

# ***EU – Latin America Collaboration on Cross-Border Cooperation in the Framework of Regional Policy***

*Information Sessions 1 and 2 in  
Europe for Latin American Experts and  
Workshops 1 and 2 in Latin America*

Contract:  
Version 2.0  
Approved by

2011.CE.16.0.AT.044  
Final Report  
DG Regio

Date: 19/02/2014

Prepared by

the Association of European Border Regions (AEBR)



Arbeitsgemeinschaft Europäischer Grenzregionen (AGEG)  
Asociación de Regiones Fronterizas Europeas (ARFE)  
Association des régions frontalières européennes (ARFE)  
Association of European Border Regions (AEBR)  
Comunità di lavoro delle regioni europee di confine (AGEG)  
Europæiske grænseregioners Arbejdsfællesskab (AGEG)  
Wergemeenschap van Europese grensgebieden (WVEG)  
Associação das Regiões Fronteiriças Europeias (ARFE)  
Σύνδεσμος Ευρωπαϊκών Συνοριακών Περιφερειών (ΣΕΣΠ)  
Stowarzyszenie Europejskich Regionów Granicznych (SERG)  
Ассоциация Европейских Приграничных Регионов (АЕПР)



**Administration:**

Enscheder Straße 362  
D-48599 Gronau (Germany)

Tel.: +49 2562 70219

[info@aebr.eu](mailto:info@aebr.eu)

[www.aebr.eu](http://www.aebr.eu)

**Secretariat General:**

Anna-Mackenroth-Weg 49  
D-12205 Berlin (Germany)

**Disclaimer:**

*This project is financed by the Directorate General of Regional and Urban Policy of the European Commission, within the EU-Chile Regional Policy Dialogue. These dialogues have been established to exchange information and best practices on experiences in setting up and implementing cohesion policy.*

*The information, opinions and views expressed in this report are those of the AEBR and other players (when indicated), and do not necessarily reflect the official position or opinion of the European Commission.*

***EU – Latin America Collaboration on Cross-Border  
Cooperation in the Framework of Regional Policy***

*Information Sessions 1 and 2 in Europe for Latin American  
Experts and Workshops 1 and 2 in Latin America*

Europe Direct is a service to help you find answers  
to your questions about the European Union

Freephone number (\*):  
00 800 6 7 8 9 10 11

(\*) Certain mobile telephone operators do not allow access to 00 800 numbers or these calls may be billed.

European Commission, Directorate-General for Regional and Urban policy  
REGIO DG 02 - Communication  
Avenue de Beaulieu 1  
1160 Brussels  
BELGIUM

E-mail: [regio-publication@ec.europa.eu](mailto:regio-publication@ec.europa.eu)  
Internet: [http://ec.europa.eu/regional\\_policy/index\\_en.cfm](http://ec.europa.eu/regional_policy/index_en.cfm)

© European Union, 2014  
Reproduction is authorised provided the source is acknowledged.

More information on the European Union is available on the Internet  
(<http://europa.eu>)

Luxembourg: Publications Office of the European Union, 2014

ISBN  
doi:

## Table of Content

	Page
<b>Acronyms &amp; Abbreviations</b>	<b>6</b>
<b>Index of figures</b>	<b>8</b>
<b>Executive Summary EN</b>	<b>9</b>
<b>Resumen Ejecutivo ES</b>	<b>13</b>
<b>Sumário Executivo PT</b>	<b>17</b>
<b>1 Introduction</b>	<b>21</b>
1.1 Background	23
1.2 Objectives	25
1.3 Contents	26
<b>2 Methodology</b>	<b>27</b>
2.1 Selection of participants and speakers, and <i>rationale</i> to select the venues of information sessions and workshops	27
2.2 Summary of tasks and deliverables	31
<b>3 Programme and complementary maps</b>	<b>32</b>
<b>4 Logistics and related aspects</b>	<b>36</b>
4.1 Organization of travels, accommodations, meals and meeting places	36
4.2 Linguistic issues	37
4.3 Cultural-social programme	37
<b>5 Capacity Building</b>	<b>38</b>
5.1 Training programme	38
5.2 Documentation given to participants	39
5.3 Handbook of CBC and factsheets of the borders under study	39
5.4 e-Learning Platform	40
<b>6 Main Findings and Lessons Learned</b>	<b>41</b>
<b>7 Feedback and “Side Effects”</b>	<b>47</b>
7.1 Handbook	47
7.2 Partnerships	47
7.3 Other effects	48
<b>8 Conclusions and recommendations</b>	<b>51</b>
<b>Acknowledgement</b>	<b>55</b>
<b>Annex 1: Handbook of Cross-border Cooperation (Beta version)</b> (in Spanish)	
<b>Annex 2: Factsheet Argentina-Chile</b> (in Spanish)	
<b>Annex 3: Factsheet Bolivia-Chile-Peru</b> (in Spanish)	
<b>Annex 4: Factsheet Argentina-Bolivia-Chile</b> (in Spanish)	
<b>Annex 5: Factsheet Argentina-Brazil-Paraguay</b> (in Spanish)	
<b>Annex 6: Factsheet Brazil-Uruguay</b> (in Spanish)	
<b>Annex 7: Factsheet Argentina-Brazil-Uruguay</b> (in Spanish)	
<b>Annex 8: Factsheet ISIS Diamond</b> (in Spanish)	
<b>Annex 9: Factsheet Plata Diamond</b> (in Spanish)	
<b>Annex 10: Factsheet Paraná Axis</b> (in Spanish)	
<b>Annex 11: Presentation FOCEM</b> (in Spanish)	
<b>Annex 12: Latin American Participants</b> (in Spanish)	
<b>Annex 13: Miscellaneous with images and news</b> (in Spanish)	
<b>Annex 14: Form to gather information and opinions</b> (in Spanish)	

## Acronyms and Abbreviations

AEBR	Association of European Border Regions
AECID	<i>Agencia Española de Cooperación Internacional al Desarrollo</i> (Spanish Agency for International Cooperation to Development)
AMRAT	<i>Asociación de Municipios Rurales Andinos de Tacna</i> (Association of Andean Rural Municipalities of Tacna)
BID	<i>Banco Interamericano de Desarrollo</i> (Inter-American Development Bank)
CAEMPRI	<i>Cámara de Emprendedores de la Región del Iguazú</i> (Iguazú Region Entrepreneurs' Chamber)
CAF	<i>Corporación Andina de Fomento</i> (Andean Encouragement Corporation)
CAN	<i>Comunidad Andina de Naciones</i> (Andean Community)
BC	Border Committee
CB	Cross-border
CBC	Cross-Border Cooperation
CCB	<i>Comité de Coordinación Bilateral</i> (Bilateral Coordination Committee)
CDT-AL	<i>Centro de Desarrollo Tecnológico para la Integración Transfronteriza entre PYMEs de Mercosur y América Latina</i> (Technological Development Centre for Cross-Border Integration of SMEs in Mercosur and Latin America)
CEPAL	<i>Comisión Económica para América Latina y el Caribe</i> (Economic Commission for Latin America and the Caribbean)
CEPLI	<i>Confederación Europea de Poderes Locales Intermedios</i> (European Confederation of Local Intermediate Authorities)
CGLU	<i>Ciudades y Gobiernos Locales Unidos</i> (United Cities and Local Governments)
COMIP	<i>Comisión Mixta Argentino-Paraguaya del Río Paraná</i> (Argentinean-Paraguayan Joint Commission of River Parana)
COREs	<i>Consejeros Regionales</i> (Chile) (Regional Counsellors)
DG	Directorate General
DG REGIO	<i>Dirección General de Política Regional y Urbana</i> (Directorate General of Regional and Urban Policy)
EGTC	European Grouping of Territorial Cooperation
EU	European Union
FAMSI	<i>Fondo Andaluz de Municipios para la Solidaridad Internacional</i> (Andalusian Municipal Fund for International Solidarity)
FOCEM	<i>Fondo de Convergencia Estructural del Mercosur</i> (Mercosur Structural Convergence Fund)
FONPLATA	<i>Fondo Financiero para el Desarrollo de la Cuenca del Plata</i> (Financial Fund for River Plate Basin Development)
FUNDECYT	<i>Fundación Extremeña para el Desarrollo de la Ciencia y la Tecnología</i> (Extremadura Fund for the Development of Science and Technology)
GANIDF	<i>Grupo de Alto Nivel para el Desarrollo e Integración Fronteriza</i> (High Level Border Development and Integration Group)
IRID	Inter-Regional Integration Diamond

IS	Information Session
ISIS	Iquique-Santa Cruz-Iguassu-Salta
LACE	Linkage Assistance and Cooperation for European Border Regions
LED	Local Economic Development
MERCOSUR	<i>Mercado Común del Sur</i> (Common Market of the South)
MIDES	Ministerio de Desarrollo Social (Uruguay) (Ministry of Social Development)
ORU-FOGAR	<i>Organización de Regiones Unidas-Foro Mundial de Asociaciones Regionales</i> (United Regions Organization – World Forum of Regional Associations)
POCTEFA	<i>Programa Operativo de Cooperación Transfronteriza España-Francia-Andorra</i> (Spain-France-Andorra CBC Operational Programme)
POCTEP	<i>Programa Operativo de Cooperación Transfronteriza España-Portugal</i> (Spain-Portugal CBC Operational Programme)
SEBRAE	<i>Servicio Brasileño de Apoyo a las Micro- y Pequeñas Empresas</i> (Brazilian Service to Support Micro and Small Enterprises)
SELA	<i>Sistema Económico Latinoamericano y del Caribe</i> (Latin American and Caribbean Economic System)
SICA	Sistema de Integración Centroamericana (Central American Integration System)
SME	Small and Medium-sized Enterprise
SUBDERE	<i>Subsecretaría de Desarrollo Regional y Administrativo</i> (Chile) (Under-secretariat of Regional and Administrative Development)
SWOT	Strengths, Weaknesses, Opportunities and Threats
UNASUR	<i>Unión de Naciones Suramericanas</i> (Union of South American Nations)
UNDP	United Nations Development Programme
UNILA	<i>Universidade Federal da Integração Latino-Americana</i> (Federal Latin American Integration University)
WS	Workshop
ZICOSUR	<i>Zona de Integración del Centro Oeste Sudamericano</i> (South American Central-Western Integration Zone)

**Country Codes** (ISO 3166-1 alpha 2)

AR	Argentina	AT	Austria
BO	Bolivia	BE	Belgium
BR	Brazil	CZ	Czech Republic
CL	Chile	DE	Germany
CO	Colombia	ES	Spain
EC	Ecuador	FR	France
PY	Paraguay	NL	The Netherlands
UY	Uruguay	PT	Portugal

## Index of figures

	Page
Figure 1: Map of ZICOSUR constituent territories	24
Figure 2: European Cross-Border Regions involved in Information Session 1	32
Figure 3: European Cross-Border Regions involved in Information Session 2	33
Figure 4: Map of CBC areas in South America: IS-1, IS-2, WSs-1, WSs-2, diamonds and axis	35

(Many more figures and specific maps can be found in factsheets related to every border under study)



**EXECUTIVE SUMMARY****EN**

The input of the European Commission to Cross-Border Cooperation (CBC) through the Directorate General of Regional and Urban Policy (DG Regio) incorporates a growing number of territorial elements into the strategic association of the EU with Latin America. Local and regional authorities play a growing role, while national governments have incorporated CBC in their agendas. From the conclusions and recommendations of the study "CBC in Latin America: contribution to the regional integration process" promoted by the European Commission (DG Regio) in 2010 with the support of the European Parliament, a road map was proposed which included as main elements the generation of political will and systematic training of local actors. The actions implemented by different players at local, regional and national level, as well as supranational processes in Latin America (MERCOSUR, Andean Community, UNASUR), and some territorial cooperation structures have been followed.

The project "**EU-Latin America collaboration on Cross-Border Cooperation (CBC) in the Framework of Regional Policy**" (contract with reference **2011.CE.16.0.AT.044**) had as main tasks the organization of two information sessions in Europe and two workshops on the ground for Latin American experts and politicians involved in CBC. The first **Information Session (IS-1)** was organized between the 14<sup>th</sup> and the 29<sup>th</sup> of April 2012 across the border regions of Germany with the Netherlands and Belgium: EUREGIO and Euroregion Meuse-Rhine; in Brussels; and at the border regions of Germany with the Czech Republic and Austria: *Euregio Bayerisches Wald-Böhmerwald-Mühlviertel* (Bavarian Forests-Bohemian Forests-Quarter of the Mühl) (DE-CZ-AT) and *EuRegio Salzburg-Berchtesgadener Land-Traunstein* (AT-DE). The second one (**IS-2**) was performed at the Spanish border regions of Extremadura (Spain) and Alentejo (Portugal); and at the Working Community of the Pyrenees (*Comunidad de Trabajo de los Pirineos*) in the Charter Community of Navarre, the Basque Country and Aragon in Spain, and Aquitaine in France, between the 30<sup>th</sup> April and the 14<sup>th</sup> May 2012.

The tasks on the ground concentrated on the study of northern Chilean borders (**Chile-Perú** and **Chile-Perú-Bolivia**) for the first series of workshops, implemented between the 4<sup>th</sup> and 20<sup>th</sup> June 2012 in the Chilean cities of Iquique (Region of Tarapacá) and Arica (Region of Arica & Parinacota) (**WS-1a** and **WS-1b**), including a working session in Santiago de Chile with the SUBDERE, *Subsecretaría de Desarrollo Regional y Administrativo* (Under-secretariat of Regional and Administrative Development) at the Ministry of Interior and Public Security of Chile. The **Triple Border Argentina-Brazil-Paraguay** and the **Brazilian-Uruguayan** hosted the second series, which took place in Foz do Iguazu (State of Paraná, Brazil) (**WS 2a**) and Montevideo (Uruguay) (**WS 2b**), combined with the activities organized with the **COMIP** (Argentinean-Paraguayan Joint Commission of the River Paraná) in Posadas (Province of Misiones, Argentina) and Buenos Aires, within a case study on CBC in this very important river axis. Other very dynamic borders were identified, such as the **Triple Austral Border Argentina-Brazil-Uruguay** in Monte Caseros (AR), Barra do Quaraí (BR) and Bella Unión (UY).

In these activities almost half a thousand persons have been involved in sessions with experts, border and cross-border organizations, project visits and attendance to interesting events, besides meetings with institutions and coordination workshops. The **main objective** was facing the main challenge for Latin American border areas: the demand of specific training in CBC needs coherent training programmes to strengthen local capacities, involving most relevant players, in order to provoke a more strategic approach to CBC. This will let cross-border concepts grow, and develop joint strategies and programmes, organizing a permanent cooperation with sustainable CBC structures.

**Specific objectives of information sessions** in Europe were the facilitation of dialogue and exchange of experiences, increase participants' knowledge and offer useful practical and theoretical tools on European Regional Policy, particularly Territorial Cooperation, and most concretely, CBC. In **workshops** (WS-1a, WS-1b, WS-2a and WS-2b) it was pretended to gain first-hand knowledge of implemented cross-border initiatives in every region under study, their regulatory, procedural and administrative aspects, and the analysis of their potentialities. In **complementary working sessions** in Latin America available information was obtained from national, regional or local actors, universities, research institutions, enterprises and networks.

In this activities, numerous documents (draft programmes for information sessions and workshops, interim reports, practical guides/handbooks, draft final report) with DG Regio, and several European and Latin American experts.

This report offers a review of the methodology (**chapter 2**), the programme of the activities (**chapter 3**), logistical aspects (**chapter 4**), capacity building (**chapter 5**), main findings and lessons learned (**chapter 6**), feed-back and "side-effects" (**chapter 7**), and a series of conclusions and recommendations (**chapter 8**). As annexes we can find the *beta version of the Handbook of CBC* (**Annex 1**), the *Factsheets* for the borders under study (AR-CL, BO-CL-PE, AR-BO-CL, AR-BR-PY, BR-UY and AR-BR-UY) (**Annexes 2-7**), the *ISIS and River Plate Diamonds* (**Annexes 8-9**), the *Parana Axis* (**Annex 10**), a presentation of the FOCEM (Mercosur Structural Convergence Fund) (**Annex 11**), the *participants' list* (**Annex 12**), a miscellaneous with some *images and press news* (**Annex 13**) and the *Form to Collect Information and Opinions* elaborated in IS 2 for WS 2a and 2b (**Annex 14**).

The **Handbook of Cross-Border Cooperation** that could be an inspiration for these initiatives outside the EU, complemented with a series of **Factsheets**, related to all borders under study, the "**interregional integration diamonds**" (IRID), a concept proposed in WS-1a in Iquique: the **ISIS Diamond** (Iquique, Santa Cruz de la Sierra, Iguazu, Salta), the **River Plate Diamond**, and the **Parana Axis**. The Handbook is based in the LACE Guide of CBC, elaborated in the nineties to support emerging CBC structures in Central and Eastern European Countries.

After a kick-off meeting in Brussels between DG Regio and AEBR, and a series of consultations with several players at national, regional and local levels, the border areas under study were selected, as well as the Latin American participants, looking at the relevance of their functions and their capacity to disseminate the knowledge gained.

**Speakers** for information sessions were selected in the AEBR and participating European institutions and border and cross-border regions. For the workshops, they were selected in host regions, local authorities and representatives of some emblematic projects, as well as participating universities and other players. In general, a reasonable number of high level speakers, experts and practitioners met. The organizers took very well into account all those problems developed in organizing the first series of workshops to better prepare the second one, guaranteeing the presence of all relevant sectors in both territories.

All contacts received the Inception Report of this project, where the methodology and proposed procedures were described, as well as a detailed working programme and the schedule, with the recommendation to contribute with comments and remarks.

The **contents** were based in general EU information and most relevant aspects of CBC, the political and constitutional reality of visited countries, the organization of territorial public authorities and their share of competences, the external activity of European regions, the presentation of CBC structures, some concrete case studies in Latin America,

the relevance of the European experience, the recommendations of the *2010 Report on CBC in Latin America*, including the short- and mid-term Action Plan, and the Road Map. After information sessions, more documentation has been compiled and sent, and many exchanges and debates have been produced between all Latin American and European participants, amongst them and with their professional circles.

All available documents in the AEBR, European border regions and institutions, management authorities of operational programmes, CBC structures and other players related with the implementation of projects and programmes was included in a special section of the AEBR website, which is becoming an **e-Learning Platform of CBC**, which will be fully operational at the end of all the activities programmed in 2012 and 2013.

Besides, there have been very interesting **findings**, especially from the debates between the participants and the AEBR. The learning process has been constant, and very good note has been taken to organize further sessions. Despite of the difficulties to organize the initially programmed workshops, very good information has been obtained from most of the borders under study. Detected **risks** were also taken into account, as well as the **challenges** that should be faced in building capacities of political representatives and officers.

**Analyses of participation** were made in order to draw most relevant information as possible on CBC players in every area represented by the participants and then they were compared with European cross-border regions visited. Latin American participants also debated in depth on the main elements of every factsheet for their border regions, and evaluated all implemented activities very positively.

The answers to the proposed forms in the project were not very successful, but in several borders under study it was established a permanent flow of information, allowing the knowledge of legislation and operational progress.

There have been numerous bilateral contacts during and after the activities planned in this project, leading to the development of additional initiatives ("**side effects**") by public and private players. These effects let keep a permanent coordination line with a grouping of European and Latin American very dynamic players on the progress in matter of border integration and development. Other players were identified in the different phases of this project, as it is the case of several associations of municipalities, producers, workers and entrepreneurs with a cross-border element. These informations have been incorporated to the Handbook of CBC and, especially, to the Factsheets, being debated in the workshops.

There is a great interest in showing own CBC initiatives, scarcities, specific demands and potentialities by both European and Latin American hosts. And there is a **huge political will** at all levels. Many local and regional authorities are playing a growing role, despite of difficulties to decentralize public policies and services, and to coordinate them across national boundaries. Nevertheless, bilateral agreements are still most efficient mechanisms to activate CBC in these borders. The register of experiences and lessons learned evolves constantly, and there is a huge cooperation potential in the areas under study, though there are some general recommendations which are fully valid, as the need to deepen **local capacity building** through systematic training in CBC for civil servants, political representatives and other players; as well as the necessary **development of a regulatory framework** to make possible a higher decentralization of some policies and services, and the constitutions of cross-border structures with common staff and finances.

Even much more important than training is the **generation of trust** across the border. Joint participation and drafting of training programmes can pave the way of really joint planning, programme design and effective project implementation.

From Europe, the best and most adequate information available on CBC tools, practical experience and results in the last decades has been presented, and its influence in the European integration process. Cross-border development is a long process, which needs a long term vision (and sustained support). And this seems to be also the case in other continents, because border dynamics, in general, face similar challenges. Therefore, it has been very much stressed the need to establish long-term strategies and programmes allowing the normal development of the various phases of CBC (information, consultation, harmonization and integration). This is particularly important in the case of supranational strategies and programmes, supported by institutions like MERCOSUR or the Andean Community. It has been particularly insisted on the need to take advantage of existing very promising initiatives, such as the Fund for Structural Convergence of Mercosur (FOCEM).

These are the **main conclusions** of this work:

- This model of information sessions and workshops for Latin American experts and politicians has a great value because it allows checking with reality the huge amount of theoretical documentation available, and facilitates a systematic exchange of information, but there is a great challenge related to the continuation of the dialogues and exchanges after the closing of the project.
- Valuable information was drawn on the possibilities, expectations, interests and challenges of every border region under study in Latin America, and this rich portfolio was checked against concrete European experiences.
- There is no systematic association amongst local and regional authorities in Latin America. The participation in para-diplomacy networks seems to be a good way to overcome this difficulty, taking advantage of their structures to organize steady platforms for consultation and exchange of information.
- Supranational integration initiatives are assuming border integration in their agendas and promote a kind of multi-level governance. But it is very necessary to commit multiannual funds to allow financing or, at least, co-financing of several CBC programmes, assuring its sustainability.
- There is a crowd of players in all levels involved in developing a systematic CBC in the area, though it is still necessary a bigger coordination of efforts and wills. It is very important to build upon cooperation structures which are already established. And it is also important to incorporate all players from every administrative level, stressing the training needs for those who have to operate CBC initiatives.

**RESUMEN EJECUTIVO****ES**

El impulso de la Comisión Europea a la Cooperación Transfronteriza (CTF) a través de la Dirección General de Política Regional y Urbana (DG Regio) incorpora cada vez más elementos territoriales en la asociación estratégica de la Unión Europea con América Latina. Las autoridades locales y regionales juegan un creciente papel, mientras que los gobiernos nacionales también están incorporando la CTF a su agenda. A partir de las conclusiones y recomendaciones del estudio sobre "CTF en América Latina: una contribución al proceso de integración Regional", impulsado por la DG Regio en 2010 con el apoyo del Parlamento Europeo, se propuso una hoja de ruta que incluía como elementos principales la generación de voluntad política y la formación sistemática de los actores locales. Se han seguido las acciones emprendidas por distintos actores a nivel local, regional y nacional, así como los procesos supranacionales latinoamericanos (Mercosur, Comunidad Andina, UNASUR) y algunas estructuras de cooperación territorial.

El proyecto "**Colaboración UE-Latinoamérica sobre Cooperación Transfronteriza (CBC) en el marco de la Política Regional**" (referencia: n<sup>o</sup> **2011.CE.16.0.AT.044**) tuvo como actividades principales la organización de dos Sesiones Informativas en Europa y cuatro talleres en el terreno para expertos y políticos latinoamericanos implicados en la CTF. La primera **Sesión Informativa (IS-1)** se organizó entre los días 14 y 29 de abril de 2012 en las regiones fronterizas de Alemania con los Países Bajos y Bélgica: EUREGIO y Euroregión Mosa Rin; en Bruselas; y en las regiones fronterizas de Alemania con la República Checa y Austria: *Euregio Bayerisches Wald-Böhmerwald-Mühlviertel* (Bosques de Baviera-Bosques de Bohemia-Región del Mühl) (DE-CZ-AT) y *EuRegio Salzburg-Berchtesgadener Land-Traunstein* (AT-DE). La segunda **(IS-2)** transcurrió en las regiones fronterizas de Extremadura (España) y Alentejo (Portugal); y en la Comunidad de Trabajo de los Pirineos: Comunidad Foral de Navarra, Aragón y País Vasco (España) y Aquitania (Francia), entre los días 30 de abril y 14 de mayo de 2012.

El trabajo en el terreno se concentró en el estudio de las fronteras del norte de Chile: **Chile-Perú** y **Chile-Perú-Bolivia** en la primera serie de talleres, desarrollados entre los días 4 y 20 de junio de 2012 en las ciudades chilenas de Iquique (Región de Tarapacá) y Arica (Región de Arica y Parinacota) (**WS 1a** y **WS 1b**), incluyendo una sesión de trabajo en Santiago con la SUBDERE (Subsecretaría de Desarrollo Regional y Administrativo) del Ministerio del Interior y Seguridad Pública de Chile. La **Triple Frontera AR-BR-PY** y la **frontera BR-UY** acogieron la segunda serie, que tuvo lugar en Foz de Iguazú (estado de Paraná, Brasil) (**WS 2a**) y Montevideo (Uruguay) (**WS 2b**), combinados con las actividades organizadas con la **COMIP** (Comisión Mixta Argentino-Paraguaya del Río Paraná) en Posadas (provincia de Misiones, Argentina) y Buenos Aires, en el marco de un estudio de casos sobre la CTF en ese importante eje fluvial. Otras fronteras muy dinámicas se han identificado, como la **Triple Frontera Austral Argentina-Brasil-Uruguay** en Monte Caseros (AR), Barra do Quaraí (BR) y Bella Unión (UY).

En estas actividades se implicó a casi medio millar de personas en sesiones con expertos, organizaciones fronterizas y transfronterizas, visitas a proyectos y asistencia a eventos de interés, además de encuentros con instituciones y talleres de coordinación. El **objetivo principal** fue afrontar el principal reto para las áreas fronterizas de América Latina: la demanda de formación específica en CTF precisa de programas de capacitación coherentes que fortalezcan las capacidades locales, implicando a los agentes más relevantes, para tener un enfoque más estratégico de la CTF. Esto permitirá que surjan conceptos transfronterizos, y desarrollar estrategias y programas conjuntos, organizando una cooperación permanente con estructuras de CTF sostenibles.

Los **objetivos específicos** de las **sesiones informativas** en Europa han sido facilitar el diálogo y el intercambio de experiencias e incrementar el conocimiento de los

participantes y ofrecer herramientas prácticas y teóricas sobre la Política Regional europea, particularmente la Cooperación Territorial y, más concretamente, la CTF. En los **talleres** (WS-1a, WS-1b, WS-2a y WS-2b) se pretendió conocer de primera mano las iniciativas transfronterizas en marcha en las regiones en estudio, sus aspectos normativos, de procedimiento y cultura administrativa más relevantes, y analizar sus potencialidades. En las **sesiones de trabajo complementarias** en América Latina se obtuvo información de los actores nacionales, regionales o locales, universidades, institutos de investigación, empresas y redes.

En estas actividades se discutieron documentos (borradores de programa para las sesiones informativas y talleres, informes intermedios, guías prácticas/manuales, informe final) con la DG Regio y con distintos expertos europeos y latinoamericanos.

Este informe ofrece una revisión de la metodología (**capítulo 2**), programa de actividades (**capítulo 3**), aspectos logísticos (**capítulo 4**), generación de capacidades (**capítulo 5**), principales hallazgos y lecciones aprendidas (**capítulo 6**), retroalimentación y efectos secundarios (**capítulo 7**), y una serie de conclusiones y recomendaciones (**capítulo 8**). Como anexos se incluyen la *versión beta del Manual de Cooperación Transfronteriza* (**Anexo 1**), las *Fichas* de las fronteras en estudio (AR-CL, BO-CL-PE, AR-BO-CL, AR-BR-PY, BR-UY y AR-BR-UY) (**Anexos 2-7**), las *Fichas* de los *Rombos de Integración ISIS y del Plata* (**Anexos 8-9**), el *Eje del Paraná* (**Anexo 10**), una presentación sobre el FOCEM (Fondo de Convergencia Estructural del Mercosur) (**Anexo 11**), el *listado de participantes* (**Anexo 12**), una miscelánea con algunas *imágenes y noticias* aparecidas en la prensa (**Anexo 13**) y el *Formulario de Recogida de Información y Opiniones* elaborado para el WS 2a (**Anexo 14**).

El **Manual de Cooperación Transfronteriza** aspira a servir de inspiración para estas iniciativas fuera de la UE, complementado por una serie de fichas (**Factsheets**) correspondientes a las fronteras en estudio, los "**rombos de integración interregional**" (RIIRs), concepto propuesto en el WS-1a de Iquique: el **Rombo ISIS** (Iquique, Santa Cruz de la Sierra, Iguazú, Salta), el **Rombo del Plata** y el **Eje del Paraná**. El Manual se basa en la Guía LACE de CTF, elaborada en los años noventa para apoyar a las estructuras de CTF emergentes en los países de Europa Central y Oriental.

Tras una reunión de lanzamiento en Bruselas entre la DG Regio y la ARFE, y una serie de consultas con distintos actores a nivel nacional, regional y local, se seleccionaron las regiones fronterizas a estudiar, así como los participantes latinoamericanos, atendiendo a la relevancia de sus funciones y su capacidad para diseminar el conocimiento obtenido.

Los **ponentes** de las sesiones informativas fueron seleccionados en la ARFE, las instituciones y regiones fronterizas y transfronterizas europeas participantes. Para los talleres se seleccionaron en las regiones anfitrionas, autoridades locales y representantes de algunos proyectos emblemáticos, además de las universidades participantes y otros actores. Se dió cita un buen número de ponentes, expertos y profesionales de alto nivel. Los organizadores tuvieron muy en cuenta todos los problemas que se habían dado en la organización de la primera serie de talleres para preparar mejor la segunda serie y garantizar la presencia de todos los sectores relevantes en ambos territorios.

Todos los contactos recibieron el informe inicial del proyecto, donde se describía la metodología y procedimientos propuestos, así como un detallado programa de trabajo y el calendario, con la recomendación de remitir comentarios y observaciones.

Los **contenidos** se basaron en la información general sobre la UE y los aspectos más relevantes de la CTF, la realidad política y constitucional de los países visitados, la organización de las administraciones públicas territoriales y el reparto de competencias, la acción exterior de las regiones europeas, la presentación de estructuras de CTF,

algunos estudios de casos concretos en América Latina, la relevancia de la experiencia europea, las recomendaciones del Informe sobre *CTF en América Latina* de 2010, incluyendo el Plan de Acción a corto y medio plazo y la Hoja de Ruta. Después de las sesiones informativas se ha seguido recopilando y entregando documentación, y también se han producido intercambios y debates entre todos los participantes latinoamericanos y europeos, entre ellos y sus círculos profesionales.

Toda la documentación disponible en los archivos de la ARFE, regiones fronterizas europeas, instituciones europeas, autoridades de gestión de los programas operativos, estructuras CTF y otros agentes relacionados con la ejecución de proyectos y programas fue incorporada a una sección especial de la página web de la ARFE, que está conformando una **Plataforma de aprendizaje virtual de CTF**, que estará plenamente operativa al final de todas las actividades programadas en 2012 y 2013.

Además, se han producido **hallazgos** muy interesantes, sobre todo a partir de los debates entre los participantes y la ARFE. El aprendizaje ha sido constante, y se ha seguido tomando buena nota para la realización de ulteriores sesiones. A pesar de las dificultades para organizar los talleres inicialmente programados, se ha conseguido obtener muy buena información de la mayor parte de las fronteras en estudio. También se tuvieron en cuenta los **riesgos** detectados, así como los **desafíos** que hay que afrontar en la capacitación de representantes políticos y personal administrativo.

Se realizaron **análisis de participación** con el fin de extraer la mayor información relevante posible sobre los agentes de la CTF en cada una de las áreas representadas por los participantes, y se compararon con los de las regiones transfronterizas europeas visitadas. Los participantes latinoamericanos debatieron en profundidad sobre los elementos fundamentales de cada una de las fichas para sus regiones fronterizas, y evaluaron el total de las actividades realizadas de forma muy positiva.

La respuesta a los formularios propuestos por el proyecto no tuvo demasiado éxito, pero en varias de las fronteras bajo estudio se consiguió establecer un flujo permanente de información que ha permitido conocer sus avances legislativos y operativos.

Se han producido numerosos contactos bilaterales durante y después de las actividades planificadas en este proyecto, que han llevado al desarrollo de iniciativas adicionales ("**efectos secundarios**") por parte de actores públicos y privados. Estos efectos han permitido mantener una línea de coordinación permanente con un grupo de agentes europeos y latinoamericanos bastante dinámicos sobre los avances en materia de integración y desarrollo fronterizo. Otros agentes fueron identificados en las sucesivas fases de este proyecto, como es el caso de varias asociaciones de municipios, de productores, trabajadores o emprendedores que tengan un componente transfronterizo. Esta información se ha incorporado al Manual de CTF y, sobre todo, a las Fichas Transfronterizas (*Fact Sheets*), habiendo sido debatidos en los talleres.

Existe un gran interés por parte de los anfitriones europeos y latinoamericanos de mostrar sus iniciativas de CTF, sus carencias, demandas específicas y potencialidades. Y hay una **gran voluntad política** a todos los niveles. Muchas autoridades locales y regionales están jugando un creciente papel, a pesar de las dificultades para descentralizar políticas y servicios públicos y para coordinarlas a través de las fronteras nacionales. Aunque los acuerdos entre países siguen siendo los mecanismos más eficaces para activar la CTF en estas fronteras.

El registro de experiencias y lecciones aprendidas y la hoja de ruta están en constante evolución, y existe un enorme potencial de cooperación en las áreas estudiadas, aunque persisten algunas recomendaciones de carácter general que conservan plena vigencia, como la necesidad de profundizar en la **generación de capacidades locales** mediante

programas de formación sistemática en materia de CTF para funcionarios, representantes políticos y otros agentes, así como el necesario **desarrollo normativo** que permita una mayor descentralización de algunas políticas y servicios, y la constitución de estructuras transfronterizas, dotadas de personal común y financiación conjunta.

Incluso más importante que la formación es la **generación de confianza** a través de la frontera. La participación y el diseño compartidos de programas formativos conjuntos pueden sentar las bases de una planificación, diseño de programas y ejecución de proyectos eficaces.

Por parte europea, se ha expuesto la mejor y más adecuada información disponible sobre las herramientas, experiencia práctica y resultados de la CTF en las últimas décadas, y su influencia en el proceso de integración europea. El desarrollo transfronterizo es un proceso largo, que precisa de una visión (y un apoyo sostenido) a largo plazo. Y ese también parece ser el caso en otros continentes, ya que las dinámicas fronterizas, de forma general, sufren desafíos similares. Por ello, se ha hecho un especial hincapié en la necesidad de establecer estrategias y programas sostenibles a largo plazo que permitan un normal desarrollo de las distintas fases de la cooperación transfronteriza (información, consulta, armonización e integración). Esto es particularmente importante en el caso de las estrategias y programas de carácter supranacional, apoyados por instituciones como el MERCOSUR o la Comunidad Andina. En especial, se ha insistido en la necesidad de aprovechar las posibilidades que abren prometedoras iniciativas ya existentes, como el Fondo para la Convergencia Estructural del Mercosur (FOCEM).

Estas son las **principales conclusiones** de este trabajo:

- Este modelo de sesiones informativas y talleres para políticos y expertos latinoamericanos tiene un enorme valor pues permite poner en situación la documentación teórica disponible, y facilita un intercambio sistemático de información, aunque hay un importante desafío en cuanto a la continuidad de los diálogos e intercambios después de finalizar el proyecto.
- Se extrajo una valiosa información sobre las posibilidades, expectativas, intereses y desafíos de cada una de las regiones fronterizas en América Latina bajo estudio, y se pudo contrastar este rico portafolios con experiencias europeas concretas.
- No existe un asociacionismo sistemático entre las autoridades locales y regionales de América Latina. La participación en redes de paradiplomacia parece ser una buena vía de superar esta dificultad, aprovechando su estructura para organizar plataformas estables de consulta e intercambio de información.
- Las iniciativas de integración supranacional están asumiendo la integración fronteriza en su agenda y promueven una suerte de gobernanza multinivel. Pero es muy necesario que comprometan fondos de carácter plurianual que permitan la financiación o, al menos, la cofinanciación de algunos programas de CTF asegurando su sostenibilidad.
- Hay una multitud de actores a todos los niveles implicados en el desarrollo de una CTF sistemática en la zona, aunque aún es necesaria una mayor coordinación de esfuerzos y voluntades. Es muy importante basarse en estructuras de cooperación ya establecidas. Y también es importante incorporar a todos los actores de los distintos niveles administrativos, insistiendo en las necesidades de formación para aquellos que deban operar iniciativas de CTF.



**RESUMO EXECUTIVO****PT**

O impulso da Comissão Europeia à Cooperação Transfronteiriça (CTF) através da Direção Geral de Política Regional e Urbana (DG Regio) integra cada vez mais elementos territoriais à associação estratégica da União Europeia com a América Latina. As autoridades locais e regionais desempenham um papel de crescente importância, ao mesmo tempo que os governos nacionais incluem também nas suas agendas a CTF. Tendo por base as conclusões e recomendações do estudo sobre “CTF na América Latina: contributos para o processo de integração Regional”, promovido pela DG Regio em 2010 com o apoio do Parlamento Europeu, foi proposto um itinerário de ações que incluía como elementos principais a geração da vontade política e a formação sistemática dos atores locais. Acompanharam-se as ações realizadas por diversos atores ao nível local, regional e nacional, organizações supranacionais latino-americanas (Mercosur, Comunidad Andina, UNASUR) e algumas estruturas de cooperação territorial.

O projeto “Colaboração UE-América-Latina sobre Cooperação Transfronteiriça (CTF) no quadro da Política Regional” (referencia: nº **2011.CE.16.0.AT.044**) teve como principais atividades a organização de duas sessões informativas na Europa e quatro *workshops* locais destinados a peritos e políticos latino-americanos responsáveis pela CTF. A primeira **Sessão Informativa (IS-1)** foi levada a cabo entre os dias 14 e 29 de abril de 2012 nas regiões fronteiriças da Alemanha com os Países Baixos e a Bélgica: EUREGIO e Euroregião Mosa-Rhin, em Bruxelas; e nas regiões de fronteira entre a Alemanha com a República Checa e a Áustria: Euregio Bayerisches Wald-Böhmerwald-Mühlviertel (Floresta da Baviera-Floresta da Boémia-Região do Mühl) (DE-CZ-AT) e EuRegio Salzburg-Berchtesgadener Land-Traunstein (AT-DE). A segunda **(IS-2)**, decorreu nas regiões fronteiriças da Extremadura (Espanha) e Alentejo (Portugal); na Comunidade de Trabalho dos Pirinéus: Comunidad Foral de Navarra, Aragón e País Vasco (Espanha) e Aquitania (França), entre 30 de Abril e 14 de Maio de 2012.

O trabalho de campo concentrou-se no estudo das fronteiras do Norte do Chile: **Chile-Perú e Chile-Perú-Bolívia** no primeiro conjunto de *workshops*, realizados entre 4 e 20 de Junho de 2012 nas cidades chilenas de Iquique (Região de Tarapacá) e Arica (Região de Arica e Parinacota) (**WS 1a e WS 1b**), incluindo uma sessão de trabalho em Santiago, com a SUBDERE (Subsecretaria de Desenvolvimento Regional e Administrativo) do Ministério do Interior e Segurança Pública do Chile. A **Tripla Fronteira AR-BR-PY** e a **fronteira BR-UY** acolheram a segunda série, que teve lugar na Foz do Iguazu (Estado do Paraná, Brasil)(**WS 2a**) e Montevideu (Uruguai) (**WS 2b**), combinados com as atividades organizadas com a **COMIP** (Comissão Mista Argentina-Paraguai do Rio Paraná), em Posadas (província de Misiones, Argentina) e Buenos Aires, no âmbito de um estudo de caso sobre a CTF nesse importante eixo fluvial. Foram ainda identificadas outras fronteiras muito dinâmicas, como a **Tripla Fronteira Austral Argentina-Brasil-Uruguai** em Monte Caseros (AR), Barra do Quaraí (BR) e Belha Unión (UY).

Estas atividades implicaram a participação de cerca de meio milhão de pessoas em sessões com peritos, organizações fronteiriças e transfronteiriças, visitas a projetos e participação em eventos, para além dos encontros com as instituições e reuniões de coordenação. O **objetivo principal** foi o de definir o principal desafio para as áreas de fronteiriças da América Latina: a procura de formação específica em CTF necessita de programas de capacitação coerentes, que fortaleçam as capacidades locais, implicando os agentes mais relevantes, para alcançarem um enfoque mais estratégico da CTF. Tal permitirá o aparecimento de ideais transfronteiriços e o desenvolvimento de estratégias e programas conjuntos, criando uma cooperação permanente dotada de estruturas de CTF sustentáveis.

Os **objetivos específicos** das **sessões informativas** na Europa foram os de facilitar o diálogo e a troca de experiências, incrementar o conhecimento dos participantes e oferecer ferramentas práticas e teóricas sobre a Política Regional Europeia, particularmente sobre Cooperação Territorial, mais concretamente, sobre CTF. Nos **workshops** (WS-1a, WS-1b, WS-2a e WS-2b) pretendeu-se conhecer em primeira mão as iniciativas transfronteiriças em desenvolvimento nas regiões em estudo, designadamente sobre aspetos mais relevantes de natureza normativa, de procedimento e cultura administrativa e analisar as suas potencialidades. Nas **sessões de trabalho complementares** na América Latina obtive-se informação acerca dos atores regionais e locais, universidades, institutos de investigação, empresas e redes.

No decurso destas atividades discutiram-se documentos (documentos de trabalho de programas para as sessões de informação e *workshops*, relatórios intermédios, guias práticos/manuais, relatório final) com a DG Regio e com diversos peritos europeus e latino-americanos.

O presente relatório inclui uma revisão da metodologia (**Capítulo 2**), programas de atividade (capítulo 3), aspetos logísticos (**capítulo 4**), geração de capacidades (n), principais resultados e lições aprendidas (**capítulo 6**), *feedback* e efeitos secundários (**capítulo 7**), e um conjunto de conclusões e recomendações (**capítulo 8**). Em anexo incluem-se uma versão beta do Manual de Cooperação Transfronteiriça (**Anexo 1**), as Fichas das fronteiras em estudo (AR-CL, BO-CL-PE, AR-BO-CL, AR-BR-PY, BR-UY e AR-BR-UY) (**Anexos 2-7**), as Fichas dos Rombos de Integração ISIS e do Plata (**Anexos 8-9**), o Eixo do Paraná (**Anexo 10**), uma apresentação sobre o FOCES (Fundo de Convergência Estrutural do Mercosur) (**Anexo 11**), a lista de participantes (**Anexo 12**), uma resenha de imagens e notícias de imprensa (**Anexo 13**) e o Formulário de Recolha de Informação e Opiniões elaborado para o WS 2a (**Anexo 14**).

O **Manual de Cooperação Transfronteiriça** pretende servir de inspiração para estas iniciativas fora da UE, complementado por uma série de fichas (**Factsheets**) correspondentes às fronteiras em estudo, os “**rombos de integração inter-regional**” (RIIRs), conceito proposto no WS-1a de Iquique: o **Rombo ISIS** (Iquique, Santa Cruz da Sierra, Iguazú, Salta), o **Rombo do Plata** e o **Eixo do Paraná**. O Manual baseia-se no Guia LACE de CTF, elaborado nos anos noventa para apoio às estruturas de CTF emergentes nos países da Europa Central e Oriental.

Após uma reunião de lançamento em Bruxelas com a DG Regio e a ARFE, e uma série de consultas a diversos atores a nível nacional, regional e local, selecionaram-se as regiões fronteiriças a estudar, assim como os participantes latino-americanos, atendendo à relevância das suas funções e à sua capacidade para disseminar os conhecimentos obtidos.

Os **oradores** das sessões informativas foram selecionados pela ARFE, pelas instituições e pelas regiões fronteiriças e transfronteiriças europeias participantes. Para os *workshops*, selecionaram-se nas regiões anfitriãs autoridades locais e representantes de alguns projetos emblemáticos, além das universidades participantes e de outros atores. Foi selecionado um bom número de intervenientes, peritos e profissionais de alto nível. Os organizadores tiveram em atenção todos os problemas que se registaram durante a organização da primeira série de *workshops* para preparar melhor a segunda série e garantir a presença de todos os sectores relevantes em ambos os territórios.

Todos os contactos receberam o relatório inicial do projeto, onde era descrita a metodologia e os procedimentos propostos, bem como um detalhado programa de trabalho e calendarização, com a recomendação de formularem comentários e observações.

Os **conteúdos** basearam-se na informação Geral sobre a UE e nos aspetos mais relevantes da CTF, a realidade política e constitucional dos países visitados, a organização das administrações públicas territoriais e a repartição de competências, a ação externa das regiões europeias, a apresentação de estruturas de CTF, alguns estudos de casos concretos na América Latina, a relevância da experiência europeia, as recomendações do Relatório sobre CTF na América Latina de 2010, incluindo o Plano de Ação a curto e médio prazo e a folha de itinerário. Após as sessões informativas continuou-se a recolher e a entregar documentação, tendo-se também produzido intercâmbios e debates entre todos os participantes latino-americanos e europeus, e entre estes e os seus círculos profissionais.

Toda a documentação disponível dos arquivos da ARFE, de regiões fronteiriças europeias, de instituições europeias, das autoridades de gestão de programas operacionais, estruturas CTF e outros agentes relacionados com a execução de projetos e programas foi incluída numa secção especial da página web da ARFE, que está organizando uma **Plataforma de aprendizagem virtual de CTF**, a qual estará plenamente operativa no final de todas as atividades programadas para 2012 e 2013.

Foram obtidas **constatações** muito interessantes, sobretudo a partir dos debates entre os participantes e a ARFE. A aprendizagem foi constante, tendo-se tomado em devida nota para a realização de sessões posteriores. Apesar das dificuldades, foi possível obter muito boa informação sobre a maior parte das fronteiras em estudo. Também se tiveram em conta os **riscos** detetados, assim como os **desafios** a enfrentar no quadro da capacitação de representantes políticos e de pessoal administrativo.

Foram realizadas **análises de participação** com o fim de extrair o máximo de informação relevante sobre os agentes da CTF em cada uma das áreas representadas pelos participantes, e compararam-se com as das regiões transfronteiriças europeias visitadas. Os participantes latino-americanos debateram em profundidade os elementos fundamentais de cada uma das fichas para as suas regiões fronteiriças, e avaliaram o conjunto das atividades realizadas de forma muito positiva.

A resposta aos formulários propostos pelo projeto não teve muito sucesso, mas em várias fronteiras em estudo foi possível estabelecer um fluxo permanente de informação que permitiu conhecer os respetivos desenvolvimentos legislativos e operacionais.

Produziram-se inúmeros contactos bilaterais durante e depois das atividades planificadas no projeto, as quais conduziram ao desenvolvimento de iniciativas adicionais (“**efeitos secundários**”) por parte de atores públicos e privados. Estes efeitos permitiram manter uma linha de coordenação permanente com um grupo de agentes europeus e latino-americanos bastante dinâmicos sobre os desenvolvimentos em matéria de integração e desenvolvimento fronteiriço. Foram ainda identificados outros agentes nas sucessivas fases deste projeto, como é o caso de várias associações de municípios, de produtores, trabalhadores ou empreendedores com uma vertente transfronteiriça. Tais informações foram integradas no Manual de CTF e, sobretudo, nas Fichas Transfronteiriças (Fact Sheets), e discutidos nos *workshops*.

Há um grande interesse por parte dos anfitriões europeus e latino-americanos em mostrar as suas iniciativas de CTF, as suas carências, necessidades específicas e potencialidades. E há também uma **grande vontade política** a todos os níveis. Muitas autoridades locais e regionais estão assumindo um importante papel, apesar das dificuldades para descentralizar políticas e serviços públicos e para coordená-los através das fronteiras nacionais. Embora os acordos entre países continuem a ser os mecanismos mais eficazes para ativar a CTF nestas fronteiras.

O registo de experiências e lições aprendidas e a folha de itinerário estão em constante evolução, e existe um enorme potencial de cooperação nas áreas estudadas, embora persistam algumas recomendações de carácter geral que conservam plena atualidade, como a necessidade de aprofundar a **criação de capacidades locais** mediante programas de formação sistemática em matéria de CTF para funcionários, representantes políticos e outros agentes, assim como o necessário **desenvolvimento normativo** que permita uma maior descentralização de algumas políticas e serviços, e a constituição de estruturas transfronteiriças dotadas de pessoal comum e financiamento conjunto.

Talvez mais importante do que a formação é a **criação de confiança** através da fronteira. A participação e o planeamento de programas de formação conjuntos podem criar as bases de uma planificação, desenho de programas e execução de projetos eficazes.

Pelo lado europeu, expôs-se a melhor e mais adequada informação disponível sobre as ferramentas, a experiência prática e os resultados da CTF nas últimas décadas, e a sua influência no processo de integração europeia. O desenvolvimento transfronteiriço é um processo longo, que precisa de uma visão (e de um apoio continuado) a longo prazo. Esse também parece ser o caso noutros continentes, visto que as dinâmicas fronteiriças, de forma geral, enfrentam desafios similares. Portanto, incidiu-se especialmente na necessidade de se estabelecerem estratégias e programas sustentáveis a longo prazo que permitam um desenvolvimento normal das distintas fases da CTF (informação, consulta, harmonização e integração). Isto é particularmente importante no caso das estratégias e programas de carácter supranacional, apoiados por instituições como o MERCOSUR ou a Comunidad Andina. Insistiu-se especialmente na necessidade de aproveitar as possibilidades abertas pelas iniciativas já existentes, como o Fundo para a Convergência Estrutural do Mercosur (FOCEM).

#### **Principais conclusões** deste trabalho:

- Este modelo de sessões informativas e *workshops* para políticos e peritos latino-americanos tem um enorme valor pois permite por em prática a documentação teórica existente e facilita um intercâmbio sistemático de informação, pese embora subsistir um importante desafio quanto à continuidade dos diálogos e intercâmbios após a conclusão do projeto.
- Extraiu-se uma valiosa informação sobre as possibilidades, expectativas, interesses e desafios de cada uma das regiões fronteiriças em estudo na América Latina, no que respeita a contrapor este rico portefólio com experiências europeias concretas.
- Não existe um associativismo sistemático entre as autoridades locais e regionais da América Latina. A participação em redes de paradiplomacia parece ser uma boa via para superar esta dificuldade, aproveitando a estrutura para organizar plataformas estáveis de consulta e intercâmbio de informação.
- As iniciativas de integração supranacional estão colocando a integração fronteiriça na sua agenda e promovem uma espécie de governança multi nível. Mas é absolutamente necessário que comprometam fundos de carácter plurianual que permitam o financiamento ou, pelo menos, o cofinanciamento de alguns programas de CTF, assegurando a sua sustentabilidade.
- Existe uma multiplicidade de atores a todos os níveis implicados no desenvolvimento de uma CTF sistemática na zona, embora seja ainda necessária uma maior coordenação de esforços e vontades. É muito importante que assentem em estruturas de cooperação já estabelecidas. E também é importante integrar todos os atores dos distintos níveis administrativos, insistindo na necessidade de formação para os que têm por missão operacionalizar iniciativas de CTF.

## 1. INTRODUCTION

The project “**EU-Latin America collaboration on Cross-Border Cooperation (CBC) in the Framework of Regional Policy**” (contract with reference **2011.CE.16.0.AT.044**) had as main tasks the organization of two information sessions in Europe and two workshops on the ground for Latin American experts and politicians involved in CBC.

The first **Information Session (IS-1)**, a real challenge for the organizers, begun in Gronau, head office of the EUREGIO, the first Euroregion ever, created in 1958, and the Association of European Border Regions<sup>1</sup> (AEBR), contractor of this project. It was organized between the 14<sup>th</sup> and the 29<sup>th</sup> of April 2012 across the border regions of Germany with the Netherlands and Belgium: EUREGIO and Euroregion Meuse-Rhine; in Brussels; and at the border regions of Germany with the Czech Republic and Austria: *Euregio Bayerisches Wald-Böhmerwald-Mühlviertel* (Bavarian Forests-Bohemian Forests-Quarter of the Mühl) (DE-CZ-AT) and *EuRegio Salzburg-Berchtesgadener Land-Traunstein* (AT-DE).

The second one (**IS-2**) was performed at the Spanish border regions of Extremadura (Spain) and Alentejo (Portugal); and at the Working Community of the Pyrenees (*Comunidad de Trabajo de los Pirineos*) in the Charter Community of Navarre, the Basque Country and Aragon in Spain, and Aquitaine in France, between the 30<sup>th</sup> April and the 14<sup>th</sup> May 2012.

The first series of **workshops** were implemented between the 4<sup>th</sup> and 20<sup>th</sup> June 2012 in the Chilean cities of Iquique (Region of Tarapacá) and Arica (Region of Arica & Parinacota) (**WS-1a** and **WS-1b**), including a working session in Santiago de Chile with the SUBDERE, *Subsecretaría de Desarrollo Regional y Administrativo* (Undersecretariat of Regional and Administrative Development) at the Ministry of Interior and Public Security of Chile. The second series of workshops took place in Foz do Iguazu (State of Paraná, Brazil) (**WS 2a**) and Montevideo (Uruguay) (**WS 2b**), combined with the activities organized with the **COMIP** (Argentinean-Paraguayan Joint Commission of the River Paraná) in Posadas (Province of Misiones, Argentina) and Buenos Aires, within a case study on CBC in this very important river axis<sup>2</sup>.

Comprehensive programmes of these ISs and WSs were described in the respective interim reports of this project, though general programmes can be found in chapter 3. In the following link there is access to full programmes, presentations and other material related to the tasks implemented in this project:

[http://www.aebr.eu/en/activities/projects\\_programmes\\_detail.php?project\\_id=19](http://www.aebr.eu/en/activities/projects_programmes_detail.php?project_id=19)

Every of these activities involved around a hundred people, achieving almost 500 people implied in the whole project. Ninety hours of effective work were used in every information session, and a similar amount in four workshops (+1) and other activities in Latin America, distributed in meetings with border and cross-border experts and organizations, project visits and participation in cross-border events, as well as meetings with different institutions and coordination workshops with the organizers aimed to

---

<sup>1</sup> The AEBR was constituted in 1971 at the Anholt Castle (Westphalia, EUREGIO) by the first group of euroregions created along the Rhine in the 1950's and 19560's. The establishment of the first European association of regions was supported by the Council of Europe and other European institutions.

<sup>2</sup> *Cross-Border Co-operation in Latin America: support to integrated and sustainable development and cross-border co-operation in the Paraná axis development (CBC – Paraná River)*, Reference: 2011.CE.16.0.AT.029. Final Report: [http://ec.europa.eu/regional\\_policy/cooperate/international/pdf/latin\\_ctf\\_parana\\_final\\_report\\_es.pdf](http://ec.europa.eu/regional_policy/cooperate/international/pdf/latin_ctf_parana_final_report_es.pdf)

inform on the development of the activity, detect and solve any difficulty, and work out the deliverables.

As regards the workshops in Latin America, they were planned including additional working sessions for European experts with public authorities and officers at national, regional and local level, with enterprises, universities and civil society organizations.

The organization of an initially planned activity at the **Argentinean-Chilean** border was not possible due to schedule and logistic problems. However, contacts are regularly made with the Argentinean Federation of Municipalities, several border cities and provinces of this country, and the COMIP. With the latter, the aforementioned study case was developed in the Paraná River.

After consultation with the European Commission, Directorate General of Regional and Urban Policy (DG Regio), the tasks concentrated on the study of northern Chilean borders (**Chile-Perú** and **Chile-Perú-Bolivia**) for the first series of workshops. The **Triple Border Argentina-Brazil-Paraguay** and the **Brazilian-Uruguayan** hosted the second series.

In this project has also taken good note of other dynamic borders. The **Triple Austral Border Argentina-Brazil-Uruguay** in Monte Caseros (AR), Barra do Quaraí (BR) and Bella Unión (UY) was invited to take part in this study, after being identified in the preparation of IS 2.

Besides the respective inception, interim and final reports, main deliverables of this project, it was agreed to elaborate practical guides/handbooks for every border under study. After reviewing approaches to CBC and informational needs in the cross-border areas of interest, it was found that most of the information to be included in the guides/handbooks was common for every border. On the other hand, specific considerations for each of them evolve very fast in many cases<sup>3</sup>, becoming such handbooks obsolete very rapidly. Looking at the evolution of the materials during this study, and after consultation with DG Regio, it was decided to elaborate a **Handbook of Cross-Border Cooperation** that could be an inspiration for these initiatives outside the EU, complemented with a series of **Factsheets**, related to all borders under study. In the course of the project's activities in 2012 and 2013, a **beta version** of the Handbook of CBC (**Annex 1**) has been elaborated. Its data base is being uploaded to an **e-Learning Platform**<sup>4</sup>, as well as the *beta* version of the Factsheets, which become additional deliverables of this project. Both the Handbook and the e-Learning Platform have been updated during the implementation of the second phase of this initiative (project with reference *2012.CE.16.0.AT.035*), so their final versions will be delivered with the Final Report of that project.

The respective factsheets of the following borders: Argentina-Chile, Bolivia-Chile-Peru, Argentina-Bolivia-Chile, Argentina-Brazil-Paraguay, Brazil-Uruguay and Argentina-Brazil-Uruguay are the **annexes 2-7** of this report. Other proposals of territorial cooperation are included, like the "**interregional integration diamonds**" (IRID), a concept proposed in WS-1a in Iquique. These IRID are the ISIS (Iquique, Santa Cruz de la Sierra, Iguazu, Salta) Diamond, the River Plate Diamond, and the Parana Axis (**annexes 8-10**).

---

<sup>3</sup> In some of the borders under study, several projects, programs, and even policies have been proposed, initiated, implemented or failed during this 2-yrs monitoring period. These border areas, closely related to some supranational processes, affected by binational disputes or by any other circumstance, currently face the dynamics of being a testing ground for integration, as it was and it is the case in Europe. But in Latin America many of these processes run too fast in some occasions.

<sup>4</sup> [http://www.aebr.eu/en/activities/projects\\_programmes\\_detail.php?project\\_id=19](http://www.aebr.eu/en/activities/projects_programmes_detail.php?project_id=19)

## 1.1 **Background**

Cross-Border Cooperation (CBC) receives an enormous input by the European Commission through the Directorate General of Regional and Urban Policy (DG Regio), and this makes possible to incorporate a growing number of territorial elements into the strategic association of the EU with Latin America. This means a great progress for Latin American territorial cohesion, as local partners can use the European experience to take the best available practices in order to develop actual CBC in most border areas. Many local and regional authorities play a growing role, while national governments have incorporated CBC in their agendas. This is the case in Brazil, Uruguay, Chile and Peru, though Argentina, Paraguay, Colombia, Bolivia or Ecuador are also moving forward in their cross-border agendas, in spite of some unsolved conflicts and disputes<sup>5</sup>.

These are some of the conclusions of the study "CBC in Latin America: contribution to the regional integration process" promoted by the European Commission (DG Regio) in 2010 with the support of the European Parliament<sup>6</sup>. As contractor of that study, the AEBR prepared a SWOT analysis in several South American border areas. The conclusions and recommendations were the basis to produce a road map for CBC in Latin America. Some very promising initiatives were identified and they have been followed up thanks to later interventions and active exchange between European and Latin American experts and politicians. Many additional "side effects" have also occurred, which are summarized in chapter 6 of this report. However, two preconditions for CBC are still a main challenge: political will and systematic training of local players.

As for supranational processes, **Mercosur** has developed a structural instrument for CBC since 2006. The **Mercosur Structural Convergence Fund (FOCEM)** still is today the only concrete initiative in this direction in the Americas (a presentation of the FOCEM is included as **Annex 11** of this report), though other initiatives like **FONPLATA** (*Fondo Financiero para el Desarrollo de la Cuenca del Plata*) have an unquestionable impact in concerned borders.

As it was already mentioned in Interim Report WS-1, there is a sub-region within MERCOSUR which is becoming growingly relevant: **ZICOSUR** (South American Mid-West Integration Zone) is a regional integration process horizontal-type, with an interesting geo-strategic location and sources of human, natural and energy resources. Population is close to 30 million inhabitants in three and a half million km<sup>2</sup> at the Argentinean provinces of Catamarca, Chaco, Corrientes, Formosa, Jujuy, Misiones, Salta, Santiago del Estero and Tucumán; Bolivian departments of Beni, Chuquisaca, Cochabamba, Oruro, Pando, Potosí, Santa Cruz and Tarija, i.e. the whole country with the exception of the department of La Paz (bordering Peru and Chile); Brazilian state of Mato Grosso do Sul; Chilean regions of Antofagasta, Arica and Parinacota, Atacama and Tarapacá; Paraguayan departments of Upper Paraguay, Upper Paraná, Amambay, Boquerón, Caaguazú, Caazapá, Canindeyú, Central, Concepción, Cordillera, Guairá, Itapúa, Misiones, Ñeembucú, Paraguari, Presidente Hayes and San Pedro, i.e. the whole country; and the Peruvian regions of Arequipa, Moquegua, Puno and Tacna.

---

<sup>5</sup> On 27<sup>th</sup> January 2014 the UN International Court of Justice in The Hague pronounced a judgement of Solomon on the Chilean-Peruvian maritime border (see Factsheet BO-CL-PE).

<sup>6</sup> This study can be consulted at DG Regio's website:  
[http://ec.europa.eu/regional\\_policy/international/pdf/final\\_report\\_cbc\\_la\\_en.pdf](http://ec.europa.eu/regional_policy/international/pdf/final_report_cbc_la_en.pdf)

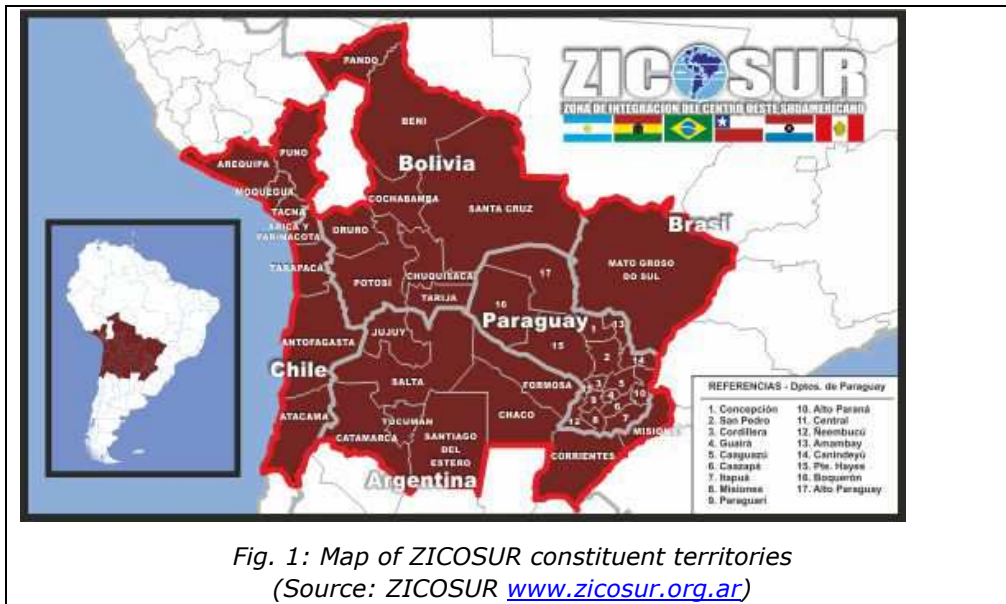


Fig. 1: Map of ZICOSUR constituent territories  
(Source: ZICOSUR [www.zicosur.org.ar](http://www.zicosur.org.ar))

The Andean Community is incorporating many provisions on border integration, while its member states establish numerous bilateral agreements in line with the regulatory needs of the activity across their borders. The lack of administrative requirements for CAN citizens to cross their and some neighbouring borders makes this territory in a growing Schengen-like area<sup>7</sup>.

However, the growing importance of the South American Nations Union (**UNASUR**: Argentina, Bolivia, Brazil, Colombia, Chile, Ecuador, Guyana, Paraguay, Peru, Surinam, Uruguay and Venezuela) and its political influence, pose some questions on the level of commitment of every Latin American country in these supranational processes. Other integration initiatives, mainly economic, such as the **Pacific Alliance** adds new opportunities, though they can weaken the others.

There is a great cooperation potential in areas under study, and the road map prepared by the AEBR in 2010 already included some concrete proposals and measures to the short-, mid- and long-term. These proposals were based upon the best available experience and main lessons learned in Europe by border and cross-border regions, particularly with the support to CBC of EU Regional Policy. The record of experiences and lessons learned, as well as the road map are in permanent evolution, but there are some general recommendations which are fully in force, such as:

***The need to deepen the building of local capacities through systematic training programmes on CBC for civil servants, political representatives and other players; and the necessary development of a regulatory framework to make possible a higher decentralization of some policies and services on the one hand, and the constitution of cross-border structures with joint staff and finances, on the other.***

<sup>7</sup> In the respective reports of project with reference 2012.CE.16.0.AT.035 (second part of the present initiative, including Information Sessions IS-3 and IS-4, as well as workshops series WS-3 and WS-4) a most detailed explanation of initiatives developed by the CAN is included, and the interesting debate on CBC strengthening developed within the CAN and amongst several institutions of its member states.



## 1.2 Objectives

The European Union shares its experience in Regional Policy through dialogues with non-EU states, and promotes this combination of information sessions and workshops in relationship with the specific regional development interests of every external partner.

The **main objective** is facing the main challenge for Latin American border areas:

The **demand of specific training in CBC needs coherent training programmes to strengthen local capacities, involving most relevant players in every side of the border, in order to provoke a more strategic approach to CBC. This will let cross-border concepts grow, and develop joint programmes and projects, organizing a permanent cooperation with sustainable CBC structures.**

But this was also the case in European border areas (and still is in some places). The **main mission** of this project was the study of some border areas in South America, and put available some selected European CBC information and tools for Latin American experts and politicians. While discussing this information in several European cross-border areas, illustrated with practical cases (*information sessions*), Latin American participants have been able to initiate (or, in most cases, complement) their own cross-border processes, with lessons learned from European experience. The results of their discussions (*workshops*) and other tasks on the ground become the **deliverables** of this project.

### Particular objectives:

- of **information sessions** (IS-1 and IS-2) in Europe:
  - Promoting dialogue and exchange of experiences between the EU and Latin America.
  - Increase participants' knowledge and offer useful practical and theoretical tools on European Regional Policy, particularly Territorial Cooperation, and most concretely, CBC.
  - Train participants to understand the concepts behind this policy's instruments.
  - Acquire practical knowledge on the ground on CBC added value.
  - Increase the participants' capacities to implement efficient CBC.
- of **workshops** (WS-1a, WS-1b, WS-2a and WS-2b) in Latin America:
  - First-hand knowledge of implemented cross-border initiatives in every region under study;
  - Knowledge of most relevant regulatory, procedural and administrative aspects.
  - Analyse their cross-border potentialities.
  - Establishment of their situation and perspectives.
- of **complementary working sessions** in Latin America: it was to obtain the best information available from national, regional or local actors, from universities, research institutions, enterprises and networks, about the *statu quo* of related

border and cross-border areas, with a view to prepare Factsheets on each border under study.

### **1.3 Contents**

In next chapters there is a review of the methodology used in this work (**chapter 2**), information about the general programme and every session and workshop (**chapter 3**). In addition, some relevant logistical aspects are presented (**chapter 4**), as well as those related to capacity building (**chapter 5**). The last three chapters concentrate on main findings and lessons learned (**chapter 6**), feed-back and "side-effects" (**chapter 7**), and a series of conclusions and recommendations (**chapter 8**). The report ends with a section of acknowledgment to all those persons and institutions that have made possible a successful implementation of foreseen activities.

As annexes to this report we can find the *beta version of the Handbook of CBC* (**Annex 1**), the *Factsheets* for the borders under study (AR-CL, BO-CL-PE, AR-BO-CL, AR-BR-PY, BR-UY and AR-BR-UY) (**Annexes 2-7**), the *ISIS and River Plate Diamonds* (**Annexes 8-9**), the *Parana Axis* (**Annex 10**), a presentation of the FOCEM (Mercosur Structural Convergence Fund) (**Annex 11**), the *participants' list* (**Annex 12**), a miscellaneous with some *images and press news* (**Annex 13**) and the *Form to Collect Information and Opinions* elaborated in IS 2 for WS 2a and 2b (**Annex 14**).

The contractor and host organizations made their best to have high level speakers and rapporteurs, including representatives of European, national, regional and local authorities, the scientific community, the business sector and civil society. Strong efforts were made to give coherence to the programmes of informations sessions and workshops within the whole project, through permanent coordination and the most possible complementarity between numerous interventions and working sessions.

From Europe, the best and most adequate information available on CBC tools, practical experience and results in the last decades has been presented, and its influence in the European integration process.

## **2. METHODOLOGY**

After a kick-off meeting in Brussels between DG Regio and AEBR, and several online contacts, Latin American cross-border areas under study were selected (**Task 1**). For Information Session 1 (IS-1) it was considered that participants from the Chilean-Argentinean and Chilean – Peruvian – Bolivian border would visit several euroregions in Central Europe with a long experience in the implementation of European and other local or bilateral programmes, as well as some European institutions.

In the second Information Session (IS-2), participants from the Triple Border Brazil–Argentina–Paraguay, Brazil–Uruguay and Triple Brazil–Uruguay–Argentina visited several regions in the Iberian Peninsula, both at the Spanish-Portuguese border and in the Working Community of the Pyrenees, at the French-Spanish border. Here the intention was to meet regions with experience in the implementation of European programmes, using various CBC instruments (working communities, euroregions, EGTCs, cross-border cabinets), from a more decentralized way in Spanish regions to a most centralized one in Portugal, including the excellent model of the Working Community of the Pyrenees.

## **2.1 Selection of participants and speakers, and rationale to select the venues of information sessions and workshops**

### **2.1.1 Information Sessions**

Participants in IS-1 were selected after consultation with the Under-Secretariat of Regional and Administrative Development (SUBDERE) in Chile, the Argentinean Federation of Municipalities and the Foreign Ministries of Peru and Bolivia. Several regional and local authorities were also consulted, as well as university experts in cross-border cooperation (CBC), local consultants and representatives of civil society.

For IS-2, participants were selected after consultation with the Ministry of Regional Integration of Brazil (Secretariat for Regional Development and Executive Secretariat of the Permanent Committee for the Development and Integration of the Border Strip), the Technological Development Centre for Cross-Border Integration between SMEs in Mercosur and Latin America (CDT-AL) of SEBRAE (Brazilian Service to Support Micro- and Small Enterprises), the Directorate of Border Issues at the Ministry of Foreign Affairs and the Ministry of Social Development (MIDES) of Uruguay, the Argentinean Federation of Municipalities and the Parliament of Argentina. Afterwards, some other consultations were made with regional and local authorities (Brazilian state of Paraná, Argentinean provinces of Misiones and Corrientes, Uruguayan Department of Artigas and the Argentinean municipality of Monte Caseros), the Development Agency of the Lagoon Mirim (BR-UY), several academic experts at the universities of Pelotas (Brazil) and of the Republic (Uruguay), local consultants and representatives of the civil society, like the CAEMPRI (Chamber of Entrepreneurs of the Iguassu Region) and their partners, or the Foundation Itaipú Technological Park.

Main criteria to select Latin American participants were the relevance of the function and their capacity to disseminate gained knowledge. After a systematic process of consultations, the AEBR prepared a draft list of participants in collaboration with DG Regio. After exchanges with the authorities and institutions of Chile, Argentina, Peru and Bolivia (for IS-1), the persons listed in Annex 12 were confirmed. Eight persons took part in the first information session (4 from Chile, 3 from Argentina and 1 from Peru) and other three cancelled their participation, two of them very close to the day of departure, producing important additional costs.

In the case of IS-2, after exchanges with authorities and institutions from Brazil, Argentina, Paraguay and Uruguay, and twelve participants were confirmed, likewise listed in Annex 12 (4 from Brazil, 4 from Uruguay, 3 from Argentina and 1 from Paraguay), after three cancellations and two replacements.

All contacts received the Inception Report of this project, where the organization of tasks, methodology and proposed procedures were described, as well as a detailed working programme and the schedule, with the recommendation not to have any doubt before sharing their comments and remarks. Some of those were included either in the training programme of the information sessions or in the design of the workshops on the ground organized later on.

Speakers for information sessions were selected:

- In the AEBR, with the aimed to inform about the objectives and the programme of this project, on European CBC in general, and other related aspects.
- In Brussels: representatives of DG Regio, DG DevCo, the European Parliament and the Committee of the Regions presented various aspects of the Cohesion and Regional Policies, particularly its support to CBC, stressing its main objectives and instruments. Latin American participants also took part in an AEBR Seminar

organized at the Committee of the Regions on "INTERREG management: Case studies".

- For IS-1:
  - In the euroregions at the German-Dutch border, the first CBC structures constituted in Europe since 1958: EUREGIO (DE/NL) in Gronau-Glanerburg; and Euregio Meuse-Rhine (NL/DE/BE) in Maastricht, Eupen and Aachen. Institutional representatives, project managers, experts, local and regional authorities in this euroregions could present generalities and particular aspects of their performance, their particular programmes and some selected projects to illustrate with practical cases this information session.
  - In the euroregions in Eastern Bavaria: Euregio Bavarian Forests-Bohemian Forests-Mühl Quarter (*Bayerisches Wald-Böhmerwald-Mühlviertel*) (DE/CZ/AT), and the *EuRegio Salzburg-Berchtesgadener Land-Traunstein* (AT/DE).
- For IS-2:
  - In the Spanish regions of Extremadura, Navarra, Aragon and Basque country; the Portuguese region of Alentejo and the French region of Aquitaine.
  - In the regions of Extremadura, Alentejo, Navarra, Aragon, Basque country and Aquitaine the participants could also debate with politicians and experts on daily issues of these active CBC players, as well as their history, their setting up in the territory, their role in the different CBC programmes and some particular projects.
  - In Badajoz they kept a working session with the Management Authority of the **POCTEP** (CBC Operational Programme Spain-Portugal), and in Jaca with the Consortium of the Working Community of the Pyrenees, the management authority of the **POCTEFA** (CBC Operational Programme Spain-France-Andorra). In these sessions, different aspects of Cohesion Policy, Territorial Objective and, particularly, CBC were presented. They could discuss the various steps and modalities, as well as several concrete examples.

### **2.1.2 Workshops in Latin America**

Unlike what happens in other parts of Argentina (Triple Borders AR-BR-PY and AR-BR-UY), the attempts to organize a workshop at the Argentinean-Chilean border area failed due to the impossibility to establish a working schedule, due to calendar problems and other subsequent difficulties. It was not possible to establish an efficient contact with the Argentinean government, though it has been considered to prepare a factsheet on the border AR-CL and explore contacts with other players. With the Bolivian government an early contact, very promising, was made, but official commitments prevented from this already confirmed participant for IS-1. The workshop proposed in Tacna (Peru) was withdrawn from the programme by the Ministry of Foreign Affairs of Peru, offering the alternative of organizing a series of workshops later on, with the participation of the European Commission (Dg Regio and EU Delegation in Lima) and several European experts<sup>8</sup>.

---

<sup>8</sup> As we have seen before, these workshops took place effectively between 19<sup>th</sup> and 23<sup>rd</sup> November 2013 in Cusco, Tarapoto and Lima.

Therefore, the workshop corresponding to this phase of the project was divided into two, both organized in Chilean territory: **WS-1a** in **Iquique**, and **WS-1b** in **Arica**. Both were preceded by a working meeting with the SUBDERE in Santiago de Chile.

It must be pointed out that **WS-1b** in Arica took place on **7<sup>th</sup> June**, a date with a special meaning for international cross-border movement, because it is the *African Borders Day*, proposed by the AEBR to the United Nations as the *International Day of Integration across National Boundaries*. In order to support this proposal, a videoconference was organized from Arica with Edinburgh and other locations in Europe, Africa and America to get the contributions of some of the main activists of globalization of CBC.

On the other hand, 7<sup>th</sup> June is also a very special celebration for this cross-border region. In the city of Arica and the region of Arica and Parinacota (CL) they commemorate the Day of the Assault and Taking of the Arica *Morro* (hill) in 1880 during the II War of the Pacific (1879-1883), also known as the *Guano and Saltpetre War*. Peru commemorates the Day of the Battle of Arica and the Hero Francisco Bolognesi.

During the information sessions a pre-selection of participants for the workshops was made (**Task 2**), being invited to take part after consultations with local, regional and national authorities in every related border: SUBDERE in Chile, Ministry of National Integration in Brazil, ministries of Foreign Affairs and Social Development in Uruguay, regional governments of Tarapacá and Arica & Parinacota (CL), State Government of Paraná (BR), and several local authorities in Chile, Peru, Bolivia, Brazil, Argentina, Paraguay and Uruguay.

Main selection criteria for participants in the workshops were the relevance of their function and their dissemination capacity. Host organizations made provisional lists of participants, which were discussed with the AEBR and DG Regio. Finally, those included in Annex 12 registered in written their participation.

Similar procedure was made to select speakers, paying a special attention to incorporate experts involved in concrete CBC actions. The universities were also contacted, as well as other CBC players, like SEBRAE-Paraná in the case of the Triple Border AR-BR-PY, or the Development Agency of Lagoon Mirim (BR-UY).

As it was the case with information sessions, all contacts received the inception report of this project. Some of their comments and remarks were included in the training programme of following information sessions (**Tasks 3** and **4**), the process to design workshops (**Tasks 5** and **6**), and the preparation of the deliverables.

The speakers for the workshops were selected:

- In host regions: participants in information sessions, local authorities and representatives of some emblematic projects.
- At the AEBR.

During IS-2 there were several debates with the participants to identify most favourable places to organize the respective WS-2. As in the case with workshops 1 (and it would be the case in 2013 after IS-3 and IS-4), all foreseen workshops were split in two in order to facilitate the participation of more players and concentrate the debates in more concrete border territories.

Therefore, after agreement with DG Regio, it was decided that the first workshop (**WS-2a**) would take place at the Triple Border AR-BR-PY, in **Foz de Iguacu**, where SEBRAE offer its capacity and logistics to guarantee a successful event. The Itaipú Technological Park was the venue of this workshop, with the opportunity to share splendid facilities.

Regarding the Brazilian-Uruguayan border area, the participants proposed **Montevideo** as the venue for the second workshop (**WS-2b**). The Ministry of Foreign Affairs offered the room and equipment, and the University of the Republic coordinated all aspects in relationship with speakers, projects to be presented, the participation of Mercosur and the presentation of its main CBC project: the FOCEM (Mercosur Structural Convergence Fund). The presentation of FOCEM is included as Annex 11 to this report.

Participants from the Triple Border AR-BR-UY in Monte Caseros, Barra do Quaraí and Bella Unión also proposed the possibility to organize an additional workshop. Unfortunately, this would have gone out of the logistic and financial possibilities of this project. Anyway, many activities happen in this border, therefore it has been incorporated to this, being followed all initiatives implemented there up.

It was planned to systematically discuss all documents (draft programmes for information sessions and workshops, interim reports, practical guides / handbooks, draft final report) with DG Regio, several European and Latin American experts (**Task 7**) and in every of these activities, with the aim to get necessary feedback for further versions of the handbook and factsheets, as well as the interim reports (**Deliverables 3**) of information sessions and workshops, which have been the base of the draft Final Report (**Deliverable 4**), a document aimed at being useful for all stakeholders, including main findings and lessons learned in the activities of this project, and a series of conclusions and recommendations. All of this information will be included in turn in the Handbook of CBC.

In general, a reasonable number of high level speakers, experts and practitioners—from European institutions, other supranational processes in Latin America, national, regional and local institutions, CB structures, projects, universities, civil society, business sector and media— met at these events organized in Europe and Latin America within this project. The organizers took very well into account all those problems developed in organizing the first series of workshops (strong bias to one of the participant countries, little previous participation analysis) to better prepare the second one, guaranteeing the presence of all relevant sectors in both territories.

## 2.2 Summary of Tasks and Deliverables

		Signing of the contract	
<b>Deliverable 1</b>	<b>Task 1</b>	<i>Kick-off meeting</i>	AEBR - Commission
		Preparation of Draft Inception Report	Contacts with different stakeholders in Europe and Latin America
	<b>Task 2</b>	<i>Selection of participants</i>	Trainers and trainees
		<b><i>Inception Report</i></b>	
		Logistics	And completion of the training programme
<b>Deliverables 2</b>	<b>Task 3</b>	<i>1<sup>st</sup> Information Session</i>	11-25 April 2012
		<b><i>Practical guides/handbooks</i></b>	Preparation of set 1 (beta version CBC Handbook” and Factsheets)
	Meeting with the Commission	On the preparation of Information Session 2	
	<b>Task 4</b>	<i>2<sup>nd</sup> Information Session</i>	30 April-14 May in the Iberian Peninsula
		<b><i>Interim Report (IS-2)</i></b>	AEBR
<b>Deliverable 3 (IS-2)</b>	Meeting with the Commission	On the preparation of workshops 1 and 2, Brussels	
	<b>Task 5</b>	<i>1<sup>st</sup> set of workshops</i>	WS 1a - 6 June 2012, Iquique (AR-BO-CL) WS 1b - 7 June, Arica (PE-CL)
		<b><i>Interim Report (WS-1)</i></b>	AEBR
<b>Deliverables 2</b>	<b>Task 6</b>	<b><i>Practical guides/handbooks</i></b>	Elaboration of set 1 <ul style="list-style-type: none"> <li>- CBC Handbook Beta 1.0</li> <li>- Factsheet AR-CL</li> <li>- Factsheet BO- CL-PE</li> <li>- Factsheet AR-BO-CL</li> <li>- Factsheet ISIS Diamond</li> </ul>
		<i>2<sup>nd</sup> set of workshops</i>	WS 2A 11 June, Foç do Iguacu (BR-AR-PY) WS 2B 15 June, Montevideo (BR-UY)
		<b><i>Interim Report (WS-2)</i></b>	AEBR
<b>Deliverables 2</b>	<b>Task 7</b>	Practical guides/handbooks	Elaboration of set 2 <ul style="list-style-type: none"> <li>- Factsheet AR-BR-PY</li> <li>- Factsheet BR-UY</li> <li>- Factsheet AR-BR-UY</li> <li>- Factsheet River Plate Diamond</li> <li>- Factsheet Parana Axis</li> </ul>
		<i>Discussion of Interim Reports, handbook and factsheets</i>	AEBR, with EU Commission and stakeholders
		<b>Deliverable 4</b>	Delivery and discussion of the <b><i>draft Final Report</i></b>

All reports suffered a from considerable delay due to the difficulties to obtain some of the information and elaborate all materials in the light of the activities implemented for this project in 2012 and its continuation in 2013. In fact, all information sessions and workshops from both projects were conceived as a whole, in order to better benefit from all the knowledge identified and produced in this initiative.

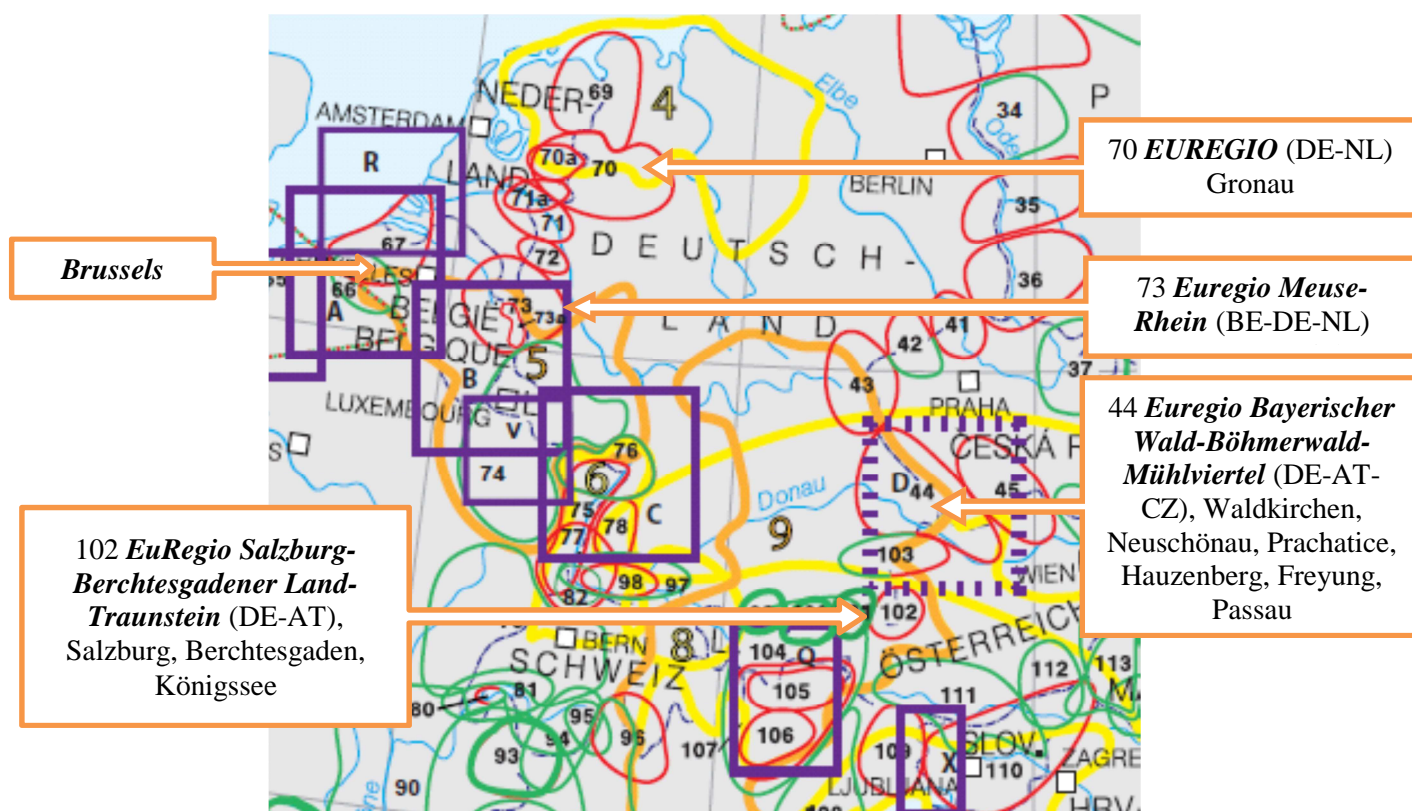
### 3. GENERAL PROGRAMME AND COMPLEMENTARY MAPS

#### 3.1 General Programme of Information Session 1 (IS 1)

- 13<sup>th</sup> April 2012:** Departure of Latin American participants.
- 14<sup>th</sup> and 15<sup>th</sup> April:** Arrival of participants to Düsseldorf/Munster/Amsterdam, transfer to Gronau and introductory meeting.
- 16<sup>th</sup> April:** Programme in **EUREGIO**, Gronau (DE) and Glanerburg (NL)
- 17<sup>th</sup> and 18<sup>th</sup> April:** Programme in **Euregio Meuse-Rhine** (EMR) (BE-DE-NL): Eupen, Raeren, Heerlen, Maastricht, Aachen.
- 19<sup>th</sup> and 20<sup>th</sup> April:** Programme in **Brussels**: EU Commission, Parliament and Committee of the Regions
- 21<sup>st</sup> and 22<sup>nd</sup> April:** Transfer to Bavaria. Programme in Munich.
- 23<sup>th</sup>-25<sup>th</sup> April:** Programme in **Euregio Bayerisches Wald-Böhmerwald-Mühlviertel** (DE-CZ-AT): Waldkirchen, Neuschönau, Prachatice, Hauzenberg, Freyung, Passau.
- 26<sup>th</sup>-27<sup>th</sup> April:** Programme in **EuRegio Salzburg-Berchtesgadener Land-Traunstein** (AT-DE): Berchtesgaden, St. Bartholomä, Salzburg.
- 28<sup>th</sup> y 29<sup>th</sup> April:** Farewell and return of participants

Fig. 2: European Cross-Border Regions involved in Information Session 1

(Source: AEBR, own elaboration. Gronau, 2012)



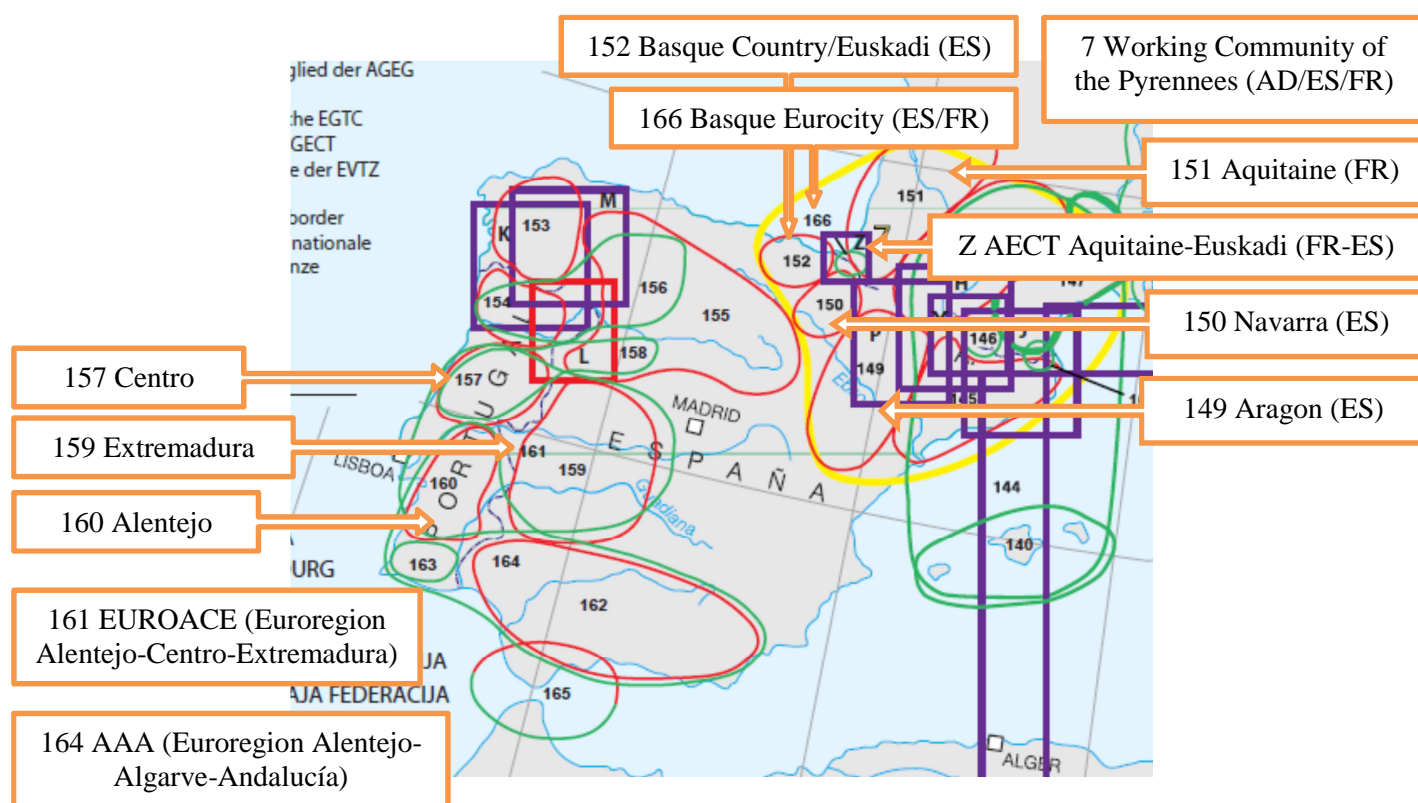


### 3.2 General Programme of Information Session 2 (IS-2)

- 30<sup>th</sup> April 2012:** Departure of Latin American participants.
- 1<sup>st</sup> May 2012:** Arrival to Madrid, introductory meeting and transfer to Mérida
- 2<sup>nd</sup> to 5<sup>th</sup> May:** Programme in **Extremadura** (ES) and **Alentejo** (PT): Mérida, Badajoz, Olivenza, Évora, Alcántara, Cáceres.
- 6<sup>th</sup> May:** Transfer to Madrid, flight to Bilbao and transfer to Pamplona
- 7<sup>th</sup> May:** Programme in **Pamplona** (Navarra)
- 8<sup>th</sup> May:** Programme in Jaca (Aragon) (**Working Community of the Pyrenees**)
- 9<sup>th</sup> May:** Programme in **Navarra**: Irati Forest, Ochagavía, Lumbier, Roncal and Aste-Béon, Ossau. Transfer to Bilbao (País Vasco)
- 10<sup>th</sup>-12<sup>th</sup> May:** Programme in **Basque Country** and **Aquitaine**: Bilbao, Zamudio, Donostia-San Sebastián, Irún, Hendaye, Fuenterrabía-Hondarribia.
- 13<sup>th</sup>-14<sup>th</sup> May:** Departure of participants

Fig.3: European Cross-Border Regions involved in Information Session 2

(Source: AEBR, own elaboration. Gronau, 2012)



### 3.3 General Programme Workshops WS 1 y WS 2

- 4<sup>th</sup>-5<sup>th</sup> June 2013:** Departure of AEBR Team from Europe to South America
- 5<sup>th</sup> June:** Working session with **Subdere** in Santiago de Chile. Transfer to Iquique. Briefing with Regional Government of Tarapacá
- 6<sup>th</sup> June:** **WS-1a in Iquique.** Activities with the media. Transfer to Arica.
- 7<sup>th</sup> June:** **WS-1b in Arica**  
**Videoconference "Global CBC"**  
Meeting with Regional Council  
Celebrations 7<sup>th</sup> June in Arica
- 8<sup>th</sup> June:** Transfer to Tacna. Flights Tacna-Lima-Foz do Iguazu
- 9<sup>th</sup>-11<sup>th</sup> June:** Programme at the Triple Border AR-BR-PY: Puerto Iguazú-Foz do Iguazu, Itaipú Technological Park, Federal Latin American Integration University (UNILA), and Ciudad del Este with **SEBRAE-Paraná** and **CAEMPRI**
- 11<sup>th</sup> June:** **WS-2a in Foz do Iguazu**
- 12<sup>th</sup> June:** Transfer Iguazu-Posadas
- 13<sup>th</sup> June:** **Workshop on CBC in the Parana River Axis** (AR-PY)
- 14<sup>th</sup> June:** Flight/ferry Posadas-Buenos Aires-Montevideo
- 15<sup>th</sup> June:** **WS-2b in Montevideo**  
Meetings with stakeholders
- 16<sup>th</sup> June:** Ferry back Montevideo-Buenos Aires
- 17<sup>th</sup>-18<sup>th</sup> June:** Programme in Buenos Aires with **COMIP (edition meeting)** and other stakeholders
- 19<sup>th</sup> June:** Return of AEBR Team to Europe

**Detailed programme and description of every information session and workshop can be found in Interim Reports IS-1, IS-2, WS-1 y WS-2, and in the AEBR website:**

[http://www.aebr.eu/en/activities/projects\\_programmes\\_detail.php?project\\_id=19](http://www.aebr.eu/en/activities/projects_programmes_detail.php?project_id=19)

**CBC Areas in South America:**

**IS-1 + WSs-1, IS-2 + WSs-2, Paraná River**

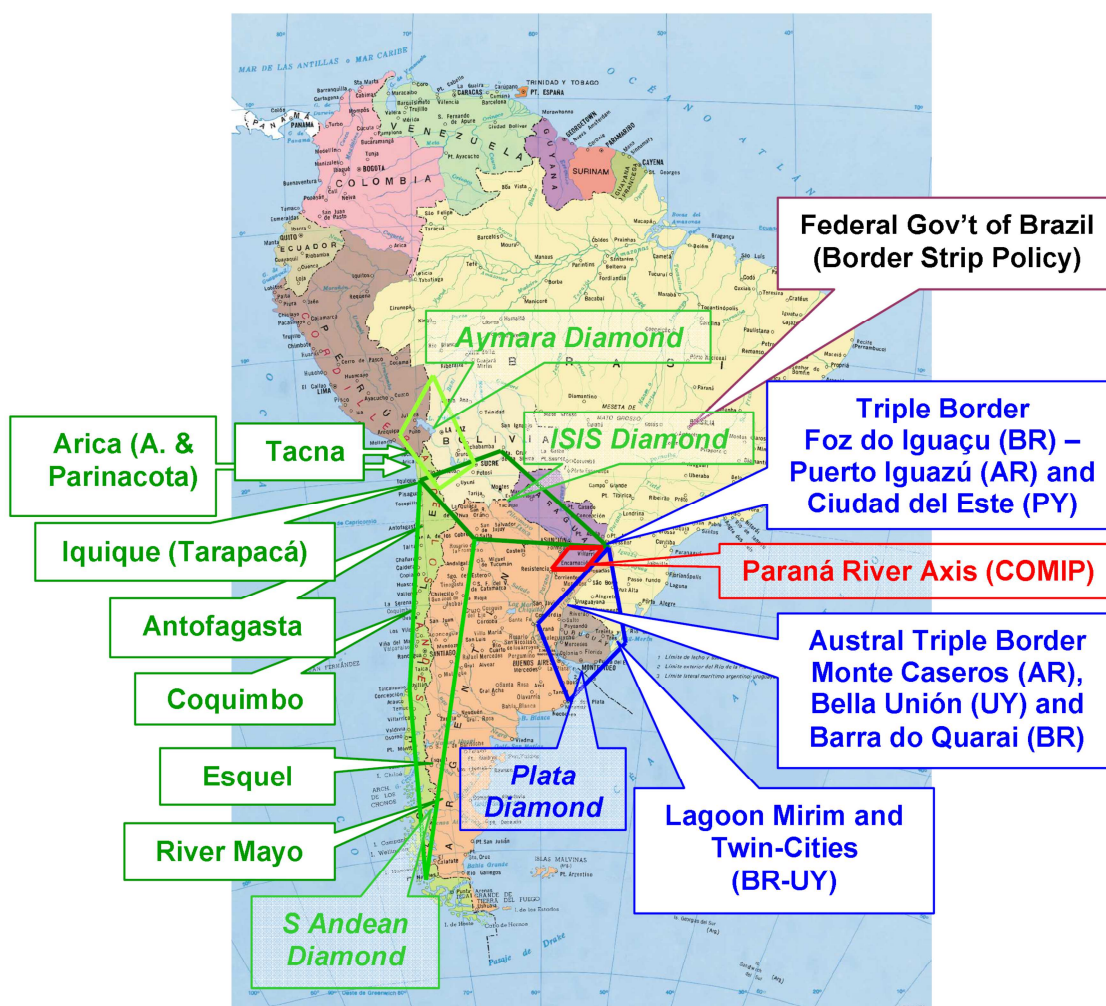


Fig. 4: Map of CBC areas in South America: IS-1, IS-2, WS-1, WS-2, integration diamonds and axis [Source: AEBR, Gronau, 2012 (own elaboration)]

- **Green frames** indicate border areas of influence of participants in IS-1 and WS-1, **blue frames** those of IS-2 and WS-2.
- **Transparent frames** belong to integration diamonds and development axes identified during the exercise of these activities.
- **Detailed maps can be found in every Factsheet** (see annexes 2-10).

**Integration diamonds** (*rombos de integración*) are interregional/transnational cooperation areas. They could be considered as potential “macro-regions”.

River Paraná is considered the first **CB integration axis** identified, described and analysed in a specific study<sup>9</sup> develop within these series of works that the AEBR has implemented for the European Commission (DG Regio).

<sup>9</sup> Op. cit. (Footnote 2) and related factsheet

#### **4. LOGÍSTICS AND RELATED ASPECTS**

##### **4.1 Organization of travel, accommodation, meals and meeting places**

In general, the experience of AEBR in organizing international events, with participants from very different origin and in very diverse environments, was very useful to elaborate programmes, to coordinate with all participants and speakers, and with their institutions, in order to incorporate them in the most adequate way. The collaboration of AEBR staff and its members in the regions visited during the information sessions was crucial to confirm and implement activities; while the involvement of host authorities and other local players was a determining factor to successfully organize the workshops (infrastructure, equipment and supporting professionals), as well as the transfers to several additional visits and the identification of stakeholders. Around one hundred people get involved in every information session, and a similar number in those activities related to WS-1. More than sixty were involved in WS-2, apart from various institutions and enterprises; and a similar number got additionally involved in the workshop organized in Posadas for the River Paraná Project. So, almost **half a thousand persons took part** in this project.

The organization of accommodation, meals and transfers in Europe did not mean major difficulties, as most of the bookings were done well in advance in coordination with local stakeholders. However, the biggest challenge was the organization of flights from Latin America. In most cases, selected people could be contacted on time to organize agendas and make reservations accordingly, taking into account waiting times for air connections and a variety of participants' commitments.

In some cases, as the Bolivian participation in IS-1, despite the confirmation of a representative of the Ministry of Foreign Affairs long time in advance, this presence was cancelled without too many explanations only two days before departure. In another case, the Mayor of the Argentinean municipality of Trevelín cancelled his participation the day before leaving due to health problems. In IS-2, despite an early confirmation, some presences were cancelled with the tickets already issued. We could choose replacements in our "waiting list". In two occasions, we had "additional" participants, whose intercontinental travel costs were taken up by the own organization in one case, and privately the other one. Other costs were covered by the contractor (AEBR). In several cases adjustments were made in travel plans due to different schedules involved. These costs were also taken up by the contractor.

These cancellations very close to the day of departure meant some loss due to non-used air tickets. In other occasions, air tickets had to be changed. A special case was Mr Zafiroopoulos, who had to bring his departure two days forward due to his designation as Governor of the Chilean Province of Antofagasta. The President of the Republic requested his presence in Santiago. Another interesting case of professional promotion was Mr Navarrete, who was designated as SEREMI (Regional Ministerial Secretary) for Transport at the Region of Tarapacá.

Accommodation and meals were to the participants' liking, as well as the short (and not so) transfers by road. Venues for meetings were well equipped in all cases and, sometimes, they were outstanding locations due to their condition of historic or environmental heritage.

Regarding Latin American workshops, European participants' logistics were organized well in advance in coordination with the hosts and other local players. As it was mentioned before, local support was determinant for the correct organization of these workshops.

Most difficult challenge was fitting various schedules together. This was particularly the case with both failed workshops: the first to be organized in Esquel (Argentina), not possible due to different cumulated reasons. The workshop in Tacna (Peru) was not possible due to the dates. Fortunately, both Iquique and Arica took on the tasks and two activities were organized in these Chilean cities. The hosts (Regional Governments of Tarapacá and Arica & Parinacota) did their best to prepare draft programmes and invitations to take part, resulting in an appropriate number of participants. The venues were very well equipped in all occasions.

No major difficulties were experienced in WSs 2, as both the dates and contents, and the participants' profile, already defined during the second information session (IS-2), were fully respected. The only contingency worth mentioning happened at the airport of Carrasco (Montevideo), forced to close before the expected landing of the flight from Aeroparque (Buenos Aires) with the AEBR Team due to weather conditions. No suitable alternative was offered and the team had to stay overnight in Buenos Aires to take the first ferry to Montevideo in the morning. The late arrival to Montevideo did not stop the opening of the workshop WS-2. The participants reorganized the programme and stressed a deep dialogue amongst them in the light of some lessons learned in Europe during the morning session. In the afternoon, the tasks concentrated on the specific materials of this project.

#### **4.2 Linguistic issues**

During information sessions, Spanish-speaking Latin American participants preferred receiving the information in Spanish, and this was also the case of Brazilian participants. For that reason, speakers, experts and escorts were selected with Spanish skills, when possible. All the time there were several interpreters available in the team. Looking at the participants' comments, there were no major misunderstandings. In case of difficulties for lusophone participants during information sessions, a consecutive interpretation was done by the speaker, organizers, hosts or own participants. The contractor took very good note of the need that presentations and explanations are made in the participants' mother tongue. This guarantees better attention and understanding of concepts, as well as assuring a higher participation in debates and exchanges.

During WS1-1 there were no major issues on languages, because they run in Spanish-speaking border regions, and all European participants were Spanish-speaking as well. In WS-2a, most of the tasks were done in Spanish, with some of them in Portuguese, the usual way of implementing activities at the Triple border AR-BR-PY, without any communication problem (most of Brazilian participants understand Spanish very well and they can speak it in a very reasonable way, while Spanish-speaking are used to work with their Brazilian peers, and they know the language quite well in most of cases). On the other hand, Portuguese spoken in South Brazil is easily understandable by their neighbours without a great knowledge of that language.

#### **4.3 Cultural-social programme**

Cultural and social activities incorporated to the programme of information sessions were selected in relationship with their cross-border interest, so that they could serve as "friendly" illustration of the complex processes that take place at most European cross-border regions. Another objective was the possibility to go more deeply into some basic elements of information sessions: the long European experience in CBC and the significance of the European integration process for citizenship.

During IS-1 visits were organized to border vestiges of the conflicts that razed European borders during centuries, the city of Aachen, centre of one of the first European

integration proposals (Holy Roman Empire with Charlemagne), and alpine border regions in Southern Germany.

During IS-2, the collections of historical monuments in Merida and Évora were visited, with their vestiges of the Roman province of *Lusitania*, the Visigoth presence and the Arabic past, all of them common circumstances for all Spanish and Portuguese regions visited. The cities of Cáceres, Pamplona/Iruña, Jaca, Bilbao/Bilbo, San Sebastián/Donostia, Irún/Irun, Fuenterrabía/Hondarribia and Hendaye/Hendaia were also visited due to their heritage and their border character.

In Extremadura, Alentejo, Navarra, Aragon, Aquitaine and Basque Country, local gastronomy exerted a great deal of influence on Latin American participants, highlighting many similitudes, variations and specificities across the Atlantic Ocean.

Similarly, these types of activities were included in the workshops' programmes because of their cross-border interest. In WSs-1, the Duty-free Zone of Iquique, several sites in Arica related to historical conflicts with Peru and Bolivia, or the cross-border road section between Arica and Tacna. The team also took part in the celebrations of 7<sup>th</sup> June in Arica. In WSs-2, the Iguassu Falls Park, the Itaipu Dam, several social entrepreneurship initiatives in Puerto Iguazú, a dance and music festival in Foz and the commercial areas of Ciudad del Este. Some particular places in Buenos Aires and Montevideo were also visited, as well as the ferry itinerary across River Plate, and the chance to use integrated border checkpoints between Argentina and Uruguay.

## **5. CAPACITY BUILDING**

### **5.1 Training Programme**

The contents of the programmes were based in those elements included in annex 3 of the Inception Report ("Training Programme"), already discussed with the European Commission (DG Regio), speakers, visited regions and participants, with the aim to adjust and coordinate timing, efforts and resources devoted to every section. In that annex expected **practical results** were suggested, as well as the **challenges** to be faced<sup>10</sup>. This Training Programme was based in the **priorities, activities** and **instruments** proposed in the study on CBC in Latin America elaborated in 2010 aimed at strengthening local capacities to manage cross-border territories.

Different materials, presentations and conversations were also organized on the following aspects:

- General Information on the EU
  - Europe, past and future
  - EU Institutions and Advisory Bodies
  - Community Initiatives, Economic and Social Cohesion, and Regional Policy
  - Subsidiarity, Partnership and Multi-Level Governance
  - European Border and Cross-Border Regions
  - Added Value of CBC
  - Results of CBC
  - The Future of CBC
  - Cross-border Strategies, Programmes and Projects

---

<sup>10</sup> See the "Annex III: Preliminary Training Materials" of the *Inception Report of this project* in the e-Learning Platform: [http://www.aebr.eu/en/activities/projects\\_programmes\\_detail.php?project\\_id=19](http://www.aebr.eu/en/activities/projects_programmes_detail.php?project_id=19)

- German, Dutch, Belgian, French, Spanish and Portuguese political and constitutional realities (and debates) within a cross-border context.
- Organization of territorial public authorities and the distribution (and devolvement) of competences.
- The external action of European regions in general, and CBC in particular.
- Presentation of CBC structures (Euroregions, CB Initiatives' Cabinets, Working Communities, and EGTCs).
- The Case of international decentralized cooperation and *paradiplomacy* networks.
- Specific case-studies in Latin America:
  - Theoretical approaches
  - The extent of the borders under study
  - From barrier borders to potential cooperation
  - Continental (and sub-continental) integration, and CBC experiences
  - Workshop: CBC as an instrument of integration and management of border territories
- The relevance of the European experience:
  - Foundations of CBC efficiency
  - Advantages of BC strategies and programmes
  - The special role of INTERREG Programmes
  - Advantages and role of CB structures (Euroregions or similar structures)
- Recommendations of the 2010 *Report on CBC in Latin America*, including the Action Plan for short- and mid-term.
- The roadmap to develop CBC in Latin America.

## **5.2 Documentation given to participants**

The participants received supporting materials related to those aspects summarized in section 5.1 (including links to relevant websites of the EU institutions, the AEBR and CB structures, operational programmes and CBC projects presented during information sessions), as well as a selection of presentations and papers, usually in digital format. After information sessions there has been a continuous exchange and debate on specific issues between Latin American participants, with their professional circle, with European experts and institutions involved and with the AEBR.

## **5.3 Handbook of CBC and factsheets of borders under study**

The guides / handbooks, main deliverables of this project, were conceived as supporting materials for actions to strengthen cooperation in every border region. After revision and discussion with the European Commission and main players, the need to elaborate general guidelines was observed, in order to let readers know all procedures that, at least, will facilitate the development of concrete actions. In this sense, several *on trial* versions of these guidelines, named Handbook of CBC (*beta version*), were annexed to interim reports WS-1 and WS-2. During the elaboration of the current Final Report (and, finally, those related to workshops WS-3 and WS-4 in 2013), the handbook has been updated, as well as the factsheets related to every border area under study. As annexes to the present report there are new (beta) versions of the handbook, the factsheets for the borders under study (AR-CL, BO-CL-PE, AR-BO-CL, AR-BR-PY, BR-UY and AR-BR-UY),

the ISIS and the River Plate rhombuses, and the Parana Axis. Final versions, once reviewed and polished by all stakeholders, will be updated for the Final Report of project *2012.CE.16.0.AT.035*. With this purpose, an important effort has been made to identify main lessons learned, good practices and the relevance of European expertise to overcome similar obstacles to those identified in Latin American border areas. The drafts were discussed on the ground, at the workshops and with every player identified by the participants in their professional circle.

The AEBR has supported permanently Latin American participants in the development of these documents, contributing in relationship with lessons learned, good practices and the relevance of European experience in overcoming obstacles for CBC. The structure of the **LACE Guide of CBC** has been used, a handbook to support European CBC structures, in particular those in Central and Eastern Europe, elaborated during the nineties in the framework of a project implemented by the AEBR with the support of the European Commission. Several editions of this Guide were prepared in a time when many border regions had created CBC structures, or they were under construction, in their shared borders, with the EU and with other countries. CBC experience, the implementation of European projects and networking were strong contributions to the process to prepare these countries for their accession to the EU. The LACE Guide was a very useful instrument for most of these structures, and also for those already established in Western Europe, as well as for early initiatives in Southern European countries.

While organizing all activities of information sessions IS-1 and IS-2 (as in the following IS-3 and IS-4 in 2013), and in the workshops in Latin America WSs-1 and 2 (and following WSs 3 and 4), the new version of the LACE Guide — now **Handbook of CBC** —, and the **Factsheets** prepared for every border under study, have been polished so that, at the end of these projects, they will be main training tools (**Deliverables 2**) and basement of the e-Learning platform for exchange of good CBC practices between Latin America and Europe, to be managed long time after finishing the projects.

The effective realization of workshops let access to most relevant information on the cooperation being implemented at the borders under study. Besides, additional documentation was obtained from various sources: contacts in participating countries, media, articles and studies made by other teams, etc., with the aim to have most information as possible to be incorporated to the factsheets. This factsheets have been updated permanently with the new gathered information. Specific findings for every border have been included in every factsheet, and it is the intention to keep on doing this after finalizing the project. Main elements have been discussed with different players on the ground and online, as well as in these workshops and other additional activities. Many elements of the factsheets, particularly those related with the workshops WS-2, are under development by institutional players.

#### **5.4 e-Learning Platform**

All documents related to ISs and WSs were uploaded in a special section of the AEBR website, accessible to participants. In this section also speakers' presentations and other materials are accessible.

Several technical options have been analysed for this information to be clearly identified, easily accessible and become an attractive set for online users. Some prototypes have been designed, but a definitive version has not been decided yet, though available information has been already uploaded to be consulted. At the end of the process initiated in April 2012 with the first information session, and the delivery of the Final



Report of project 2012.CE.16.0.AT.035 in 2014, the e-Learning CBC Platform with all relevant information available in AEBR files, European border regions, European institutions, management authorities of several operational programmes, CBC structures and other players related to project and programme implementation, will be fully operational.

Besides, the Handbook of CBC will be included electronically, so that it would be updated, complemented or discussed by users and any expert of interested person in doing so.

This platform is under construction in the following link:

[http://www.aebr.eu/en/activities/projects\\_programmes\\_detail.php?project\\_id=19](http://www.aebr.eu/en/activities/projects_programmes_detail.php?project_id=19)

This was the first occasion for the AEBR to elaborate a platform of this kind, so it suffers from several main shortages, which are being rectified after discussion with relevant stakeholders.

## **6. MAIN FINDINGS AND LESSONS LEARNED**

There is a great interest in showing own CBC initiatives, scarcities, specific demands and potentialities by both European and Latin American hosts.

There were very interesting findings within the activities programmed in information sessions, especially from the debates between the participants and the AEBR, in group, per border area and per country. During the sessions, the participants' expectations in relationship with the activities, the follow up of the whole experience and the conditions of every border area were explored. Building on the experience of the first information session, the exchange was more systematic in IS-2, for participants to begin to define the main elements of the Handbook and the factsheets, the main outputs of this project.

In fact, the experience of IS-1 led to a series of lessons that were taken into account in IS-2 in relationship with the coordination of participants, the complementarity between programmed activities, the possibilities and the follow-up of the elaboration of practical guides with information from the ground, the exchange of opinions on the way to organize the workshops, etc.

The workshops also meant an enormous leaning experience, given the incidences produced during the gestation, preparation and implementation of the first series of workshops (WS-1), organized from the IS-1. These incidences were the result of some departing mistakes by the contractor, and the own circumstances in every border region involved. Of course, very good note was taken in order to prepare the following workshops:

- If workshops WS-1 were too much biased to one single country, evidencing many underlying problems in some failed CBC initiatives: single-sided orientation, ...
- ... in next workshops (WS-2a in Foz do Iguacu, WS-2b in Montevideo, and following WS-3 and WS-4) the participation of all parties in the cross-border region(s) was guaranteed.

Learning has been permanent, and the contractor has kept on taking good note for further sessions related to other border regions.

Another reason for difficulties in organizing a formal activity at the AR-CL border was that Argentinean and Chilean participants in IS-1 do not match a common border area. The selection of these regions was the option chosen by Latin American main counterparts of this project, and the initial intention was the promotion of CBC initiatives concentrating on the most active side of the border.

However, the European team received information on the organization of the border committees and other coordination structures (see the factsheets of every border for more information). On the other hand, further dynamic borders have been identified along the implementation of this project.

Despite of the difficulties to consolidate steady CBC processes in Argentina, there are some initiatives with a high operational and organizational potentiality.

At the most austral triple border in the world, *Intendente* (Major) Eduardo Galantini, well known experts and other players are driving a process which is worth to be followed with interest<sup>11</sup>.

In the workshops organized in Chile, there were many regional and local institutions from this country, but very little participation of neighbouring countries (this aspect was very much taken into account in following workshops). In the case of Brazil and Uruguay, there was national, regional and local participation, as well as universities and civil society.

These are some of the **risks** that were taken into account when facing decentralized CBC processes:

- Lack of time and changing conditions
- Priority given to CBC, against local priorities
- Characteristics of participants' working places (more or less related to CBC)
- Complex relationship between objectives
- Coordination and complementarity between very diverse institutions
- Budget, communication and accessibility
- Border disputes
- Personal risks
- Mistakes and biases caused by simplification, haste, cultural perceptions, etc.

In every CB environment, there are some **challenges** to address regarding training of political representatives and administration staff. These have to be mainly with misunderstandings between what CBC is and what it is not, and what CBC can solve and what it cannot. On the other hand, there will always be reluctances, asymmetries, and many other barriers (physical and psychological) to overcome. Local players have to be ready and convinced to act in a pure "national" environment, where competences and sovereignty play a leading role.

During information sessions, analyses of participation were made in order to draw most relevant information as possible on CBC players in every area represented by the participants and then they were compared with European cross-border regions visited. This exercise offered a wide spectrum of active players in every area at all levels (local and national authorities, civil society including some NGOs, the private sector and universities). As a result of relationship amongst peers (entrepreneurship promotion agendas, technological centres, universities, public authorities, etc.) between Latin American participants and Europeans who met (speakers, authorities, projects' and

---

<sup>11</sup> A wider vision on this border area (and more) can be read in: E.L. y Oddone, N. *Monte Caseros – Bella Unión – Barra do Quaraf: Un escenario privilegiado para la cooperación transfronteriza en el Mercosur*. Ediciones Instituto Superior Dr. Arturo Jauretche, Merlo (AR), April 2013

programmes' officers and managers, ...), very interesting initiatives have emerged, which are in different phases of design and development despite of distances<sup>12</sup>.

During **closing and evaluation** of information sessions, Latin American participants deeply debated on main elements of every practical guide/factsheet for CBC in their own border regions, and evaluated implemented activities. General assessment was very positive, and all participants agreed with the in-depth information received, the possibility to dialogue with all speakers and representatives of many visited projects, bodies and institutions, as well as the huge amount of valuable information gathered and, once processed and discussed with their professional colleagues, will afford new ideas and approaches to develop sustainable CBC in every region. In the case of IS-2 a set of specific forms were produced, distributed amongst all participants, including questions related to the evaluation of the experience. Annex 14 of this Final Report is the Form to Gather Information and Opinions, which responses were used to organize and develop workshops 2a in Iguazu and 2b in Montevideo.

After WS 1a (Iquique) an enormous interest was evidenced amongst Latin American participants to make the most of the opportunities opened by CBC, but there are no stable links enough across borders to facilitate fluent and efficient communication between all involved players.

WS 2a (Iguazú) was systematic experience with multiple players, allowing the study of different initiatives developed at the Triple Border AR-BR-PY. The characteristics of the *Integrated Security Committee* were presented, where the community and chambers of commerce are the main players.

In WS 2b (Montevideo) participants from both the Brazilian and the Uruguayan sides presented some of the most interesting CBC initiatives —several border integration committees, the *Committee of the Lagoon Mirim Basin*, waterways and urban sanitation projects for twin cities, the *MIDES-Border Programme* and, above all, the FOCEM, only experience of this kind in Latin America, with a very promising projection—. The conclusions evidenced a crowd of players in all levels involved in developing a systematic CBC in the area, though it is still necessary a bigger coordination of efforts and wills. The role of European cooperation agencies, such as the AECID (Spanish Agency for International Cooperation for Development), is quite far from negligible in this and other cross-border areas in Latin America.

In general, it was quite difficult to get all relevant information to be included in the Handbook and Factsheets. The answers to the proposed forms in the project were not very successful, but in several borders under study it was established a permanent flow of information, allowing the knowledge of legislation and operational progress. It is very important to build upon cooperation structures which are already established, despite their size or impact. It is also important to incorporate all players from every administrative level and, once again, stress the training needs for those who have to operate CBC initiatives.

Other players were identified in successive phases of this project, as it is the case of several municipal, producers, workers or entrepreneurs associations with a cross-border element.

---

<sup>12</sup> At the end of 2013 many initiatives have been identified amongst European and Latin American (direct and indirect) participants, with the involvement of some representatives of African CBC. It is very interesting to look at the opportunities opened by ICTs in the organization of intercontinental public, private and public-private partnerships, as it can be seen when studying carefully the experience of SEBRAE, particularly SEBRAE-Paraná and its unit CDT-AL (Technological Development Centre for Cross-Border Integration of SMEs in Mercosur and Latin America).

These are main findings of this project regarding the experience of national governments in South America:

a) **Chile**. During the **working sessions** with **SUBDERE** (Under-secretariat of Regional and Administrative Development, Ministry of Interior and Public Security of **Chile**), an overview on the structure and programmes at national level was offered, as well as its relationship with departments of regional and/or border integration in its neighbouring countries.

Some interesting initiatives have been initiated by several regions, but much more is expected from the new period opened in 2014, with direct election of regional representatives by the citizens.

b) **Peru**. Peruvian policy on Border Integration has been known through the active participation of the **Ministry of Foreign Affairs of Peru**, Directorate of Border Integration and Development) in IS 1 (and in IS-3, plus the organization of WS-3b in 2013), as well as its input to a series of workshops in November 2012 in Cusco, Tarapoto and Lima<sup>13</sup>, with the support of the European Commission (DG Regio) and the EU Delegation in Lima, and the Conference celebrated in December 2013 in Lima.

c) **Brazil**. Between IS 2/WS 2a (May-June 2012) and IS 4/WS 4b (May-September 2013) deep changes happened at main federal departments in Brasilia. The AEBR team could work with the previous team and initiate exchanges with the new one. There is a continuation of previous policies initiated at the Brazilian border strip, as it was already stressed in the 2010 general report on CBC in Latin America<sup>14</sup>. However, despite of 19 ministries somehow competent in "border issues", there is an ongoing effort to coordinate all actions at more than 15,000 km of Brazilian borders by the Ministry of Regional Integration and its Secretariat of Regional Development, as well as several secretariats at the Presidency of Brazil. During the working sessions at the **Triple Border AR-BR-PY**, in Foz de Iguacu, Puerto Iguazú and Ciudad del Este, with the strong support of **SEBRAE** (Brazilian Agency to Support Micro- and Small-sized Enterprises). SEBRAE took part in Information Session 2 and co-organized Workshop WS-2a, it was offered the chance to know and debate the thick network of contacts, exchanges and interests playing their role in this very particular border area.

d) **Uruguay**. **Uruguayan policy of border integration** has been known through the participation of several Uruguayan governmental departments and institutions both in IS-2 as in WS-2b. Main player was the University of the Republic, organizer of the workshop in Montevideo.

e) **Argentina**; and f) **Paraguay**. Argentinean and Paraguayan border policies were already discussed in the study case of the Parana Axis<sup>15</sup>.

g) **Bolivia**. Despite several contacts it was not possible to get direct information on Bolivian policies for border integration.

h) **Multilateral**. On 30<sup>th</sup> and 31<sup>st</sup> March 2013, the **XXIV Meeting of Directors International Cooperation in Latin America and the Caribbean** took place in San Salvador (El Salvador), organized by the **SELA (Latin American and Caribbean Economic System)** under the motto "Regional Cooperation on Border Integration". In

---

<sup>13</sup> As already mentioned, in the interim reports related to project 2012.CE.16.0.AT.035, most relevant elements of these activities, organized in collaboration with DG Regio and the EU Delegation in Lima, were explained.

<sup>14</sup> Op. cit. (note 6) and related factsheet

<sup>15</sup> Op. cit. (note 2) and related factsheet

this meeting, many national and multilateral policies of border integration were presented. Amongst other institutions, the following presented their strategies / processes of border control and integration:

- the **Directorate of Borders and Limits** (Ministry of Foreign Affairs) of **Chile**;
- the **GD International Cooperation, Ministry of Foreign Affairs, Uruguay**;
- the **Financial Fund for River Plate Basin Development (FONPLATA)**,
- the **Border Development Programme of the Andean Community (CAN)**;
- the Uruguayan *pro tempore* Presidency of the **Common Market of the South (MERCOSUR)**;
- the **Amazonian Cooperation Treaty**;
- the **Economic Commission for Latin America and the Caribbean (CEPAL)**;
- the **Inter-American Development Bank (IDB)**;
- the **Andean Encouragement Corporation (CAF)**,

Four workshops on the ground showed concrete initiatives arising from regional/provincial/departmental governments:

a) **Argentina**; and b) **Paraguay**, were studied in the Paraná report. Please refer to the Factsheets for information on every border area.

c) **Chile**. In **Tarapacá** they were more oriented to cooperate with other regions, regardless of whether they share a border or not. In **Arica and Parinacota** a complex relationship with the neighbouring Peruvian territory due to historical circumstances, with constant minor incidents, seem to be ameliorated after the decision of the International Court of Justice in January 2014 on the maritime border dispute between Chile and Peru. The AEBR team could watch the situation during the celebrations of the 7<sup>th</sup> June 2012 in Arica<sup>16</sup>. The organization of the workshop WS 1b on this date was complemented with a videoconference between stakeholders in several continents with the aim to promote this date towards the international community as the **International Day of Integration across National Boundaries**.

d) **Peru**. Despite the very good relationship with the central government, no relevant contacts with decentralized governments of Peru took place in this project. However, a cascade of events was provoked afterwards, with European participation: a set of workshops in Cusco, Tarapoto and Lima in November 2012, the workshops WS-3a and 3b in Puno and Lima in September 2013, a huge Conference in December 2013 in Lima, with the participation of Director General Walter Defaa and other EU officers and experts, showing a growing participation of different Peruvian stakeholders at national, regional and local level, both in the public and private sector, and including several networks with the participation of universities, civil society organizations and NGOs.

e) **Bolivia**. The relationship with Bolivia was difficult in the present project, and some doors opened during the project implemented in 2013. Main subnational partners identified are *Norte Paceño Tropical*, a union of municipalities in North La Paz, cooperating very actively with their Peruvian peers of the *Mancomunidad de Puno*.

f) **Brazil**. At the workshop in **Iguazú** (WS-2a) a complex network of public and private initiatives was evidenced in this border, oriented to develop activities in the fields of business, environmental protection, cultural integration, a strong social approach, etc.

---

<sup>16</sup> These simultaneous celebrations in Arica (CL) and Tacna (PE), showing elements with a nationalistic nature, are very little prone to cooperation. However, in the occasion of WS-1b, the Regional Government of Arica and Parinacota made an important effort to add cross-border approaches, when it accepted the AEBR's proposal to organize in this very date several activities to promote CBC in the region and at international level.

g) **Uruguay**. In **Montevideo** (WS-2b) the Brazilian-Uruguayan border dynamics were presented, with the important role of twin-cities and the decided input of Mercosur, particularly with instruments like the FOCEM.

Local authorities have also played a very relevant role. In both information sessions (1 and 2) there were Argentinean mayors, other local representatives have taken part in the workshops, and others have been contacted additionally.

Latin American participants listed in annex 12 of this report contributed with their expertise and offered made valuable inputs in many debates and exchange of experiences included in the programmes of information sessions, resulting their participation very satisfactory for the organizers and participating experts, being their involvement evaluated very positively, and receiving participation certificates issued by the AEBR.

Once developed the sessions and workshops in their territories, the participants have been able to disseminate this knowledge in their respective professional sectors. Permanent links across the Atlantic have been implemented to facilitate standing bilateral cooperation, and to offer a reference framework to develop policy strategies and concrete actions to promote a better CBC.

After the sessions, the participants produced some very useful materials to elaborate supporting elements to develop concrete actions (design of cross-border concepts, structures and projects), to allow an effective cooperation in every border area.

These materials and elements have been included in the **Handbook of CBC** and, above all, the **Cross-Border Factsheets**, after being discussed in workshops with local and regional authorities, civil society, the productive sector and the academia. With the gathered data, and the conclusions of these activities, most necessary information for handbook and factsheets was compiled.

After the implementation of these activities, we can corroborate an increase in the political will at all levels. Many local and regional authorities are playing a growing role, despite of difficulties to decentralize public policies and services<sup>17</sup>, and to coordinate them across national boundaries. Nevertheless, bilateral agreements are still most efficient mechanisms to activate CBC in these borders.

From their side, participants were fully satisfied with the training programme, and the organization of activities, logistics and the possibilities to debate at any time with the organizers about any question of their interest, from specific projects visited to those initiatives in development in Latin America.

---

<sup>17</sup> On 17<sup>th</sup> November 2013, first regional Election through universal suffrage took place in Chile. Together with presidential and parliamentary election, Chileans have directly elected their Regional Councillors (*Cores*) for the first time.

## **7. FEEDBACK AND "SIDE EFFECTS"**

As an output of the activities organized in the framework of the workshops, there have been several approaches between the regional governments involved across their borders, and even within the proposed integration diamonds. There has also been a series of very interesting conversations between Foreign Ministries and other governmental departments, being some initiatives very promising.

### **7.1 Handbook of CBC**

The elaboration of practical guides / handbooks as it was defined in the inception report was a bit complicated, due to the difficulties in getting necessary information from our partners, and also due to different perceptions on how to face CBC in every of the regions under study. Some of the participants with a great previous experience in CBC elaborated a questionnaire and summarized main questions to address by the participants and other stakeholders in their circles. However, multiple "side effects" resulting from information sessions obliged to have a permanent coordination line with a group of European and Latin American very dynamic players.

As it has been explained before, between information sessions and workshops the proposal of a general handbook to include the information produced in Europe and some appropriate examples. Besides, the proposals of factsheet for every border under study and the "integration diamonds" were also prepared.

Some of the preconceptions in Europe about the operation and dynamic of CBC in Latin America have also been solved. Challenges and other issues to take into account in order to promote CBC in Latin America are very similar; therefore it has been proposed to elaborate a general practical guide (Handbook) for CBC in Latin America. On the other hand, the specific documents under preparation for every border differ greatly from one to another, and this has enriched the exchange process between Latin American and European experts. In any case, once discussed the contents of every of these documents at the workshops organized in Latin America, the contractor has managed to go forward in the elaboration of the final versions to accompany the various processes initiated or strengthened thanks to the activities of this project.

### **7.2 Partnerships**

Numerous bilateral contacts have taken place during and after the activities planned in this project, leading to the development of additional initiatives, protocols of cooperation between regions and other institutions in both continents, business proposals, etc. This process is still alive with a rising number of registered activities. As an example, Argentinean participating provinces have searched for services and consulting providers in visited European regions; Chilean participants have elaborated some proposals to strengthen their international and neighbourhood relations, showing a great interest in interregional cooperation processes; the participant from Peru in the first information session made some cooperation proposals to exchange experience between Peruvian border management with their neighbouring countries and several European ones, etc.

Amongst other activities, a pilot experience was organized: a training stage for a trade officer from the regional government of Extremadura in a project of agricultural commodity chains in *Matto Grosso do Sul*. And many other activities have been organized or are in planning process due to bilateral agreements between participating European and Latin America institutions.

### 7.3 Other effects

Besides the findings and lessons learned reviewed in the previous chapter, there are many “side” effects produced in the course of this project. Direct and collateral effects still occur constantly, as most of the contacts have borne fruit amongst Latin American and European participants, and between the own Latin American participants themselves, as most of them have not met each other before information sessions. From then on, several activities have been organized, becoming stronger with the implementation of the workshops in June 2012. Similarly, new activities and contacts happened after the workshops:

- Contacts through the **Argentinean Federation of Municipalities** to exchange experiences in several fields and propose specific projects, as the alliance between the Secretariat for Science, Technology and Productive Innovation of the provincial government of **Chubut** (AR) and FUNDECYT, the Foundation for the Development of Science and Technology of **Extremadura** (ES).
- The municipality of **Rio Mayo** (AR) launched an initiative of wind park, looking for partners in Europe using the contacts made in IS-1.
- The provincial government of **Chubut** (AR) is promoting a series of reforms to implement free software in public administration, having contacted with several European institutions identified during IS-1.
- The creation of a **Federal Network of Cross-Border Municipalities** is promoted in Argentina, and the support of the AEBR has been requested.
- The Regional Unit of International Affairs (URAI) of the Regional Government of **Antofagasta** (CL) sent interesting documentation on Border Facilities in the region, operational bodies in border crossings, their control services, the constitution of single checkpoints between Argentina and Chile at the border crossings of Jama (with Jujuy) and Sico (with Salta), and their transition to Integrated Border Facilities. They also referred information on the Border Facilities in:
  - Socompa: to Salta, railway only, it connects with the Argentinean branch line (*General Belgrano* Railway) of the Salta-Antofagasta Harbour Complex Railway.
  - Border Crossing in *Hito Cajón* (or *Portezuelo del Cajón*) and Ollagüe (Bolivia)
- The Regional Government of **Tarapacá** (CL) has begun to prepare agreements to develop the ISIS Diamond, and has taken part in several activities outside Chile. They have also provided the following documents:
  - “Agreement of Cooperation between the Province of **Salta** (Argentinean Republic) and the Region of Tarapá (Republic of Chile)”, 17<sup>th</sup> January 2012, for the cooperation and integration in various areas of interest for both parties, exchange of experiences, etc.
  - “Ratification of the Framework Agreement of Cooperation between the Region of Tarapacá (Republic of Chile) and the Province of **Jujuy** (Argentinean Republic)”, 18<sup>th</sup> January 2012, to elaborate a joint agenda and collaborate within the macro-region of the Tropic of Capricorn Bi-oceanic Corridor through the Jana System, and to establish an online platform for joint cultural, touristic and commercial promotion of both territories.
  - “Memorandum of understanding between the Autonomous Departmental Government of Santa Cruz (Bolivia) and the Region of Tarapacá (Chile), 19<sup>th</sup> December 2012, to promote bilateral relations, economic, social, cultural and touristic integration, and the elaboration of a “Joint Agenda”.



- Participation of the Regional Government of Tarapacá, Chile (Mr Navarrete) and the Argentinean Federation of Municipalities (Mr Checura) in the Open Days 2012:
  - Seminar organized by DG Regio on the “European Experience in CBC”.
  - Meetings with FUNDECYT, on potential projects with Argentinean Municipalities.
  - Debate of CEPLI (European Confederation of Local Intermediate Authorities).
  - Exchange of experiences on the use of free software in public administration.
  - Exchange of experiences of R&D and innovation on biomass.
  - Exchange of experiences on waste management in CB regions.
- The Directorate of Border Development and Integration of the **Ministry of Foreign Affairs** of **Peru** made available the following publications and information:
  - “Border Development and Integration”, presenting the influence of Peruvian legislation, like the *Strategy for Border Development and Integration 2007-2021*, and the Andean Community’s recommendations, such as those of the High Level Border Development and Integration Group (GANIDF).
  - Information on the Border Committee (BC), in particular the BC Peru-Chile, the only mechanism for border development and integration in this border area. It has organized annual meetings for more than ten years, creating a relaxed and collaborative cross-border environment, as well as advances in border facilitation and integrated control, an active programme of exchange and cross-border collaboration in social development, fight against poverty and healthcare. Recently its name was changed to “Border Development and Integration Committee” in order to include economic-productive development issues to give sense to processes beyond the authorities currently involved in border issues.
  - On 5<sup>th</sup> July 2012 the BC Peru-Chile met in Arica to evaluate the progress in the fulfilment of the agreements adopted the previous year in Tacna. On 6<sup>th</sup> July the installation meeting of the Bilateral Coordination Committee (CCB) of the Santa Rosa-Chacalluta border crossing took place at the Santa Rosa Border Complex. From 15<sup>th</sup> to 16<sup>th</sup> November the First Meeting of the Border Development and Integration Committee Peru-Chile took place. Both Vice-ministers approved the regulations of this committee and adopted several agreements for border economic and commercial promotion, cooperation in education, collaboration in emergency cases, in public health and social development. The regulations of the Bilateral Coordination Committee were approved as well. This bilateral body gathers representatives of border control mechanisms in both countries (Customs, Migration, Health and Police), in order to facilitate border control and coordinate practical, technical and operational aspects of the control and transit of persons, luggage, vehicles and goods through the Border Control Centre in Santa Rosa-Chacalluta. In this framework, to support the management of the integrated control, a Binational Computing Board was constituted.
  - Strengthening of the Association of Andean Rural Municipalities of Tacna (AMRAT): association created in 2002 by authorities of the provinces of Tarata and Candarave, their districts, and the district of Palca in the province of Tacna. They have a leading role in the management of binational projects in the border and, despite of their institutional situation, have placed the Andean issue in the regional agenda.

- Many more information has been received in relationship with other Peruvian borders, which will be included in the reports of the project implemented in 2013. All this information will also be added to the factsheet of every of these borders.
- Participation of several players involved in this project at the Hemispheric Summit of Mayors in Iguazú (AR) on 12<sup>th</sup>-14<sup>th</sup> June 2013:  
<http://www.cumbredealcaldes.com/programa.php>
- On the initiative of **SEBRAE-Paraná** (BR) a seminar was organized in Foz do Iguacu on 9th September 2013 on the concept "World Class Border Region", where the contractor was invited to take part, amongst other players. More comprehensive information on this activity will be included in the interim report corresponding to workshops WS-3, within the project with reference 2012.CE.16.0.AT.035. The idea arose from IS-2 and WS-2, and the dialogues promoted by these activities between CBC players in Latin America (the Triple Border AR-BR-PY in particular) and Europe. The departing point are the success indicators identified in "world class" entrepreneurial initiatives, with the aim to build up a new concept addressed to cities in border regions for them to make use of indicators to measure their performance in integration, CBC and international cooperation processes focused on local development and productive dialogue. It is also foreseen to develop competences in order to acquire political and institutional visibility and attractiveness for public and private investment by local leaders.
- Participation in the II World Forum of Local Economic Development in Foz do Iguacu from 29<sup>th</sup> October to 1<sup>st</sup> November 2013, organized by the UNDP's ART Global Initiative (Articulating Territorial and Thematic Networks for Human Development), SEBRAE, Itaipú Bi-national, Itaipú Technological Park, the Andalusian Municipal Fund for International Solidarity (FAMSI), United Cities and Local Governments (CGLU) and ORU-FOGAR (United Regions Organizations – World Forum of Regional Associations). This was a follow up to the I Forum celebrated in Seville in 2011 with the aim to share and exchange territorial practices and instruments for Local Economic Development (LED), and its relationship with national strategies of local development and the global debate on sustainable human development, as well as the need to implement and strengthen own public policies for local development. Another challenge addressed was how to combine this debate with operational practices and instruments to overcome the gap between conceptualization and implementation on the ground, as it has been demonstrated in other global events such as the UN Conference on Sustainable Development — Rio+20 — (June 2012), *Africités* (December 2012), and the World Social Forum (January 2012 / March 2013), amongst other. The **general objective of this II Forum** was to give some continuity to the strategic relationship between territorial development approach, its relationship with national decentralization and de-concentration policies, and with specific instruments suitable to integrate the three dimensions of sustainable human development on the ground. Expected results are: i) progression in the global dialogue on LED through the participation and sharing of experiences and visions of a wide diversity of players; ii) identification of successful public policies on LED based in the territory (good practices); iii) establishment of a system of experiences and data exchange on LED; iv) the building of alliances for a higher incidence in the global agenda, through a road map of joint activities; and v) awareness of governments to adopt in their public policies the concepts of LED and territorial development as an efficient incentive to improve live conditions of the population.

Entrepreneurial contacts between participating European and Latin American regions have also been promoted, which can mean additional sustainability for some of the

processes identified. A good example is the visit of twenty entrepreneurs from the Brazilian state of Paraná to the Euroregion AAA (Andalucía, Algarve and Alentejo) in November 2013.

These are the contacts, project proposals and other initiatives by now, though there are more actions which are under follow-up and supported by the AEBR. Detailed information on these initiatives is being incorporated to the respective factsheets.

## **8. CONCLUSIONS AND RECOMMENDATIONS**

The record of experiences and lessons learned, as well as the road map are in permanent evolution, but there are some general recommendations which are fully in force, such as:

***The need to deepen the building of local capacities through systematic training programmes on CBC for civil servants, political representatives and other players; and the necessary development of a regulatory framework to make possible a higher decentralization of some policies and services on the one hand, and the constitution of cross-border structures with joint staff and finances, on the other.***

The **main objective** is facing the main challenge for Latin American border areas:

***The demand of specific training in CBC needs coherent training programmes to strengthen local capacities, involving most relevant players in every side of the border, in order to provoke a more strategic approach to CBC. This will let cross-border concepts grow, and develop joint programmes and projects, organizing a permanent cooperation with sustainable CBC structures.***

Therefore, even much more important than training is the **generation of trust** across the border. Joint participation and drafting of training programmes (designed in a cross-border way, with the participation of public authorities, the private sector, the Academia and civil society) can pave the way of really joint planning, programme design and projects implementation, the best guarantee for successful and sustainable programmes, besides their capacity to influence political decision-making.

From Europe, the best and most adequate information available on CBC tools, practical experience and results in the last decades has been presented, and its influence in the European integration process. As usual, the following issues have been stressed:

- Avoid expressions like “administrative level” and “competences” when defining a cross-border structure. It is only about “feasible instruments” to cooperate and “the implementation of necessary cross-border tasks”.
- Try not to compare structures, competences, legislation, etc., across the border (they do not need to be or become comparable). We have to deal with these asymmetries.
- Overcome the lack of cross-border experience and skills through capacity building.
- Build communication and exchange mechanisms based on a system of mutual trust, and contribute to change many particular attitudes, perceptions and approaches on the other side of the border.

- Encourage “bottom-up” approaches in regional and local development (in close partnership with national authorities), involving all key players and taking into account particular local conditions (geographical, economic, cultural and political).
- Building of trust as essential element of an efficient and long-lasting CBC.

As it was to be expected, **not everything is good news**. It is widely known that, without the support of the EU Regional Policy and the active involvement of border regions, CBC would be impossible as we know it nowadays. Even more, some regions and structures show signs of weariness, and some CB organizations have closed down. Here the need of a “positive discrimination” for European border regions, resulting in CBC Operational Programmes cofinanced by the EU and Member States, as well as its persistence in the future<sup>18</sup>. European CBC programmes have made an enormous contribution to the development of European border and cross-border regions for twenty-five years, but they are still necessary in all of them, because border negative effects still exist in many daily aspects for border citizens (administrative, policy, economic, social differences). Cross-border development is a long process, which needs a long term vision (and sustained support). And this seems to be also the case in other continents, because border dynamics, in general, face similar challenges. Therefore, it has been very much stressed the need to establish long-term strategies and programmes allowing the normal development of the various phases of CBC (information, consultation, harmonization and integration). This is particularly important in the case of supranational strategies and programmes, supported by institutions like MERCOSUR (or rather, UNASUR). It has been particularly insisted on the need to take advantage of existing very promising initiatives, such as the Fund for Structural Convergence of Mercosur<sup>19</sup> (FOCEM).

That is why it seems convenient to stress the following:

- The model of Information Session for Latin American experts and politicians developed in this experience, visiting European institutions, national, regional and local authorities, CBC structures and concrete projects has a great value, because it allows to check with reality the huge amount of theoretical documentation available, whose understanding could be an enormous effort for not initiated. First-hand knowledge of the persons who manage CBC structures and implement concrete projects in European border areas is a very rich experience.
- Very good note has been taken of the need that presentations and explanations are made in the participants’ mother tongue. This guarantees better attention and understanding of concepts, as well as assuring a higher participation in debates and exchanges.
- The model of Workshops for Latin American politicians and experts, including European experts, is a good tool for exchange of information, but there is a great challenge related to the continuation of the dialogues and exchanges after the

---

<sup>18</sup> When initiating the drafting of the definitive version of this document (21<sup>st</sup> November 2013), the European Parliament has ratified the legislative package of the European Cohesion Policy 2014-2020, including all regulations related to the Territorial Cooperation Objective. They were adopted by the Council of the European Union in its meeting on 16<sup>th</sup> December 2013 and published in the Official Journal of the EU on 20<sup>th</sup> December 2013 (L 347).  
<http://eur-lex.europa.eu/JOHtml.do?uri=OJ%3AL%3A2013%3A347%3ASOM%3AEN%3AHTML>

<sup>19</sup> The Planning and Budget Office of the Presidency of Uruguay was one of the collaborating parties to organize the workshop in Montevideo (15<sup>th</sup> June 2012). They presented the various FOCEM programmes, allocated resources and their use, institutional organization, distribution of funds per programme and per country, as well as some flagship projects. An interesting presentation has been included as annex 11 of this report.

closing of the project. First-hand knowledge of active people on CBC on the ground (Latin American borders) it can be monitored which processes are active and to what extent, and the data base of contacts and initiatives can be updated.

- As in the case of information sessions, the time devoted to exchange of experiences in the workshops also allowed to draw valuable information on the possibilities, expectations, interests and challenges of every border region under study in Latin America, and check this rich portfolio against concrete European experiences. This information has been very useful to elaborate the Handbook and the Factsheets.
- The Handbook of CBC under elaboration, which Beta version is Annex 1 of this report, could also be useful in other continents, as in Africa. In this sense, several European experts taking part in the preparatory phase of these projects have been invited to review these draft as well, and to participate actively in the workshops. A series of conclusions and recommendations have been produced and they have been incorporated to this Final Report with the aim to be taken into account by the competent authority in order to take decisions related with:
  - A better organization and management of CBC
  - A better planning, based in own previous experience, and better CBC policies
  - Cost-efficient initiatives (financial, personal transaction)
  - Added-value interventions: transnational integration and development
  - A higher involvement and participation of public and private players
- Although there is no systematic association amongst local and regional authorities in Latin America, with the exception of traditional models (national associations), CBC has caught on with several initiatives in different parts of South America. The Andean case has resulted much more developed in this sense than other integration processes previously studied, though this multilateral process faces multiple challenges. Mercosur offers several very interesting possibilities. From DG Regio, AEBR and other European instances, these processes are followed up with attention, because they are determinant for CBC to be established in a steady and sustainable manner. The AEBR is registering all processes developed in these borders, and is also supporting a stronger coordination of these initiatives, most probably through intermediate associations, before facing a more continental operation.
- The participation in para-diplomacy networks seems to be a good way to overcome this difficulty, taking advantage of their structures to organize steady platforms for consultation and exchange of information.
- A more sensitive reading of power spaces was recommended, as well as the strengthening of lobby activity towards the various authorities involved, as it is the case in Europe.
- Amongst “soft” measures, it has been proposed to create a *Training Institute for Cross-border Entrepreneurs*, promote youth and university exchanges, and with other sectors across the border, and the need for governments to establish a structural fund to allow sustained support to border integration processes.
- It is very necessary that Latin American countries (or their regional/continental structures) commit multiannual funds to allow financing or co-financing of several CBC programmes, assuring its sustainability. In this sense, the FOCEM (in

Mercosur) is still the best real available opportunity, and this has to be taken into account by other supranational processes such as the Andean Community or the Central American Integration System (SICA). To this end, an Andean strategy for border integration and development is under preparation, including binding regulations for Member states on the provision of multiannual programmes for sub-national players. Nevertheless, the role of other structures, such as ZICOSUR, should not be left out.

Finally, it must be indicated that all these activities evidenced a crowd of players in all levels involved in developing a systematic CBC in the area, though it is still necessary a bigger coordination of efforts and wills.

It is very important to build upon cooperation structures which are already established, despite their size or impact.

It is also important to incorporate all players from every administrative level and, once again, stress the training needs for those who have to operate CBC initiatives.

## **Acknowledgement**

All foreseen activities in information sessions and workshops would have not taken place successfully without the decisive collaboration of many public and private institutions, European and Latin America, national, regional and local, whose commitment with CBC has made possible to enjoy their expertise and enthusiasm, which has been appropriately communicated in every programmed presentation and exchange. Thank you letters have been sent to all of them, but it seems opportune to stress here this fact.

Similarly, the active involvement of several AEBR members organizations, as well as the personal commitment of many men and women who work in European borders, has made possible to show more human aspects of CBC from very different points of view, the day-to-day of cross-border work. Our deepest gratitude to all those who made possible the organization of intense, varied programmes, where Latin American participants could present freely their points of view on everything they would consider.

It is important to explicitly mention explicitly the inestimable role of local authorities in the generation of authentic CBC from below, and the growing number of mayors getting involved to this movement across Latin America.

Last but not least, a special mention to the collaboration of the regional governments of Tarapacá and Arica & Parinacota in Chile, to SEBRAE-Paraná, key actor at the Triple Border AR-BR-PY, using all their technical and logistic capacities to successfully organize WS-2a; and the University of the Republic (Uruguay), whose coordination was crucial to organize workshop WS-2b.





European Commission

*EU – Latin America Collaboration on Cross-Border Cooperation in the Framework of Regional Policy. Information Sessions 1 and 2 in Europe for Latin American Experts and Workshops 1 and 2 in Latin America*

Luxembourg: Publications Office of the European Union  
2014 — 56 pp. — 21 x 29.7 cm

ISBN  
doi:

#### HOW TO OBTAIN EU PUBLICATIONS

Free publications:

- via EU Bookshop (<http://bookshop.europa.eu>);
- at the European Commission's representations or delegations. You can obtain their contact details on the Internet (<http://ec.europa.eu>) or by sending a fax to +352 2929-42758.

Priced publications:

- via EU Bookshop (<http://bookshop.europa.eu>).

Priced subscriptions (e.g. annual series of the Official Journal of the European Union and reports of cases before the Court of Justice of the European Union):

- via one of the sales agents of the Publications Office of the European Union ([http://publications.europa.eu/others/agents/index\\_en.htm](http://publications.europa.eu/others/agents/index_en.htm)).

