



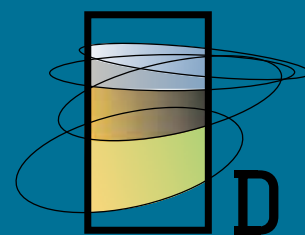
MOUNTAIN DOSSIER

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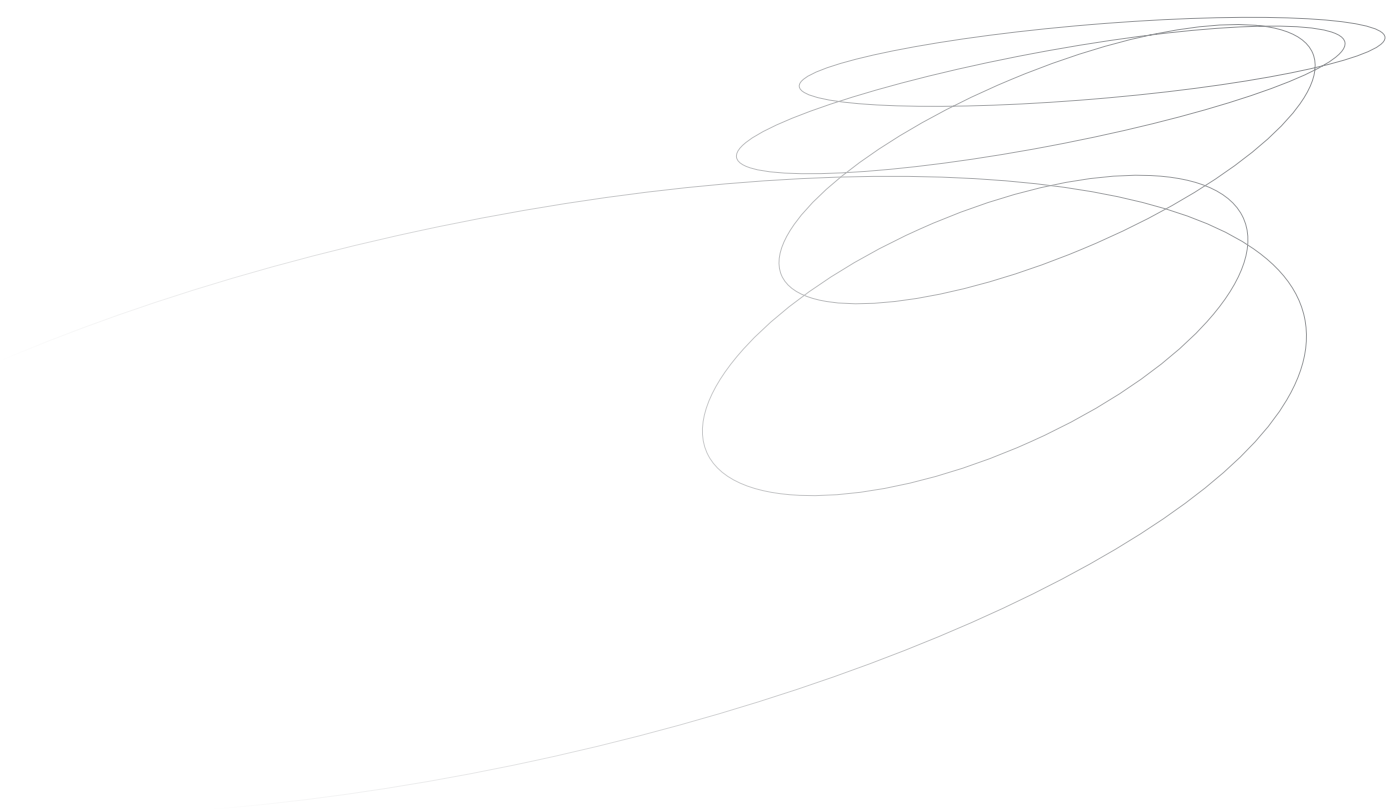
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NEW DIRECTIONS OF RESEARCH FOR THE ALPS



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Maurizio Dematteis
Dislivelli Association



NEW DIRECTIONS OF RESEARCH FOR THE ALPS

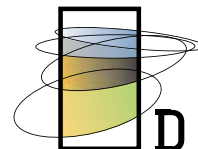
INTRODUCTION

Since the beginning of the twenty-first century many of the paradigms on mountain territories and specifically the alpine ones, have been discussed. By whom? By the world of research, that slowly but relentlessly photographs reality, which often is not correctly reported by writers. Maybe because they are too busy following the easier and safer “clichés”, or because they are victims of the heavy publicity in the newspapers.

In this issue of the Mountain Dossier we want to give a voice to some of these scholars, who through their work can guide us along the new paths of alpine research. By suggesting, even to those who work in mountain communication new and lucrative lines of research.

From innovation to alternative development, there is always more expression of the mountainous areas, to responsible tourism as the natural inclination of the highlands, to promote and incentivise with ad hoc policies. Of the reversal of depopulation trends, which now are evident in the whole alpine arch, to the sites of interest recognised by UNESCO, many of which are in mountainous areas of which 17 are in the Alps.

All the interest about the mountains today, and in specifically the European alpine valleys. Phenomena to which should be paid particular attention, but instead in our country in particular, with the recent proposal by the Italian Ministry of Territorial Cohesion to put in place policies for the mountainous areas and more generally for “internal areas”, there is the risk that the conditions for transforming real isolated cases into trends capable of positively influencing our society will not be found.



Maurizio Dematteis

Direttore della rivista *Dislivelli.eu*

NUOVE DIREZIONI DI RICERCA PER LE ALPI

INTRODUZIONE

Dall'inizio del XXlesimo secolo molti dei paradigmi che insistevano sui territori montani, e in specifico quelli alpini, sono stati messi in discussione. Da chi? Dal mondo della ricerca naturalmente, che lento ma inesorabile arriva a fotografare le realtà che, spesso, gli operatori addetti alla più "immediata" comunicazione non riescono a focalizzare. Vuoi perché troppo impegnati a inseguire i più comodi e sicuri "luoghi comuni", vuoi perché, per quanto riguarda le testate giornalistiche che stanno sul mercato, sempre più vittime di pubblicitari ingombranti.

Con questo numero di Mountain Dossier vogliamo dare voce ad alcuni studiosi che, attraverso il loro lavoro, ci possano guidare verso i nuovi sentieri della ricerca alpina. Suggestendo, allo stesso tempo, anche a chi si occupa di comunicazione sulla montagna nuovi e proficui filoni di inchiesta.

Dall'innovazione e dai modelli alternativi di sviluppo sempre più espressione dei territori montani, al turismo responsabile come naturale inclinazione delle terre alte, da promuovere e incentivare con politiche ad hoc. Dall'inversione di tendenza nei fenomeni di spopolamento, che ormai tocca a macchia di leopardo tutto l'arco alpino, ai siti di interesse riconosciuti dall'Unesco, molti dei quali proprio in area montana, e ben 17 nelle sole Alpi.

Tutti segnali di fermento che toccano oggi le montagne, e in specifico le vallate alpine europee. Fenomeni in atto che avrebbero bisogno di attenzioni particolari, ma che invece, per quanto riguarda il nostro paese, con la recente proposta dal Ministero italiano della coesione territoriale di inserire le politiche per i territori montani in quelle più generali per le "aree interne", rischiano di non riuscire a trovare le condizioni per trasformarsi da casi isolati in veri e propri trend capaci di influire in senso positivo sulla trasformazione della nostra società.

COHESION POLICIES FOR ITALIAN AND EUROPEAN MOUNTAIN AND INTERNAL AREAS¹ *MONTAGNA E AREE INTERNE NELLE POLITICHE DI COESIONE TERRITORIALE ITALIANE E EUROPEE*

ABSTRACT

The article discusses the opportunity to differentiate policies for mountain areas from the more general ones dealing with “internal areas” recently proposed by the Ministry of Territorial Cohesion. For this purpose it reconstructs the evolution of the mountain concept as a relevant category in the Italian public policies since its inclusion in the Constitution and those in Europe, since the Treaty of Rome. It compares this “legal” mountain with those in studies conducted in different disciplines, identifying the specific characteristics and comparing them with the main policies relevant to them. It concludes that the category “internal areas” is too broad to provide an effective response to some significant mountain problems, but is also too restrictive as it is exclusively directed to the rural areas without considering the role of intra-city and peripheral mountains in the processes of development and territorial cohesion.

1. IS THE MOUNTAIN IGNORED BY TERRITORIAL COHESION POLICIES?

In the paper, *Methods and objectives for an effective use of EU funds 2014-2020*, presented in December 27th, 2012 by Fabrizio Barca, Minister for Territorial Cohesion, there were three “strategic options”: the South, cities and “internal areas”. This last category concerns Southern Italy: the issue of “internal areas” or “inner areas” was in fact created in consideration and in the action of economists such as Pasquale Saraceno, Manlio Rossi Doria, and others engaged in the development of the South since the fifties. It was picked up again in the nineties by geographers, especially Neapolitans (Coppola and Sommella 1998, Stanzone 2001), referring mainly to the South. In addition to analyzing the difficulties of “internal” areas, these studies highlight “the potential that in a certain historical phases seemed to have been sacrificed, impoverished or left unexpressed, but may be useful under a different perspective” (Coppola 2001, p. 371), and not surprisingly some of them come out in a collective volume entitled “The internal pathways for the development of the South” (Stanzone 2001).

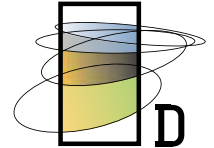
In the document by the Minister Barca “internal areas” are defined as follows: “that part of the national territory - about three-fifths of the territory and less than a quarter of the population - far away from the agglomerated centres and services with unstable development trends but at the same time equipped with resources lacking in the central areas, “rough”, with demographic problems but at the same time strongly polycentric and high attraction potential. An attempt to mapping identification performed by the DPS (Department for Development and Economic Cohesion) identifies them as less urbanized rural areas and quantifies them on a municipal basis as 61.1% of the territory and 22.7% of the national population. Internally they then distinguish the municipal categories as “peripheral” and “outermost regions” which together occupy 31.5% of the territory, with 7.7% of the Italian population. This aggregation is about the size of the Istat mountain communities (35.2% of the national area), but does not coincide, because it covers all the municipalities

that are located more than 40 minutes from the city and equipped with a mid-high level of services, many of which are not mountains, while it does not cover the mountains near the cities nor, of course, the cities located in mountainous areas.

Therefore, in the programming of the EU funds 2014-2020 there will be a policy for the mountains, but what about the “internal areas”. This does not seem to take into account Article 44 of the Constitution, which states that “the law makes provisions in favour of mountain areas”, while not excluding the largest territorial cohesion policies, asks to pay particular attention to Mountainous territories. However, it should be noted that the constitutional plan does not specify what is meant by “mountains”, so that the implementing laws could then little by little extend its meaning to all disadvantaged territories. Even in the first of these laws (the 991/1952, “Measures in favour of mountain areas”), it was expected the same measures also applied to municipalities with “similar economic and agricultural conditions.” This gave rise to the so-called “montagna legale” (or “legal mountain”), which in 1952 represented 54.2% of the national territory against 35.2% of the physical-geographical one (Nervi 2010).

As regards to the European Union, the mountain is mentioned in the rules of the Common Agricultural Policy (CAP), as far back as the Treaty of Rome (1957). The theme of “disadvantaged areas” (with “permanent natural handicaps”) then appears in the European Union regulations after the Treaty of Maastricht (1992) had introduced the principle of compensation for agricultural activities disadvantaged by structural or natural conditions. “Article .27 of the EC Regulation 1257/1999 on rural development support indicated the “mountain areas” as being disadvantaged and, in the following Article, defined them as “those characterized by a considerable limitation of possible land use and an increase in the cost of labour because of very difficult climatic conditions due to the altitude, resulting in a significantly shortened growing season”, but also at

¹The article was published in Italian under the title “Mountains and inland areas in the policies of Italian and European territorial cohesion” on *Territorio*, 2013, n.66.



COHESION POLICIES FOR ITALIAN AND EUROPEAN MOUNTAIN AND INTERNAL AREAS

MONTAGNA E AREE INTERNE NELLE POLITICHE DI COESIONE TERRITORIALE ITALIANE E EUROPEE

“lower altitude, over the greater part of the territory there are very steep slopes”. The notion of mountain area should then be extended to the “areas north of the 62° Parallel and some adjacent ones.”

In the perspective document *Europe 2000+* (1995) the category of “rural areas with difficult access” was introduced, corresponding to “many hilly and mountainous areas together with the smaller islands.” This same document also made clear the difference between the concept of mountain area concepts and those of disadvantaged areas when it identified the Alpine Arc placed between the wealthiest and most developed area in Europe, including the surrounding regions, from Alsace, to Bavaria and Emilia-Romagna. Roughly the borders are still the same as those in the Interreg Alpine Space.

In the European Constitution Treaty (2004) art. III-220, special attention was given to the “regions which suffer from permanent demographic or natural handicaps,” including those of the mountain. Rejected by the French referendum, the Constitutional Treaty, however, opened the path for the subsequent Treaty of Lisbon (2007). This Treaty introduced the concept of territorial cohesion, which in the Third Cohesion Report of the European Commission (2004) corresponded to the principle that EU citizens should have the same life chances and access to essential services regardless of where they live. Consequently, the Treaty of Lisbon art. 158, echoing the diction of the European Constitutional Treaty, recommends a “particular attention” to certain types of areas, including those “who suffer from severe permanent natural or demographic handicaps” and amongst these are indicated the “mountainous regions”².

Although there is no EU institution or body that deals specifically with the mountain, there have been plenty of opportunities, especially in recent years, to deal with this issue in inter-governmental meetings and in general documents in the agendas of the European Parliament, the European Economic social Committee and the Committee of the Regions. According to Debarbieux and Rudaz (2010, p. 229.) For the EU, the decade following the 2000 represented a turning point in the field, due both to the emergence of the concept of territorial cohesion and the attention paid to the natural and cultural diversity of the mountain as a “common global asset” (Debarbieux and Price 2008, and # 2012) in important international conferences (Rio de Janeiro, 1992, Johannesburg, 2002) and the International Year of the Mountain (2002).

In particular, it is interesting to note that the original negative vision of the mountain as a disadvantaged territory is accompanied by that of a “different” territory, which can be strategic in the perspective of sustainable development, thanks to their financial, energy, environmental and cultural assets (see for example the Green Paper on Territorial Cohesion, 2008). These wider views of the problem have contributed to studies and proposals developed within European initiatives, such as Montespon (2006) or by other bodies such as Euromontana

(2008) and AEM (Association européenne des Elus of the Mountains). The latter presented to the European Commission a “Green Book” on European mountain policies (AEM 2008) which is a complete tuning of the question, especially regarding the inter-sectoral view of the problems and the overview of the development potential of the “massifs.”

The European vision of “disadvantaged areas” laid the foundations of today’s Italian policy of “internal areas”. The National Strategic Plan (NSP) for the programming of EU funds 2007-2013 already included priority actions to support the development of all the regions that fall within agricultural ISTAT areas in the higher parts of mountains and hills. So there is a clear continuity between this evolution of the territorial rebalancing policies (then called territorial cohesion) and the recent ministerial definition of “internal areas”.

On closer inspection, the gap between the “mountain” and “internal area” categories reflects the partial divergence between three ways of interpreting the mountain in Italy and Europe in the policies of the last decades. One is based on the geographical and structural characteristics: for example ISTAT in Italy, the one adopted for all the Alpine Convention of the Alps and, at least in part, the agricultural policies of the EU. A second considers the “massifs” (or mountain ranges) as geographical territories with characteristics which can never be separated from the surrounding forelands: it is the solution proposed by Europa 200+ and by the Interreg Alpine Space. A third view, considers the mountain not according to its intrinsic characteristics, but as a deprived area (away from services, depopulated, with few job opportunities) compared to the more prosperous central areas.

Depending on the prevailing view, the policies are also very different from each other. Thus, for example, the policies of the Alpine Convention and the European farm are both based on the intrinsic characteristics of the mountain, although the first seen as positive and therefore seek the protection of natural and cultural heritage and sustainable development based on specific endogenous resources, while the latter see them as limitations that require compensatory measures. Community policies in the Alpine Space are mainly integration policies of large “strong” cross border regions. Finally, the most recent European policies for deprived areas have been transformed from mere compensation of agricultural policies to cohesion and territorial development policies based on exploitation of the local potentiality.

The latter is also the view that is the basis of the above mentioned Barca document for internal areas. There are three general objectives that are inter-related and aim at ensuring “life models competitive with those offered by urban areas”: 1) protection and security of the territory focused on the role of the inhabitants, 2) promotion of natural diversity, culture, the landscape and polycentrism, widening externally,

² In fact in the Montespon seminar on European mountain areas (ESPON 2006) it was highlighted as only one-third of the European mountainous regions, all located in the southern and eastern parts, recorded economic performance below the EU average, while many of them (Alps, the Pyrenees, the high lands of the British Isles and Scandinavia) were located in the highest bands. The seven indicators used here (Lisbon economic indicators) in addition to the GDP of labour productivity, employment, research and development expenditure. It should be noted that, since the data reported at a regional level (NUTS 2), the values attributed to the mountain areas are of the regions to which they belong, values largely dependent on the performance of the bordering non mountainous territories, often highly urbanized. This has also prevented many Italian mountain areas, especially those of the Alps, to benefit from the Structural Funds of Objective 1 (regions with delay in development), due to being above the eligibility threshold (less than 75% of GDP/capita Community average).

Giuseppe Dematteis

**COHESION POLICIES FOR
ITALIAN AND EUROPEAN
MOUNTAIN AND INTERNAL
AREAS**

*MONTAGNA E AREE INTERNE
NELLE POLITICHE DI COESIONE
TERRITORIALE ITALIANE E
EUROPEE*

3) stimulating growth and employment through the use of badly used potential resources. These are goals that cannot be separated from the specific characteristics of the areas to which they are related, their implementation raises the question of specific policies for the mountains. Since, as we have seen, the intersection between the concept of “internal areas” and the “mountain” is partial, the question is to see whether there are specific mountain area characteristics that warrant additional or different interventions than those planned for the inland areas in general.

The solution to this problem cannot be sought only on the objective of the analysis. In fact, the variety of views found in European and national documents reflects the fact that there is lack of a common idea of the mountains shared by the competent bodies in the field of territorial cohesion. This explains why, in spite of Art. 158 of the Treaty of Lisbon, there is no Community policy of the mountain, but only a series of sectorised measures (agriculture, environment, transport, etc) with little or no coordination between them. This also applies to our country, where the “legal” mountain according to the various legislative measures does not correspond to any objectively verifiable definition. Therefore the problem is to find an operational definition of the mountains that responds to verifiable factual reality and at the same time is relevant to the purposes described in the Treaty of Lisbon and the Italian program “internal areas”. In a nutshell, a vision that can be shared by the recipients and the managers of territorial cohesion policies. This leads us to briefly examine how in Europe and in Italy, what B. Debarbieux (2006) calls “paradigms of the mountain” has been built.

2. THE MOUNTAIN IN PUBLIC POLICIES

What can be considered “mountain” in complex policies and not just sectorised areas, such as those in support of integrated intersectional projects and strategic development plans? While in sectorised or integrated policies at a micro-territorial level the mountain is essentially a rural area and as such is considered by the EU, a discourse on territorial development cannot fail to ask cities to cooperate, as they represent the headquarters of cognitive, entrepreneurial, financial and institutional resources that such a development requires.

If we wonder which of our cities can play this role, we have to distinguish between two categories. The first includes cities such as Aosta, Verbania, Sondrio, Trento, Bolzano and Belluno Alps; Fabriano, L'Aquila, Campobasso, Potenza in the Apennines and Nuoro in Sardinia, whose influential or gravitational area is entirely or largely mountainous. In these areas the relationship with the mountain is vital for the city, since a large part of its economy and culture relies on it, while the mountainous area finds the necessary support for its social and economic life and development in the nearby town. This is especially true for cities like those listed above,

which have medium-high level services, but there are also many smaller cities such as Domodossola and Tolmezzo Sulmona in the Alps or the Apennines which could play a similar role if they strengthened their institutional responsibilities and services. (Bocco and Zeppetella 2011).

The second group includes cities that are located on the margins of the mountain areas and have a poor relationship, as families and companies located in the nearby mountains are closely tied to the city, while it is relatively insensitive to the mountainous inland if compared with the non-mountain region of their territory, usually much richer and more populated. This pattern is repeated along the margins of the Alps and Apennines of the Po Valley, in the great longitudinal valleys and basins in the inside the Apennine mountains and even where, as in Liguria and Calabria, the mountain is the rural inland of an urbanized coast. This situation has led to a kind of political, economic and cultural colonization of the inner mountain, of which the outer edge cities were the main protagonists since the nineteenth century. (Crivelli and Raffestin 1992 Debarbieux and Rudaz 2010 Dematteis 2012).

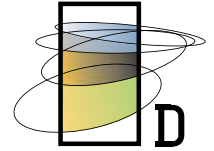
The view of the city as a necessary component in mountain development and then as a recipient of its policies, imposes a multi-scale dimension on the latter. The result is a view of the mountain in addition to those mentioned so far, based on the particular characteristics of the geographical environment or those rising from the adaptive interaction with ecosystems or furthermore on structural handicaps. These definitions, reducing the mountain to rural areas, also reduce the intervention scale to a very local level, for instance, restricted to the areas of the old mountain communities or local action groups (LAGs) and the Community-led local development of the Community documents for the programming of the Structural Funds 2014-2020³.

The more complex territorial development policies should instead cover larger areas. Introducing the “city effect”, they require a local governance on at least two levels, that of rural participants and that of the urban participants. In this perspective, the mountain is not simply a particular geographical space with regard to the environment-society relationship, but it is first and foremost a specific milieu, in the double meaning that the term milieu has taken in regional studies: that of the old Vidalian geography (Febvre 1922) and that of the more recent concept of innovation milieu (Camagni and Maillat 2006).

CONCLUSION

With reference to the preliminary analysis carried out by the DPS for the “internal areas” project of the Ministry for Territorial Cohesion, Italy can be divided into three main spaces. The urban and peripheral-urban areas where 77% of the population is concentrated over 39% of the surface. There is a 30% rural area averagely populated and

³ In particular the regulation 615 (c.d. “regolamento ombrello”) that art. 28-30 defines as the methods and strategies of “participatory local development.”



largely intended for intensive agriculture. Finally, there is a marginal-peripheral area where 7.7% of the population live in conditions of marked difficulty in accessing services on 31% of an area with strong natural connotations. The “internal areas” project considers the last two types of areas as reference, with particular attention to the most peripheral. Both are recognized with values and potential for demographic and economic development based on little or badly used contextual resources. The development and upgrading of these spaces, in addition to ensuring substantive equality of rights for those who already live in them, can foster a better geographical distribution of the population and economic activities, thus contributing significantly to national wealth together with the safeguard and enhancement of a huge natural and cultural heritage. Finally, it may respond to a growing demand for quality settlement which today is directed preferentially to the “slow territories” (Lancerini 2005 Lanzani 2005) and become the testing ground for new ways of living. All these reasons amply justify the inclusion of the previously mentioned “internal areas” project among the strategic priorities of the national cohesion policy. The ministerial document does not, however, state a difference between “internal areas” and mountain areas as relevant categories for national public policies, therefore leaves open the question of a policy based on the mountain characteristics that would justify measures and specific interventions. These characteristics all derive from the strong verticality of the elevation: a quantitative factor that may seem trivial but has structuring effects on the natural, social, cultural and local institutional structure. Firstly the interaction of people in an environment very different from the hilly, flat or coastal environments must be considered, an interaction that over time has produced quite peculiar cultures, social-territorial organizations and landscapes.

There are also special morphological and climate constraints on agriculture, settlements, circulation and related facilities. The exceptional value of the natural heritage should be considered, in regard to biodiversity, ecosystem services, use and protection of water and energy resources, not to mention the important role of the snow resource in many local economies. Finally, in most of the mountain areas the scarcity of population prevents adequate representation in regional and national elections, that is essential to ensure the legal, technical and financial support needed to manage Group assets and natural resources of very large territories and also defence against environmental risks is vital for the foothill areas.

The problem of political representation is linked to the more general one of who should be the participants of mountain territory development, not only seen as rural areas, but as a territorial societies capable of supporting complex territorial visions, planning and strategic actions. This requires considering a self-organized territorial level involving also cities of a certain functional rank such as hubs of super-local networks and locations of cognitive, financial and service resources which are normally lacking in rural areas.

Therefore for a development and redevelopment mountain policy the criteria adopted in the “internal areas” project of the Ministry of Territorial Cohesion should be reviewed from two points of view. The first, more restrictive, suggesting a

different treatment of the mountain within the broader category of inland areas, justified by the importance of the exclusive or predominant characters mentioned above. The second, more inclusive, requires the widening of the boundaries of the intervention areas to extended territorial milieu, including the cities as potential development drivers. A criteria that logically should apply to inland areas in general.

The first criteria is easy to apply, bearing in mind that the EAFRD Regulation 2014-2020 offers the Member States the possibility to include in their rural development programs of the “thematic sub-programs (...)” to meet specific needs, “including those of the “mountain areas”. The application of the second criteria requires different policies depending on whether the city is already naturally and historically in symbiosis with “its” mountain territory, or that the city has a poor relationship of reciprocity with a more or less peripheral mountainous hinterland. In both cases, the city - and not only the rural areas - should be addressed by targeted policies. While the first case essentially strengthens its role, the second must target interventions to support strategic agreements between cities and the mountainous hinterland (AEEM 2008), within the national legislation framework that recognizes, even on the level of financial compensation, the role of territories and mountain populations in the protection and production of public property (Rullani 2009) and of water and energy resources (Borghi 2009).

SINTESI

L'articolo discute l'opportunità di differenziare le politiche per i territori montani da quelle più generali per le “aree interne” di recente proposte dal Ministero della coesione territoriale. A tal scopo ricostruisce l'evoluzione del concetto di montagna come categoria rilevante nelle politiche pubbliche italiane a partire dal suo inserimento nella Costituzione e di quelle europee a partire dal Trattato di Roma. Confronta questa montagna “giuridica” con quella degli studi condotti in diversi ambiti disciplinari, ne individua i caratteri peculiari e li confronta con le principali politiche ad essi pertinenti. Arriva a concludere che la categoria “aree interne” è troppo estensiva per dare una risposta efficace ad alcuni problemi rilevanti della montagna, ma è anche troppo restrittiva in quanto rivolta esclusivamente agli spazi rurali, senza considerare il ruolo delle città intra- e peri-montane nei processi di sviluppo e di coesione territoriale.

Giuseppe Dematteis, Professor emeritus at the Polytechnic of Turin. Actually President of Dislivelli Association – Research and Communication on the mountain.

Giuseppe Dematteis, Professore emerito al Politecnico di Torino. Attualmente Presidente dell'Associazione Dislivelli – Ricerca e Comunicazione sulla montagna.

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Dislivelli Association and Tau&Temi LTD

A DIFFERENT PERSPECTIVE OF MOUNTAINS: “HIGHLANDS IN MOTION. TERRITORIAL INNOVATION PROJECTS IN THE CUNEO MOUNTAIN AREAS”

UNA DIVERSA PROSPETTIVA DALLA MONTAGNA PER LA MONTAGNA: “TERRE ALTE IN MOVIMENTO. PROGETTI DI INNOVAZIONE TERRITORIALE NELL'AREA MONTANA CUNEESE”.

1. THE STUDY AREA - Picture 1

In many parts of the Cuneo mountain region there has been a substantial aging of the population, especially in marginal areas, although in some cases there are interesting signs of restocking (Maira and Gesso valleys).

2. THE PROJECT

The study “Highlands in motion. Territorial innovation projects in the Cuneo mountains” has the purpose of building a picture of forms and ways through which it expresses the territorial innovation in the Cuneo mountain area. The research was divided into three parts:

- a census of recent plans and programs relating to the Cuneo mountain areas, referring to both institutional plans that address the most recent local development programs;
- qualitative research with individuals/local authorities involved in the local development of mountain territories in order to bring out indicative, not exhaustive, innovative projects on/in the province of Cuneo;
- in depth study of projects deemed particularly significant, chosen among those identified in the qualitative phase of the investigation.

The work carried out has permitted the identification of some favorable growth and strengthening factors for the emergence of innovative initiatives starting from territorial resources activated inside mountain areas to networks that should be built and implemented on/in the local area.

With regard to the study of local planning, the goal was to establish a rough overview of projects started in mountain areas and characterized by an innovative path or development. To this end, the institutional super ordinate planning (Regional Spatial Plan, Regional Landscape Plan and Provincial Territorial Coordination Plan), the strategic planning and in particular the “Cuneo 2020” plan, the plans and projects of regional matrix (PISL and PTI), the cross-border Europe planning as Alcotra and Alpine Space,

ABSTRACT

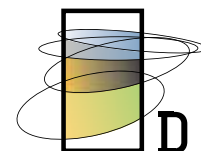
The Alps are a macro-region extremely heterogeneous in its internal areas, characterized by elements such as depopulation, aging population, farmland abandonment in favour of other activities, lack of public services, problems due to morphological and natural elements. Despite this, starting from the assumption that the Alpine macro-region has different development paths, landscapes and cultures, resources and populations, it is important to consider that, lately, internally, important actions are taking place for territorial innovation, often encouraged by policies (Lisbon Strategy, Green Paper on Territorial Cohesion, Alpine Space Programme, Statement of Lillehammer, Report on the State of the Alps, the Alpine Convention, etc.), but more and more often they origin from a local network of people who relying on their experiences, start efficient and innovative development processes. This also happens in the Italian Alpine region and in particular in the Cuneo mountains, located between Po valley, the Liguria Riviera and the south of France.

The Cuneo mountain area represents about a half of the whole Province surface (3507 sq km, 50.8%), and its morphology is the dominant one in the Italian north-western alpine area, with a slope causes by the down-cutting of the deep valleys between the main watershed of the Western Alps and the plains with a relatively short path. The resulting low amplitude of rivers means that they are not accommodating sufficient population to support significant industrial activities or mid-level/high public services. However, a number of industrial and service activities take place in valley floors, constituting an array of small and medium towns, except Cuneo, the Province's capital.

Leader actions and the Local Development Plans of Local Action Groups have been analyzed.

In the second phase expressly qualitative, a reconnaissance work and an identification of subjects and projects with innovative value on/in the Cuneo province was carried out in two steps: the first one relating to a request for specific information of all of the Mountain Territory Communities and Local Action Groups; the second one relating to an analysis of interviews with witnesses chosen for the investigation, centered on: the definition of innovation, the state of the art of local knowledge and the identification of subjects and/or projects with an innovative value.

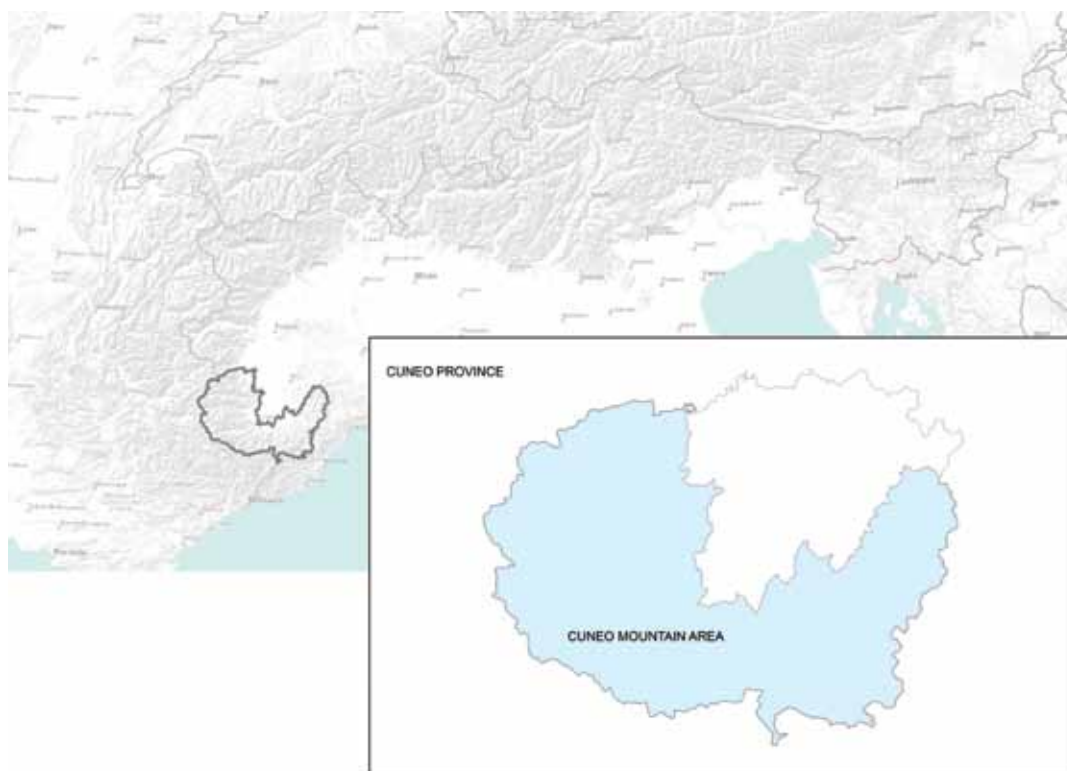
Finally, based on the results obtained with qualitative interviews, the research proceeded with a sort of “coring” on some specific cases of innovative projects in order to build a detailed picture on the elements promoting and contributing to the process of innovative development. The choice of selected projects followed different criteria: location of the project within Cuneo mountainous areas; roots of the project in the reference mountain territorial context; multidisciplinary and multisectoral approach of the project, expressed through a focus on innovative product and/or process; contribution to the implementation of sustainable local development paths in local mountain areas.



A DIFFERENT PERSPECTIVE OF MOUNTAINS: "HIGHLANDS IN MOTION. TERRITORIAL INNOVATION PROJECTS IN THE CUNEO MOUNTAIN AREAS"

UNA DIVERSA PROSPETTIVA DALLA MONTAGNA PER LA MONTAGNA: "TERRE ALTE IN MOVIMENTO. PROGETTI DI INNOVAZIONE TERRITORIALE NELL'AREA MONTANA CUNEESE".

PICTURE 1



TAB. 2 SUMMARY OF CASE STUDIES

| NAME | SUBJECTS | SCOPE PROJECT | EMPLOYMENT DIMENSION* | ECONOMICAL DIMENSION | SECTORS INVOLVED | TERRITORIAL RESOURCES ACTIVATED | CONNECTION WITH TERRITORIAL RESOURCES | CONNECTION WITH LOCAL NETWORKS | CONNECTION WITH OVER LOCAL NETWORKS |
|-------------------------------------------------------|----------|--------------------------------------------------------|-----------------------|----------------------|-------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------|--------------------------------|-------------------------------------|
| La Routo – Stura valley | public | European programme Interreg Alcotra IT-FR | / | 263.811 euros | entrepreneurship, culture, environment, tourism | Ovine (sambucana sheep); paths of transhumance, local facilities (restaurants); consortium Escarons | high | medium | high |
| Cascina Rosa - Biovalgrana Cooperative – Grana valley | private | private initiative | Micro/small | 350.000 euros | entrepreneurship | Local products in biological key; indigenous crops; local and nomads beekeepers; local schools, local economical and agriculture activities; natural resources (fruits) | medium | high | medium |
| System Grana valley – Grana valley | public | public and private initiative | / | 108.720 euros | entrepreneurship, culture, environment, tourism | Local schools; organic products (local natural resources); short chains; accommodation and local production; local institutions | high | medium (in progress) | low |
| Visible identities – Maira and Grana valleys | public | Cultural Enhancement Plan Regional Call | / | 100.000 euros | culture, tourism | Architectural and artistic goods, cultural identity, natural resources, landscape and local cultural heritage; local institutions | high | medium (in progress) | medium |
| Consortium of potato – Belbo valley | private | private initiative | Small | 11.000 euros | entrepreneurship | Local production system (farms linked to the cultivation of the potato), local farmers (young and old), local institutions | medium | high | medium (in progress) |
| Borgna Energy – Tanaro valley | private | private initiative | Micro | 3.000.000 euros | energy | Natural resources for energy use (water), local institutions | low | medium/low | high |
| GESTALP – CERIGEFAS – Varaita valley | public | public initiative | / | 5.800.000 euros | environment | Natural resources for energy use (water, wood, farm animals and wild animals for meat production), university students, local farms | high | medium | medium |
| Consortium Monviso Solidale – Monviso valleys | public | European Funds | / | 1.050.000 euros | public services | Local institutions, youth and elderly residents; districts for health and welfare (subject + Institutes) | medium | high | medium |
| Regeneration of Ostana – Po valley | public | Public initiative + Ban RDP 2007-2013 + European Funds | / | 3.050.000 euros | urban regeneration | Local farms, villages and architectural heritage; mountain landscape system, local institutions, networks /technological infrastructures | high | high | medium |

* As claimed by Community guidelines: Micro: <10 employees Small: <50 employees Medium: <250 employees

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3. ANALYSIS METHODOLOGY AND RESULTS

3.1 The first phase

The analysis of institutional plans and programs, with particular reference to the regional and local level, has enabled us to highlight the macro-areas of interest in the innovative development of mountainous areas of Cuneo and a list of those involved in the definition and implementation of these main areas. The macro-areas identified are: strengthening of material and immaterial relations across borders, the transition to the knowledge economy, making the system's environmental heritage, culture and landscape of mountain settlements upgrading and refurbishment of the historic routes. The parties involved may be instead divided into three groups: subjects in respect to the endogenous territory, they usually are institutions with a pivotal role in encouraging the planning for the activation of local projects. Endogenous with regard to the stakeholders, are public and/or private and social, cultural and economic development actors, but they may also play a role as project promoters. The latter are usually private companies, mentioned in plans and projects in regard to the business sector and their ability to innovate and design.

Concerning the first part of the research and the involved areas, we have to specify that out of a total of 49 projects we have a total frequency of activity sectors equal to 70 (tourism, entrepreneurship, environment, culture, services, training, energy, equal opportunities and urban regeneration-see pic. 3). In particular, the tourism sector is perceived as a strong intervention with a view to enhancing the territorial heritage. The planning in the field of entrepreneurship is equally important. Whereas the influence of public services and training in stopping the depopulation process in mountain and urban regeneration is less recognized, and the same is for their relevance as driving forces for re-inhabiting qualified territories. Finally, the first part of the survey showed again a lack of interest towards the energy sector, in stark contrast to the national guidelines.

Thus, the "coring" of the projects recognized was able to bring out certain aspects of the innovative development path implementation:

- territorial resources put in place in the innovation process are both material and immaterial (in particular agriculture, environment and culture);
- the know-how and local culture are recognized and valued as elements of the territorial local capital;
- human capital is a transverse resource activated in different projects;
- tourism is seen as a development sector linked to the axis agriculture-environment-culture;
- agriculture and livestock are the leading sectors in the Cuneo mountain areas including aspects of territorial innovation;

- the training sector is seen as complementary to the various activities implemented within the projects, highlighting the ability to create innovative and specific training offered in mountainous areas ;
- projects and initiatives highlight the need of local participants to create a system, however at the same time, reveal a structural weakness of the networks at both a local and supra-local level .

INNOVATION PROJECTS IN CUNEO MOUNTAIN AREAS - Picture 3

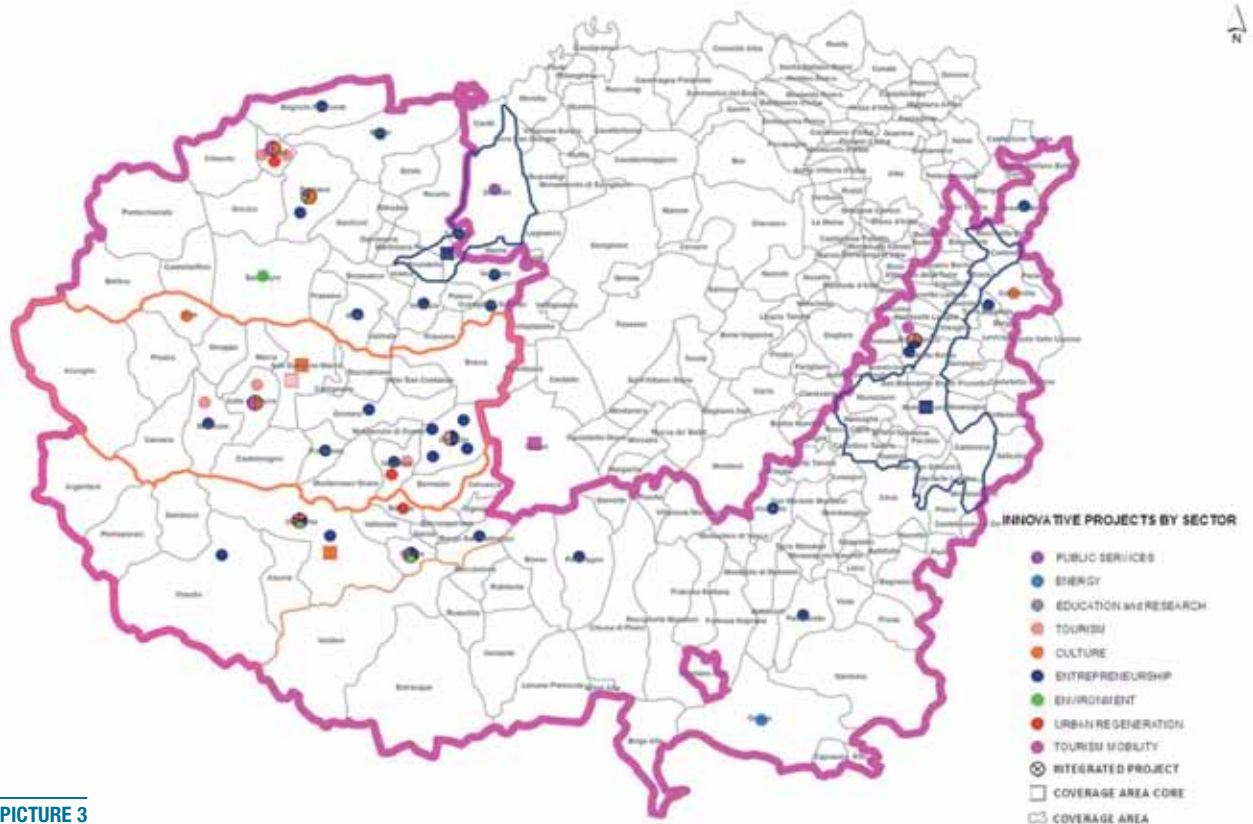
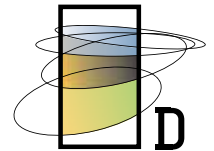
3.2 The second phase

In the second part of the research a kind of "probing" was carried out on specific innovative projects with the aim to obtain a clear view of the elements that favour and contribute or not to an innovative development process. The choice of the chosen elements took into account the following criteria:

- Localization of an internal project in the Cuneo mountain area to obtain a complete global analysis of the whole mountainous territory of the province;
- Project Integration in the mountainous area in question, considering that territorial settlement is the result of a long relationship between the people and the territorial project in which emotional, cultural and social relationships are established with the places and their history, the people and the institutions;
- multisectorial territorial approach (agricultural, energy, services, cultural, tourism etc.)
- Innovative propensity, expressed by a product and/or an innovative process;
- Contribution of local sustainable development in the Cuneo mountain area.

On the basis of this criteria in relation to the survey carried out in the previous step, the following projects were selected:

1. La Routu: products and crafts of transhumance (Valle Stura)
2. Cascina Rosa - Biovalgrana Cooperative (Valle Grana)
3. Enhancement of the Valle Grana system (Valle Grana)
4. Visible identities - Cultural itinerary between Maria and Grana (Valle Grana and Valle Maria)
5. Consortium for the valorization of potatoes cultivated in the Alta Valle Belbo (Valle Belbo)
6. Borgna Energy (Valle Tanaro)
7. Natural laboratory GESTALP - CE.RI.GE.FAS (Valle Varaita)
8. A casa e Starbene - Monviso supporting consortium (Valli del Monviso)
9. Redevelopment project of the small village of Ostana (Valle Po).



PICTURE 3

The case study analysis was carried out through on site investigations that involved the stakeholders for each project: representatives of the mountain communities, administrators, business men, farmers, social workers etc. The investigations were carried out with an in-depth interview method on specific witnesses chosen for each case. The aspects investigated in the interview and taken into consideration for the analysis of the case studies are as follows:

a. type and nature of the initiative and relations with the local territorial capital, defined as a set of common assets of a territory, embedded within it and not usable outside it. At first the territorial capital can be thought of as a set of facilities, diversified geographically, that provides resources, which also differ from place to place. In this sense, the territorial capital resources are both tangible assets (such as infrastructure provision, the historical and architectural heritage, environmental heritage, etc) and specific immaterial elements of the territory (skills, quality of life, social capital, relational capital, local culture, etc.).

b. links between networks and local actors, that is subjects belonging to a local system of reference, in which it is possible to create cooperative and/or competitive relations amongst the users, the enhancement and reproduction of the local territory's components. The territorial network favours aggregation processes for the economy, society and culture, etc. which contributes to strengthen local identity.

c. interactions at supra-local level, ie with neighbouring territories, with the regional level, the national, the European and the global level. Establishing a connection with the so-called "long networks" of the system is what allows the exchange of energy and information useful to innovate and extract specific values born from the local interactions and within the local territorial capital;

d. Economic diversification level. Economic diversification is a concept opposite to the specialization that has characterized businesses, the various initiatives and often the development paths of mountain areas (from specialized agriculture to tourist monoculture etc). In this analysis, economic diversification is interpreted as the capability/ability of a company and/or territory to diversify their economic structure without focusing exceedingly on a single sectoralisation. So the economic diversification may be in the ability to offer different services starting from the same basic element, putting together products and/or services in order to create a unique diversified offer (the "panier de bien" theorized by Pecqueur), or provide innovative products/services alongside and/or in place of traditional ones. For our analysis the concept is instrumental to innovation identification, but - it is clear - as in many cases (at a single company or country level) there is a close correlation between the ability to innovate a product/service and the consequent ability/capacity to diversify the product and/or service itself ;

e. relationships with cultural networks grant people the possibility/ability to be in contact with research and innovation of different sectors of project and production initiatives and actions for local development;

f. transferability intended as a replication of the action/initiative in relation to two possible aspects: a) transfer of the proposed solution to solve the same problem in similar mountain contexts, b) transfer of the approach used to solve other problems in other contexts.



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Based on the survey carried out at this level, there were some innovation axes in the area:

- Axis of hospitality and tourism with an innovative character aimed at new forms of tourism: from green tourism to eco-tourism, especially in the Maira Valley. The plans, programs and projects analyzed showed a vitality in this area able to implement "refurbished" professions, such as nature guides offering trekking, walking, hiking excursions, but also professions related to accommodation, such as bed and breakfasts and restaurants managers (particularly seen in the project of the Occitane guesthouses which had great success in the number of visits);
- Axis of the new agriculture which is being implemented little by little all over the province of Cuneo, but with some specific factors within the same territory. In the Valle Grana, it is worth highlighting the actual testing on the whole of the organic food sector. The Biovalgrana cooperative gathers many local farmers who grow according to the strict rules of organic farming and have achieved national and European certifications. This dynamic has attracted scientific research focused on these aspects of the territory. It is clear that an implementation of the industry in this direction could be grounds for the request of additional know-how and specialized knowledge;
- Axis of renewed grazing. This activity seemed relegated to the mountains or in the richer and more suited mountains for snow tourism seemed to be fully managed by immigrants or people from Eastern Europe. In the Valle Stura, however, there was an interesting improvement in this sector, in particular linked to the Sambucana sheep breeding. The breeding of sheep was an important resource for this area in the past. The recovery of this activity in fact occurred by planning a reuse of the "Sambucana sheep" on a large scale: exploitation of this resource passes first of all through the rediscovery of the transhumance route that leads from the Valle Stura up in St. Remy de Provence (France) by means of the construction of a hiking trail that can be followed on foot, by car, on horseback or by bike. Along the way there are stop off areas for the path users. These areas are located at Sambuco, Pontebernardo, Bagni di Vinadio (Alta Valle Stura). The accommodation on offer has also been implemented by the food and wine sector, that is, the collaboration of restaurants in the Valley that offer theme menus that use local products, primarily the Sambucana sheep recognized by the Escaroun breeder Consortium.
- Axis of the local culture and identity diffused throughout the territory analyzed with different variations. The territories of Valle Maira and Grana have initiated a number of projects with the specific aim to enhance the rich historical and cultural heritage present in the two territories in a synergistic way. A culture seen in a broad sense which includes both

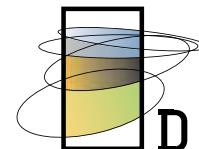
the excellence and the emergencies of mountain territories but also the simplicity of the local culinary traditions and more. Worthy to mention the identity of the Occitan valleys that is transversely of interests to this study and that in some areas has become a driving force for new initiatives;

- Axis of the environment that integrates training and environmental resources of the territory. With respect to this axis, there are two major initiatives. A) The first is called Gestalp. It is the realization of a meat processing centre (Varaita Valley, adjacent to our survey areas) through cogeneration energy produced from wood. The project is aimed at the validation of a sustainable development model suitable for the Italian Western Alps, developed in partnership between local authorities and the decentralized Sampeyre University Centre for research and consultancy in the Environmental Management field of the Cuneo Alps. The project involves the application of an experimental development model suitable for the environmental and social context of the Alps today. This model is endogenous, because it is based on the use of renewable natural resources in the area, and is independent from the financial point of view (it has no cost for the public and does not require external private shareholders, which would in the future be shared at the expense of local relapse). It is clear that, in order to succeed, the "isolated" management of a single resource is not enough. The integration of different skills, different application sectors and diversified investments are required, which entail a deep synergy between public and private components that have an interest in maintaining the vitality of the Valley communities and an active defence of the territory

4. WHAT ELEMENTS ARE NEEDED FOR TERRITORIAL INNOVATION IN THE MOUNTAINS?

The results of this research points out some useful elements for the set up and/or the implementation of some effective territorial processes for innovation in mountain areas.

- Territorial innovation in mountain areas needs development of diversification processes. This means the ability and opportunity to find different solutions both at entrepreneurial level, or individual initiatives, and at a territorial level. At entrepreneurial level diversification often means the introduction of a new product and a new innovative offer which the entrepreneur can use to cooperate and interact at different levels. While, for what concerns diversification at territorial level, this means that mountain areas within the alpine arc reconvert their activities, i.e. changing from monocultures for development (agriculture and farming or summer-winter tourism) to pluri-activities on the territory, trying to integrate the different individual offers to build and strengthen the production and supply chains. This also adds value to commodities by connecting them to history and local identity.



- Territorial innovation in the mountain area includes not only the recognition of the uniqueness of the alpine territory, and therefore of the territorial resources, but also the know-how and cultural and environmental heritage. These features are specific and localised. In other words, it is about recognising that the alpine territory is unique and irreplaceable and therefore the aim is to draft effective ad-hoc projects for local development (Corrado 2005; Maillat 2001). In this way, if the local capital is adequately enhanced and exploited, its own elements become a means through which innovation and local development renovation can take place. Development between tradition and modernity.
- Territorial innovation springs out of the human resources of the territory itself. Old and young inhabitants are the subjects that in different ways can bring about and promote new creative ideas and implement them. The people who already live and work on the territory or decide to do so, have therefore a fundamental role in the implementation of creative ideas (Gurria 2007). In this perspective, it is necessary to: a) safeguard the demographical aspects via policies which guarantee the necessary services and quality of life; b) favour the repopulation of mountain territories with policies welcoming new inhabitants and businesses as well as enterprises and policies that make mountain areas more appealing. As Finger-Stich (2009) affirms, innovation should be understood as a collective work of creating meaning and of sustaining a prospect. In this sense innovation becomes a social community-based process.
- Territorial innovation needs networks and relations across different levels of the society. The modality can be of various types, from the more traditional ones, such as face-to-face relations, to the more modern long-distance ones (Maillard 2005). This means that at management and governmental level, decision-makers need to focus on the support and creation of opportunities for discussion and debate. It is possible to create permanent focus groups working on future projects. This is about creating what Bourdeau (2009b) calls “institutional agility” to create synergies and networks amongst the different territories and their stakeholders. Territorial innovation clusters work exactly in this direction. They thrive in situations where production and supply chains, public administration, various agencies, businesses and universities can cooperate for the promotion and development of new economic forms, such as green economy.
- Territorial innovation needs the efficiency of infrastructures. This point stresses, first of all, and with no intention of being prosaic, the current lack of infrastructures and railways of many mountain areas, and the scarce attention showed by policies on transport towards these territories. Secondly, it is essential to highlight the necessity for the diffusion of new telecommunication technologies in mountain areas (e.g. access to broadband) to overcome once and for all the digital divide within the territories, which significantly penalises internal mountain areas. The presence of such technologies in mountain areas could represent an opportunity for the proposal of innovative solutions to traditional problems such as territorial service provision, e.g. long-distance learning and medical care.

SINTESI

La maggior parte dei Comuni della Provincia di Cuneo è montana (60%) e il 71% di essi si trova in una situazione di marginalità economica (condizioni sfavorevoli per lo sviluppo del contesto locale).

Nonostante ciò lo studio presentato in queste pagine indica che oggi, in queste aree, esistono segni di recupero legati alla rivalutazione dei valori e delle risorse endogene locali (ambientali, culturali, agro-forestali, energetici, ecc.) oltre alla riconsiderazione degli stili di vita consumistici, dell'incremento dell'accessibilità e di alcune nuove possibilità offerte dai nuovi sistemi di comunicazione.

Lo studio, quindi, intende analizzare la relazione uomo - montagna ribaltandola, esplorando ed investigando i progetti innovativi ed i programmi attivati, offrendo un modello di sviluppo della montagna cuneese completamente rinnovato.

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Federica Corrado, ricercatrice universitaria in Pianificazione e progettazione Urbanistica e Territoriale presso il Dipartimento Interateneo di Scienze, Progetto e Politiche del Territorio del Politecnico di Torino. Si occupa di strumenti e politiche territoriali per lo sviluppo locale con particolare attenzione al contesto alpino. E' responsabile dell'Area Ricerca dell'Associazione Dislivelli per la ricerca e comunicazione sulla montagna. E' membro del Comitato di Redazione della *Revue de Géographie Alpine/ Journal of Alpine Research*.

Cristiana Oggero, master graduated in Territorial, urban, landscape and environmental planning at Polytechnic of Turin, has been able to develop her passion for mountains within the scientific and academic research at Dislivelli Association. She deals with the design and European programs about mountain areas as well as issues related to territorial development in Cuneo Province, at Tau&Temi LTD.

Cristiana Oggero, laureata in Pianificazione Territoriale, Urbanistica e Paesaggistico – ambientale al Politecnico di Torino, ha potuto sviluppare la sua passione per la montagna nell'ambito della ricerca scientifica ed accademica con l'Associazione Dislivelli. Si occupa di progettazione e programmazione europea in ambito montano oltre a tematiche legate allo sviluppo territoriale del Cuneese, presso la Tau&Temi s.r.l.

CHANGES IN MIGRATION PATTERNS OF AUSTRIA'S MOUNTAIN AREAS

CAMBIAMENTI NELLE MODALITÀ DI MIGRAZIONE DELLE AREE MONTANE DELL'AUSTRIA

Thomas Dax and Ingrid Machold

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ABSTRACT

There are few social phenomena that have shaped social life and development of our countries like migration. Its influence can be experienced nowadays in all parts of the world and at all geographical levels. While we are highly aware of new waves of immigration in urban areas, the changes in migration movements towards rural regions of large part of Western Europe are hardly recognized. Yet, in many rural parts of France, Spain, Italy, Germany, Switzerland and Austria former migration losses have been displaced by positive migratory balances (Bauer and Fassmann 2010, 13). The most important feature bringing about this change was international migration that boomed due to economic, but also political reasons, like the EU enlargement and the rising number of large-scale migrants. In this paper the specific focus will be put on the effects of migration for mountain areas, and in particular the migration turnaround (Corrado 2013) in the Alpine area of Austria.

INTERNATIONAL MIGRATION IN AUSTRIA'S ALPINE REGIONS

Like in other regions different types of migrations are relevant in these mountain regions. These include circulation movements (like tourism, second-home dwellers and commuters), non-permanent migrations (like seasonal workers) and permanent migrations (Bender and Kanitscheider 2012, 236). Particularly for this latter group a variety of motifs can be discerned which would highlight economic and political drivers or amenity and retirement influenced migrations.

For many places quite specific groups of migrants, differentiated by country/place of origin, social groups, gender and age are relevant. Bender and Kanitscheider (2012, 240) take account of several hotspots of immigration into the Austrian Alpine region, according to high shares of migrants aged over 50 years. These areas seem to be linked specifically to regional contexts where rural-urban linkages (proximity to medium and large cities) and/or amenity values are highly developed. While that analysis does not differentiate between national and international migration, the following figures should highlight the particular relevance of international migration for mountain areas in general in Austria.

Analysis within the research project "International migration in Austrian rural areas" led by the Federal Institute for Less-Favoured and Mountainous Areas¹ enabled to differentiate internal and international migration at the municipal level for the period 2002-2010. Following the finding of the research report (Machold et al. 2013) rural areas in Austria are characterised increasingly by international

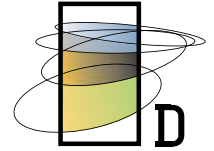
immigration to such an extent that in most regions a negative balance of natural demographic development is (almost in all cases) compensated by the positive migration balance. As the following table suggests this holds also true for the whole part of the Alpine regions in Austria.

TABLE 1 The table reveals the distinctive features of migrations by foreigners and Austria citizens. While the foreigners account for the bulk of international migration, national citizens concentrate on internal movements. These figures highlight changes in place of living that go across municipal boundaries. The relevance of the contribution of immigration to demographic development in Austrian Alpine regions is stressed by the balance, showing that over the period 2002-2010 the population figure rose by more than 56.000 due to migration of foreigners.

The spatial differentiation within the Alpine region is mapped in Figure 1 and confirms the assessment that all regions within the mountain areas are affected by the positive migratory balance. This was very different one or two decades ago, when hardly any region, and if then mostly those equipped with specific amenity features, expressed positive in-flows.

Given a rather small range of the migration balance across Austria's regions (except for the capital Vienna) more in-depth assessment seems important to address issues of differentiation of migration types, spatial linkages and influences of attractiveness on the migration trends.

¹ Commissioned by the Federal Chancellery and the Ministry of Agriculture, Forestry, Environment and Water Management, this project provided thematic inputs to the Working Group "Diversity and Integration within spatial development" of the Austrian Conference on Spatial Planning.



CHANGES IN MIGRATION PATTERNS OF AUSTRIA'S MOUNTAIN AREAS

CAMBIAMENTI NELLE MODALITÀ DI MIGRAZIONE DELLE AREE MONTANE DELL'AUSTRIA

| | | Foreigners | Austrian citizens | Total population |
|-------------------------|-------------|------------|-------------------|------------------|
| International migration | immigration | 202.449 | 39.985 | 242.434 |
| | emigration | 127.866 | 54.121 | 181.987 |
| | balance | 74.583 | -14.136 | 60.447 |
| Internal migration | immigration | 63.401 | 185.967 | 249.368 |
| | emigration | 81.931 | 221.769 | 303.700 |
| | balance | -18.530 | -35.802 | -54.332 |
| migration balance | | 56.053 | -49.938 | 6.115 |

Außenwanderungsbilanzrate 2002 - 2010

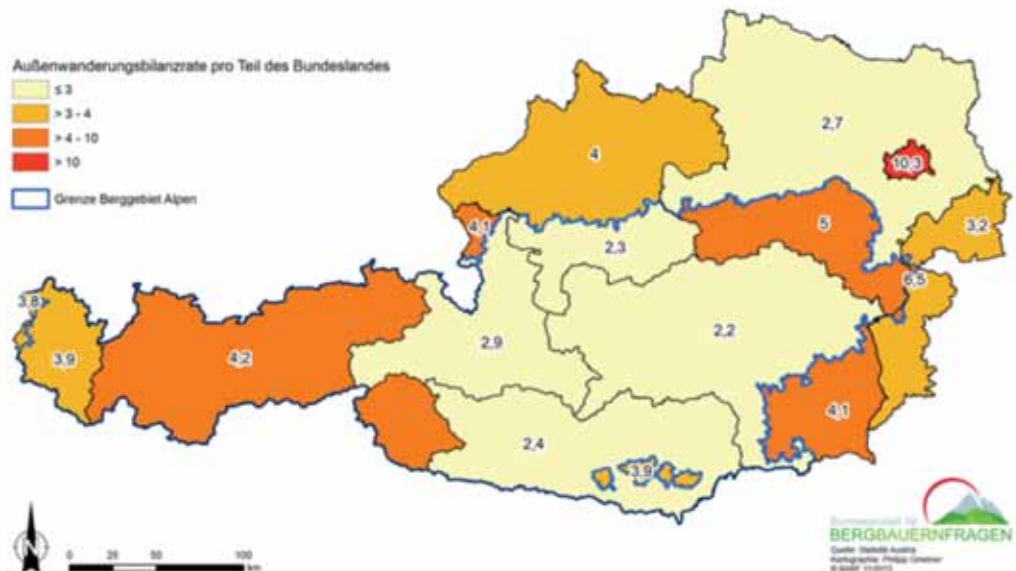


TABLE 1 Migration balance in Austria and its Alpine region (2002-2010)

Source: Statistic Austria, yearly migration statistics; BABF 2013

FIGURE 1: Migration balance in Alpine and Non-Alpine regions of Austria (2002-2010)

Source: Statistics Austria, yearly migration statistics; BABF 2013

SOCIAL INTEGRATION ASPECTS

In the second part of the above-mentioned national study factors for increased (social) integration of new-entrants were investigated at local level. Focusing on two-small-scale regions with high incidence of migrants and emerging positive experiences of integration initiatives, one in Lower Austria in the East and one in Vorarlberg in the West of the Austrian Alps, qualitative interviews with 61 respondents were carried out. The particular aim was to sort out interesting approaches and a set of general preconditions for community action to support integration processes. These should in particular take into account:

- To engage in pro-active initiatives in order to establish “welcoming communities” for new-entrants (Depner and Teixeira 2012),
- To address not just economic and employment issues, but to develop also appropriate supply schemes for housing facilities in rural areas,

- To take account of cultural diversity and attach high priority and commitment to language skills development (for all age groups),

- To establish “open access” through the provision of “meeting places” (physically and mentally) within and across different social groups.

The experiences of local migrants underpin the widespread impressions about persistent failures in tackling these development needs and an important separation between different living spheres. Quite often it seems there are still huge barriers in place (which we termed “barriers in our mind-sets”) that prevent integration of different population groups.



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PATTERNS OF AUSTRIA'S
MOUNTAIN AREAS**

*CAMBIAMENTI NELLE MODALITÀ
DI MIGRAZIONE DELLE AREE
MONTANE DELL'AUSTRIA*

CONCLUSION

The obstacles for integration that can be seen also at the local level in mountain areas are increasingly experienced as an outcome of ineffective and misconceived concepts. More and more initiatives engage in harnessing opportunities of migration (instead of taking a problems-orientation). While the basic features of such an altered perspective are widely accepted in research, its implications for regional action are only partly clear.

The rising number of "integration" examples gives evidence of the local interest in improving the situation at that level, but implementation in programmes remains tedious. Nevertheless local support, like action through the Leader and Community-Led Local Development (CLLD) programmes, Local Agenda 21 groups and numerous other thematic community networks within the Alps, might serve as springboards for reflexive action and coordination of relevant activities.

The discourse on assessing the migration effects have already changed considerably for the urban space (e.g. Saunders 2013) underpinning the economic and cultural importance of migration for cities. With regard to changes of migration towards rural and mountain areas there is a need to extend the debate also for these areas. Such a re-orientation implies a new definition of the role of migration contributing to enhance the attractiveness of regions as living and working environment.

The mountain regions seem to provide specific ingredients to benefit from this development, not just through amenity migration, but also through different forms of permanent migration.

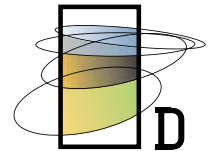
SINTESI

Ci sono pochi fenomeni sociali che hanno cambiato le nostre società e sviluppo culturale si fondamentale comò la migrazione. Se si vede l'influenza su tutti i livelli geografici, ci sono anche molte esperienze locali nelle aree montane delle Alpi.

Una serie di onde consecutive della migrazione è visibile e riconosciuta di possedere un ruolo centrale per le aree metropolitane e le città di media scala, pero il ruolo emergente della migrazione per le aree rurale e sempre disprezzato. In quest'articolo gli autori si concentrano sulla differenziazione dei tipi distinti di migrazione secondo l'origine dei migranti. La parte più importante per il cambio del bilancio di migrazione è l'aumento dell'immigrazione internazionale. Questa inversione della tendenza demografica che è spiegato spesso come un innovativo processo di ritorno verso la montagna, in Austria fa soprattutto parte del fenomeno generale dell'immigrazione.

Dovunque diviene sempre più importante di mettere iniziative per l'integrazione anche nelle aree rurale delle montagne. Secondo i risultati delle interviste di questa ricerca il processo d'integrazione sarebbe favorito specialmente da uno sviluppo verso una "cultura di benvenuto", il riconoscimento dei problemi di abitazione per molti migranti, uno sforzo crescente per il miglioramento delle conoscenze delle lingue e il sviluppo della vita comunale per aggiungere più efficacemente relazioni fra popolazione locale e migranti. In conclusione sembra necessario di cambiare il discorso dei problemi migratori a un orientamento che rileva più forte che prima i potenziali e le opportunità dei nuovi abitanti.

I programmi dell'UE per lo sviluppo locale, dall'Approccio Leader allo Sviluppo Locale di Tipo Partecipativo (CLLD), rappresentano concetti centrali per sostenere le comunità di realizzare iniziative d'integrazione.



Thomas Dax, Senior researcher and deputy director of the Federal Institute for Less-Favoured and Mountainous Areas (BAM) in Vienna, Austria. His main research fields are the assessment of rural policy and local development initiatives, particularly in mountain areas. Within these research priorities he is involved in many interdisciplinary European and national projects, aiming at the regional assessment of policy implementation, structural development, and the role of social factors (including analysis of migration aspects as opportunities) in local developments. He is also Austrian delegate to the OECD working group on rural development.

Ingrid Machold, Senior researcher at the Federal Institute for Less-Favoured and Mountainous Areas (BAM), Vienna, Austria. She is sociologist and specializes on issues of rural development through participation in several European research projects (Framework Programmes and European Spatial Planning Observatory Network – ESPON). Focus of her research is on the assessment of public service provision, social aspects of local development and programmes to foster local initiatives in rural areas. Recently she is involved in research on migration processes in rural regions, focusing on opportunities of immigration to regional development.

Thomas Dax, Ricercatore senior e Vice-direttore dell'Istituto Federale per le Aree Montane e Svantaggiate in Vienna, Austria (BAM). I suoi principali campi di ricerca sono la valutazione della politica rurale e delle iniziative di sviluppo locale, con particolare attenzione alle aree montane. E' coinvolto in molti progetti europei e nazionali sul tema della valutazione regionale delle politiche, dello sviluppo strutturale e del ruolo dei fattori sociali (incluso l'analisi degli aspetti migratori come opportunità) nello sviluppo locale.

Ingrid Machold, Ricercatore senior presso l'Istituto Federale per le Aree Montane e Svantaggiate in Vienna, Austria. E' sociologa ed è specializzata su questioni di sviluppo rurale. Su questo tema ha partecipato a molti progetti di ricerca europei (Programmi Quadro e Rete dell'Osservatorio europeo di pianificazione spaziale). Focus della sua ricerca è la valutazione relativa alla fornitura di servizi pubblici, degli aspetti sociali dello sviluppo locale e dei programmi di iniziativa locale nelle aree rurali. Recentemente è stata coinvolta in progetti di ricerca sui processi migratori nelle regioni rurali, focalizzandosi sulle opportunità di immigrazione per lo sviluppo regionale.

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Andrea Omizzolo
Thomas Streifeneder
 Eurac

FOCUS ON SUSTAINABLE TOURISM

FOCUS SUL TURISMO SOSTENIBILE

ABSTRACT

The Alpine Convention recently published the 4th Report on the State of the Alps. Eurac participated as an Italian expert. The Report deals with the challenges of sustainable tourism and represented an opportunity to deal with the issue of data standardisation, which proved to be a prerequisite for comparing phenomena on a supranational scale and developing a comprehensive picture of Alpine tourism. That is facilitated both by the use of maps, which are data-rich and yet easy to read, and by the description of good practices that help the reader gain a deeper understanding of the problems and, most of all, of possible solutions.

DEVELOPMENT

The Report clearly reveals that tourism plays a primary role in the Alpine economy. Every year 100 million visitors generate a turnover of around 50 billion euro, securing the Alps a place amongst Europe's strongest tourist regions and attractions. The downside of this popularity is equally clear and takes the form of remarkable negative impacts on the environment.

The Report identified a number of problems linked to the high concentration of tourists in the more accessible valleys and in urban areas, the massive use of private vehicles for commuting, the large number of second homes and the abandon of mountain professions by the youth.

Some maps drawn up by EURAC's Institute for Regional Development and Location Management, which participated in the working group as an expert member, provide a clearer view of the situation from the point of view of tourism supply and demand.

Figures 1 and 2 show that maximum tourism intensity is recorded in high-density tourist centres, but decreases in their periphery -that is, from the centre to the north and to the south, as well as from the centre to the west and east. Intensive tourism is documented in the regions of the central Alps of France

(Chamonix, Val d'Isere, Tignes), Italy (Dolomites of South Tyrol and Trentino, Bardonecchia, Cortina) and Austria (Saalbach -Hinterglemm, Kitzbühel and Tyrol). The most significant regional discrepancies are found in France and Italy.

Data summarised in figures 3 and 4 show that the period between 2001 and 2010 was marked by a remarkable average decrease of almost 12% in the length of stay in the Alps, which now stands at about 3-4 days. However, that decline was uneven, with peaks of 20% in Slovenia and 11% in Italy. Only about 11% of the municipalities considered in the study reported a length of stay longer than 4 days. Maps also reveal that longer stays are recorded in tourist locations in the hearth of the Alps, while shorter stays are typical of destinations close to major cities (for example Bolzano and Innsbruck).

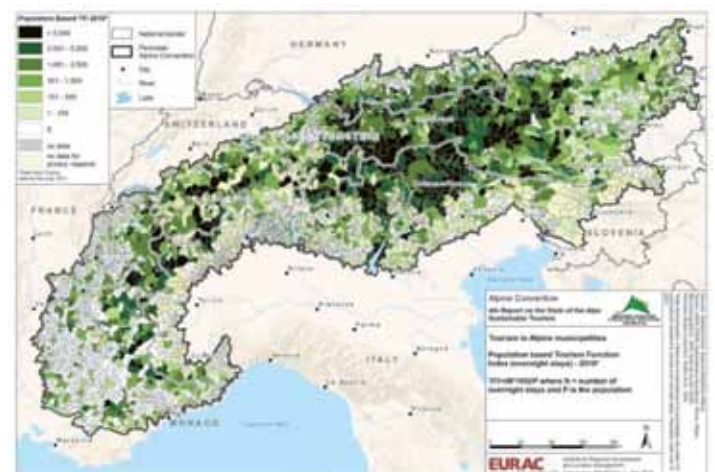
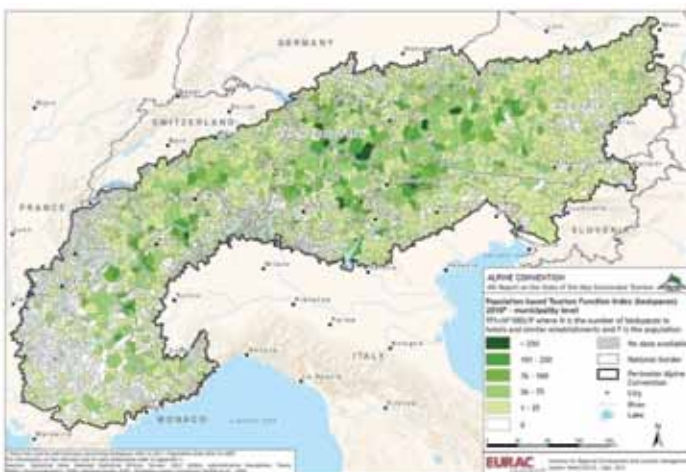


Figure 1: Population based Tourism Function Index (bedspaces) 2010

Figure 2: Population based Tourism Function Index (overnight stays) 2010

**FOCUS ON SUSTAINABLE
TOURISM**

*FOCUS SUL TURISMO
SOSTENIBILE*

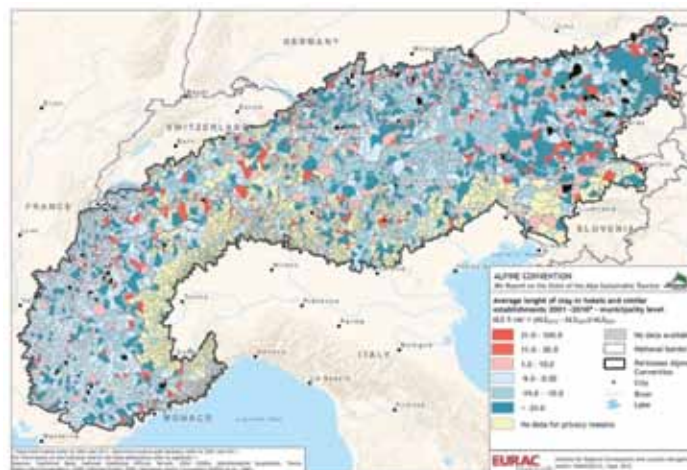


Figure 3: Average length of stay – % var. 2001-2010

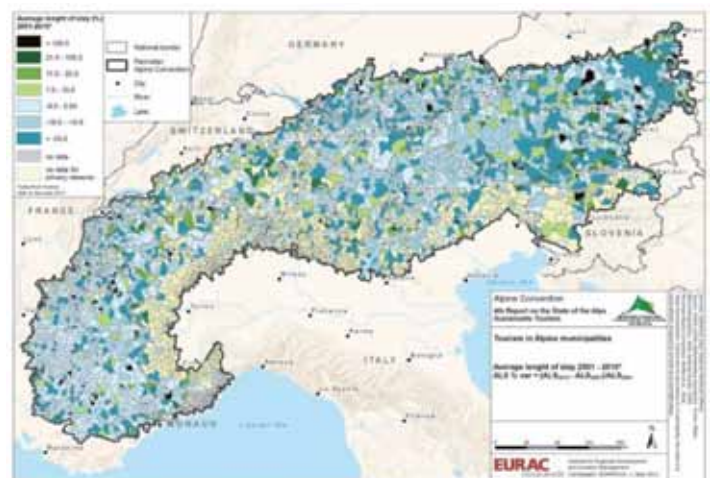


Figure 4: Average duration of stay – % var. 2001-2010

Collected data also reveal that foothill summer destinations benefit from the presence of river and lake landscapes and from the proximity of large urban areas, because these destinations are often well served by public transport. The correlation between the accessibility of tourist destinations, the intensity of tourist flows and the length of stay might be worth further investigation in the future to understand the extent to which easier access could improve tourism sustainability in economic, environmental and social terms.

The health tourism segment -which is experiencing strong growth both for the prevention and treatment of specific diseases- represents an opportunity for some Alpine areas, as they might find a strong positioning through ad-hoc offers able to combine health services and well-being. Distinctive natural conditions -such as hot springs, clean air, wild healing herbs- acquire additional value if enjoyed in an authentic natural setting.

However, sustainable tourism development in the Alpine region also entails challenges and problems to resolve. Maps and data presented in the Alpine Convention Report highlight several crucial points: the use of land, the need for adaption to climate change, the creation of employment opportunities, the response to demographic change and the impacts of tourist mobility.



**Andrea Omizzolo
Thomas Streifeneder,**

**FOCUS ON SUSTAINABLE
TOURISM**

*FOCUS SUL TURISMO
SOSTENIBILE*

CONCLUSION

While it is already a well-known fact that tourism is the main source of income in almost all Alpine regions, this Report marks the first attempt to investigate the issue at municipal level and on such a large scale. The data, in fact, was collected on a municipal scale in the entire area of the Alpine Convention, which includes nearly 6,000 municipalities in seven countries.

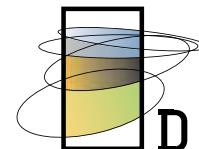
The added value of the Report lies in the comparative assessment of the complex phenomenon of tourism in the Alps. Before mapping indicators, data had to be collected, harmonized and interpreted and that process was crucial to address the many diverse facets of Alpine tourism, which translates into different tourism flows and different systems of measuring and classifying tourism in the Alpine countries. The preparation of this Report was therefore a unique opportunity to deal with the issue of data standardisation, which proved to be a prerequisite for comparing phenomena on a supranational scale and developing a comprehensive picture of Alpine tourism.

Overall, the report is very well structured and enables easy reading of sometimes very complex data. This is facilitated both by the use of maps, which are data-rich and yet easy to read, and by the description of good practices that help the reader gain a deeper understanding of the problems and, most of all, possible solutions.



SINTESI

La Convenzione delle Alpi ha pubblicato recentemente il 4° rapporto sullo stato delle Alpi. Eurac ha partecipato in qualità di esperto per l'Italia. Il tema del documento è il turismo sostenibile. Per arrivare alle conclusioni e alle elaborazioni contenute nel rapporto è stato fatto un faticoso lavoro di reperimento ed armonizzazione dei dati disponibili. Il risultato, trattato per sommi capi in questo breve contributo, mette in evidenza le dinamiche del settore turistico, al centro dell'attuale economia delle Alpi. Vengono evidenziate le buone pratiche ma soprattutto le ombre e le criticità dell'attuale situazione e ne vengono ipotizzati i possibili correttivi. Gli esperti della Convenzione delle Alpi infatti hanno tracciato molto chiaramente la direzione verso la quale dovrebbe indirizzarsi il turismo alpino, sempre più sostenibile per un territorio pieno di ricchezze ma anche molto fragile.



Andrea Omizzolo, (born in Cittadella - PD - Italy, 11 March 1980) graduated from the IUAV University of Venice in Urban and Regional Planning. After graduation he worked for three years at the Dolomiti Bellunesi National Park dealing with sustainable tourism and the management plan of the protected area. Since 2010 he works at the European Academy of Bolzano (EURAC) as researcher.

Since November 2012 he is PHD student in Environmental Sciences at the University of Urbino. His main fields of activity are: territorial planning, monitoring of the Italian mountain, protected areas, landscape and spatial development, natural park management plans and value of natural resources.

Andrea Omizzolo, (nato a Cittadella - PD - l'11 marzo 1980) è laureato in Pianificazione della Città e del Territorio all'Università IUAV di Venezia. Dopo la laurea ha lavorato per tre anni al Parco Nazionale Dolomiti Bellunesi occupandosi di turismo sostenibile e del piano di gestione dell'area protetta. Dal 2010 lavora presso l'Accademia Europea di Bolzano (EURAC) come ricercatore.

Dal novembre 2012 è iscritto alla scuola di Dottorato di Ricerca in Scienze Ambientali all'Università degli Studi di Urbino. I suoi principali ambiti di ricerca sono: pianificazione territoriale, monitoraggio della montagna italiana, aree protette, paesaggio, sviluppo territoriale, piani di gestione di parchi naturali e del valore delle risorse naturali.

Thomas Streifeneder, (senior researcher, head of institute) is economic geographer and responsible for the coordination and strategic management of the Institute. He obtained his PhD at the Munich university in economic geography with a thesis about the agro-structural change and its causes in the Alps on municipality level. He is involved in many interdisciplinary projects on European, national and regional level ranging from issues about mobility to nature protection. Actually he is working out an indicator based target system for the agricultural sector of South Tyrol. His main research fields concern the agronomic and socio-economic development in mountain regions.

Thomas Streifeneder, (ricercatore senior, capo di istituto) ha studiato geografia economica a Monaco di Baviera ed è responsabile per il coordinamento e la gestione strategica dell'Istituto.

Ha conseguito il dottorato di ricerca in geografia economica, con una tesi sul cambiamento agro-strutturale e le sue cause nelle Alpi a livello comunale. È coinvolto in numerosi progetti interdisciplinari a livello europeo, nazionale e regionale, che vanno dalle questioni sulla mobilità alla protezione della natura. Attualmente sta lavorando su un sistema di indicatori per lo sviluppo strategico e futuro del settore agricolo dell'Alto Adige. I suoi principali campi di ricerca riguardano lo sviluppo agronomico e socio-economico nelle regioni di montagna.

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Pettenati Giacomo
Polytechnic of Turin, Italy

WORLD HERITAGE IN THE ALPS: A CRITICAL REGIONAL STUDY¹

IL PATRIMONIO UNESCO SULLE ALPI: UNO STUDIO REGIONALE

ABSTRACT

Many World Heritage Sites are located in the mountains or have mountains as one of their main features. At least seventeen cultural and natural properties included by UNESCO in the World Heritage List are within the limits of the Alpine region. Among them are city centers, glaciers, natural reserves, railways and archaeological sites, reflecting the multi-faceted nature of this highly populated mountain region in the heart of Europe. This paper aims at describing the main features of the Alpine World Heritage Sites, trying to relate them to the different dimensions and values which coexist in the Alps which are expressed by their cultural and natural heritage. A specific focus is on what is not in the list: the contemporary Alps, where the interaction between man and environment, based on a mix of tradition and innovation could represent, according to many authors, an example for feasible practices of sustainable development. In these regions, the World Heritage designation, if well used, could foster this kind of local development using heritage as an asset.

1. THE WORLD HERITAGE LIST

The mission of the United Nations Educational, Scientific and Cultural Organization (UNESCO), a specialized agency of the UN, based in Paris, is “to contribute to the building of peace, the eradication of poverty, sustainable development and intercultural dialogue through education, the sciences, culture, communication and information”.²

In the cultural field, the milestone of the history of UNESCO is the signature of the “Convention for the Protection of the World Cultural and Natural Heritage”, Paris in 1972 and, to date, 189 State Parties worldwide have signed it.

The aim of the Convention is the “identification, protection, conservation, presentation and transmission to future generations of cultural and

natural heritage of outstanding value” and “as such, worthy of special protection against the dangers which increasingly threaten them”.³

According to the Convention (Art. 1 and art. 2), global heritage can be divided into natural and cultural (Tab.1).

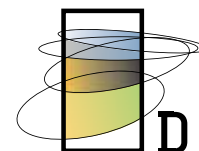
¹ A previous version of this paper has been presented at the 5th International Congress “Science and Technology for the Safeguard of Cultural Heritage in the Mediterranean Basin”, held in Istanbul (Turkey), in 2011.

² www.unesco.org

³ Convention Concerning the Protection of the World Cultural and Natural Heritage, 1972.

| Cultural heritage | Natural heritage |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <i>monuments</i> : architectural works, works of monumental sculpture and painting, elements or structures of an archaeological nature, inscriptions, cave dwellings and combinations of features, which are of outstanding universal value from the point of view of history, art or science | <i>natural features</i> consisting of physical and biological formations or groups of such formations, which are of outstanding universal value from the aesthetic or scientific point of view |
| <i>groups of buildings</i> : groups of separate or connected buildings which, because of their architecture, their homogeneity or their place in the landscape, are of outstanding universal value from the point of view of history, art or science | <i>geological and physiographical formations and precisely delineated areas</i> which constitute the habitat of threatened species of animals and plants of outstanding universal value from the point of view of science or conservation |
| <i>sites</i> : works of man or the combined works of nature and of man, and areas including archaeological sites which are of outstanding universal value from the historical, aesthetic, ethnological or anthropological points of view | <i>natural sites</i> or precisely delineated natural areas of outstanding universal value from the point of view of science, conservation or natural beauty |

TABLE 1 The main categories of heritage according to UNESCO.



WORLD HERITAGE IN THE ALPS: A CRITICAL REGIONAL STUDY

IL PATRIMONIO UNESCO SULLE
ALPI: UNO STUDIO REGIONALE

To receive the World Heritage accolade, a cultural or natural property must be considered of “outstanding universal value”, that means “cultural and/or natural significance which is so exceptional as to transcend national boundaries and to be of common importance for present and future generations of all humanity. As such, the permanent protection of this heritage is of the highest importance to the international community as a whole”⁴. This very general, maybe vague (Cleere, 1996), concept, is integrated by ten more precise criteria (Tab. 2), which were presented as two separate sets - (i)-(vi) for cultural heritage and (i)-(iv) for natural heritage, until 2004, when they were merged. The UNESCO, through the World Heritage Committee, considers a property as having outstanding universal value if it meets one or more of these criterias.

| |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| (i) represent a masterpiece of human creative genius; |
| (ii) exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town-planning or landscape design; |
| (iii) bear a unique or at least exceptional testimony to a cultural tradition or to a civilization which is living or which has disappeared; |
| (iv) be an outstanding example of a type of building, architectural or technological ensemble or landscape which illustrates (a) significant stage(s) in human history; |
| (v) be an outstanding example of a traditional human settlement, land-use, or sea-use which is represents a culture (or cultures), or human interaction with the environment especially when it has become vulnerable under the impact of irreversible change; |
| (vi) be directly or tangibly associated with events or living traditions, with ideas, or with beliefs, with artistic and literary works of outstanding universal significance; |
| (vii) contain superlative natural phenomena or areas of exceptional natural beauty and aesthetic importance; |
| (viii) be outstanding examples representing major stages of earth's history, including the record of life, significant on-going geological processes in the development of landforms, or |
| (ix) be outstanding examples representing significant ongoing ecological and biological processes in the evolution and development of terrestrial, fresh water, coastal and marine ecosystems and communities of plants and animals; |
| (x) contain the most important and significant natural habitats for in-site conservation of biological diversity, including those containing threatened species of outstanding universal value from the point of view of science or conservation. |

In accordance with Article 11 of the Convention, State Parties should submit to the World Heritage Committee¹ an inventory of properties situated in its territory that are suitable to be considered World Heritage. Every year State Parties could propose one or more properties to be evaluated by the World Heritage Committee and its official advisory bodies (ICOMOS, IUCN and ICCROM) and to be eventually inscribed in the World Heritage List.

Up to date (2013) the World Heritage List is composed of 981 properties, in 160 countries, 759 of them are considered cultural properties, 193 natural properties and 29 mixed properties (i.e. assessed as “outstanding universal value” both for their natural and cultural values).

A deeper analysis of the composition of the List reveals a big geographical and typological unbalance, in spite of the commitment of the *Global Strategy for a Balanced, Representative and Credible World Heritage List*, adopted by the World Heritage Committee in 1994.

The countries with the highest number of World Heritage Sites are Italy (49), China (45), Spain (44), while other big (e.g. Congo-Kinshasa or Angola) or culturally relevant (e.g. Bhutan or Eritrea) countries do not have any.

Besides the geographical unevenness there is a typological one, since cultural properties are almost four times more significant than natural ones: some categories are overrepresented, for example European Gothic monuments (Cleere, 1996) or vineyard landscapes (Fowler, 2003), while others are almost completely ignored, such as the Buddhist temples of Bhutan (Frey and Pamini, 2010).

Some scholars attribute these inequalities to political, economic and cultural factors, due to the political nature of UNESCO and to its Western-oriented approach which is still present despite the objective efforts made by UNESCO in the last years (Van der Aa, 2005; Bertacchini and Saccone, 2011).

⁴ Operational guidelines for the implementation of the World Heritage Convention, World Heritage Committee, 2013.

TABLE 2 Criteria of selection of World Heritage Sites.

2. MOUNTAINS LISTED IN THE WORLD HERITAGE LIST

Pettenati Giacomo

WORLD HERITAGE IN THE ALPS: A CRITICAL REGIONAL STUDY

*IL PATRIMONIO UNESCO SULLE
ALPI: UNO STUDIO REGIONALE*

A global overview on the World Heritage List shows that most of the big mountain systems in the world host one or more World Heritage Site, natural, cultural or both. A more in depth analysis reveals a great variety of understandings of mountains and their values in different cultures and regions: the mountain World Heritage sites are huge natural reserves, as well as towns, railways or sacred places (Thorsell and Hamilton, 2002). About half of the cultural landscapes included in the World Heritage List has mountains as one of their main feature (Fowler, 2003).

This variety shows how even a topographical feature, like mountains, could be considered as a social construct, whose characteristics are very different from one place to another and from a culture to another. As the Swiss geographers Debarbieux and Rudaz (2010) state, quoting Ronald Peattie: “a mountain is a mountain because of its role in the imagination of men. It may be little more than a hill but if it has a distinct individuality, or plays a symbolic role to the people, it is likely to be considered a mountain by those who live at its foot”.

The Alps are considered by many scholars as a unique mountain region, because of their history, their density of population and cities, their variety of economic activities and their geographical position, which determines its strict relationships with the surrounding non-mountain regions (Bätzing, 2005). The peculiarities of these “humanized mountains” (Guichonnet, 1989) where different cultures cross, in a context of high environmental quality, makes them one of the European regions with the higher density of World Heritage.

A previous overview on the Alpine World Heritage Site, which provided useful information to this paper was done in 2008 by the Alpine Convention Working Group on UNESCO World Heritage, according to the UNESCO recommendations about regional and thematic studies (Alpine Convention WG UNESCO, 2008).

3. THE ALPINE WORLD HERITAGE: DIFFERENT HERITAGE FOR DIFFERENT SOULS

First of all it is useful to answer an apparently simple question: what are the Alps? Sometimes the boundaries of what is considered to be the Alpine region are seen in a vast way, including big cities like Milan, Munich or Lyon. This is the case of the EU transnational Alpine Space Programme, which involves the regions whose territory is entirely within the Alps and even partially (e.g. Lombardy or Bavaria).

This study considers, as the perimeter of the Alps, the boundaries of the territory of application of the Alpine Convention, an international treaty aiming at the sustainable development of the Alps, signed by the eight Alpine states in 1991.

As defined by the Convention, the Alps stretch for 1200 km through eight countries: France, Monaco, Italy, Switzerland, Liechtenstein, Germany, Austria and Slovenia. The area of this region is of about 190.000 km², with a total population of almost 14 million⁵.

Within this region, we can identify 17 World Heritage Sites, which are partially or totally encompassed within the boundaries of the Alps. The list of these Alpine WH Sites is characterized by an uneven national distribution (figure 1) and a predominance of cultural properties (12), compared to natural (3) and mixed ones (1).

The high density of World Heritage in few states (Italy, Austria and Switzerland) and its almost total absence in the Western Alps is evident, with the exceptions of few properties included in a series of larger scale sites (e.g. Fortifications of Vauban in Savoy). This unbalance can be explained by different factors, first of all the higher degree of political, economical and geographical peripherality of Western Alps, compared to the much more dynamic and politically central Eastern ones (Bätzing, 2005).

In table 1, the Alpine World Heritage sites are grouped into eight categories (nature, alpine cities, religion, strategic boundaries, ancient civilizations, historic railways, resources cultural landscapes), based on their main features, as expressed by the justifications of their inclusion in the World Heritage List, proposed by the State Party.

The composition of this list reflects what we can consider as the different “souls” of the Alps, that is to say, the cultural and geographical heterogeneity which makes the Alps peculiar amongst the mountains of the world. It is in fact possible to identify at least eight different categories of World Heritage in the Alps.

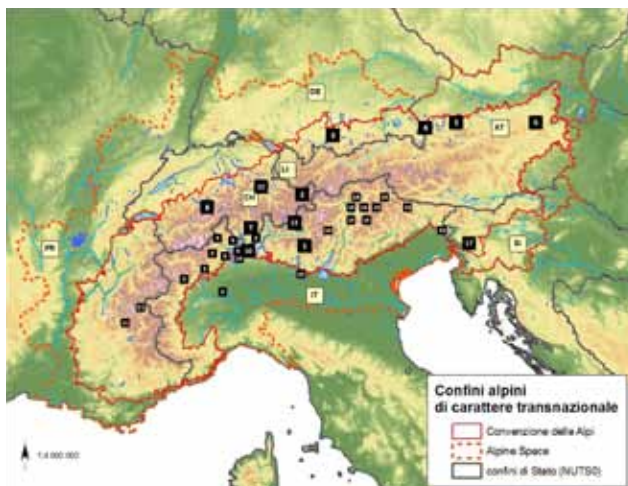
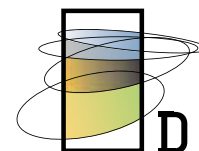


FIGURE 1: The World Heritage sites in the Alps.

⁵ www.alpconv.org



| THEME | SITES ⁶ | COUNTRY | YEAR | CRITERIA | VALUES |
|--------------------------|--------------------------------------------------------------------------------------------|---------|------|---------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1. NATURE | Jungfrau-Aletsch [8] | SWI | 2000 | vii, viii, ix | <ul style="list-style-type: none"> • landscape • geomorphology • ecology • biodiversity |
| | Monte San Giorgio [10] | ITA/SWI | 2003 | viii | |
| | Swiss Tectonic Arena Sardona [12] | SWI | 2008 | viii | |
| | Dolomites [14] | ITA | 2009 | vii, viii | |
| 2. ALPINE CITIES | Historic Centre of Salzburg [4] | AUS | 1996 | ii, iv, vi | <ul style="list-style-type: none"> • cultural exchange • historic buildings • art |
| 3. RELIGION | Benedictine Convent of Mustair [2] | SWI | 1983 | iii | <ul style="list-style-type: none"> • creative genius • monuments and landscape design • interchange of human values • cultures of the past |
| | Pilgrimage church of Wies [3] | GER | 1983 | i, iii | |
| | Sacri Monti of Piedmont and Lombardy [9] | ITA | 2003 | ii, iv | |
| 4. STRATEGIC BOUNDARIES | Three Castles, Defensive Wall and Ramparts of the market-town of Bellinzona [7] | SWI | 2000 | iv | <ul style="list-style-type: none"> • military architectures • economic and social organization • strategic position |
| | Fortifications of Vauban (Briançon and Mont Dauphine) [11] | FRA | 2008 | i, ii, iv | |
| 5. ANCIENT CIVILIZATIONS | Rock art drawings of Val Camonica [1] | ITA | 1978 | iii, vi | <ul style="list-style-type: none"> • cultures of the past • early human settlements • interaction between men and environment • signs of ancient social and religious structures |
| | Prehistoric Pile Dwellings [16] | ALL | 2011 | iv, v | |
| | Longobards in Italy. Places of the power (568-774 AD) (Cividale del Friuli e Castelseprio) | ITA | 2011 | | |
| 6. HISTORIC RAILWAYS | Semmering railway [6] | AUS | 1998 | ii, iv | <ul style="list-style-type: none"> • human control on environment • panoramas • Alps a place of leisure |
| | Bernina Railway [13] | ITA/SWI | 2008 | ii, iv | |
| 7. RESOURCES | Heritage of Mercury. Almadén and Idrija (only Idrija is in the Alps) [17] | SLO | 2012 | ii, iv | <ul style="list-style-type: none"> • Natural resources exploitation |
| 8. CULTURAL LANDSCAPES | Hallstatt-Dachstein / Salzkammergut Cultural Landscape [5] | AUS | 1997 | iii, iv | <ul style="list-style-type: none"> • interactions between men and environment • salt mining • traditional mountain economy |

⁶The numbers between square brackets [], refer to the map shown by figure 1

Starting from a strictly territorial perspective the Alps are at the same time one of the most natural regions of Europe and the location of a dense network of large and small urbanized cities (Bartaletti, 2011). Thus, the World Heritage List includes both huge almost unmanned areas, such as the Swiss glacier of Aletsch or many populated regions, both characterized by very high environmental values, like the Dolomites (Italy), and the historical centre of one of the most important Alpine cities, Salzburg (Austria).

Over the centuries the Alpine valleys have been places of war and geopolitical tensions, as well as places of sacredness and prayer as witnessed by the thousands of churches and military fortifications spread all over the Alps (Cuaz, 2005), both of these aspects are well represented in the WHL too. The strategic and military one, with the inclusion of the fortifications of Bellinzona (Switzerland) and some of the properties which form the serial site which gathers the most important. Fortifications designed by Vauban, spread all around France (the ones within the Alps are in Briançon and Mont Dauphine). The spiritual one,

represented by churches (Mustair and Wies) and the “*sacri monti*”.

Going back to the prehistoric age, two of the most important expressions of the ancient human colonization of the Alps have been included in the List: the Rock Art Drawings of Val Camonica, in Italy, and several (111) pile dwellings ruins, distributed in each of the biggest Alpine countries, from France to Slovenia.

The sixth category of Alpine World Heritage Sites reflects the Modern approach to mountains: a hostile environment which men were finally able to tame, thanks to technology, represented for instance by railways (Debarbieux and Rudaz, 2010). It is worth mentioning that the “outstanding value” of the railways (Semmering and Bernina) refers to their recreational use, related to the panoramas they offered rather than the utility they had for local populations following the vision of Alps as “*the playground of Europe*”, common in those years between XIX and XX century (Stephens, 1871).

Pettenati Giacomo

WORLD HERITAGE IN THE ALPS: A CRITICAL REGIONAL STUDY

IL PATRIMONIO UNESCO SULLE
ALPI: UNO STUDIO REGIONALE.

The relationship between the Alps and the surrounding regions has also been characterized by the exploitation of the natural resources of the mountains from the central economic and political power of the cities. Recently the material and cultural signs of this exploitation has begun to be considered as the heritage of a harsh but crucial issue of the history of regions and populations, not only in the mountains (Conline and Jolliffe, 2010). Lately also the WHL has included some examples of “mining heritage”, namely represented by the mercury mines of Idrija, in Slovenia⁷.

The final, and most interesting category from a territorial point of view, is the one of cultural landscapes which was introduced by Unesco in 1992 in order to overcome the bleak category of mixed sites, in describing the “combined works of nature and man”. To become World Heritage Sites, cultural landscapes should be selected on the basis of their outstanding universal value and their representativity in terms of defined geo-cultural regions.

According to UNESCO, cultural landscapes can be divided into:

- (i) *Clearly defined landscapes*: designed and created intentionally by men (e.g. gardens)
- (ii) *Organically evolved landscapes*: resulting from social economic, administrative and/or religious forces, in association with and in response to natural environment
 - a) Relict: if the evolutionary process came to an end in the past
 - b) Continuing: if this process is still ongoing.
- (iii) *Associative cultural landscapes*: defined by powerful, religious, artistic or cultural values.

Even if more than one Alpine WH Site includes landscape as a feature, the only one listed as “cultural landscape” is the Hallstatt-Dachstein/Salzkammergut Cultural Landscape, in Central Austria, witness of thousands of years of salt mining in a rural mountainous area. Even if it can be considered an “organic continuing landscape”, its listing has been justified because of the traces of the past salt mining activities, more than the contemporary relationships between men and environment.

4. WHAT IS MISSING

If the official purpose of including cultural or natural heritage in the World Heritage List is to protect it, in order to give it to future generations. One of the most important outcomes of including the whole region surrounding the World Heritage Site in the list is the economic and cultural valorization of the places in question. The status of World Heritage can be seen as “a powerful catalyst for economic development, using heritage as a tool to develop powerful new identities for places, and powerful action programs to change places fundamentally” (Rebanks, 2008: 21).

Thinking of protected heritage as a resource for local development can bring various opportunities: the involvement of local communities as participants of this development; an integrated approach which joins tourism strategies with traditional and innovative activities; and finally, sustainable development based on the balance between change and tradition and between men and environment.

However the list of the Alpine WH Sites and their recognized values is notably a description of what the Alps used to be. The contemporary way of life of the Alpine people, still marked by a strict relationship with the mountains and their resources is almost completely ignored, with the only exception of the “territorial scale” sites: the Dolomites (which however are considered as a “natural property”) and, mainly, the Hallstatt-Dachstein Cultural Landscape and the historical center of Salzburg.

Broadening the investigation to the Tentative List⁸ of the Alpine countries, it is surprising to observe that most of the “potential WH sites” follow this territorial vision of heritage. There are cultural landscapes (Innsbruck-Nordkette/Karwendel in Austria; Classic Karst and Fuzina Hills in Slovenia; Lakes Maggiore and Orta in Italy); alpine cities (Ivrea and Bergamo in Italy), as well as huge mostly natural areas (Bregenzerwald in Austria; the Mont Blanc massif and the Maritime/Mercantour Alps, between Italy and France). The lack of upgrading from the Tentative List to the WH List could have several reasons, first of all the biggest influence of non-mountain regions in conditioning the national choice of the (maximum two) official candidates which the State Party propose every year.

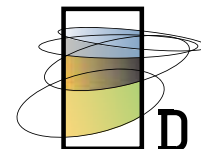
CONCLUSIONS: World Heritage as a territorial project

Any form of heritage could be seen as a way to enhance local economy and society, through adequate valorization strategies. However, cultural landscapes, especially the “organic continuing” ones particularly fit such vision. In fact, according to UNESCO guidelines, protecting a living landscape should mean guiding its change while retaining its values and support the activities that have obtained it and still contribute to obtain it, this is often agriculture. This necessarily involves the participation of local communities which play a role in protecting and safeguarding the landscape through their daily work and can be the first to enjoy the economic and social benefits of a World Heritage status (Mitchell et al, 2009).

Most of the more marginal regions of the Alps are rural and characterized by very high levels of landscape values, proof of centuries of relationships between men and environment. The nomination and

⁷They are part of a serial site, which also included the mercury mines of Almadén (Spain).

⁸ The Tentative List is an inventory of those properties situated on its territory which each State Party considers suitable for inscription on the WHL. Every year the State Party has to choose from this list one or more properties which are actually candidate to the List.



the eventual inclusion of the landscape of some of them in the World Heritage List could represent, if well used, a strategy for a sustainable local development based on the relation between agriculture and landscape conservation. Since the “exclusive” nature of World Heritage, however, this vision could only be applied to very few places in the Alps, which could however become better practices for other regions concerning the strategies of identification and innovative valorization of local heritage.

In this perspective, the World Heritage status is not considered as a simple acknowledgment of the objective outstanding value of heritage, but rather the result of what we can call a “territorial project”, which identifies the inclusion of a portion of land in the WHL as a resource for local development. As the several examples of the Tentative List show, this vision has been adopted by local stakeholders in some Alpine regions. The few territorial World Heritage Sites in the WHL, however show that it is rarely possible to go beyond the local scale and be considered by national policy makers.

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Giacomo Pettenati, Geografo. Si occupa di Patrimonio UNESCO nell’ambito di un dottorato di ricerca in pianificazione territoriale e sviluppo locale presso il Politecnico di Torino, svolto in collaborazione con l’Istituto Superiore sui Sistemi Territoriali per l’Innovazione (Siti). Ha svolto ricerche e lavori sui territori alpini attraverso collaborazioni con l’Associazione Dislivelli, l’Associazione Italiana Insegnanti di Geografia e il Coordinamento Donne di Montagna. Attualmente le sue ricerche si concentrano anche sulla gestione dei rifiuti e le filiere agroalimentari.

SINTESI

Molti siti UNESCO in tutto il mondo si trovano in un’area montana e una buona parte di essi ha ottenuto il riconoscimento di Patrimonio dell’Umanità anche grazie alla bellezza delle proprie montagne oppure a specificità culturali o ambientali proprie delle terre alte. All’interno dell’arco alpino è possibile individuare ben diciassette siti culturali o naturali che appartengono alla Lista dell’UNESCO (World Heritage List - WHL), facendo di questo territorio uno dei più densi di patrimonio in tutto il mondo. L’obiettivo di questo articolo è quello di descrivere le caratteristiche dei siti UNESCO alpini, mostrando come essi rispecchino la straordinaria varietà di culture, ambienti, storie e geografie delle Alpi.

Da una breve rassegna del Patrimonio dell’Umanità alpino, è infatti possibile individuare almeno otto ambiti nei quali le tracce delle diverse anime di questi territori vengono riflesse nel patrimonio culturale o ambientale. Le Alpi sono presenti all’interno della WHL per i propri valori ambientali e geologici (Jungrau-Aletsch; Arena tettonica di Sardona, Monte San Giorgio; Dolomiti); per i centri storici delle città alpine (Salisburgo); per i segni materiali del valore spirituale che la religione attribuisce alle montagne (Convento di

Müstair, Abbazia di Wies; Sacri Monti di Piemonte e Lombardia); per la propria importanza strategica di confine tra stati e culture (castelli di Bellinzona e fortificazioni di Vauban a Briançon e Mont Dauphine); per le tracce delle antiche popolazioni che le hanno abitate (Val Camonica, siti palafitticoli e luoghi del potere longobardo); per la colonizzazione materiale e simbolica delle prime ardite infrastrutture ferroviarie (Semmering e Bernina); per l’importanza economica e culturale dell’estrazione di risorse naturali (miniere di mercurio di Idria) e infine per le tracce nel paesaggio relazioni tra uomo e ambiente (paesaggio culturale dell’Halstatt-Dachstein/Salzkammergut).

Da questa rassegna sembra evidente come ciò che manca nella Lista siano le Alpi di oggi, dove i segni del passato convivono con una relazione sostenibile e talvolta innovativa tra uomo e ambiente espressa per esempio da un punto di vista patrimoniale dai molti paesaggi agrari alpini. Quest’assenza evidenzia come finora nelle Alpi non siano state colte appieno le potenzialità della valorizzazione del patrimonio culturale ed ambientale in termini di sviluppo economico e sociale.

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17-19. 09. 2014
Darfo Boario Terme
BRESCIA - Italy

FORUM '14 ALPINUM

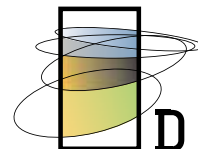
PRESS RELEASE

After Monaco di Baviera, the next edition of the ForumAlpinum will be host by Darfo Boario Terme in September 2014. The event, organized by ISCAR (the International Scientific Committee on Research in the Alps) in collaboration with the Presidency of the Council of Ministers, the Lombardy Region and the University of the Mountain, will promote the debate among researchers, technicians, experts, administrators and persons concerned from all the Alps States -Italy, France, Germany, Austria, Switzerland and Slovenia- on the greatest issues concerning the enhancement, the protection and the management of the mountain resources .

On October 3rd took place the first meeting of the Organizing Committee, composed of representatives of all the institutions involved, which kicked off with the preparation of the Congress which will last three days and will be entitled: "The resources of the Alps: use, development and management from the local to the macro-regional level"

"This event is an important opportunity for discussing in an international context the mountain specific features and tools that will allow a proper management and development that benefits the society as a whole. I hope that ForumAlpinum 2014 will contribute to spread a new vision of the mountain as a place to invest and to find opportunities in a spirit of cooperation among all the Alps Member States" commented Professor Anna Giorgi, President of ISCAR, at the opening works to the Organizing Committee meeting.

"The Forum is a unique opportunity for the city of Darfo and for Vallecamosonica as well, added Ezio Mondini, mayor of Darfo. - It will be a chance that will see Darfo Municipality enthusiastically alongside the organizers to build positive synergies between local and interregional bodies in a complete use and sustainability of rural areas "



17-19. 09. 2014
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COMUNICATO STAMPA

Dopo Monaco di Baviera, sarà Darfo Boario Terme ad ospitare la decima edizione del ForumAlpinum che si terrà a settembre 2014. L'evento, organizzato da ISCAR (the International Scientific Committee on Research in the Alps) con la collaborazione della Presidenza del Consiglio dei Ministri, di Regione Lombardia, dell'Università della Montagna e l'Associazione Valtemo, promuoverà l'incontro e il confronto tra ricercatori, tecnici, esperti, amministratori ed appassionati provenienti da tutte le nazioni dell'arco alpino -Italia, Francia, Germania, Austria, Svizzera e Slovenia-, sulle tematiche di maggiore interesse per la valorizzazione, la tutela e la gestione delle risorse alpine.

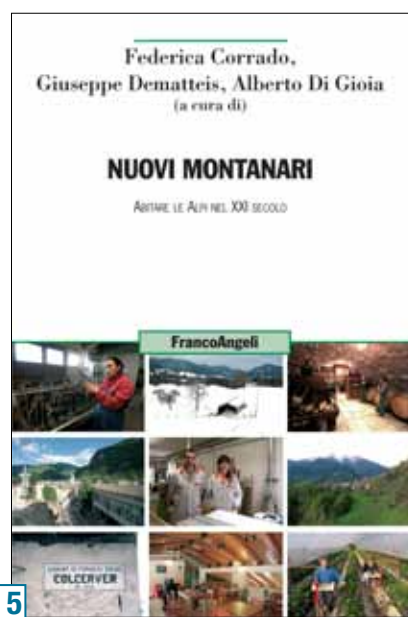
Giovedì scorso, 3 ottobre, nel Comune di Darfo si è svolto il primo incontro del Comitato Organizzatore, composto dai rappresentanti di tutte le istituzioni coinvolte, che ha dato il via alla preparazione del convegno che durerà 3 giorni e avrà titolo: "Le risorse delle Alpi: utilizzo, valorizzazione e gestione dal livello locale a quello macroregionale"

"Questo evento rappresenta un'importante occasione di confronto in un contesto internazionale per porre al centro dell'attenzione la montagna, le sue specificità e gli strumenti che ne consentono l'appropriata gestione e valorizzazione, con il necessario apporto di innovazione metodologica e operativa, a vantaggio della società intera. Spero che il ForumAlpinum 2014 possa fungere da incentivo nella promozione di una nuova visione della montagna, quale luogo ricco di risorse su cui investire e opportunità da cogliere in un clima di cooperazione tra gli Stati delle Alpi" ha così commentato la prof.ssa Anna Giorgi, Presidente di ISCAR, all'apertura dei lavori del comitato organizzatore, accolto e salutato con ospitalità ed entusiasmo dal Dott. Ezio Mondini, sindaco di Darfo Boario Terme.

"Il Forum costituisce una straordinaria opportunità per la città di Darfo Boario Terme, per la Vallecarnonica tutta -ha aggiunto il Sindaco Mondini- Sarà una occasione che ci vedrà entusiasticamente al fianco degli organizzatori per costruire sinergie positive sia locali che interregionali volte alla piena e sostenibile fruizione delle aree rurali"



PUBBLICAZIONI DISLIVELLI



1. Federica Corrado e Valentina Porcellana (a cura di) **“Alpi e ricerca. Proposte e progetti per i territori alpini”**, Franco Angeli, 2010.

2. Giuseppe Dematteis (a cura di), **“Montanari per scelta. Indizi di rinascita nella montagna piemontese”**, Terre Alte-Dislivelli, Franco Angeli, 2011.

3. Matteo Puttilli, **“Studiare le montagne. Inventario della ricerca sulle terre alte piemontesi”**, Terre Alte-Dislivelli, Franco Angeli, 2012.

4. Federica Corrado, Elena Di Bella, Valentina Porcellana (a cura di), **“Le nuove frontiere della ricerca per i territori alpini”**, Terre Alte-Dislivelli, Franco Angeli, 2013.

5. Federica Corrado, Giuseppe Dematteis, Alberto Di Gioia (a cura di), **“Nuovi montanari. Abitare le Alpi nel XXI secolo”**, Terre Alte-Dislivelli, Franco Angeli, 2014