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1. INTRODUCTION

1.1. Short description of administrative system of your country

The French Republic is one and indivisible. The nation state guarantees the public interest, which in the French tradition is more than the sum of individual or collective interests (From Du contrat Social, J. J. Rousseau)

In this sense, the laws and regulations governing the services are supported by the French state and applied to all the French territory (there are some exceptions such as moutain areas with the 1985 Mountain Act which provides for exceptions to the general rule). The law on rural areas (Loi n° 2005-157 du 23 février 2005 relative au développement des territoires ruraux) also helps to provide a specific look at the rural and moutains area issues.

In principle the state takes care of the general interest which includes sovereign services: security, justice, public administration, including taxation and let the market take care of economic services. However, this principle has experienced exceptions from the nineteenth century with the national health public service (public hospitals) and the national education public service taken back by the Republic, not to leave the Church manage these areas. Moreover, in case of market failure to provide social needs for all in all territories, the State and local authorities may intervene in the management of economic services to the population; so it intervened in the twentieth century for health reasons in the management of sanitation and drinking water supply, in the supply of electricity, in the management of public transport, in management and delivery of mail and in the development of telecommunication networks etc …

France national organization is structured around 2 logics :

1) the State has centralized structures (ministries, central administrations) on most of the topics. It has territorial delegations of those mainly through the ‘préfectures’ and ‘sous-préfectures’ at a department level. They are completed in some domains of specific skill of the State (like security, veterinary control, taxes…) by local State administrations. This is the ‘deconcentration’.

2) Second logic is the delegation by the State to local authorities that have their own elected and their own budget, this is the ‘decentralization’. Those authorities are :

- the Regions : 12 in metropolitan France plus the Corse and 5 ultramarine regions
- the Departments : 96 in metropolitan France plus 5 ultramarine departments
- the Communes (municipalities) : more than 36000
- the intermunicipalities (EPCI - Etablissements Publics de Coopération Intercommunale) : 1266 on 1st January 2017 after a sharp decrease of their number these last years.
A historical development of Public Service

At the instigation of Léon Duguit, the French school of public service has defined the public service: “any activity which accomplishment must be settled, assured and controlled by rulers, when this accomplishment is vital for the achievement and development of the social interdependence, and when it can't be completely carried out without the ruling force” (Duguit, 1923).

This conception is scalable. It did not lead to laws a priori, even if the 1946 Constitution – partly taken over by the 1958 Constitution incorporates some of some public services management principles. The French “Public Service” was actually built by the jurisprudence around three concepts:

- **the equality** of all face the Public Service: the post office (La Poste) is an example of this principle, the price of a postage and mail delivery being identical regardless of the place.
- **service neutrality**: that is to say access to public service to anyone regardless of his religion, opinions... in accordance to secularism principle
- **mutability**: that is to say adaptation to society's changes

Until the 1946 Constitution, Services of general interest have often been developed at the initiative of local authorities in partnership with the private sector (railways, electricity, water, etc..) and with civil society: mutual insurance companies and associations (health, popular education, childcare, employment, training, social and health services...).

The Popular Front (Front Populaire) in 1936, and the 1946 Constitution, taking the program of the National Council of Resistance (Conseil National de la Résistance) over, formalized management by the state of some major Services of general interest, with the universality of access, national monopoly, and direct management. These services include the social security system (family sector, healthcare sector, retirement sector), the SNCF (Société Nationale des Chemins de Fer – National Railway Company), the post offices and telecommunications, electricity and gas provision by EDF GDF (Electricité de France et Gaz de France – France Electricity Supply and France Gas Supply), and former ORTF (french broadcast for TV and radio until the end of 70's).

Territorial levels of organization

National guidelines

The organization of services is traditionally made at national level which set the rules and budgets, mainly for:

- **sovereign services**(police, justice, public administrations, education)
- **networks services**: train (SNCF); electricity (EDF); gas (GRDF); post offices (La Poste)
- **social welfare**: employment (Pole Emploi), family supplements (CNAF - Caisse Nationale d’Allocation Familiale / National family supplements organization), health insurance (CNAM - Caisse Nationale d’Assurance Maladie / National health insurance organization), pension plan (CNAV - Caisse Nationale d’Assurance Vieillesse / National
pension plan organization), agricultural world (MSA - Mutualité sociale agricole/ agricultural social mutual insurance)

Operational decentralization
The State services listed above are decentralized at regional or department levels (regional prefecture; regional direction, departmental prefecture or sub-prefecture, departmental direction or delegation).
The major network services often maintain a regional and departmental organization, but sometimes interdepartmental and interregional based on their organizational policy.
Social welfare institution, from joint management, are administered mostly at departmental and regional level, with organizational autonomy but not on major orientations.

Regional and departmental decentralization
Furthermore, France has conducted a transfer of many service jurisdiction since the 1980s:
- to the Regions: universities and high school, professional training, economy innovation and support, transports
- to the departments: secondary schools, departmental transports, health and social matters, solidarity, Childhood and youth affairs, elderly and handicapped persons, culture, ...

To face up to these obligations, department and regions receive State grants and collect some taxes (part of professional territorial tax and tax on buildings). But local authorities often consider that these grants are not enough, regarding jurisdiction transferred.
Region planning Contract allows to set the orientations of the financing of the State (Contrat de plan Etat Région PACA 2015-2020 / Contrat de Plan Etat Région (CPER) Rhône Alpes2015 – 2020).
The recent law “Loi NOTRe”, being applied (Loi NOTRe - Nouvelle organisation territoriale de la République - 7 août 2015), as well as the MAPAM law (LOI n° 2014-58 du 27 janvier 2014 de modernisation de l'action publique territoriale et d'affirmation des métropoles), redefine the perimeter of regions, and the thematic jurisdictions of the different levels of authorities. The “general jurisdiction” that enabled each local authority to take part in a thematic field of its choice is removed, as regards regions and departments.

Municipal authorities
The municipalities have required jurisdictions, and a universal jurisdiction that allow them to intervene in many fields, as a complement to the other levels of authorities. Among the required jurisdictions are water, sanitation, administrative services (civil status, town planning), primary school...
Municipalities receive an operating endowment form the State, collect local taxes (part of taxes on land, buildings and professional territorial tax) and they can balance their services with the revenues of the services provided.

Intermunicipalities
Many municipalities being small (there are more than 36000 municipalities in France), incentive policies to intermunicipal groups have been developed for many years. They lead to the coverage of the whole national territory with EPCI (Etablissements Publics de Coopération Intercommunale - Public institutions of intermunicipal cooperation, with their own tax system), that must count more than 20 000 inhabitants to be established. Municipalities have to transfer a defined part of their jurisdiction (territory development, economic development, waste management..) to the intercommunality, and other jurisdictions are optional. Arbitration on the perimeter of the intermunicipality is up to decentralized services of the State in the departments, prefectures, through the Departmental Plans for Intemunicipal Cooperation (e.g. SDCI in strategies list).

**Impact of this organization on the service provision**

Service provision falls within the jurisdiction of general common rules set by the State, but depend (for the operational) on each decision-making level. Municipalities directly take action on the services falling within their jurisdiction, but they don't have any control over the services delivered or funded by other authorities (department, region, State and public or private institutions providing services. The policies of each territorial level and each service sector are specific and autonomous. That is why no governing body harmonizes the services offer, to make it accessible and consistent. The public supervisor (the State or local authorities of different levels) may delegate the implementation of services to another authority:

- **vertical delegation**: a higher authority delegating to an authority of a lower level.
- Horizontal delegation: from a municipality to the intermunicipality
- other kinds of delegation to the private sector (for example water and sanitation provision to private companies like Veolia).

The organization remains overwhelmingly in organ pipes, extremely sectoral and top-down, with little opportunity for local intervention on the decisions taken by higher levels.
Our three test areas are located in the perimeter of the Interregional Schema of Planning and Development of the Alps Massif (SIMA), managed by the Interregional Convention for Alpine Massif (CIMA).

They cover a large area, corresponding to a specific level initiated by the 1999 Guidance Law for the management and sustainable development of the territory, the ‘Countries’ ('Pays' in French). So these are the Country Asses Verdon Var Vaïre (A3V), the country of Maurienne and the territory of South Alpes Isère not covered by a ‘Country’, but by a Sustainable Development Contract Rhône Alpes.

Each of these areas contains several intermunicipalities (there is a map in appendix 4 at the end of the document): 5 for A3V country (41 municipalities in total), 7 for Maurienne country (62 municipalities) and 3 for South Alpes Isère (92 municipalities). The ongoing inter-municipal groupings impulsed by law NOTRe will lead to a sharp decrease of these numbers on 2017 1st January (1 intermunicipality in A3V country, 5 in Maurienne country and not decreasing in Alpes Sud Isère). The process is on a voluntary basis, but final decisions are taken by State territorial delegations.

Concerning the different service sectors, the description of the different institutional actors mentioned above (state and national operators, regions, departments, intermunicipalities, municipalities) is valid for all three territories with the following specificities:

- The countries strongly seize the transportation theme, digital, social and access to basic products to develop a territorial animation (see following parts) partially funded by the Region, particularly through Sustainable Development Contracts Rhône Alpes
(for Alpes South Isère and Maurienne) and Regional Balance Territorial Contracts (Country A3V).

- About digital, A3V country depends on PACA THD joint public association, which aims to expand access to broadband access in the departments of Alpes de Haute Provence and Hautes Alpes, mandated by the region.

- On territorial development, in different sectors, other types of policies and funding overlap: valley areas related to the interregional agreement of the Alps, especially around tourist themes, European LEADER programs on various themes (economy, transport, services of general interest ...)

2. ACTUAL STRATEGIES on SGI

2.1. Basic report on the strategies

A total of 61 documents contributing to public service strategies were collected.

Regional development (16 documents)
In the field of regional or local development, improving the accessibility of services is quite important (PDR PACA for example) with digital equipment of peripheral areas (CIMA), cultural and sports development (territory agreements). CIMA offers a first degree of integration with the financing of inter-regional projects. Local support units named ‘countries’ [Pays] work in a cross-sectorial way and relay sectorial policies in their contractual charters and documents through a global and integrated territory project. They insist on including the strengthening of social ties with the proposed childcare structures or diversification of economic activity.

Transport (7 documents)
Collective transport services are driven by Transport Organising Authorities in partnership with the State for major routes, as an example France Railways Network (RFF) takes care of the railways infrastructure, while the Railways National Company (SNCF) runs national and international traffic with a recently opening to competition.

Regions organize trains and buses of regional interest (TER and LER) entrusted by delegation of public service to private providers as part of regional transport plans. Departments organize school transport and intra-departmental bus connections via public market or public service delegation contract entrusted to private operators. Intermunicipalities organize urban transport in-house or with public service delegation. This confusion between different transport authorities compromised the harmonization of inter-modal connections. Law NOTRe plans that the public transport supply has to be harmonized by regions.

There are very few political strategies identified on other modes of transport (carpooling or soft transport for instance). Those modes rely on local initiatives from public or civil society actors (often present in Urban Mobility Plans) and/or private ones. One exception to note: the Policy for Development of Eco-mobility of the Rhône Alpes region
Social (6 documents)

- Health and social sector was once controlled by the Direction of Health and Social Affairs (State) and was transferred to the departments within the guidelines laid down regionally in the medico-social regional scheme (State and Primary Health Insurance) around support to dependant or disabled people, aged people, families with children...

- The employment sector is driven by the State which sets the employment aid and directions of Pole Emploi. For example, unemployment insurance results in an agreement between the social partners to secure contributions and support levels. Then directions are available operationally at the regional level (Pole Emploi and DIRECCTE) and local level (Pole Emploi territorial agency and departmental delegation of DIRECCTE implementing occupational integration policies and employment assistance).

Health (5 documents)

- The Health sector is driven by the ARS, the Regional Health Agencies, which include the state and primary health insurance. The ARS defines a Regional Plan of Health that articulates a health care supply scheme, a scheme of prevention and a medico-social regional scheme.

- All schemes are available on "health territories" and can lead to territorial health contracts. It is in these patterns that are programmed the management of hospital costs or other health institutions, public, voluntary or private ... but they also handle more innovative projects of multipurpose health home, telehealth...

Telecommunications and Digital (5 documents)

- The guidance of the digital development (SCORAN for PACA and Rhône Alpes Numérique) is fixed at regional level including broadband access infrastructures and other aspects of digital uses. Funding is distributed between different levels: state funds, regions, and departments especially on aspects of territorial or social solidarity. Master Plans of Territorial Digital Development at departmental level are their concrete declination, now carrying a part dedicated to digital uses (digital mediation, access to services, education ...).

- In the Provence Alpes Côte d'Azur, the joint public association PACA THD (broadband access) is responsible for the implementation of fiber optic in the Alpine part of the region. The civil engineering is delegated to private companies over public markets.

Basic Goods (1 document)

- Very few public policies are specifically dedicated to the supply of basic goods in rural areas. The law for the development of rural areas supports specific tax provisions. The intervention fund for services, crafts and trade (FISAC) notably allows support to professionals in difficulty.

- Moreover, countries strongly relay to keep such services on the project territories (ex. Country „Gourmand“ labels or Trade Secrets identifying restorers and craftsmen working with local products in the country A3V).
Education (6 documents)

- The guidance and planning law of 2013 about school (Loi d'orientation et de programmation pour la refondation de l'École de la République) is the State strategy to improve education programs and teachers training. This strategy is decentralized through specific territories: academies administered by the education authorities (department above).
- The kindergarten and primary school (children of age 3 to 11 years) are run for the practical aspects (premise, after-school time, canteen, child care) by municipalities in connection with the education authority.
- Collèges (Junior High School, children and youth of age 12 to 16 years) are managed in the same way by departments and Lycées (Senior High School, youth of age 16 to 18 years) by the regions. Higher education is managed by the State in partnership with the region notably in the framework of the CPER through academies or inter-academic areas.
- Vocational training, formerly controlled by the State, was largely entrusted to the regions that make projects calls for learning and continuous occupational education. The needs analysis is done at infra-departmental training areas (Program for Regional Public Service of Continuing Education 2015-2016 PACA).
- Another part of the training is run by the OPCA (Organisme Paritaire Collecteur Agréé), which capture the companies training funds by professional branches and finance in return the employee training plans. These organizations are national, sometimes regional, departmental or local seldom.

The creation and development of enterprises are driven primarily by the regions which have competence in economic development. On an operational way the chambers (Chamber of Commerce and Industry, Chamber of Agriculture and Chamber of Trades) are public institutions in charge to organize, represent and support businesses. Very recently, the social economy enterprises have been recognized and are represented by the Regional Chambers of Social and Solidarity Economy.

Beside these institutions, there are a variety of support structures for helping creation or corporate finance, often subsidized associations unevenly present in the territories and often uncoordinated. The project areas are very active in coordinating these aspects in our territories. For example South Alpes Isère Leader program aims at developing new economic opportunities, relying on three axes:
- skills and resources disclosure approach,
- structuration of professionals network towards energy transition
- social innovation.

2.2. General problems, related to the delivery of SGI

Our three study areas face similar characteristics as mountain areas. Especially, two points should be brought forward:
1) "isolated" areas with low population density, remoteness and significant travel time to reach the major routes and cities;
2) strong seasonality:
   - of weather, affecting the transport and mobility
   - of needs and populations, related to the economy very dependent on the climate and seasons which applies to tourism, agriculture, forestry or construction

The recent evolution of access to SGIs on these territories is quite problematic: most services do not cover those territories today, preferring - for budgetary reasons and flow management priorities - to focus on cities, to the detriment of more isolated valleys. The tendency of services is to specialize increasingly in sectors or types of audiences, without the means to cover all areas with the provision of same quality. In addition, services are developed in cities, based on urban and national standards that do not match the realities of mountain areas: eg. unemployment subsidies are indexed based on the number of long-term unemployed... which are few in the mountains because of seasonal activities. However, these seasonal activities are sources of job and social insecurity otherwise not taken into account. It is the same for many standards impractical in such territories : for example, a nursery with a capacity of 8 is subject to the same obligations as a city nursery which can accommodate several hundred children.

Thus the inhabitants of these territories are struggling to access services that are more distant. For this, and the need for work-related moves, mobility becomes a burden increasingly heavier for these populations (time and money). Naturally the response in terms of spatial organization is the concentration of some kinds of equipments in the center towns, in the valley, sometimes insufficiently, but with greater levels of services than in peri-urban dormitory town of the same size.

**Regional Development**

In the field of regional development, different structures and levels overlap, raising the question of the legitimacy of each of them on a particular theme. Coordination can be complicated, either by a feeling of competition between services, or on the contrary by lack of investment in any service fields e.g.: disappearance of insertion structures because of the lack of funding in South Alpes Isere, termination of local studies orientation service, environmental organizations in trouble...

Moreover, the territory policy on rural and mountain areas not being well identified in terms of funding, rural areas are forced
   - either to turn to the closest cities to look for funding from them on the basis of 'geographical margins' and urban/rural connexions
   - or to go to a stronger profitability logic for provided services
   - or to turn to European funding, Feader or Leader, which causes real problems in management (sometimes complex administrative coordination between region / Europe), and finance (payment terms, co-financing difficulties) in these small structures. Moreover those programs do not meet all the needs (difficulty to fund engineering, unable
to fund travel or working capital, lack of flexibility ...). The result is that today the holders of Leader programs (mainly Regions) in particular are looking for private projects, which flee this type of financing because of the administrative complexity, and public structures are increasingly numerous to answer in order to compensate for the decrease in certain national or regional public funding.

**Transports**
The main difficulty is the multiplicity of actors (State, regions, municipalities, operators) which makes the coordination of a multimodal transport depending on several operators (SNCF, Provence Railways, different transport companies for the bus...) very complex in terms of timetables, routes...

**Health**
About healthcare policy, the urgent need in our test areas is to plan and structure a medical offer for patient, from the daily doctor to the nearest hospital. There is a real urgency about medical demography (few territories doesn't have any doctors – and in ones which still have, most of the doctors are older than 55 years old.

**Telecommunications and Digital**
Currently, substantial fundings are dedicated to the infrastructure (fiber optic). But the financing of digital mediation and the development of digital uses in rural territories is victim of public funding stops, endangering many support organizations. Now, the challenge is to enable digital acculturation, what uses are possible thanks to infrastructures? Missing out on these issues would entail a real risk of digital divide between people naturally skilled with digital uses through their job or entourage and other people needing support.

**Social and Medico-social**
Again, many actors coexist and information sharing is difficult, especially with the question of the limits of personal data in the context of health and social care. Access to first-aid faces the disappearance of doctors and rural hospitals.

**Basic Goods**
As mentioned above, very few public policies are actually identified in this field, particularly in rural areas. Accompanying these dynamics depends on different projects handled voluntarily by the different territories. The stake of last shops in remote areas, or the stake of improving the supply of commercial services in the boroughs are crucial to the attractiveness of these territories, and solutions are emerging, mainly through mutualization (post office with last grocery and bar for example) or mobility of those services.

**Education**
Two issues arise about education:
- Limited or no access to nursery and primary school, or access to nearby childcare in remote areas, with the closure of rural schools, lacking of sufficient number of pupils and because of the need of ‘profitability’. The school offer is not sufficient when not completed by an extracurricular offer (canteen, child care in the morning and socio-cultural activities in the evening).
- Access to a varied and accessible secondary and higher education, and also in vocational training, often requiring very long moves and accommodations in the city or internship for students.

### 2.3. Identified gaps

In mountains areas situation is very different from one valley to another and one municipality to another: geographical but also economic or historical and sociological factors may cause such differences.

There is no analysis of the overall local satisfaction with the services' provision, but self-produced assessments by service providers on criteria of profitability, budget and cash flow, not quality... Moreover, mountain people have harsh living conditions and a habit of harshness; they don't complain about difficulties: their reactions to the services closures sound mostly by their symbolic appearance and a sense of abandonment.

The richest and best equipped territories (for example which have historically industries or ski resort) are unprepared to absorb the changes and have much to lose. The poorest have often taken advantages of difficulties to innovate and make their weakness an asset to boost.

Innovative projects (as a common place for every SGI of the territory, or SGI territorial scheme) are currently emerging but are sometimes disconnected from a territorial approach. There is a threat to lose touch with actual needs. Organizations supporting territorial projects are sources of engineering and skills to set up collaborative projects, contacts and networking. These skills are needed to avoid the emergence of potentially interesting projects that would miss those dimensions, and which would therefore remain isolated projects. For example, an "alternative medicine" private cluster project is being set up in the South Alpes Isère territory: it is necessary that it can be connected to the local health network in order to be sustainable and articulated with other health professionals that can propose those alternative cares to their patients.

### 2.4. Existing plans, trends

In terms of strategies evolution, there are several trends.

**Territorialization of public policies**

Many different service providers develop a territorial approach. But each applies its own approach on its own (and most of the time different) areas, and without overlap: employment area, training area, district social welfare, health territory... These planning and
action territories divided by each sector differently have no resemblance to the existing
intermunicipalities, or living territory residents ... they do not establish dialogue and
shared governance. They are in an individualistic approach where each defends his values
or competes to access finance and to maintain its structure. This doesn't allow a renewal
of the service, to the detriment of an overall and pooled approach.

Costs control and Efficiency

The national context is to attempt to reduce deficits and to reduce debt. This brings sig-
nificant State plans that impact services:

- modernization of public action, general revision of public policies (RGPP), impacted
the State services and went through the non-replacement of 50% of retiring civil serv-
ants, closing courts, hospitals, public treasuries, police stations, schools... It caused a
strong reaction from local politicians often in vain, creating a feeling of abandonment
of public services in rural areas.
- the State also reduced allocations to local authorities (global operating funds) who
applied these budget cuts on their services and subsidies for associations that previ-
ously realized a number of basic services...
- Finally, the state also reduced its charges to major public services under administra-
tive supervision

Budgets being reduced, services are lead to reduce their proposals to the public and their
operating costs, via outsourcing (precarious and temporary provisions to private opera-
tors), and they also reduce their presence in the territories. Because of liberalization and
privatization that follow (opening up of capital, opening of competition, in order to make
these services more efficient and to lower costs), less populated areas or the most iso-
lated are left behind (eg. broadband and phone access : operators relocate to the 'profit-
able' cities, leaving the provision of 'uneconomic' territories to public structures.

Urban Concentration

Thus, these two logics of cost reduction and territorialization of public policies create an
urban concentration of services: organizations search for in-house solutions, concentra-
tion, reduction of leadership positions, field presence... to the detriment of remote terri-
tories and inter-service collaborations, yet indispensable.

Digital

Concerning services, a very quick and sudden dematerialization is first aiming at reducing
costs, without increasing the quality of service. Without any support for users or even for
agents (sometimes they don't have necessary trainings about their own web applications),
this dematerialization would carry a risk of territorial and social divide. Paradoxically, each
provider is developing its own device without systematic coordination with other service
providers, for example in the field of video communications.

However, the State has created a Digital Agency, including a Digital Society Mission aiming
at increasing digital uses and skills by public services, and authorities in particular. The
relatively small means do not allow for a systematic coverage. Thus, the smaller municipalities are late because of the lack of engineering support and staff training. Digital public spaces bring guidance and mediation on the uses and issues of digital. At least, they propose access to PCs with Internet and support from a skilled person. Sometimes they propose much more with collective trainings on different thematics, local digital projects, work with schools..., yet with a strong disparity in the contents offered from a territory to another. These spaces are being structured, especially around the Interregional Poles of Digital Mediation and a national cooperative is currently in creation.

Moreover, in the digital field, many innovative projects are appearing focusing on the E-Health, production / prototyping with fab labs, data with the movement of Open Data, Infolabs... and they are supported by different calls for proposals, from both national and regional authorities, as well as call of projects financed by private foundations.

**Schemes and planning**
Seeing their inability to cover the scope of services in the short term in all areas, local authorities, sometimes alone, sometimes with the State, are developing schemes:

- Public service plans (eg – Schéma de Services du Pays de Maurienne)
- Territorial cohesion blueprints (Schémas de Cohérence Territoriale)
- Regional transportation plans
- Regional and departmental outline plans for digital planning (Schéma Directeur Territorial d’Aménagement Numérique et Schéma Départemental des Usages Numériques)
- Regional health programs
- Regional social care Plans
- Departmental plans about elderly, disabled persons, childcare and families, social cohesion depending on departments
- Regional employment and apprenticeship program
- Regional higher education and research and innovation plan
- ...

These schemes are based on prior diagnosis (more or less participatory) and they try to identify the strengths and weaknesses of the territory, in order to make a 3- or 5-years plan to improve service delivery. These schemes aim at “prioritizing the priorities”, spreading out the actions to be implemented, and also finding the most efficient solutions. These schemes have the advantage of leaving the piecemeal approach, of taking time to think and step back, and of involving a wide range of stakeholders. However, some of these plans remain very sectoral and / or not enough thought and traded with territories (inter-municipalities, ‘countries’ ...). The issue of coordinating these plans and the funding of their implementation remains.
3. INTEGRATED APPROACH

3.1. Integration models

Recognizing difficulties and challenges described in the previous chapter, several initiatives have emerged which are carriers of a new cross-plans and multi-levels vision.

A very diversified SGIs management

Before identifying these innovative models, different common figures of public services management have appeared. They yet exist beyond the State monopoly and direct management by the local authorities, explained in the introduction.

- Local public services are either managed in-house or through concession or lease with public service delegation, which sets the rules for universal service provision (for public transportation, for water and sanitation ..)
- Many services are provided at the initiative of associations and citizens. In that case, they are defined in coordination with authorities and supported financially by the State and local authorities (subsidy, target agreement, public market or daily provision in social care sector).
- Opposition economic / non-economic is not enough to define the SGIs. Major network services are economic ones and there are many personal services, social care, cultural, training .. for which the user customer pays a part of the provision of services and the rest is being covered by a solidarity mechanism.
- The public / private opposition is not enough to define the public service, since the State sets the rules and intervenes in many areas in the name of the general interest, while leaving the private management and finance part of the service.
- The opposition monopoly or competition does not suffice to define the public service: in fact the opening to the competition of major network services (transport, energy, water, telecommunications, post ...) was the center of debates even when many other public services were already under competition (early childhood care, culture, health and welfare, personal services like meal delivery or dressing and washing support for elderly, radio and television ..).

To avoid such confusion over the French terms, policies use more and more the French term “services au public” to appoint the services of general interest that require action from the governing power to supervise and support. We are witnesses of a hybridization of public and private, the merchant and the non-profit, competition and universal.

Integrated Local Partnership Approaches
A new territorial approach to public policy has appeared in the form of different structures or programs of action: “Leader Programs”, “Countries”[Pays], “Valleys Areas”[Espaces Valléens]. These devices allow experimentation, innovation, networking and support local engineering.

These territories are equipped with territory charters, carriers of a coherent territorial plan (i.e a common vision of the futur of the territory, shared by elected members and citizens). This charter then decline in operational programs on three to five years. It engages for actions specifically defined by the territories with financial support of State, region, sometimes department, and very often Europe (FEADER and FEDER).

All these plans are based on engineering, partnership, territory, and modest financial resources in general. These territorial policies allow adaptation to the needs of the territory, in a cross-cutting grassroots approach, supported by a local engineering in capacity to assist in mounting projects. This engineering is present in the structures quoted above either on an associative form or as part of local authorities.

Service plans are another integrated territorial approach form. In recent years, some territories are launching voluntary service plans that spread often across a country (e.g. : Maurienne Services Schema). Law NOTRe created the requirement for departments to have their Departmental Plan of Improved Accessibility to Services of General Interest (SDAASP). This interesting device pushes for shared services governance, and to coordination and innovation in the provision of services, taking into account the specificities of each territory.

The rurality contracts, being set up, will be signed between the State and intermunicipal structures. They are expected to coordinate and provide funding for all projects meaning to enhance accessibility of services and care, develop the attractiveness of town centers, mobility, ecological transition or even social cohesion. They will also benefit from the Fund of Support to Local Investment for a national annual amount of 216 million euros.

At the Alps level, Interregional Scheme of Planning and Development of the Alps Massif (SIMA), has enabled the creation of a partnership advisory body funding experiments and promoting networking of alpine actors. Working groups were set up to take into account the specificities of the Alps mountain range, including a group 'Services' which addresses various issues (from E-Health and social care in isolated areas, to digital matters and territorial partnerships and strategies) and offers thematic guidelines to direct CIMA funding.

Innovative local models

New local models of response to the need for services appear, allowing less sectoral approach and being in line with the specifics of the territory.

The first movement is the higher versatility of places:
• inter-organizations sharing in the field of health with multidisciplinary health houses or territorial hospital groups.

• For example, in Aiguebelle (Maurienne), in partnership with the city of St. George, an association has been mounted with all allied health professionals to set up a health project which brings together medical skills and resources and through these territorial hospital groups links them with university hospital center.

• The ‘SGIs houses’ [Maisons de services au public] provide a proximity and quality offer to the attention of any audience. In one place, users are accompanied by agents in their dealings of daily life. From information to support on specific approaches, SGIs houses articulate human presence and digital tools.

• “Seasoniers” spaces [Espaces Saisonniers] play more or less the same role, and are targeting the specific audience of seasonal workers.

• Hybridization of functions and public / private models: model of “third places” integrating provision of social services of general interest, merchant services, co-working spaces, accommodation of citizens’ projects. The Leader program Verdon develops such a section dedicated to third places. There was also a recent call for projects in the Drome department, in Rhone Alpes region, aiming to create number of rural third places.

• The South Alpes Isère country is working on economic / non-economic partnerships. They want to enable the connection between last shops in little villages, and projects of SGIs houses, and they integrate this issue in new development contracts.

• Using Digital to promote the mutualization. The VisioRDV05 device associates 25 service providers and 25 places in the Hautes-Alpes department to deliver appointments and services through video communication with the same system. The persons come to local places delivering ‘level1’ support on services and they can have access through this visio to the whole panel of those 25 services.

A second type of integration models are based on roaming. Currently the old patterns to have a grocery store or a permanent bar in each municipality are no longer viable everywhere. So new models appear:

• Roaming services allowing to irrigate a sparse territory in a form of a travelling bus (mobile commerce, mobile libraries, mobile FabLab, mobile toy library, mobile SGI house, hairdresser and pedicurist, cinema ...).
• roaming services based on a **network of places with regular sessions**: social care, cultural places, SGIs houses in star network.

Finally, a third local integration movement is based on the **citizens’ initiative and empowerment**:

• the emergence of citizen entities (associations, informal collectives) or entities with citizens organized by the public authorities (development councils) to **bring a broad vision of the territory handled by users** and use expertise.

• This movement joined the issue of the **reappropriation of knowledge** of the territory, through **open data**. The Act for a Digital Republic really reinforced this movement, forcing every municipality above 3500 inhabitants to open its public data and make it accessible to the public. These citizen initiatives meet the experiences of the **collaborative economy** where the beneficiaries are also producers of services through the exchange, with a strong support on digital tools to allow the bets related real-time offers and service requests.

• **Crowd sourcing and crowd funding** initiate promising approaches to change paradigms in which they are no longer decision-making centers and large organizations that are sources of wealth creation but the numbers of citizens who can supply the knowledge, data, services and financing. This movement is only in its beginning but promises to grow rapidly with the spread of broadband and the withdrawal of some public services.

• The European support to these innovations and these territory projects is important and expected to develop further. It would finance projects carrying a different vision, a different logic, and often driven by associations.

• There is a profusion of initiatives that begin to make themselves known. Due to internet, they are able to capitalize, transfer, exchange. The innovations’ networking is one of the levers of the transformation of services provision. Note that Europe plays an important role in the emergence of these innovations (LEADER, FEDER, FEADER..) but also for their transfer capitalization in the Interreg program (Alpine Space, Alcotra ..) and rural networks at European, national and regional scales...

### 3.2. Needs for integration
Territorial policies remain weak in the field of services provision. By lack of political ambition and last-longing and overall funding, concrete actions frequently deviate initial development axes, and instead respond opportunistically depending on calls for projects.
Moreover, in these structures the issue of services is not always a priority, by lack of time or specific skills. The issues relate first to the tourism, natural hazards, alimentation, energy...

Finally, these approaches are parallel to ‘classic’ structures (large authorities or large service providers), and are struggling to be correctly translated to the common law. Thus, following the law NOTRe about skills transfers, it may even be competition in project engineering between authorities (state or region) and territorial engineering structures. So the question is how to move from experimentation to the perpetuation and generalization of this cross-cutting and territorial approach?

The impact of the departmental schemes improving the accessibility of services of general interest risk to be limited, given the very tight deadlines desired by the State for establishing these schemes, the systematic use of private consultancies sometimes providing too standardized answers, and the question of means to get in front of the actions, which are not guaranteed.

Local innovations remain fragile. For example the model of SGIs houses handled by associations and intermunicipalities conflicts with the state policy based on the development of new service homes to the public in post offices. This raises various questions on vocation of these spaces to welcome a public often having social problems: privacy issues, skills / training of postal workers to this new profession, injunction to profitability, integration in territorial projects (role often played by the existing SGIs houses)...

On roaming, it is difficult in some areas to make understand this change of business scope and services, and to make elected representatives agree on the passage to a traveling grocery store for example. Like all innovations, the new models face changing resistances on the part of inhabitants, local elected representatives and institutions, hampering their development.

New models of governance and provision of services yet exist. They are more integrated, cross-cutting, thinking from the territory of life and integrating the different levels of local authorities. However, they remain outside the ‘classic’ system and need to move from experimentation to widespread operation and duration. It is necessary to assess, inform, capitalize and transfer these experiences. The network approach is to consolidate in order to not reinvent what has been done better elsewhere.

In addition, to anchor and sustain these regional projects require a lasting and stable local governance, composed of elected representatives but also of all stakeholders: citizens, associations, service providers... If the territorial approach is a profound policy change in France, slowly but surely, it is the victim of changes in government policies, changes in procedures and their increasing complexity.
These new modes also require secured and easy to access funding in order to devote to projects and not to the incessant search for financing and cash. Currently access to European funds is complex: technocratic red tapes, too high financing thresholds expelling ‘small’ players or the most innovative ones, financing problems (where to find co-financing of 50% for structures having no own cash when state subsidies and communities plummet ?), cash flow problems in the manner of payment of local authorities or European programs ... 

4. CONCLUSIONS, INPUT FOR WPT3

When we look at the services of general interest (SGIs) in the alpine remote territories, the fact is that population is of well-being, the employment rate is statistically better than in other areas in Europe. Local stakeholders innovate to compensate natural challenges of mountain regions: topography, population sparsity, distance from urban centre. But these innovations have to be supported, because they are threatened by global dynamics.

Gaps identified

First one is called “sectorialization”. In the field of health and social care or transports and mobility, each provider focuses on its own public, own users and competences to deliver his service. The consequence is, for example, that it is really complicated to elaborate a multi-modal transport policy because every part of a journey is under the responsibility of a different stakeholder (for example combine train and rent of electric bikes).

The second gap is one called « great division » of SGIs. Because of the ideological opposition between public intervention and market-driven approach we may have in the future two types of SIG in rural areas: one of good quality supported by public policies, and another one provided by individual private stakeholders, driven by a for-profit approach, baring the risk of a barrier for low-income populations.

Methodological input for WP-T3

We identified two kinds of approaches to try to solve the gaps mentioned above.

First one is a territorial SGI plan which will incite most of territorial stakeholders and providers to work together, to exchange and build a common strategy. We mentioned the example of the “Schéma Départemental d’Amélioration de l’Accessibilité des Services au Public – SDAASP”. It seems to be a good way to develop a vertical and horizontal integrated strategy, and a cross-cutting approach of the needs of population. The three methodological bases of a territorial SGI plan are to share information about the organization of SGI (shared directory, open data about providers and SGI delivery); to encourage territorial stakeholders to coordinate their actions in order to reach the same goal, answer to the population needs; and last trying to make them share and then be able to be present in every remote area (by sharing a common front office for example).
The second approach, which can be included in territorial plans, is the promotion of innovative SGI experimentations. The innovation is coming from two new kinds of SGI approach: the first is a bottom-up way to design SGI policies, to let an entire place to users, citizens, start-ups companies in the co-construction of the needs and the way to design the service. The second innovation has come with the digital revolution. Health, social care, transport, regional development are impacted by new digital practices and potentials. But this revolution could be only controlled by few global giant stakeholders if there are no public funded policies to support citizens in digital empowerment.

Finally, we have two methodological issues that could be treated by WP-T3: how can we imagine and design (new) economic models for SGI innovation to maintain this kind of provision after the end of original experimental fundings (as Alpine Space Program)? And what can be the place, the role of users and civil society in the design of SGI policies? It would be useful to design an integrated approach of SGI strategy which really allows users to participate.
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6. APPENDICES

Appendix 1: Report on the collection of strategies
The collect of the strategies have been made by 5 steps:

1) We have developed a method during a brainstorming team time, to set the order, the timing of collection of documents. We also define a typology of strategies to consider and cense. Combining these two approaches allowed us to study all administrative levels, while avoiding duplication. So we collected the documents starting from the local level - countries or intermunicipalities - theme by theme (as those proposed by the University of Ljubljana and validated by Intesi partners), then we went back step by step (territory, then department, region, Alps French range area and finally national - (the European level would be collected by S.A.B)).

2) We had collective discussion at each level and for each theme, to decide which document would be the most relevant, which would be included, and which would not be necessary to include.

3) One person of the team (Tania Hoogteiling) filled the template and animated the team discussion. Many thanks to her!

4) At each step we had a discussion with our partner Auvergne-Rhône-Alpes region, which was responsible for the transport field, and all their own regional documents.

5) We had send a first list of 70 documents to the partner University of Ljubljana. Following various discussions on the relevance of documents, and adding a few oversights, we finalised a list of 62 documents, which are inserted in the INTESI strategies database.
Appendix 2: Report on carrying out the interviews

We selected a list of local and national stakeholders involved in the conception of some of the strategies collected, and furthermore in the definition of SGI policies and major challenges. We also chose persons who would be able to propose and define the actual and wishable level of integration of SGI policies.

Here is the list of interviews done for this WP:

<table>
<thead>
<tr>
<th>Function</th>
<th>Employer</th>
<th>Male / Female</th>
<th>Years of experience</th>
</tr>
</thead>
<tbody>
<tr>
<td>Responsible of digital relation to users</td>
<td>SGMAP – National office for the modernization of the State</td>
<td>Female</td>
<td>Less than 10</td>
</tr>
<tr>
<td>Chief of digital democracy</td>
<td>National Digital Agency</td>
<td>Female</td>
<td>Less than 5</td>
</tr>
<tr>
<td>Chief of local solidarities office</td>
<td>Departement Council of Savoie</td>
<td>Female</td>
<td>More than 15</td>
</tr>
<tr>
<td>Mayor and Vice-president to social care</td>
<td>Departement Council of Alpes de Haute-Provence</td>
<td>Female</td>
<td>Less than 5</td>
</tr>
<tr>
<td>Mayor and Deputee of Hautes-Alpes</td>
<td>National Assembly</td>
<td>Male</td>
<td>More than 15</td>
</tr>
<tr>
<td>Mayor and Vice-president</td>
<td>Regional Council of Provence-Alpes-Côté d'Azue</td>
<td>Female</td>
<td>More than 15</td>
</tr>
<tr>
<td>Directeur Pays A3V (test area)</td>
<td>Pays A3V</td>
<td>Male</td>
<td>More than 15</td>
</tr>
<tr>
<td>Chief of development Alpes Sud Isère (test area)</td>
<td>Metropole of Grenoble</td>
<td>Female</td>
<td>Less than 15</td>
</tr>
<tr>
<td>Director Pays de Maurienne (test area)</td>
<td>Pays de Maurienne</td>
<td>Female</td>
<td>More than 15</td>
</tr>
</tbody>
</table>
Appendix 3: Interview questions in your language

1.a Pensez vous que l'offre de services à la population dans votre région est efficace et répond aux besoins des territoires ruraux de montagne?
Si oui, pour quelles raisons?
Si non, quels sont les principaux problèmes rencontrés?

b. Est-ce que les zones rurales de montagnes avec leurs caractéristiques géographiques ont des besoins spécifiques pour la fourniture de services?
Est-ce qu'ils sont mentionnés dans la stratégie?

2. Est-ce qu'il y a eu des changements dans la manière de concevoir la fourniture de services ces 10 dernières années?
Lesquels (adoption de nouvelles politiques, privatisation de fournisseurs, un besoin d'intégration, etc.)?
Quels sont les plans de réforme dans la fourniture de services pour les années à venir?

3. Quels sont les documents politiques les plus importants selon vous qui dictent la fourniture de service dans votre région?

4. Qui sont les principales parties prenantes dans la préparation et la fourniture de ces stratégies?

5. Est-ce que ces documents prévoient l'intégration des politiques, acteurs, outils, sources de financement?
De quelle manière?

6. Est-ce que l'intégration est réellement mise en place?
Si oui, quels en sont les bénéfices?
Si non, pourquoi (problèmes, obstacles...)?

7. Est-ce que toutes les parties prenantes impactées par la stratégie (Ministères, autorités locales, fournisseurs de services, consommateurs...) sont familières avec la stratégie?
Est-ce qu'elles coopèrent dans son implémentation?
Comment?

8. Quel est le plus commun modèle/concept de fourniture de service soutenu par la stratégie (service public, concession, partenariat public/privé, coopération/autre)?
Est-ce qu'ils sont en place depuis longtemps?
Est-ce que cela fonctionne?

9. Est-ce qu'il y a des sources de financements pour la fourniture de service? Si oui, lesquelles?
Est-ce que l'intégration des sources de financements est requise / soutenue pour la fourniture de services?

10. Diriez-vous qu'il y a une grande ou petite influence de l'UE sur la fourniture de service en France? Et plus spécifiquement sur le contenu des documents de stratégie publique (politiques, lois..)?

11. Pensez-vous que la France est en avance pour proposer des façons innovantes de fournir les services à la population, comme l'intégration au niveau des secteurs, niveaux administratifs, sources de financement etc.? Comment est-ce que cela pourrait -il être améliorer, par exemple par la préparation de nouvelles stratégies ou en renouvrellant celles existantes?

12. Connaissez-vous des exemples de concepts innovants ou de nouvelles stratégies pour la fourniture de service?
Appendix 4: Map of the test areas