy), which uses innovative services and new technologies, such as tele-medicine, home-based tele-radiology, points of care, de-localised diagnostic treatment-rooms (Regional Report Lombardy- Italy, 2016)

4 CONCLUSION

The analysis of the 257 sectoral (regional development, transport, telecommunication, basic goods, health care, social care, and education) and "umbrella" (e.g. constitutions, national regulations) policy documents concerning the SGI provision in the Alpine regions revealed several problems of the services delivery (e.g. services accessibility, high supply costs, failure to meet the actual needs for services, poor specification of the responsibilities and measures in the strategies), which could be addressed with the implementation of the integration of services, actors, administrative levels, finances, policies etc. The study shows, the integration concept is present in more than a half of the inspected documents, majority of which are sectoral laws and regulations. However, there are significant differences among the participating countries. Whilst the Swizz documents do not address the integration all, the concept is introduced by 90% of the documents in Italy and France, 78% in Austria, and 67 % Slovenia. Looking at the sectors, most (roughly 70%) of the regional development (laws, strategies, plans, or programmes) and umbrella regulations include it, whereas it is only present in 32% of the social care documents, which is the least among all.

The analysis of the integration models (in this study understood as the integration among actors, polices, administrative levels, financial sources, and others) reveals, the cooperation among actors is prevailing in all sectors. The integration among the administrative levels (e.g. national, regional, municipal, local, etc.), best represented in the general, transport, and health related documents, is also one of the more often occurring models. The integration of financial sources is more common in the health, social care, education, and regional development sectors. The combinations of the integration models occurring in the individual documents were also studied. Altogether, 162 combinations of the 5 integration models or elements (actors, policies, administrative levels, financial sources, and other) were identified. The analysis revealed, the documents comprise 117 different "combined" (when at least two integration models are predicted- e.g. actors and finances) models, which largely prevail over the 45 "singular" (when only one integration model is predicted- e.g. integration of actors) models of integration. Next to the singular, models combining two elements (45), followed by the once combining three are most common. The most complex (combining more elements) models of integration are present in the general and regional development documents, as these sectors are overarching, guiding and connecting different policies, actors, sectors etc. More simple integration solutions are present in the sectors of social care, health, basic goods and telecommunication. Furthermore, various existing examples of the governance (e.g. STARLE!K in Carinthia, regional management in Tyrol, social entrepreneurship in Slovenia, etc.) and sectoral integrations (e.g. Regional card for services in Lombardy, provision of meals for elderly in cooperation with local producers in Italian South Tyrol, mobile services like groceries, pharmacies, etc.) in the SGI provision have been identified in all the participating countries.

Although, the study shows the integration models are present in all the inspected sectors, and all the countries except Switzerland, the interviewees explain the "declared" integration of actors, administrative levels, or finances, recognised in the documents, is not transferred into an integrative approach to the SGI delivery in practice. That is further confirmed by the analysis showing, the integration of policies and other elements (e.g. sectors, services, measures) is seldom. Thus, to improve the accessibility and supply of SGI in the Alpine regions, above all transportation and telecommunication services need to be linked with other sectors. Therefore, the policy makers should ensure, the new spatial planning policies will offer comprehensive solutions and reflect these needs by encouraging and enabling the integration models. However, their success largely depends on the far-reaching power of the planning policies in the inspected regions. As shown, the general and regional policies already present a good base for the integration, which they at the moment fail to deliver. An interesting observation of the analysis is also that the stakeholders fear to use new ways and models of the SGI delivery (e.g. the available digital tools), which might also explain the difference between the declared and actual integration to some extent.

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ID 1560 | RETHINKING PLANNING CULTURES: FROM EVIDENCE-BASED RESEARCH TO CONCEPTUAL IMPLICATIONS

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1 INTRODUCTION

Planning cultures was for a long period of time perceived as merely an academic concept. However, in recent years, scholars have turned to evidence based research to provide a more profound understanding of the notion of planning cultures (Othengrafen et al, 2015). Notwithstanding, planning offers a plethora of topics potentially serving as windows of investigation for planning cultures. The aim of this paper is to synthesize insight from two different angles of investigating planning cultures: shrinking cities and border regions. Starting out with own research on shrinking cities and planning cultures (Pallagst et al 2013; 2016), and border regions and planning cultures (Pallagst, forthcoming), this paper introduces results and methodological frames from both realms. In particular, the author's previous research on shrinking cities made clear that planning cultures can be investigated by evidence based research utilizing the shrinking cities phenomenon. In the second part of the paper the author will make an attempt to derive preconditions from this evidence based research for a critical reflection of planning cultures, which might necessitate a rethinking of the notion of planning cultures.