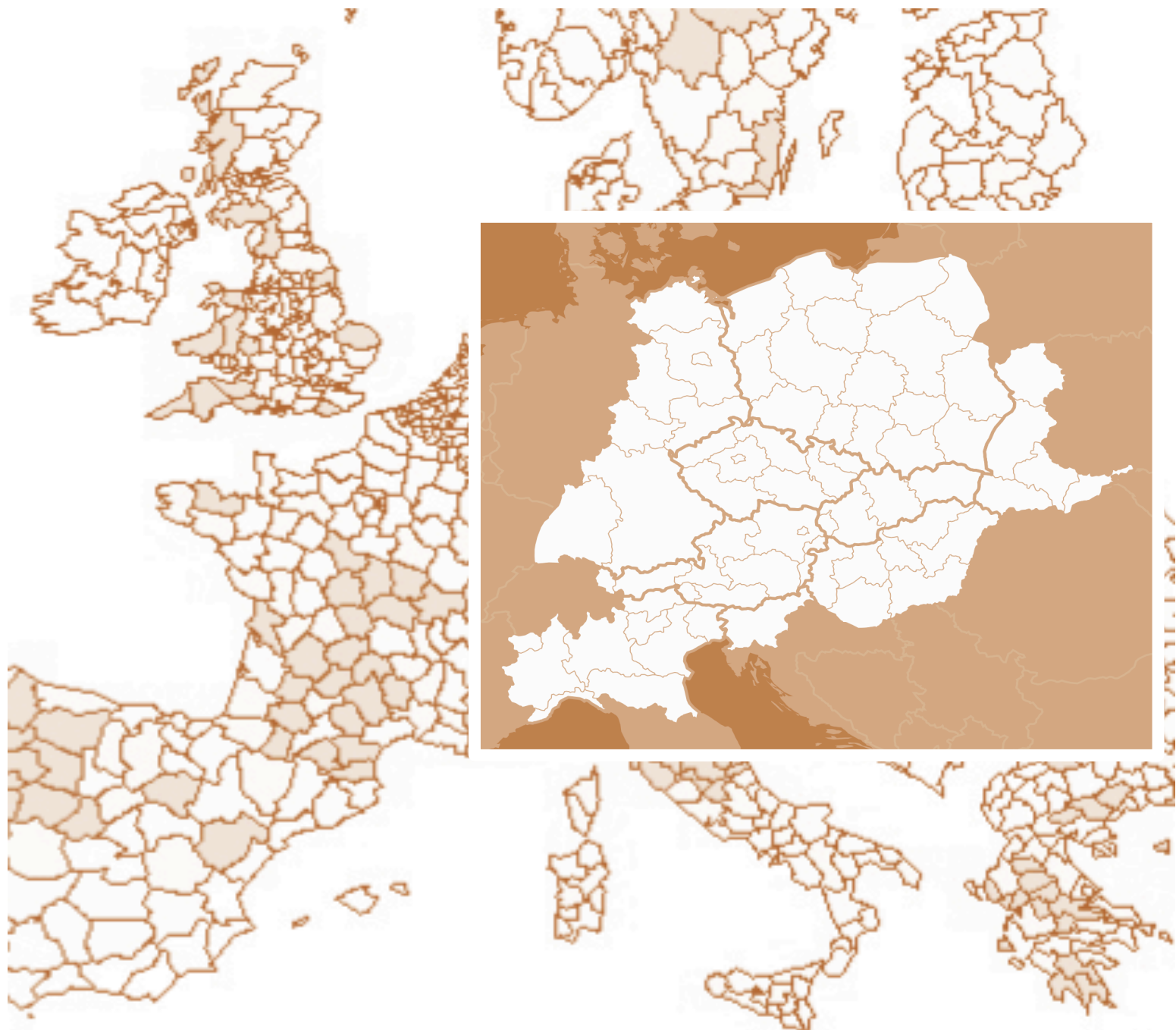


TRANSNATIONAL GUIDEBOOK FOR PILOT ACTION IMPLEMENTATION



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TRANSNATIONAL GUIDEBOOK FOR PILOT ACTION IMPLEMENTATION

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Index

EXECUTIVE SUMMARY	3
1 INTRODUCTION	5
2 THE RELEVANCE OF REGIONAL PILOT ACTIONS TO ADAPT TO DEMOGRAPHIC CHANGE	8
2.1 A complex aim	8
2.2 Regional specificities, transnational transferability and policy mobility	10
3 A CHECK-LIST FOR THE ANALYSIS OF PILOT ACTIONS	13
3.1 The sections of the questionnaire	13
3.2 The results of the questionnaires	15
4 GUIDELINES FOR THE IMPLEMENTATION OF PILOT ACTIONS OF DEMOGRAPHIC ADAPTATION	18
4.1 Place-based vision	19
4.2 Participatory approach	21
4.3 Functionally and spatially integrated planning	22
4.4 Multilevel governance	24
4.5 Long-term economic feasibility	25
4.6 Innovative finance	26
5 CONCLUDING REMARKS	28
REFERENCES	31
ANNEX: RESULTS OF THE PILOT ACTIONS QUESTIONNAIRE	33



Executive summary

The aim of the *Transnational Guidebook for pilot action implementation* is to capitalise the knowledge produced within the ADAPT2DC project and use it to develop a set of transnational guidelines for the implementation of regional measures of demographic adaptation.

The Guidebook thus uses the experience that the partners of the ADAPT2DC consortium gained from the implementation of pilot actions to provide other regional authorities with policy suggestions for the restructuring of public services and infrastructures in contexts affected by demographic shrinkage and/or aging. As a result, it has achieved two main outcomes.

On the one hand, the assessment of the ADAPT2DC pilot actions' state-of-the-art leads up to the identification of some main difficulties in the implementation of small-scale pilot actions. They refer, in particular, to the clear measurement of the direct and indirect costs of the chosen policy options as well as the identification of the underlying risks (namely financial, but also economic, social and environmental). However, difficulties also emerge with regard to the assumption of the objective of cost reduction as the primary and most important goal of a process of reorganisation of public services and infrastructures: according to the experience of the analysed pilot actions, the delivery to all citizens of essential care, health, and mobility services and infrastructure comes first than the need for spending review. So, in their reorganisation, new investments can be also considered, on the condition that they are oriented to objectives of self-efficiency and long-term feasibility.

On the other hand, the experience of the ADAPT2DC project allows for the identification of a list of thirty policy suggestions for pilot action implementation, organised according to six main crosscutting issues or guidelines that can be quite easily applied to other regions and countries throughout Europe:

- i) *Place-based vision*. This guideline refers to the need for policy measures that exploit and valorise the unequal territorial conditions of the European nations, regions and cities. The policy suggestions provided under this issue deal above all with the adoption of practical aims of place-based planning, such as the implementation of in-depth, multi-folded and multi-level analyses of the local contexts in order to construct a hierarchized and contextualised set of policy actions.



- ii) *Participatory approach.* This guideline highlights the need for a truly participative approach in the design of pilot actions. Coherently, it contains suggestions for an active and early involvement of the regional stakeholders (as direct beneficiaries of the reorganised services and experts of real-life problems and solutions), as well as suggestions for the implementation of a diffused small-scale system of social services and networks.
- iii) *Functionally and spatially integrated planning.* This guideline refers to the necessity for measures tackling with many different policy areas at the same time. Policy suggestions that go in this direction include the consideration of issues of functional integration and spatial concentration at a regional (or urban) scale, as well as issues of cooperative planning and inter-regional sharing of infrastructure and services.
- iv) *Multilevel governance.* This guideline focuses on the prerequisite of the involvement of a wide range of networks and stakeholders at the different geographical scales. More specifically, the policy suggestions under this issue suggest for the adoption of a multilevel governance approach that involves all the potential stakeholders, including institutions and actors that are external from the pilot region.
- v) *Long-term economic feasibility.* The suggestions under this issue deal with the long-term evaluation of the costs and benefits of the proposed policy actions. They highlight the relevance of new models for the delivery and the management of public services and infrastructures whose economic feasibility has to be assured in the long period. In doing that, great emphasis is placed on the pursuing of a cost-benefit analysis involving different policy areas and a clear discrimination between methods and objectives.
- vi) *Innovative finance.* This guideline refers to the need for the planning of pilot actions that include innovative financial tools within them. In fact, the suggestions under this issue stress the importance of new models of voluntary participation, social investing and impact finance, as well as the provision, at any stage of the process of pilot action implementation, of adequate financial resources.



1. Introduction

One main goal of the ADAPT2DC project is to develop transferable solutions of demographic adaptation. More specifically, it supports the development of transferable policy actions for the restructuring of public services and infrastructures in contexts affected by demographic shrinkage and aging. Consistent with this aim, this *Transnational Guidebook for pilot action implementation* uses the experience that the partners of the ADAPT2DC project gained from the realisation of seven pilot actions in seven regions of the Central Europe macro-region – i.e. Saale Orla District (Thuringen, DE), Oberfranken Ost region (Bavaria, DE), Vejprty area (Ústí Region, CZ), Jász-Nagykun-Szolnok county (Észak-Alföld, HU), Po valley (Piedmont, IT), Maloposka region (Maloposka, PL), Maribor (Podravje region, SI) – to develop some general guidelines and related policy suggestions for the reorganisation of public services and infrastructures, which can be shared, diffused and integrated at an European and transnational level.

To say it differently, the knowledge accumulated has been used to select a list of potentially effective policy options, general enough to be adopted in a diversified range of territorial and institutional situations. And, in order to make them easily comprehensible and sharable, they have been expressed as policy suggestions organised according to a reduced number of emerging horizontal, crosscutting issues.

Indeed, according to the specific and diverse conditions of the regions where the suggestions will be realized, some of them may not be neither necessary, nor equally relevant and strategic. Consistent with the theories of *policy mobility* and *transnational adaptability* (which will be discussed in the chapter 2 of this report), only the policy options that best fit the local context of implementation are to be selected. They constitute a sort of “menu”, from which policymakers and practitioners can choose and, hopefully, elaborate integrated visions and strategies.

This implies that, respect to the abovementioned ADAPT2DC aim of policy transferability – which is also the target of another output of the project: the “Transferability check on adaptation and transfer potential” (output 4.4.2) – the aim here is to provide European regions and cities with a “common basis for action” for the construction of a shared strategy of demographic adaptation. The sharing of a common menu of policy options (although inevitably general and generic) represents in fact a fundamental step towards the accumulation of a relevant policy expertise and the realisation of a continuous dialogue, which can in its turn facilitate the exchange of information and experience, the development of interregional and transnational cooperative agreements, and the coordination of joint actions of public services/infrastructures delivery. It can



be also the starting point of a mutual adjustment, at the European level, of regional policy solutions to demographic change, which makes them coherent although maintaining their place-specific character.

The Guidebook adopts two main sources of information: i) the ADAPT2DC Regional Guidebook (output 4.1.2 of the project) containing a territorialised analysis of the pilot actions proposed by the partners of the project; ii) specific data on the pilot actions (general outline and description of the action, main beneficiaries, time schedule, human and financial requirements, networks, intermediaries and stakeholders potentially involved, expected risks and problems, etc.), directly provided by the ADAPT2DC partners via questionnaires.

The evidence acquired by these sources is then elaborated in order to achieve two main outputs:

- a preliminary assessment of the implementation of the pilot actions, which will be also helpful in the predisposition of future ADAPT2DC deliverables such as the final evaluation report of the pilot actions (output 4.4.4), the Transnational Action Plan (output 5.4.10) and the European Strategy on Demographic Change (output 5.3.11).
- the identification of a list of policy suggestions for the reorganization of public services and infrastructures in contexts affected by demographic shrinking, organised according to six main crosscutting issues: the need for a place-based vision, perceptive of the physical, socio-economic, political, cultural and institutional differences among cities and regions; the opportunity of participatory approach; the necessity of planning solutions functionally and spatially integrated; the importance of a multilevel approach to the governance of the selected policy interventions; the adoption of a long-term perspective, addressed at improving the local conditions of economic feasibility; the necessity for new financial tools, based on a larger involvement of the private actors.

As to the structure, the Guidebook is organised into five chapters:

- Chapter 1. It presents the overall rationale of the Transnational Guidebook, discussing it in relation with the general and specific aims of the ADAPT2DC project. It also considers the relationships between this specific output and other past and future outputs of the project;
- Chapter 2. It deals with the relevance and the difficulty of providing a set of guidelines for the implementation of pilot actions, dealing with the adaptation of public services and infrastructures to the modified conditions of demand and offer induced by demographic change, that could be widely transferred throughout Europe;
- Chapter 3. In this chapter the questions contained in the questionnaires distributed to the partners are used as a sort of common check-list to be adopted to both orient and assess the implementation of pilot actions;



- Chapter 4. It uses the information collected on the ADAPT2DC pilot actions to detect a set of generic rules for the management of public infrastructure and services in shrinking regions, which are adoptable at a transnational level;
- Chapter 5. The conclusive chapter summarises the key outcomes of the document in relation to the future steps of the ADAPT2DC project.



2. The relevance of regional pilot actions to adapt to demographic change

2.1. A complex aim

Undoubtedly, within the European Union the need for adaptation to demographic change is a complex and incumbent problem (EC, 2013). On the one hand, its complexity relies in the synergetic negative effects related to current trends of demographic shrinkage and ageing. As it has been widely documented, in some countries and regions these processes have already reached a critical level, posing serious challenges above all in the provision of public essential services such as health care, social care, education, and transport (EC, 2013). Nevertheless, only in recent years most of the national and regional European political institutions seem to have put such a challenge at the centre of their policy agendas. A main consequence of this protracted poor readiness of the local policy-makers has been that, up to now, there is no accumulated evidence and consolidated methods in the field of demographic change adaptation (Maurer, Wytrzens and Valentin, 2013). In a certain sense, it might be said that it is still an experimental policy area.

In addition, the fact that demographic change is affecting EU regions and cities in a highly diversified way makes the elaboration of a 'one-size-fits-all' strategy quite difficult. On the one hand, the problems policy makers have to cope with are different or assume different relevance within the policy agenda. On the other hand, the resources the nations and regions have at their disposal to cope with demographic change are geographically diversified.

It follows that feasible policy solutions are more likely to be found using a bottom up approach, developed at the local scale, than applying a top down approach, elaborated by the central government. For all these reasons an effective solution, which has gained great momentum in the EU in the last decade, consists in the display and the implementation of small-scale pilot actions, soundly embedded in the given regional system, from which to detect general guidelines and rules to be subsequently transferred to other scales and territories (Maurer, Wytrzens and Valentin, 2013).

This is also the approach pursued by the ADAPT2DC Consortium (Rota, Dutto et al., 2013; Šimon, Mikešová et al., 2013), whose final aim is to use the experience gathered via the implementation of a series of theoretical and empirical studies, to disseminate at the European level the practices directly tested by the regional partners of the project and provide guidance for implementation.



From a practical perspective, the pilot action approach represents both an alternative and a complementary tool for traditional top-down policies. From a certain point of view, in fact, the dimension, rapid diffusion and intrinsic complexity of the demographic change challenge led to attribute great importance to the development of general strategies, large-scale visions and comprehensive roadmaps, to be used for the development of long-term strategies and policies based on detailed analysis and a combination of short, medium, and long-term measures. Undoubtedly, when properly developed and implemented, these strategies, visions and roadmaps can provide forms of policy intervention, which are coherent and sharable. They can be thus an important planning and programming tool to react to demographic change¹.

But empirical evidence has also demonstrated that visions and roadmaps might not be sufficient: in order to successfully understand how the challenges of demographic change can be faced, more concrete, specific, and punctual instruments have to be considered too (CEC, 2013). Moreover, the long-term previsions at the basis of the abovementioned strategic planning practices also need to be tested in the concrete daily experience of the regional and local communities directly affected by the negative effects of demographic shrinkage and ageing. Small-scale pilot actions therefore emerge as the instrument to fulfil both these aims.

In the field of social policy particularly, large-scale government programmes very often suffer from a lack of robust evidence on what does and does not work (CEC, 2013). Through a pilot action there is the possibility to test the policy implementation and its impact on a small scale before scaling it up. Visions provide the general development strategy. Roadmaps provide future scenarios that show what may happen if a given measure (or set of measures) is implemented or not. Pilot actions provide empirical evidence on the feasibility of the measures and solutions, shedding some light on their main strengths, weaknesses, threats and opportunities, as well as on the specific relationship these measures and solutions establish with the local contexts.

Each pilot action thus constitutes a unique and tailored policy; conversely, the process and the lessons learnt from its implementation can be diffused and used to help other regions and cities in finding their ways to adequately react to demographic change. From such a perspective, pilot actions can also be considered small scale projects designed to test policy innovations (or reforms) before adopting them more widely.

More specifically, the value added of the pilot action approach consists of (CEC, 2013):

¹ See the document: Demographic change in the Alps: adaptation strategies to spatial planning and regional development. RESULT BOOK, available at http://www.alpine-space.eu/fileadmin/media/Running_Projects/DEMOCHANGE/DEMOCHANGE_-_Results/Demochange_EN.pdf



- it is a key instrument for supporting reforms where short-to mid-term impacts can be expected and where an iterative policy development is possible and desirable;
- it contributes to important advances in basic knowledge of the action itself and the context of its implementation;
- it provides improved understanding of policy effectiveness;
- it represents a precious opportunity to reconcile the analysis of societal expectations with the efficiency of social public finance;
- it supports the development of efficient and cost-effective policies;
- it helps, in the process, to build a degree of consensus on what works and what not.

Unfortunately, as in the case of top-down policies, the measurement of the impacts of pilot action implementation remains a very difficult task. A way to overcome such a problem could be the “social policy experiment” approach, which has been increasingly adopted in several EU Member States². In the social policy experiments the impact of the policy on the sample population is assessed against the situation of a ‘control group’ with similar socio-economic characteristics that remains under the dominant policy regimes³ (EC, 2010; CEC, 2013).

2.2. Regional specificities, transnational transferability and *policy mobility*

Generally speaking, the establishment of a common set of criteria in the elaboration, implementation and assessment of pilot actions to be reproduced throughout Europe is considered as a useful tool:

- to facilitate the sharing of good practices and the identification of common strategies;
- to detect innovations and innovative solutions;
- to help regions and cities to obtain a successful implementation and managing.

² A methodological guide for policy makers on social policy experimentation is provided on <http://ec.europa.eu/social/BlobServlet?docId=7112&langId=en>

³ The recent interest for this methodology is due to the fact that it is considered as a robust way to measure the impact of policy interventions before implementing them on a wider scale.



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Several EU-funded cooperative projects therefore pursue the final objective of detecting and implementing effective practical policy solutions that would be afterwards geographically scaled up and transferred to other contexts. Geographical scaling up and transferability, however, are not an easy task. The highly localised nature of the processes of public service and infrastructure provision requires ad hoc solutions that cannot be transferred to other contexts. In the last few years, this complexity has also been progressively recognised by the international scientific and policy communities as far as the concept of *policy mobility* has gained importance. At the heart of the *policy mobility* concept (Marsh, Sharman, 2009; Peck, Theodore, 2010; Prince, 2012; McCann 2011) there is the idea that some of the most successful and renowned policy thoughts (recent examples in Europe are smart city, resilient city, social innovation etc.) are often geographically scaled and mobilised, imitated, adapted and re-used in many new contexts, different from the ones they were originally developed. This implies the recognition that policies are rarely brand new products. Rather they are almost always the result of the implicit or explicit mobilisation of existing policies. On the one hand, governments at any level are willing to learn from the practices that have already demonstrated to be successful since, doing that, the policy process is likely to be result easier faster and more legitimated, whereas the policy action implementation is supposed to be less uncertain. On the other hand the adoption of a specific existing policy is related to the possibility to access the funding activated on it. This is evidently the case of Eu and the orientation of structural funds to some specific policies. To make an example, although the concept of smart city was originally developed almost a decade ago (and even earlier as far as the concept of intelligent cities is considered), its diffusion in Europe coincided with its adoption within the EU policy agenda and the strategy of structural and research funds particularly. This diffusion, however, has not been the result of the transfer by repetition or imitation. Rather it is the result of a process of adaptation and re-production (“translocal assemblage” in the formulation of McFarlane, 2009) from an evolving selection of discursive fragments, partial discourses, ideas and models (Peck, Theodore, 2010, p. 176). The new information and communication technologies play a key role in this: they support the speed, pace and size of the circulation of the policy models (MacCann, Ward, 2010); eventually favouring the birth of the trans-local policymaker (McCann, 2011; Peck, Theodore, 2010). According to the supporters of the *policy mobility* the policies are more and more practices which need to be re-formulated and moulded rather than duplicated. Certainly, the need for contextualised transfers of policies is a long-term well-established concept both in the theory and the practice of policymaking (regional scientists namely insisted on the importance of ad hoc solutions). However the mobility theory has the advantage to put the attention of how the process works in reality: who mobilises the policies? who moulds them? with which relationships?



It is thus important not to focus on the single solutions adopted by the pilot actions, but to concentrate on some more general elements that are essential for the comparison and the scaling up of the proposed models at a transnational level. “Despite the fact that the specific local representations of demographic change are highly heterogeneous, a number of elementary strategic *building blocks* can be used in spatial planning and regional development to tackle demographic change” (Maurer, Wyrzens and Valentin, 2013, p.5; emphasis added). A selection of these building blocks, specifically related to the supply of services to shrinking and ageing populations, are reviewed in the following paragraphs.

As it will be discussed further, in the case of ADAPT2DC (as well as in the case of other European projects⁴), the experience of pilot actions has led to identify a set of policy options organised according to some general horizontal issues. A different possibility would have been to structure the guidelines according to technical steps that commonly characterise the implementation of almost any pilot action in any field. For instance any pilot actions to be displayed and implemented has to foresee a preliminary phase of analysis of the local context and identification of the main goals of the action, then there is the identification of the activities of pilot action, the actors (organisations and partnerships) taking part in the implementation and their characteristics of target group, the budget, the expected results, innovations, impacts and risks, and the identification of the process of assessment of the action and its future sustainability. This approach, however, would have reduced the original contribution of the ADAPT2DC project. It has been thus used as a sort of check-list in the description of pilot actions that will be useful in both the evaluation of pilot actions and the identification of action plans.

⁴ See the Central Europe project “Housing and home care for the elderly and vulnerable people” (HELPS), www.zduszveza.si/%2Fdocs%2FHELPS%2520KONFERENCA%2520FEBRUAR%25202013%2F12LJUBLJANAGuidelines.ppt&ei=2PsAUqr5H4O3hAfz-oG4Ag&usg=AFQjCNEj_MHkKXaJVgUFU__G1ddjiDoJiQ&bvm=bv.50310824,d.ZWU



3. A check-list for the analysis of pilot actions

3.1. The sections of the questionnaire

Within the ADAPT2DC project a total of seven pilot actions were designed and implemented:

- 1) *Demography coaching* in Saale Orla District (Pilot region: Thuringen, DE; Proponent: Thuringian Ministry for Building, Regional Development and Infrastructure);
- 2) *Demography coaching* in Oberfranken Ost region (Pilot region: Bavaria, DE; Proponent: Thuringian Ministry for Building, Regional Development and Infrastructure in cooperation with the Bavarian Ministry of Economic Affairs, Infrastructure, Transport and Technology);
- 3) *Innovative solutions to reduce the costs of infrastructure and services* in the Krusne hory area Vejprty area (Pilot region: Ústi Region, CZ; Proponent: Ústi Region);
- 4) *Integral nursing services for children* in the Jászság district (Pilot region: Észak-Alföld, HU; Proponent: ÉARDA Nonprofit Ltd);
- 5) *Multiservices centre* in the Po valley (Pilot region: Piedmont, IT; Proponent: UNCEM Piemonte);
- 6) *Tele-medical services for senior citizens* in the Małopolska Region (Pilot region: Małopolska Region, PL; Proponent: Małopolska Region);
- 7) *Potentials of culture for development* in Podravje and Maribor (Pilot region: Podravje region, SI; Proponent: Urban Planning Institute of the Republic of Slovenia).

Information on the implementation process of these actions has been collected using a questionnaire (Tab. 1) and reports about pilot actions from project partners.

As the Table shows, specific attention has been paid to the identification of the costs and the financial resources of the measures to be implemented within the pilot action. This is consistent with the necessity – which is a recognised goal within ADAPT2DC – of assuring not only a better organisation of the local supply of services and infrastructures, resized according to the modified social structure of the regional society, but also a more effective and sustainable management of these services and infrastructures.



Tab. 1 – The sections of the questionnaire for the assessment of pilot actions

Identification of the pilot action	What are the project partners, the selected pilot regions, the title of the pilot action and the addressed infrastructure/service areas (health care, social service, public infrastructure management, transport mobility)
Background information on the pilot region	What are the main needs and specificities of the pilot region in terms of infrastructure/ service provision?
General outline and description of the pilot action	General description of the main focus of your pilot action
Objectives	List of all objectives, in relation to main needs and problems of the pilot region
Beneficiaries	Who are the beneficiaries of the pilot action? List them in different categories, underlining how the pilot action will meet their needs
Evaluation of cost saving	Calculation of the cost savings reachable with your pilot action and a brief description of the method to quantify and monitor them (e.g. saved working days, service cost decrease,...)
Measures	What are the activities that will be implemented?
Time schedule	Time schedule, also indicating some milestones
Requirements, resources, facilities	How many people and partners will work on the measures and what will be their involvement?
Financing (Costs, Sources)	Specific budget plan of the pilot action, eventually indicating sources of co-financing
Monitoring (who and how)	Who will be in charge of monitoring the pilot action progresses and how this will be done (e.g. number of involved beneficiaries, achieved milestones...)?
Regional networks, intermediaries and stakeholders	Which contact people could sustain the realization of the measures and how they will be involved
Forecast of sustainability (strategy/plan to technically and financially sustain the investment after the end of co-financing)	What actions will have to be carried out or continued after the end of the project? How will this be achieved and what resources will be necessary to carry out these actions, to ensure sustainability even after the period of Adapt2dc co-financing and coordination?
Cohesion with strategic documents for the region, political framework	How the pilot action will be in line with local/regional/national strategies (brief description of all regional strategic documents that have been taken into account before starting pilot action implementation)
Expected risks and problems, e.g. about contents, political situation, resources, competences, local conflicts	Which constraints and risks can be foreseen (including planning risks such as time planning, budget, etc.)? How do you envisage overcoming them?

Source: questionnaire by UNCEM Piemonte



More specifically, from the sections of the questionnaire seeps the concern for the capacity of the pilot action to survive and self-finance, even after the conclusion of co-financing by the project. A solution in this sense may come from the involvement of private actors, partners and volunteers. However, in order to make this option effective an explicit strategy to assure the technical and financial feasibility of the original investments has to be included in the implementation of the pilot action. Coherently, some of the sections of the questionnaire are addressed both at investigating whether this strategy has been considered or not, and detecting which are the actors that might sustain the realization of the measures and how they could be involved.

Very important are also the concluding two sections, as they account for both the coherence of the pilot action with the regional political framework and the envisaged (but also experienced) risks and problems. As it has been already mentioned, besides being a positive condition in terms of implementation, management and financing, the reduced size of the pilot actions also implies a greater scarcity of contents, resources and competences.

Finally, the identification, for each pilot action, of the addressed beneficiaries, the needed requirements, and the involved partners, intermediaries and stakeholders is quite confused. On the one hand this is probably the consequence of the way the questionnaire is organised, as existing and potential partners can be mentioned in more than one section (see table). On the other hand this is also the consequence of the social nature of the implemented measures, which produce three different types of value simultaneously: economic, social and territorial

3.2. The results of the questionnaires

This paragraph summarises the replies provided by the regional partners to the questionnaire on the ADAPT2DC pilot actions: i) Demography Coaching in Saale-Orla District (Thuringia, DE); ii) Demography Coaching in Oberfranken East (Bavaria, DE); iii) Innovative solutions aimed at reducing the cost of infrastructure and services while maintaining their current range in the Krusne hory area in Vejprty area (CZ); iv) Promoting the return of women to the labour market by launching integral nursing services for children in Jászág microregion of Észak-alföld region (HU); v) The multi-services center in Ostana and Po Valley (IT); vi) Tele-medical services for senior citizens as a tool for optimising healthcare costs in Poviats: Miechowski, Chrzanowski, Olkuski, and Proszowicki (PL); vii) Potentials of culture for development in Maribor and Podravje region (SI).



However, as most of the information requested was already treated in previous ADAPT2DC documents and, at the time of the survey, many actions were still at half pathway or had just started, in the making of the synthesis it was decided:

- to focus the attention only on the sections that constituted a “novelty” or had a strong relevance to the assessment of the capacity of the pilot actions to foster cost reductions in the supply of services together with objectives of long-term economic feasibility, involvement of local communities, and coherence to the main features of the pilot region (see Annex);
- to refer to the other documents of the ADAPT2DC project that deal with pilot actions and their pilot regions - notably the Regional Guidebook (Rota and Dutto et al., 2013), the Demographic Change in Central Europe report (Šimon, Mikešová et al., 2013) and the final evaluation reports on the pilot actions (forthcoming deliverable 4.4.4) - to get the clearest and most complete information on these policies, their development and their results.

As a result (see Annex), the collected information proved to be relevant to detect some preliminary practical “lessons” on pilot action implementation.

First of all, it shows that the goal of evaluating small-scale actions providing specific numerical figures and indicators is a very difficult task. Although calculations were explicitly asked (see the sixth section “evaluation of cost saving” of the questionnaire in Table 1), in almost all the replies, the expected impacts of the pilot actions are explained only in a qualitative and general way. Yet, especially in the case of actions having the goal of a cost effective reorganisation of local services and infrastructures, quantitative outputs such as cost-benefit analysis and financial risk assessment are very important preconditions as they can determine how costs (and the likelihood of their occurrence) modify the feasibility and long-term feasibility of the pilot action itself, in turn used to detect viable solutions of risk management.

Secondly, it shows that, in analysing the social and economic impacts of the pilot projects, regional partners tended to focus above all on the positive and indirect impacts, providing very little information on the negative and indirect ones. The identification of the foreseen beneficiaries of the pilot action too has been poorly developed, as most of the replies clustered around on a limited range of actors and policy areas. On the one hand this is a quite unavoidable situation, as the respondents to the questionnaires were also the people responsible of the ideation and implementation of the analysed policies. It is thus obvious that they tended to focus more on the positive elements demonstrating the pertinence of their conduct, than the negative ones. On the other hand the proponents of the pilot actions rarely possess all the competences and the



energies that should be provided to realise a wholly accomplished analysis of all the involved areas and actors, both direct and indirect.

Despite the above mentioned limits and difficulties, however, the questionnaires also allowed the identification of a set of common problems, aims, methods and requests that have been used, together with the stimuli produced by the Consortium via direct and indirect debate (e.g. stimuli produced during the project's meetings or in the deliverables of the project), to elaborate a list of policy suggestions transferrable at a wider geographical scale.

Summarising, although the final evaluation of the actions has not been developed, it is possible to say that pilot action exercises, as the ones experienced in the ADAPT2DC project and other similar European projects, should pay much more attention to the aspects of financial and economic evaluation. In particular, these aspects need to be carefully planned, shared and communicated far before the implementation of the actions, with a clear identification of an set of easily measurable variables to evaluate both the expected costs reductions or revenues, and the financial and economic risks of the proposed solutions. Also, whenever possible, a good option might be the enrolment of a shared unit of professional service consultants in order to provide all the partners with the needed financial and planning competences.



4. Guidelines for the implementation of pilot actions of demographic adaptation

Within the ADAPT2DC project, most of the pilot actions have been displayed in the form of measures coping with a limited sample of problems and policy areas.

At first glance, this decision might sound paradoxical, since, in order to cope with the complexity of the demographic change challenges, regional and local policy makers more and more need to come down with an integrated system of solutions, which range from elderly care to child care, social care, schooling and education, housing, primary goods supply, mobility and accessibility, cultural and civic development.

Nevertheless, often a selective and sectoral policy approach is not only a reasonable option, but a contingent necessity. In fact, it is consistent with the reduced financial, human, and organisational resources the proponents of the pilot actions have at their disposal, which makes it more cautious to focus on just few problems and policy areas at a time.

The solution proposed in this Guidebook is to find a compromise between the two-abovementioned approaches. Relying on the experience of the ADAPT2DC project, it in fact promotes a selection of thirty crosscutting *schemes of action*⁵, general enough to be valid at a transnational level.

Compared to a traditional vertical approach, based on sectorial objectives and vertically intended measures, this horizontal approach does not only responds to the need for guidelines that can be implemented by a diversified sample of institutional actors and territories, but it allows also for effective and integrated solutions of public service/infrastructure adaptation in contexts of demographic shrinkage and ageing.

As it has been discussed within the ADAPT2DC project (see for instance Dutto, Rota et al., 2013), European countries and regions are too various in terms of demographic, economic, cultural and institutional conditions to allow for standardised “recipes”. The differences in the political and governance systems, as well, are profound and contingent, suggesting the necessity for policy suggestions that are not too specific. To say it differently, a high-level of generalisation emerges as

⁵ Some of the identified guidelines have a direct correspondence with the “crosscutting topics” for the assessment of demographic change strategies mentioned in the application form of the ADAPT2DC project (it is the case of: participatory approach, long-term economic feasibility, and innovative finance). The remaining ones are ‘original’ outcomes derived from the information provided in the questionnaires (it is the case of place-based vision; functionally and spatially integrated planning; multilevel governance).



an unavoidable precondition for the transferability or, better, the mobility (see chapter 2) of the proposed actions.

The *schemes of action* hereby proposed thus assume the form of *strategic issues* for the identification, the implementation, and the assessment of pilot actions in different types of territories, including those not participating to the ADAPT2DC project.

4.1. Place-based vision

Unequal territorial conditions among nations, regions and cities are a quite common situation in Europe. Often, territorial disparities are related with increasing social disparity, polarisation and poverty. So, they represent a menace to the development of the European Union (EU). On the other hand, however, they may also be considered positive resources for territorial development and competitiveness.

Consistent with this vision, the ADAPT2DC pilot actions declare a good level of coherence with the territorial framework of implementation, paying attention not only to the local dynamics of demographic change, but also to other trends (socio-economic, institutional and geographical) occurring at other geographical scales (national and regional). They also reject standardised policy solutions in favour of a varied sample of place-based measures that reflect the specific conditions and the most urgent needs of the local populations⁶. In the questionnaire of the Saale-Orla and Oberfranken East pilot actions, for instance, the objective of “tailor-made adaptations to secure public service provision” is explicitly mentioned. In the Észak-alföld pilot region, where demographic change has gone along with a severe labour market crisis and where half-time female employment is difficult, the objective is to improve the system of childcare services as a mean to favour the re-entry to the labour market of women who left occupation after childbirth. In the mountainously and scarcely inhabited Po valley, which prevents accessibility and easy mobility, the proponents of the pilot action prefer to focus on the distribution of basic goods and services, which is considered the most pressing problem. Diversified are also the policy options that have been proposed to reorganise the delivery of public services and infrastructures. In the case of Oberfranken East and Ostana, for instance, pilot actions pursue the objectives of

⁶ The search for a hierarchy of priorities can have also a spatial dimension. A possible example here is Thuringia, where the *Landesentwicklungsplan* (State development programme) defines a hierarchy of central places (such as regional centre, secondary centre, basic centre) and corresponding functions (in terms of shopping opportunities or administration or cultural places or schooling/health institutions). The aim is that each citizen has sufficient access to the most important services. The centres shall be then distributed “evenly” in that sense.



renovating existing infrastructures/spaces and using them to deliver new services. In the case of Oстана, there is the attempt to merge different services into a unique structure. In the case of Észak-alföld the final aim is to rationalise the regional system of children daycare and nursing. Małopolska's pilot action promotes a new tele-medical EG service in three poviats in the perspective of transferring (i.e. scaling them) at the regional and national levels. In the Saale-Orla districts the aim is, at least, the maintenance of public infrastructures at a reduced or equal level of costs. Also the choice of the scale of action (nuts2, lau1, lau2) and the predominantly nature of the proposed measures (technical solutions in Oberfranken East, Małopolska and Krusne hory; management models in Saale-Orla District, Oberfranken East, Észak-alföld, Oстана-Po Valley; local development initiatives in Maribor and Podravje) vary greatly for case to case, probably influenced by the different local patterns (geographical, social, economic, institutional, historical and political) of the considered pilot region. For instance, in Malopolska, the proposal to provide the ill people of three peripheral poviats with a tele-medical service is coherent with both the specific local settlement model (as most of the services are concentrated in Krakow area) and the presence of a system of actors (policymakers, hospital staff and patients) interested to test it.

Summarising, a list of policy suggestions can be detected under the issue of a place-based vision:

- The first step in the planning of small-scale actions of adaptation of a given regional system of public services and infrastructures to the modified demographic conditions is an **in-depth analysis of the pilot context of implementation**.
- This **analysis** has to be **multi-folded**, i.e. apart from the analysis of the demographic trends (short-term and long-term), attention has to be paid also to the geographical, social, economic, institutional, historical and political features of the considered region.
- The analysis has also to adopt a **multi-level approach**, considering the relationships that the pilot region establishes with other territories at the various geographical scales (local, regional and national).
- The results of the analysis should be then used to detect a **hierarchized set of policy priorities and related actions**. According to the features of both the service/infrastructure and the region, priority might be given to different options ranging from suppression to resizing, restructuring, merging, scaling up, renovating etc.
- **Universal solutions do not exist**: each situation has to be evaluated according to both the nature of the service/infrastructure and the specific features of the local, regional and national framework on which the pilot actions want to intervene.



4.2. Participatory approach

In the elaboration of the regulations of the Structural Funds 2014-2020, an evident shift (sometimes referred to as “participatory revolution in policy making”) has occurred from institutional top-down decisions to community-based development issues (CEC, 2013). This implies that, also in demographic change initiatives, more attention should be addressed to the participatory approach. Not only because the involvement of a broader spectrum of persons allows for the utilization of a larger endogenous potential and local knowledge, but also as “a mean for sensitizing the general public regarding demographic change, defining goals for complex social or political issues, and initiating a motivating and learning process with the local stakeholders”⁷.

However, just few of the pilot actions demonstrated a **truly participative approach**. A good example here is the German demography coaches, whose activities include co-working activities with the local stakeholders in order to identify the most urgent needs⁸.

In the other cases, instead, even when there is the identification of a well-defined group of direct beneficiaries (as in the case of tele-medical services in Małopolska), rarely these beneficiaries are involved from the beginning. In most of the case, experts, with the participation of few public authorities and stakeholders, have designed the pilot actions. Probably, only in the case of the demographic coaching there has been an attempt at a bottom-up approach in both the identification and the implementation of the needed actions. The type of the involved beneficiaries too is not homogeneous. For instance, private beneficiaries have been mentioned only in Saale-Orla, Oberfranken East and Małopolska; while citizens and families have been mentioned as main beneficiaries in Észak-alföld, Ostana, and Małopolska. The Małopolska action is also the only one to explicitly mention the intention to modify the type and consistency of the involved beneficiaries (if proved successful, the pilot action initially tested in the poviats of Miechowski, Chrzanowski, Olkusi, and Proszowicki, will be recommended for wider implementation) and realise a social and proactive involvement of citizens (the participants to the tele-medical action exchange medical information with the doctors and are asked for feedbacks on the project).

⁷ For instance, the EU-funded Demochange project developed some guidelines on how the involvement of local stakeholders (and their knowledge) can be used to cope with demographic change (see the Public Participation Manual, available at www.demochange.org).

⁸ For instance, the local bus company in Saale-Orla-Kreis identified the need to generate more income; the Landratsamt and some mayors in Saale-Orla-Kreis identified the need to enhance the cooperation between different municipalities in order to save money; the mayor and some stakeholder in Bad Berneck identified the need to map and reintroduce to market the vacant buildings; etc.



As a result, the following policy suggestions can be detected:

- In the implementation of pilot actions, a key role is played by the **active participation of regional stakeholders** such as local municipalities, development agencies, institutions representing collective interests, service providers, civil and religious associations, as well as specific groups of local citizens (elderly persons, not autonomous/ill people, families living in isolated settlements etc.).
- Their involvement is an important step in the implementation of the pilot action as **their expertise** can be used to both **highlight real-life unfulfilled needs** and favour the **identification of effective bottom-up solutions** via the provision of new or restructured services and infrastructures.
- To be effective, however, the involvement of the regional stakeholders and citizens has to be planned **from the very beginning of the planning process** and in the form of a **proactive process of direct participation**. Stakeholders and citizens can in fact be intended not only as beneficiaries and providers of services, but also as financial and technical sponsors.
- **New approaches in the delivery of public services and infrastructures, based on the recourse to diffused small-scale initiatives and social networks** more than large centralised rigid structures, have to be pursued. In doing that, the necessary cost saving preoccupations can be in fact combined with the new, truly participatory, approach in policy making recently invoked by the European Community itself.
- Finally, as the objective of the pilot action is to empirically demonstrate the efficacy of practical small-scale solutions, which might be then adopted in other regions and cities, **a careful reflexion on the mobility of the proposed measures (i.e. the conditions of their transferability to other scales and contexts)** should be also provided.

4.3. Functionally and spatially integrated planning

In order to cope with the challenges of demographic change, the adoption of a holistic approach, aimed at considering all the policy areas affected by shrinkage and ageing simultaneously, is probably the best solution. Yet, it is also a very complex aim, hardly manageable with the more and more limited resources (financial, human etc.) at the disposal of urban and regional governments.

Coherently, most of the pilot actions have decided to focus on a limited number of policy fields, geographical contexts and beneficiaries, forming (as it was predictable, according to the



abovementioned “place-based approach”), again, a heterogeneous framework (see Annex). For instance, in the case of Észak-alföld the interest is for children daycare and nursing care services to families. In Małopolska the pilot action deals with health care services to ill people. In Oberfranken East, policy initiatives are addressed at providing social services/infrastructure to a diversified range of beneficiaries: migrants, handicapped and elderly. In Krusne hory area prior problem is to reduce the energy demand of a selection of three existing buildings. In Ostana too the area of physical implementation of the pilot policy is reduced to a single building. Just some of the proposed projects involve synergies between more than one geographical context or foster the spatial concentration of diversified range of services (the only case is probably Ostana-Po Valley). Also, practically none of them have considered synergies with other regions or actions. As we will discuss, trans-regional interactions are pursued almost exclusively with regard to funding opportunities. Yet this is a main limit. It is in fact quite evident that modifying institutions like nurseries and kindergartens, as it has been proposed in the Jász Nagykun Szolnok county, would influence the load and/or utilisation patterns of public transport. As well as in Saale-Orla it is evident that the bus lines are strongly connected to the spatial distribution of schools. The planning of ADAPT2DC pilot actions, however, tends to be poorly integrated from a functionally and spatially perspective, which can mean a limited capacity to control both the dynamics and the effects of the implemented measures. Also,

According to this, the policy suggestions that emerge are:

- In order to formulate the objectives and expected results of the pilot action, it is recommended to move from the identification of a **limited number of prior issues and policy areas** (health care, social service, infrastructure management, transport, etc.).
- After selecting them, however, **attention has to be paid to the influence that the selected issues and areas exert on other issues and policy areas** in terms of (pre)conditions, causes, perturbing forces, and outcomes.
- Whenever possible, **functional integration and spatial concentration of services** have to be pursued in order to maintain their delivery to the regional system **under a reduced regime of costs**. As an alternative, when the supply of the service is economically unfeasible, a viable option might be to gravitate on other regions.
- An important point is the acknowledgement that **not all the regions and cities can host the same assortment of services and infrastructures**: above all in contexts affected by shrinkage and aging, the inter-city and inter-regional sharing of a **geographically specialised system of services and infrastructures** may be a good solution.



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- Also, **cooperative agreements for the planning of this functionally and spatially integrated system** should be pursued in order to make the delivery of services effective, efficient, and coherent to the needs of the regional communities.

4.4. Multilevel governance

Although a placed-based approach is a recognised necessity in the planning of pilot actions, rarely the complexity of the challenges related to demographic change allows for totally “home-baked” and locally focussed solutions. To be effective, the pilot actions have to consider a wider range of networks, intermediaries, stakeholders and scales that go beyond the narrow borders of the local system. Although certain infrastructures and fields of intervention ask for specific scales of intervention - for instance, the planning of kindergartens and schools preferably occurs at a neighbourhood/municipal scale, whereas the distribution of public transport lines is often addressed at a regional/metropolitan scale; analogously, services delivered by family doctors imply a gravitating area larger than hospitals; etc. - multilevel integration seems to unavoidable. Via trans-regional and trans-national cooperative agreements, the pilot actions can in fact enjoy a positive system of advantages (network and scale externalities), which may overcome some main limits in the management of pilot actions. Indeed, although usually referred to small-scale initiatives, all the actions have complained the lack of an adequate level of financial and managerial (time, competences) resources. The financial requirements needed to implement the actions are referred to as the main sources of risks and problems (other risks refer to the institutional and political framework). Therefore, the pilot actions explicitly long look for multilevel synergies between funding opportunities and support programs (only in the cases of Maribor and Podravje it was stated the intention to rely on ADAPT2DC funds exclusively). The financial sphere, however, is not the only dimension to be considered. Human and technical synergies should be pursued too, as the involvement of a diversified system of stakeholders, not only operating in different socioeconomic fields but also at different geographical scales, can make the implementation process very demanding and complex. On the contrary, the pilot actions tend to focus on stakeholders with different functions (administration, service provision and delivery, service utilisation, etc.) but interests to one single field and scale.

Hereby it is thus possible to detect a list of policy suggestions helping the implementation, within the pilot actions, of a multilevel system of governance:

- Above all in regions affected by demographic change, a fundamental strategy **to make the regional system of public services and infrastructures more integrated and efficient**, is to **look for multilevel governance models**.



- In doing that, **all potential interlocutors and scales of action should be involved/considered**: from the single citizen (whose commitment can give a fundamental contribution) to the regional public authorities (which should be responsible for local services and guarantee accessibility of these services to all citizens), up to the national government (which is crucial in the coordination between the different initiatives, the provision of funding and the scaling up of the successful solutions).
- An option that might be also considered is **the transfer part of the responsibility of public services and infrastructures from the regional authorities** in charge for them **to new types of public-private consortiums, whose specific mission is to** deliver them to all the citizens in an accessible and affordable way, operating at various scales: **from the local to the national**
- Not only **the planning and the realising of the pilot actions request varying geometries of implementation**, i.e. geometries that vary according to the considered services/infrastructures and the conditions of their delivery. The **analysis, the monitoring, and the assessment of the actions too should rely on more than one scale at the same time.**
- Finally, attention should be paid on **clarifying the difference between aims and methods**. Multilevel cooperation can be in fact referred to as either a specific target of the pilot action or a tool, an approach to foster other targets. Yet, in the latter case, the **variables for its assessment should be provided too.**

4.5. Long-term economic feasibility

In Europe the last decades, the processes of demographic change have powerfully contributed to spoil/ruin the cost-benefices balance of many public systems of services and infrastructures. All the proponents of the pilot actions recognised this condition and stated their intention to pursue cost reductions and objectives of financial feasibility. Coherently, although with different levels of strength and details, they all adopt the goal of a clear assessment of the realised savings. However, this has turned to be a tougher task than expected. As almost all the partners stressed, at the time of the survey, the too early stage of implementation impeded a precise assessment of the costs of the actions and their sustainability. The proponents of the actions in the Saale-Orla, Oberfranken East, Észak-alföld, Malopolska and Krusne hory areas they all affirmed that this kind of evaluation is possible only at the end of the project. On the other hand, often the type itself of the proposed solutions did not allow for a clear identification (and measurement) of the expected



savings. In fact, an argument arisen by almost all the partners is that, as far as the delivery of services of general interest is pursued, cost efficiency may not be the primary objective. Above all where the population is affected by shrinkage and ageing, the public local welfare has to undertake greater efforts to safeguard the right of all the citizens to access to all the needed services. The pilot actions thus support the necessity to guarantee, at least, a reorganised system of services at the same cost level (Saale-Orla District), economically self-supporting (Saale-Orla, Oberfranken East, Észak-alföld, Ostana - Po Valley) and financially feasible in a long-term period (Észak-alföld). It means that they often propose initial investments (i.e. additional costs rather than cost reductions) that will lead to savings in an indirect and postponed way. For instance, in the case of health-care services (as in the Hungarian case), investments in prevention reduce the likelihood of future diseases and related therapy costs. Investments in new energy solutions, as in the case of Usti, allow for the long-term efficiency of public buildings and infrastructures. Investments in new delivery models (implying the realisation of new multiservice centers, as in the case of Ostana, or the endowment of citizens with new ICT technologies, as in Malopolska) have relevant indirect effects on the reduction of transport costs. The need for initial investments, however, also makes the financial restraint the most frequently named barrier to pilot action implementation (see 4.6.).

The suggestions listed under this issue thus highlight the importance of cost-benefit balance and long-term savings:

- In a context of demographic change, the reducing of the costs of the public services and infrastructure is evidently **a complex aim, as the financial efforts tend to increase**. At the same time, however, **the delivery of these services and infrastructures are mandatory**, as any citizen has the same rights/entitlements to access them.
- As a consequence, **savings have to be pursued via process of gradual change**, specifically addressed to build **new management models** that are **financially efficient in the long-term** and **coherent** with the modifying conditions of demand and supply.
- Such a change **may need an initial phase of new investments**. When **demonstrating their economic feasibility in the long-term period**, these costs should not be rejected *a priori*, although evidently contradictory to the initial aim of cost reduction.
- On the other hand, however, **when the delivery system of a given service (or infrastructure) demonstrates to be totally inefficient, shutdown may be the better solution**, as it will release financial resources to be invested in more efficient solutions.



- Although difficult⁹, medium/long-term **estimates of the ratio between the potential costs, benefits and other impacts should be always provided and properly supported with documentary evidence**, also with reference to policy areas that are different from the one/s directly addressed by the pilot action. This is necessary as demographic change usually affects several policy areas simultaneously.

4.6. Innovative finance

In many European countries traditional welfare state systems went on crisis due to the simultaneous occurrence of increased costs and a reduced availability of the public funds covering these costs. Within such a situation, a solution that has been promoted by the EU institutions is the recourse to social approaches in the provision of public services, mainly based on large public-private-people partnerships and tools of social finance. As it has been recently stated by the European Commission (EC), a growing set of complex social problems and societal challenges have to be solved with fewer funding, and a main tool to fulfil this target is the adoption of social forms of service innovation and finance, as they can both provide new, more efficient answers with fewer resources and mobilise local actors to create/find localised responses (CEC, 2013). Social finance, in particular, is more and more often the only way for social enterprises to emerge or survive.

Coherently, most of the ADAPT2DC partners have recognised that the availability of adequate financial resources is a main barrier and a risk that they try to overcome looking for external funding opportunities (Saale-Orla, Oberfranken East, Ostana - Po Valley) and synergies among support programs (Saale-Orla, Oberfranken East). In only two cases (Észak-alföld region and Maribor-Podravje) the pilot actions seem to rely on the ADAPT2DC budget only. Quite rarely, however, the reduced availability of financial resources is properly addressed by the pilot actions. In most of the cases, in fact, they tend to focus on the design of the needed solutions more than the identification of the financial tools to realise them. In a certain sense, there is the persuasion that the most important thing is to decide what to do, as the resources to do it would be found somehow.

⁹ This point (the intrinsic difficulties of direct and indirect cost savings measurement) has been already highlighted in other documents of the ADAPT2DC project such as the Best Practice Catalogue (deliverable 4.1.1) and the experts' report Recommendations from the Best Practice Catalogue (deliverable 5.2.8).



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Conversely, the suggestions under this issue stress the need for the consideration of new management models that include also innovative financial tools:

- A key challenge in coping with the demographic change challenges consists in the **lack of financial resources**. Consistent with this, **it is necessary to look for new participatory models addressed to public and private actors, as well as to the local civil society at large** (the so-called public-private-people partnerships, PPPP).
- The reduced availability of financial resources has to be properly addressed by pilot actions including in the displaying of the pilot actions also **the identification of the necessary financial sources, tools and opportunities**.
- In particular, **the recourse to innovative models of social finance and the search for larger synergies between different funding opportunities, both public and private**, emerges as an unavoidable option in order to safeguard the financial and practical feasibility of the pilot action.
- **Synergies** have also to be pursued **among the public supporting programs that operate at the different EU scales (national, regional and local funds) and policy areas (ERDF, ESF, Horizon2020 etc.)**
- Finally, adequate financial resources have to be **granted in all the phases (design, implementation, monitoring and assessment) of the pilot action**.



5. Concluding remarks

In the last decades, in EU nations and regions there has been a wider and wider recognition of the importance of regional pilot actions as means to cope with demographic change. On the one hand, pilot actions tend to produce more direct and immediate effects on citizens and local communities. On the other hand, they are characterised by easier implementation procedures determined by the small-scale of intervention. Also, regional pilot actions allow for the empirical testing of policy solutions that can be then proposed for inspiration (when proved successful) or warning (when unsuccessful) to other regions and countries¹⁰. Consistent with this, this Transnational Guidebook has pursued the aim of capitalising the experience nurtured within the ADAPT2DC pilot actions and turning it into a simplified set of policy suggestions with a transnational validity.

More specifically, in order to make them more clear and transferable to other regions and countries, the detected suggestions have been organised according to six crosscutting issues to be considered in the implementation of pilot actions:

- *Place-based vision.* The policy suggestions detected under this issue include practical parameters for the achievement of policy solutions that are place-specific and locally embedded. They include: the development of an in-depth multi-folded analysis of the pilot context of implementation; the adoption of a multi-level approach that considers the relationships with other territories and scales; the detection of a hierarchized set of policy priorities and related actions; the rejection of universal standardised solutions.
- *Participatory approach.* The suggestions under this aim include the objectives of: the recourse to the active participation of various types of regional stakeholders (from local municipalities to specific groups of local citizens); the use of their expertise to identify bottom-up solutions to unfulfilled needs; the involvement of the stakeholders from the beginning of the planning process and with varying roles (service beneficiaries, service providers, financial and technical sponsors, etc.); the experimentation of small-scale socially interactive approaches in the delivery of public services and infrastructures; the evaluation of the mobility of the proposed measures.
- *Functionally and spatially integrated planning.* In this case, the suggestions derived from the pilot actions highlight the importance of functionally and spatially integrated policy

¹⁰ On the importance of considering not only best examples but also failures see also the experts' report Recommendations from the Best Practice Catalogue (deliverable 5.2.8 of the ADAPT2DC project).



options. They promote actions addressed to: the identification of a limited number of prior issues and policy areas; the consideration of the pilot action's influence on other issues and policy areas; the realisation of measures of functional integration (including the gravitation on providers localised in other regions) and spatial concentration of services; the acknowledgement of the benefits of the realisation of a geographically specialised system of services and infrastructures; the realisation of cooperative agreements for the planning of services/infrastructures of public interest.

- *Multilevel governance.* The suggestions described under this issue are an attempt at clarifying some feasible parameters when fostering the aim of multilevel governance. They include proposals for: the adoption of multilevel governance models as effective tools in order to make the public services and infrastructures more integrated and efficient; the involvement of all the potential interlocutors and scales of action; the consideration of the feasibility of the transfer of part of the responsibility of public services and infrastructures to innovative PPPP consortiums; the adoption, in all the phases that characterise the pilot action (planning, implementing, analysis, monitoring, and assessment), of varying geometries of implementation; the clarification, within the pilot actions, of the difference between aims and methods.
- *Long-term economic feasibility.* The aim of the suggestions enumerated under this issue is to highlight the importance of cost-benefit analyses and long-term savings. More specifically, they ask for: the adoption of objectives of cost reduction in the delivery of public services and infrastructure on the condition that citizens' right/entitlement to access them results guaranteed; the adoption of a process of gradual change, specifically addressed to build new management models; the consideration of long-term economic feasibility as a crucial prerequisite in the selection of the measures to be included in the pilot action; the consideration of all the possible options (shutdowns and disinvestments included); the realisation of medium/long-term appraisals of the ratio between the potential costs and benefits, also with regard to policy areas that are different from the one/s directly addressed by the pilot action.
- *Innovative finance.* The suggestions under this issue stress the need for new management models preventively endowed with the financial tools needed for their implementation. They include proposals that include: the consideration for new participatory models realising public-private-people partnerships (PPPP); the displaying of pilot actions simultaneously with the identification of the necessary financial sources, models and opportunities; the recourse to innovative tools of social/impact finance (e.g. social bonds, crowdfunding, etc.) and the search for larger synergies between funding opportunities; the identification, at all the phases of the pilot action, of the needed financial resources.



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Undoubtedly, the achievement of these suggestions is often a very difficult task, but it can determine a dramatic impact on the effectiveness, the quality, and the sustainability of the proposed actions. In addition, there it is not necessary to apply all the suggestions described in this Guidebook at the same time or with the same level of intensity: policy makers should use them as a source of inspiration in order to construct their own specific recipe, choosing and selectively combining the only options that fulfil the specific needs of the local/regional system.

In identifying these suggestions, the Guidebook also allows for the identification of some aspects of the implementation of service reorganisation pilot actions that proved to be the very hard passages. Namely, this is the case of: the need for a precise assessment (and measurement) of the predicted savings; the realisation of analyses of economic and financial feasibility in the long-term period; the involvement of local communities not only in the implementation but also in the ideation and planning of the pilot action, as a mean to fulfil a diversified range of targets, including the identification of new opportunities of management and funding.

In addition, another limit that emerges from the abovementioned suggestions moderately, is the sometimes limited accountability of the actions: most of them, in fact, have expressed the intention to realise the monitoring phase in the form of a mainly qualitative self-assessment process, directly realised by the project team (Krusne hory Malopolska) in collaboration with some regional institutions and stakeholders (Saale-Orla District Oberfranken East Észak-alföld region Ostana and Po Valley Maribor and Podravje). Yet, in order to be fully accountable, the monitoring should be developed by external experts of proved competence. A qualitative assessment of the pilot action of the type provided by the check-list in chapter 3 of this report is thus an useful option, but only on the condition that it is endowed with empirical data, collected and analysed by independent evaluators.



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Annex: Results of the pilot actions questionnaire

	Saale-Orla District	Oberfranken East	Krusné hory area	Észak-alföld region	Ostana and Po Valley	Malopolska region	Maribor and Podravje
Objectives	Development of creative solutions and tailor-made adaptations to secure public service provision. Maintenance or enhancement of regional attractiveness and competitiveness. Cost reduction and additional benefits for the region	Maintenance or enhancement of regional attractiveness and competitiveness. In Arzberg: to provide a model apartment equipped for handicapped and elderly people. In Bad Berneck: to reduce the share of vacancy and revitalise the city centre. In Hof: to adapt social infrastructure to migrants	The pilot action is focused on the reducing the energy demand of 3 buildings (a social building, an health center and an "empty" building) and their re-use for urban development. Secondary objectives will be also energy audits and certificates and disposition studies	The direct goal of the project is to rationalise children nursing services and to launch daycare services. The main result of the pilot action will be a feasibility study for three settlements: Jánoshida, Jászfényszaru, Jászárokszállás	This pilot action wants to support and to steer the new demographic trend, making easier the living in the area. The multi service centre will help providing adequate public services, and coordinating public and private needs/ initiatives, in a economically sustainable approach	The pilot action aims at providing high quality medical services at reduced costs in four poviats: Miechowski, Chrzanowski, Olkuski, and Proszowicki. It will also increase the accessibility of the service and avoiding additional costs by preventing further diseases or curing diseases in an early stage	The study will identify and evaluate the potentials of culture for economic and social development. The idea is then to communicate these potentials to reverse the negative trends of demographic change and to reduce the share of vacancy and revitalise the city centre.
Beneficiaries	Public authorities (Saale-Orla-Kreis, regional municipalities) Public service providers (transport, education, childcare, housing) Private service providers (rural shopping facilities, regional product loops) Public-Private Partnership (Local Action Group)	Public authorities and social service providers. Private investors Local residential building cooperative	Vejprty municipality	Local families (children and parents). Local social service suppliers, local NGOs, local employees. Local politicians, local municipalities	Inhabitants and associations of the upper Po Valley	Citizens over 55 years old, Local communities, Local healthcare providers, welfare institutions, and authorities	Citizens, unemployed people and visitors, Municipality of Maribor, cultural institutions



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	Saale-Orla District	Oberfranken East	Krusne hory area	Észak-alföld region	Ostana and Po Valley	Maloposka region	Maribor and Podravje
Evaluation of cost saving	Precise cost savings cannot be assessed at the time of the survey (evaluation is possible only at the end of the project) As cost reductions are difficult to obtain, the minimum result is to provide the reorganised services at least at the same cost level	Precise cost savings cannot be assessed at the time of the survey (evaluation is possible only at the end of the project) As cost reductions are difficult to obtain, the minimum result is to provide the reorganised services at the same cost level	Economic savings will be specified in energy audits, which will be developed by the selected energy suppliers. Assuming that all the recommendations from the energy audits will be adopted, more than 30% of individual buildings' operational costs will be saved	Feasibility study to examine the cost savings to be realised by establishing daycare nurseries that would operate as a network in the pilot region.	Reduced annual cost for improved and extended touristic services New centre just partly funded by the Municipality of Ostana that allows the supply of different services (the rest of the building and managing costs are covered by regional and private funds)	Savings in healthcare services (and patients' transportation) will be achieved by substituting an expensive institution-based service by a tele-medical service with lower infrastructure costs and better accessibility. A cost-benefit analysis will be carried out to measure the economic viability of the service	Estimations of savings in maintenance of underused and/or empty public buildings in selected area of Maribor is possible at the end of the project.
Measures	Development of the coaching strategy in cooperation with decision-makers and stakeholders. Maintenance of public infrastructure using innovative approaches	Development of the coaching strategy in cooperation with decision-makers, stakeholders, citizens and university students. In Arzberg: to provide a model apartment equipped for handicapped and elderly people. In Bad Berneck: to reduce vacancy and revitalise the city centre. In Hof: to adapt social infrastructure considering also migrants	Tender to selection of the service provider and contract with the service provider. Energy auditing, energy certificates, disposition studies and other related documents	The feasibility study will provide a detailed SWOT analysis and an examination of the establishment of an integrated nursing centre and daycare nurseries. A realistic budget will be also drawn up, by which long-term (institutional and financial) feasibility can be surveyed as well	Individuation of the building; individuation of the person that takes in charge the center; renovation of the building; research of financing; collaboration for the preparation of financing requests; agreement with local agricultural enterprises; communication campaign; renovation of the internal part of the building; inauguration of the center	The tele-ECG kits are being lent to the patients, free of charge, for 1 month. After examination period (1 month) each patient will receive diagnosis, conclusions and recommendations and will be asked to complete a survey. Results of the survey along with the doctor's opinion on the system and also the feedback given by the technical staff will be summarised and used for the optimisation of the service	Analyses of cultural resources and underused and/or empty public buildings in selected area of Maribor with relevant stakeholders.
Requirements	Approximately 40-50 people will be involved	Involvement comprises: Information	External supplier (3 persons),	2 people from EÁRDA No-profit	To find the resources, an informal network	ADAPT team: 3 people (coordination,	Urban Planning Institute of



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	in the action	and networking; testing of pilot actions; dissemination In Hof, approx. 25 institutions, stakeholders and experts; in Arzberg, 5-10 experts and institutions (public actors, experts on AAL systems); in Bad Berneck, 5 institutions (municipal administration, retail lobbying, tourism stakeholders)	municipal representatives from the pilot area (7 persons), the project team (4 people)	(coordination, management, institutional communication). 2 people from the external expert team	(with the supervision of UNCEM Piemonte) between public and private institutions and representatives was created. The public side has the role of coordinator and fund-raiser, while the private side is composed by residents and potential new inhabitants. One of the first points to face has been the individuation of a manager for the centre	support) medical institution: 4 physicians, 3 technicians/medical physicists, 3 nutritionists, 1 customer service specialist, 2 administrative staff members	the Republic of Slovenia cooperates in close connection with the associated partner Maribor city and local cultural agents.
Financing	Estimated costs are 65.000€, covering Staff, Travel and Other expenses. However, the demographic coaching could trigger long-term solutions generating extra costs in the first instance These investments are not included in the ADAPT2DC budget but will be financed otherwise. Synergies between different support programs will be also pursued	Estimated costs are 65.000 €, covering staff, travel, consulting, coaching, interviewing, mapping, workshop implementation Extra costs and investments that are not included in the ADAPT2DC budget will be financed otherwise. Additional financial contribution from local stakeholders and the Ministry seems not to be a problem. Synergies between	External works 70.400 € without VAT resulting from the Tender (yet prices vary according to the modifying exchange rates between EUR and CZK)	Approximately 10.300 € for elaborating the pilot research, the feasibility study and the political recommendations within the pilot action. Besides ADAPT2DC project budget there is no other financial sources for covering the costs of the pilot project	1) 250.000 € (50.000 € by the Municipality, 200.000 € by the Region) 2) 31.482,51 € 3) 52.477,72 € The internal setting was funded by the private manager, with a 40.000 € expense, covered for the 40% by EAFRD. The contract with the manager has a monthly income of 200 € by the Municipality	The pilot action is implemented by a medical institution selected through a public tender under Polish Public Procurement Law. Consequently, the price was established in the tender procedure as the lowest bid of all offers meeting the criteria of the tender. The price is PLN 80 000 (about EUR 20 000), not including the costs of the subsequent cost-benefit analysis	The realization of the pilot study does not claim for additional financial resources.



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		support programs will be also pursued					
Monitoring	The monitoring will be held by the Thüringer Landesgesellschaft (Thuringian Association for Rural Development) Regular meetings (min. 8 week cycle) will take place with the District Office, regional key actors and the Local Action Group to coordinate all relevant steps	The monitoring will be held by self-assessment of the consultants along with local stakeholders. Continuous reporting to the District Government and the Bavarian State Ministry of Economic affairs is carried out by the Demogr. Coaches. Press releases and public relations will be also used	The monitoring will be held by self-assessment of the project team along with representatives of pilot area	The monitoring will be held by self-assessment of the project team	Many meetings were done in the preliminary phase to set up the coordination of the centre management. The meetings go on after the opening to check the difficulties and the objectives accomplishments. These periodical meetings are chaired by UNCEM Piemonte, that, with the collaboration of Municipality of Ostana, evaluate successes and failures	The contract with the medical institution is monitored and controlled by the ADAPT team of the Małopolska region. The data acquired by the service provider will be used to carry out sound cost-benefit analysis of the service	The progress on activities shall be done by Slovenian partners. Results of the pilot study will be an evaluation, useful for the Maribor city administration and for the implementation into regional development plans.
Regional networks, intermediaries and stakeholders	The list of partners (approx. 26) includes above all decision-makers and relevant stakeholders	Project partners include the municipal administrations, a residential building cooperative, commissioners for tourism and for demography, elderly people and equity, Religious and Education institutions	Main Project partners include municipal mayors, a service provider and the Authority of Usti region	The head of Secretary of the Association of Municipalities in the Jászság (responsible for the communication and coordination of the field studies for the feasibility study)	The pilot action is coordinated by UNCEM Piemonte, with: Municipality of Ostana; GAL (Local Action Group) "Tradizione delle terre occitane"; Politecnico of Torino; Po Valley Mountain Community; Associations of Po Valley. The main stakeholders are inhabitants, small retailers	Local communities Local and regional authorities Local healthcare providers Welfare institutions	Municipality of Maribor Regional Development Agencies from Eastern Slovenian Development agency of Maribor Chamber of commerce and industry of Štajerska
Forecast of sustainability	Lack of funds for the implementation of project. The demography coach helps the stakeholders to	At the current stage, it seems to be too early to forecast the sustainability of the project. Yet, the demographic coaches will	The level of sustainability depends on the decisions of the owners of the buildings and the city council	Realistic budget will be drawn up, by which long-term (institutional and financial) sustainability can be surveyed as well.	Need for public financial and managerial support. Scarcely populated area. Anyway, the centre has been thought as self-running (although with a	If proved successful, the designed pilot action will be recommended for wider implementation. The results will be included in the	The level of sustainability depends on the decisions of the city council at the Municipality of Maribor that owns the



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	pursue the goal of sustainability. Projects will be geared to long-term profitability independently of financial support. Projects needing an initial funding will be drawn as economically self-supporting	take care that local stakeholders adapt administrative and planning routines in order to ensure sustainable project implementation		Sustainability is ensured by a quality feasibility study	small public support to sustain the public services offered by the Municipality of Ostana)	transnational strategy and will be submitted to the European Commission. Moreover, they will be disseminated in the Małopolska region and at the national level, especially by recommending the service to the National Health Fund	buildings.
Coherence with the political framework	The analysis of regional strategies and objectives shows that demographic change is a key policy topic in the Saale-Orla-District	The pilot action is coherent with the regional place based approach. Also, it explicitly considered the regional planning and programming documents	The pilot action is coherent with the regional energetic planning and programming documents, as well as with the local (subregional) plans	The pilot action is coherent with the several regional development documents that have relevancy in the field of demographic change	The pilot action is coherent with strategic documents at local/regional/national level. Also it fits with the principles of the regional "Mountain Law", that supports the promotion and management of the mountain areas	The pilot action is coherent with the regional strategy and the regional development documents that have relevancy in the field of demographic change	The pilot study is coherent with national and regional development strategies as well as other documents dealing with culture tourism, and ageing.
Expected risks and problems	Financial situation of the Region (lack of funds and financing). Too reduced budget for the implementation of the project. Too tight time schedule	Lack of public funds Political complexity of the stakeholder setting in Bad Berneck and Hof and technical assembling of AAL Systems in Arzberg	Lack of public funds (reduced financial resources of the municipalities)	Overall reform of the Hungarian public administration (district offices reintroduced thirty years after their abolition) that may cause uncertainty and delays	Misunderstandings about the role of the centre; Poor Economic turnover. Lack of coordination between the Municipality, the centre manager etc.	The successful transfer of the service to a wider use may be dependent on existing organisational capacity and the institutional and legal framework	The unstable political situation in Maribor city, which reflect on its participation to the project. The lack of financial and human resources.

Source: ADAPT2DC partners' replies to the questionnaire distributed by UNCEM Piemonte.