

Final Report

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

*Information Sessions 3 and 4 in Europe for Latin
American Experts and Workshops 3 and 4 in Latin
America carried out in 2013*

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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.

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<p>Additional documentation in the disc accompanying this Final Report: presentations from IS-3, IS-4, WSs-3 and WSs-4</p>
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Acronyms and abbreviations

ACTO	Amazon Cooperation Treaty Organization
AEBR	Association of European Border Regions
AECID	<i>Agencia Española de Cooperación Internacional al Desarrollo</i> (Spanish Agency for International Cooperation to Development)
ALADI	<i>Asociación Latinoamericana de Integración</i> (Latin American Integration Association —LAIA—)
ALBA	<i>Alianza Bolivariana de los Pueblos de nuestra América</i> (<i>Bolivarian Alliance for the Peoples of Our America</i>)
ART	<i>Articulación Territorial y Redes Temáticas para el Desarrollo Humano</i> (Articulation of Territorial Networks for Sustainable Human Development) (UNDP)
BDPIF	<i>Banco de Proyectos de Integración Fronteriza</i> (Border Integration Projects Data Base)
BENELUX	Belgium-the Netherlands-Luxembourg
BID	<i>Banco Interamericano de Desarrollo</i> (Inter-American Development Bank)
CAF	<i>Corporación Andina de Fomento</i> (Development Bank of Latin America)
CAN	<i>Comunidad Andina de Naciones</i> (Andean Community)
CB	Cross-border
CBC	Cross-Border Cooperation
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)
CEBAF	<i>Centros Binacionales de Atención en Frontera</i> (Binational Centres for Border Attention)
CELAC	<i>Comunidad de Estados Latinoamericanos y Caribeños</i> (Community of Latin American and Caribbean States)
CEPAL	<i>Comisión Económica para América Latina y el Caribe</i> (Economic Commission for Latin America and the Caribbean)
CESCAN	<i>Cohesión Económica y social en la Comunidad Andina</i> (Economic and Social Cohesion in the Andean Community)
CGLU	<i>Ciudades y Gobiernos Locales Unidos</i> (United Cities and Local Governments)
CF	<i>Comité de Frontera</i> (Border Committee)
CTF	<i>Cooperación Transfronteriza</i> (CBC)
DCI	Development Cooperation Instrument
DEL	<i>Desarrollo Económico Local</i> (Local Economic Development)
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)
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
LACE	Linkage Assistance and Cooperation for European Border Regions
MERCOSUR	<i>Mercado Común del Sur</i> (Common Market of the South)
MRE	<i>Ministerio de Relaciones Exteriores</i> (Ministry of Foreign Affairs) (Peru)
OAS	Organization of American States
ORU-FOGAR	<i>Organización de Regiones Unidas-Foro Mundial de Asociaciones Regionales</i> (United Regions Organization – World Forum of Regional Associations)
PEDICP	<i>Plan Especial Binacional de Desarrollo Integral de la Cuenca del Río Putumayo</i> (Special Bi-national Plan for the Integrated Development of River Putumayo Basin)
POCTEFA	<i>Programa Operativo de Cooperación Territorial España-Francia-Andorra</i> (Operational Programme for Territorial Cooperation Spain-France-Andorra)
POCTEP	<i>Programa Operativo de Cooperación Territorial España-Portugal</i> (Operational Programme for Territorial Cooperation Spain-Portugal)
PTI	<i>Parque Tecnológico de Itaipú</i> (Itaipú Technology Park)
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)
SGCAN	<i>Secretaría General de la Comunidad Andina</i> (Secretariat General of the Andean Community)
SICA	Sistema de Integración Centroamericana (Central American Integration System)
SME	Small and Medium-sized Enterprise
SWOT	Strengths, Weaknesses, Opportunities and Threats
UDUAL	<i>Unión de Universidades de América Latina y el Caribe</i> (Association of Universities of Latin America and the Caribbean)
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)
UPEC	<i>Universidad Politécnica Estatal del Carchi</i> (State Polytechnic University of Carchi) (Ecuador)
WS	Workshop

ZICOSUR	<i>Zona de Integración del Centro Oeste Sudamericano</i> (South American Central-Western Integration Zone)
ZIF	<i>Zona de Integración Fronteriza</i> (Border Integration Zone)

Country codes (ISO 3166-1 alpha 2)

AR	Argentina	AT	Austria
BO	Bolivia	BE	Belgium
BR	Brazil	CH	Switzerland
CL	Chile	CZ	Czech Republic
CO	Colombia	DE	Germany
EC	Ecuador	ES	Spain
PE	Peru	FR	France
PY	Paraguay	LU	Luxembourg
UY	Uruguay	NL	the Netherlands
VE	Venezuela	PL	Poland
		PT	Portugal

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(Many more figures and specific maps can be found in the *factsheets* of every border under study)

EXECUTIVE SUMMARY

EN

This project was the result of the input that the European Commission has given to Cross-Border Cooperation (CBC) in its relationship with other parts of the world through the Directorate General of Regional and Urban Policy (DG Regio), being the second activity implemented of this kind and amplifying the effects of the first phase performed in 2012. The growing incorporation of territorial elements into the strategic association of the EU with Latin America let local and regional authorities play a bigger role. Many national governments have also 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 highlighting the generation of political will and systematic training of local actors as main challenges. The actions implemented by different players from all sectors at local, regional and national level, as well as supranational processes in Latin America (MERCOSUR, Andean Community, UNASUR), and some territorial cooperation structures consolidating their operations in these borders have been followed.

The project "**EU-Latin America collaboration on Cross-Border Cooperation (CBC) in the Framework of Regional Policy**" (contract with reference **2012.CE.16.0.AT.035**) has had as main tasks the organization of two information sessions in Europe, four workshops and several additional working sessions on the ground for Latin American experts and politicians involved in CBC. The first **Information Session (IS-3)** was organized between the 19th April and the 4th May 2013 across the border regions of **Basque Country** (Spain) and **Aquitaine** (France); **Catalonia** (Spain) and **Languedoc-Roussillon** (France); **Berlin** (Germany), **Brandenburg** (Germany), **Mecklenburg-Western Pomerania** (Germany), **West Pomeranian Voivodeship** (Poland), **Euroregion Europa Pro-Viadrina** (Germany-Poland), **Lubusz Voivodeship** (Poland), and the **Free State of Saxony** (Germany), ending with a visit to several European Union (EU) institutions in **Brussels**. The second (**IS-4**) run between the 20th May and the 6th June 2013 across the border regions along the Rhine and the BENELUX: **Euroregion Meuse-Rhine** (Belgium-Germany-the Netherlands), the **Great Region** (Belgium-Germany-France-Luxembourg), **Eurodistrict Saar-Moselle** (Germany-France), **Alsace** (France), **Euroregion Scheldemond** (Belgium-the Netherlands) and the European Grouping of Territorial Cooperation (EGTC) **Lille-Kortrijk-Tournai** (Belgium-France). EU institutions in **Brussels** were also visited, as well as **Paris** —a working session with the *Mission Operationnelle Transfrontalière* (MOT)— and the **Euroregion Galicia-North** (Spain-Portugal).

The tasks on the ground concentrated during the month of September 2013 on the study of Andean borders: **Peru-Bolivia** and the rest of the borders of Peru in the first series of workshops: **Puno (WS 3a)** and **Lima (Ws 3b)**, while the second series was devoted to the border **Ecuador-Colombia** (workshop **WS 4a** in **Tulcán**) and the **Triple Amazonian Border (WSs-4b1 and 4b2 in Leticia-Tabatinga)**, as well as the study visit (**WS-4b3**) to **Islandia** (Peru). Many working sessions were included with local, regional and national authorities, the Andean Community, the EU Delegation and other CBC players, especially in Peru and Colombia, combined with several activities organized by other entities. Some additional workshops were also organized, as the series called by the Foreign Ministry of Peru and the Federal Government of Brazil. In general, several very dynamic borders with very relevant projects have been identified, and a map of these areas has been elaborated.

In these activities more than 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. These programmes should be based in the best available European practice and a deep knowledge of Latin American border regions, because the experience in the Old Continent cannot be just transferred. Border integration and development initiatives are very rich and diverse, and they need specific and systematic approaches, preferably within the framework of supranational integration processes —the Andean Community (CAN), the Mercosur or the Central American Integration System (SICA)—. This will let cross-border concepts grow in order to develop joint strategies and programmes immediately afterwards, and finally organize 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-3a, WS-3b, WS-4a, WS-4b1 and WS-4b2) it was pretended to gain first-hand knowledge of implemented cross-border initiatives in Latin American regions under study, their regulatory, procedural and administrative aspects, and the analysis of their potentialities. In **complementary working sessions** available information was obtained from national, regional or local actors, universities, research institutions, enterprises and networks.

In all these activities, various documents (draft programmes for information sessions and workshops, interim reports, CBC Handbook, Factsheets, draft final report) were discussed with DG Regio, and several European and Latin American experts.

This report offers a review of the methodology (**chapter 2**), the programme of activities, including a list of complementary activities organized by local players (**chapter 3**), some logistical aspects of interest (**chapter 4**), actions for capacity building (**chapter 5**), the main findings and lessons learned (**chapter 6**), feed-back elements and "side-effects" of this project (**chapter 7**), and a series of conclusions and recommendations, including a specific part related to the Strategy for Border Integration and Development in the Andean Community (**chapter 8**). As annexes we can find the *beta version 7.0 of the Handbook of CBC (Annex 1)*, the *Factsheets of the borders under study (BO-PE, BR-PE, CO-PE, Triple BR-CO-PE, EC-PE, CO-EC and CO-VE) (Annexes 2-8)*, the factsheet of the *Northern Andean Diamond (borders of Peru) (Annex 9)*, the detailed programmes of the activities (**Annex 10**), the *participants' list (Annex 11)*, and a miscellaneous with some *images and press news (Annex 12)*.

The **Handbook of Cross-Border Cooperation** aspires to be an inspiration for these initiatives outside the EU, though it should also be useful for EU border regions. It is complemented with a series of **Factsheets**, related to all borders under study and the "**interregional integration diamonds**" (IRID), a methodological concept for interregional cooperation proposed in WS-1a in Iquique. The Handbook is based on the LACE Guide of CBC, a tool elaborated in the nineties to support emerging CBC structures in Central and Eastern European Countries after the collapse of the USSR.

During a kick-off meeting in Brussels between DG Regio and AEBR, and a series of consultations with several players at national, regional and local level, 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 in information sessions were selected in the AEBR, related institutions and participating border and cross-border regions. Speakers 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 emerging difficulties in order to better prepare the following activities and guarantee 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 (euroregions, eurodistricts, EGTCs), the relevance of the European experience, some concrete case studies in Latin America, the recommendations of the *2010 Report on CBC in Latin America*, including the short- and mid-term Action Plan, and the Road Map. After the information sessions, more documentation (available online) 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 were included in a special section of the AEBR website, which is becoming an **e-Learning Platform of CBC**, which should be fully operational at the end of all the activities programmed in these projects implemented between 2012 and 2014.

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. 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 specific project forms were not very successful, but in several borders under study a permanent flow of information was established, allowing the knowledge of legislation and operational progress. In fact, the players' implication is growing, and this can be observed when organizing this type of workshops, as presented materials and activities have also a growing quality.

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 in every region under study. Other players were identified in the different phases of this project, as the case of several associations of

municipalities, producers, workers and entrepreneurs with a cross-border component. This information 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. There are very interesting supranational initiatives, though bilateral agreements between countries 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, the need to define concepts, establish long-term strategies and programmes allowing the normal development of the various phases of CBC (information, consultation, harmonization and integration) has been very much stressed. This is particularly important in the case of supranational strategies and programmes, supported by institutions like the Andean Community, Mercosur or the SICA. It has particularly insisted on the need to make the most of existing very promising initiatives, such as the Fund for Structural Convergence of Mercosur (FOCEM), in order to be taken into account to elaborate regional strategies, as the one proposed for the CAN, suffering from many ups and downs due to the influence of national interests.

Amongst the **main conclusions** of this work, the following can be emphasized:

- 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 on the possibilities, expectations, interests and challenges of every border region under study in Latin America is available, and this rich portfolio has been checked against concrete European experiences.
- CBC can be a determinant factor for the development of border territories, and it can also affect the one of nations.
- Tools for systematic support to CBC are very much needed, and this has been taken into account to elaborate the Handbook of CBC and the factsheets of the borders under study.
- A sensitive reading of power spaces should be made, including lobby actions towards related institutions.
- 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, making the most 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 a bigger coordination of efforts and wills is still necessary. It is very important to build upon cooperation structures which are already established. And all players from every administrative level should be incorporated, stressing the training needs for those who have to operate CBC initiatives.
- A regional strategy of CBC for the Andean area should be consolidated, which should be binding for all member countries in order to let implement a coordinated and coherent action to support an integrated, fair and sustainable development in all cross-border territories and their populations. To this end, the European experience should be used, encouraging multi-level governance models, promoting CBC binational plans and structures like the ZIF, building management models oriented to generate resources, opening participation and dialogue spaces for all players, in particular local governments, and working for national governments to include or consolidate CBC in their agendas.
- It is recommended to update the 2010 road map and to elaborate some specific studies, such as "CBC Peru-Colombia: support to Sustainable and Integrated Development in river Putumayo Axis". It would also be recommended to establish some pilot structures. It is proposed an Andean one (Tulcán-Ipiales), another Amazonian (Leticia-Tabatinga-Santa Rosa) and a coastal (Tacna-Arica-Iquique).

Two series of conclusions from the workshops are included on convergences and divergences of CBC in Europe and the Andean Region and on initial highlights for a CBC Strategy for the Andean Community.

RESUMEN EJECUTIVO**ES**

Este proyecto surge como resultado del impulso que la Comisión Europea imprime a la Cooperación Transfronteriza (CTF) en sus relaciones con otros lugares del mundo a través de la Dirección General de Política Regional y Urbana (DG Regio), siendo la segunda actividad de este tipo que se desarrolla y amplificando los efectos de la primera fase llevada a cabo en 2012. La incorporación cada vez mayor de elementos territoriales en la asociación estratégica de la Unión Europea con América Latina, permite que las autoridades locales y regionales jueguen un papel cada vez mayor. Muchos gobiernos nacionales también han incorporado 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 destacaba la generación de voluntad política y la formación sistemática de los actores locales como los retos principales. Se han seguido las acciones emprendidas por distintos actores de todos los sectores a nivel local, regional y nacional, así como los procesos supranacionales latinoamericanos (Mercosur, Comunidad Andina, UNASUR) y algunas estructuras de cooperación territorial que están consolidando su funcionamiento en estas fronteras.

El proyecto "**Colaboración UE-Latinoamérica sobre Cooperación Transfronteriza (CBC) en el marco de la Política Regional**" (*referencia: n^o 2012.CE.16.0.AT.035*) ha tenido como actividades principales la organización de dos Sesiones Informativas en Europa, cuatro talleres y varias sesiones adicionales de trabajo en el terreno para expertos y políticos latinoamericanos implicados en la CTF. La primera **Sesión Informativa (IS-3)** se organizó entre los días 19 de abril y 4 de mayo de 2013 en las regiones fronterizas del **País Vasco** (España) y **Aquitania** (Francia); **Cataluña** (España) y **Languedoc-Roussillon** (Francia); **Berlín** (Alemania), **Brandenburgo** (Alemania), **Mecklenburgo-Pomerania Anterior** (Alemania), **Voivodato de Pomerania Occidental** (Polonia), **Euroregión Europa Pro-Viadrina** (Alemania-Polonia), **Voivodato de Lebus** (Polonia), y el **Estado Libre de Sajonia** (Alemania), terminando con una visita a varias instituciones de la Unión Europea (UE) en **Bruselas**. La segunda (**IS-4**) transcurrió entre el 20 de mayo y el 6 de junio de 2013 por **las regiones fronterizas** a lo largo del Rin y en el BENELUX: **Euroregión Mosa-Rin** (Bélgica-Alemania-Países Bajos), **Gran Región** (Bélgica-Alemania-Francia-Luxemburgo), **Eurodistrito Sarre-Mosela** (Alemania-Francia), **Alsacia** (Francia), **Euroregión Scheldemond** (Bélgica-Países Bajos) y la Agrupación Europea de Cooperación Territorial (AECT) **Lille-Kortrijk-Tournai** (Bélgica-Francia). También se visitaron las instituciones de la UE en **Bruselas, París** —sesión de trabajo con la *Mission Operationnelle Transfrontalière* (MOT)— y la **Euroregión Galicia-Norte** (España-Portugal).

El trabajo en el terreno se concentró durante el mes de septiembre de 2013 en el estudio de las fronteras andinas: **Perú-Bolivia** y las fronteras de Perú en la primera serie de talleres: **Puno (WS 3a)** y **Lima (Ws 3b)**, mientras que la segunda serie se dedicó a la frontera **Ecuador-Colombia** (taller **WS 4a** en **Tulcán**) y a la **Triple Frontera Amazónica (WSs-4b1 y 4b2** en **Leticia-Tabatinga**), además de la visita de estudio (**WS-4b3**) a **Islandia** (Perú). Se incluyeron numerosas sesiones de trabajo con autoridades locales, regionales y nacionales, la CAN, la Delegación de la UE y otros actores de la CTF, especialmente en Perú y Colombia, combinados con distintas actividades organizadas por otras entidades. Se organizaron varios talleres adicionales, como las series convocadas por el Ministerio de Relaciones Exteriores de Perú y el Gobierno Federal de Brasil. En general, se han identificado varias fronteras muy dinámicas con proyectos muy relevantes, y se ha elaborado un mapa de estas zonas.

En estas actividades se implicó a más de 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. Estos programas deben basarse en la mejor práctica europea disponible y el profundo conocimiento de las regiones fronterizas latinoamericanas, ya que la experiencia del Viejo Continente no puede trasplantarse sin más. Las iniciativas de Integración y el Desarrollo Fronterizo latinoamericano son muy ricas y diversas, y precisan de enfoques específicos y sistemáticos, preferiblemente en el marco de los procesos de integración supranacional —la Comunidad Andina (CAN), el Mercosur o el Sistema de Integración Centroamericano (SICA)—. Esto permitirá que surjan conceptos transfronterizos para desarrollar seguidamente estrategias y programas conjuntos y organizar finalmente una cooperación permanente con estructuras de CTF sostenibles.

Los **objetivos específicos** de las **sesiones informativas** en Europa fueron facilitar el diálogo y el intercambio de experiencias e incrementar el conocimiento de los participantes, además de ofrecer herramientas prácticas y teóricas sobre la Política Regional europea, particularmente la Cooperación Territorial y, más concretamente, la CTF. En los **talleres** (WS-3a, WS-3b, WS-4a, WS-4b1 y WS-4b2) se pretendió conocer de primera mano las iniciativas transfronterizas en marcha en las regiones latinoamericanas en estudio, sus aspectos normativos, de procedimiento y cultura administrativa más relevantes, y analizar sus potencialidades. En las **sesiones de trabajo complementarias** se obtuvo información de los actores nacionales, regionales o locales, universidades, institutos de investigación, empresas y redes.

En todas las actividades se discutieron varios documentos (borradores de programa para las sesiones informativas y talleres, informes intermedios, manual de CTF, fichas, informe final) con la DG Regio y con distintos expertos europeos y latinoamericanos.

Este informe ofrece una revisión de la metodología (**capítulo 2**), el programa de actividades, incluyendo un repertorio de las actividades complementarias organizadas por los actores locales (**capítulo 3**), algunos aspectos logísticos de interés (**capítulo 4**), acciones para la generación de capacidades (**capítulo 5**), los principales hallazgos y lecciones aprendidas (**capítulo 6**), elementos de retroalimentación, una relación de los numerosos “efectos secundarios” de este proyecto (**capítulo 7**), y una serie de conclusiones y recomendaciones, incluyendo una parte específica para la Estrategia de Integración y Desarrollo Fronterizo en la Comunidad Andina (**capítulo 8**). Como anexos se incluyen la *versión beta 7.0 del Manual de Cooperación Transfronteriza* (**Anexo 1**), las *Fichas de las fronteras en estudio* (BO-PE, BR-PE, CO-PE, Triple BR-CO-PE, EC-PE, CO-EC y CO-VE) (**Anexos 2-8**), la ficha del *Rombo Andino Norte (fronteras del Perú)* (**Anexo 9**), los programas detallados de las actividades (**Anexo 10**), los *listados de participantes* (**Anexo 11**) y una miscelánea con *imágenes y noticias* (**Anexo 12**).

El **Manual de Cooperación Transfronteriza** aspira a servir de inspiración para estas iniciativas fuera de la UE, aunque también debe resultar de utilidad para las regiones fronterizas de la UE. Se complementa con una serie de fichas (**factsheets**) correspondientes a las fronteras en estudio y los “**rombos de integración interregional**” (RIIRs), un concepto metodológico para la cooperación interregional propuesto en el WS-1a de Iquique. El Manual se basa en la Guía LACE de CTF, una herramienta elaborada en los años noventa para apoyar a las estructuras de CTF surgidas en los países de Europa Central y Oriental tras el colapso de la URSS.

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, permitieron seleccionar 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** en las sesiones informativas fueron seleccionados en la ARFE, las instituciones vinculadas y las regiones fronterizas y transfronterizas europeas participantes. Los ponentes de 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 dio cita un buen número de ponentes, expertos y profesionales de alto nivel. Los organizadores tuvieron muy en cuenta las dificultades que iban surgiendo con el fin de preparar mejor las actividades siguientes 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 (eurorregiones, eurodistritos, AECTs), la relevancia de la experiencia europea, algunos estudios de casos concretos en América Latina, 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 para la CTF en América Latina**. Después de las sesiones informativas se ha seguido recopilando y entregando documentación (poniéndola electrónicamente a disposición), 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 debe estar operativa al final de todas las actividades programadas en los proyectos desarrollados entre 2012 y 2014.

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. 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 específicos 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. De hecho, la implicación de los actores es cada vez mayor, y esto se observa perfectamente al organizar este tipo de talleres, ya que los materiales y actividades que se presentan tienen cada vez una mayor calidad.

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 en cada región estudiada. Otros agentes fueron identificados en las sucesivas fases de este proyecto, como el caso de varias asociaciones de municipios, productores, trabajadores o emprendedores con un componente transfronterizo. Dicha información se ha incorporado al Manual de CTF y, sobre todo, a las Fichas Transfronterizas (*factsheets*), 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. Existen interesantes iniciativas supranacionales, 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.

Desde Europa 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) de largo aliento. 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 definir conceptos, 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 la Comunidad Andina, el MERCOSUR o el SICA. Se ha insistido especialmente en la necesidad de aprovechar las posibilidades que abren prometedoras iniciativas ya existentes, como el Fondo para la Convergencia Estructural del Mercosur (FOCEM), y que esto sea tenido en cuenta en la elaboración de las estrategias regionales, como la propuesta para la CAN, que sufre demasiados altibajos por la influencia de los intereses nacionales.

Entre las **principales conclusiones** de este trabajo podrían destacarse las siguientes:

- 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.
- Ya se dispone de una valiosa información sobre las posibilidades, expectativas, intereses y desafíos de cada una de las regiones fronterizas en América Latina bajo estudio, y se ha podido contrastar este rico portafolios con experiencias europeas concretas.
- La CTF puede ser un factor determinante para el desarrollo de territorios fronterizos y también puede incidir en el de las naciones.
- Se necesitan herramientas de apoyo sistemático a la CTF, lo que se ha tenido muy en cuenta para elaborar el Manual de CTF y las fichas de las fronteras.
- Hay que hacer una lectura sensible de los espacios de poder e incorporar acciones de lobby ante las distintas instituciones implicadas.
- 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 debe incorporarse a todos los actores de los distintos niveles administrativos, insistiendo en las necesidades de formación para aquellos que deban operar iniciativas de CTF.
- Debe consolidarse una estrategia regional de CTF para el área andina, vinculante para todos los países miembros que permita una acción coordinada y coherente que apoye el desarrollo integral, equitativo y sostenible de los territorios transfronterizos y sus poblaciones. Para ello debe aprovecharse la experiencia europea, fomentar modelos de gobernanza multinivel, promover las estructuras de CTF como las ZIF y los Planes Binacionales, construir modelos de gestión enfocados a la generación de recursos, abriendo espacios de participación y diálogo para todos los actores, en particular los gobiernos locales, y trabajar para que los gobiernos nacionales incorporen o consoliden la CTF en sus agendas.
- Se recomienda actualizar de la hoja de ruta de 2010 y la elaboración de algunos estudios específicos, por ejemplo, la "CTF entre Perú y Colombia: Apoyo al Desarrollo Sostenible e Integral en el Eje de Desarrollo del Río Putumayo". También sería recomendable el establecimiento de algunas estructuras de carácter piloto. Se propone una andina (Tulcán-Ipiales), otra amazónica (Leticia-Tabatinga-Santa Rosa) y otra litoral (Tacna-Arica-Iquique).

Se incluyen dos series de conclusiones de los talleres sobre las convergencias y divergencias entre la CTF en Europa y la Región Andina y sobre unas líneas iniciales para una Estrategia de CTF en la Comunidad Andina.

RESUMO EXECUTIVO**PT**

Este projeto surge como resultado do estímulo que a Comissão Europeia imprime à Cooperação Transfronteiriça (CTF) nas suas relações com outros lugares do mundo através da Direção Geral de Política Regional e Urbana (DG Regio), sendo a segunda atividade deste tipo que se realiza, ampliando os efeitos da primeira fase, levada a cabo em 2012. A inclusão cada vez maior de elementos territoriais na associação estratégica da União Europeia com a América Latina permite que as autoridades locais e regionais desempenhem um papel cada vez mais importante. Muitos governos nacionais também incluíram a CTF na sua agenda. A partir das conclusões e recomendações do estudo sobre "CTF na América Latina: uma contribuição para o processo de integração Regional", promovido pela DG Regio em 2010 com o apoio do Parlamento Europeu, foi proposto um roteiro de ações em que se destacava a geração de vontade política e a formação sistemática dos atores locais como os principais desafios. Seguiram-se as ações empreendidas por distintos atores de todos os sectores ao nível local, regional e nacional, bem como os processos supranacionais latino-americanos (Mercosur, Comunidade Andina, UNASUR) e algumas estruturas de Cooperação territorial que estão consolidando o seu funcionamento nestas fronteiras.

O projeto "**Colaboração UE-América Latina sobre Cooperação Transfronteiriça (CBC) no quadro da Política Regional**" (referência: nº **2012.CE.16.0.AT.035**) teve como atividades principais a organização de duas Sessões Informativas na Europa, quatro workshops e diversas sessões adicionais de trabalho no terreno para peritos e políticos latino-americanos implicados na CTF. A primeira **Sessão Informativa (IS-3)** foi organizada entre os dias 19 de abril e 4 de maio de 2013 nas regiões fronteiriças do **País Vasco** (Espanha) e **Aquitânia** (França); **Catalunha** (Espanha) e **Languedoc-Roussillon** (França); **Berlim** (Alemanha), **Brandenburgo** (Alemanha), **Mecklenburgo-Pomerania Anterior** (Alemanha), **Voivodato de Pomerania Ocidental** (Polónia), **Euroregião Europa Pro-Viadrina** (Alemanha-Polónia), **Voivodato de Lebus** (Polónia) e o **Estado Livre da Saxónia** (Alemanha), terminando com uma visita a várias instituições da União Europeia (UE) em **Bruxelas**. A segunda (**IS-4**) decorreu entre 20 de maio e 6 de junho de 2013 pelas regiões fronteiriças ao longo do Reno e no Benelux: **Euroregião Mosa-Reno** (Bélgica-Alemanha-Países Baixos), **Grande Região** (Bélgica-Alemanha-França-Luxemburgo), **Eurodistrito Sarre-Mosela** (Alemanha-França), **Alsacia** (França), **Euroregião Scheldemond** (Bélgica-Países Baixos) e o Agrupamento Europeu de Cooperação Territorial (AECT) **Lille-Kortrijk-Tournai** (Bélgica-França). Também foram visitadas as instituições da UE em **Bruxelas, Paris** — sessão de trabalho com a Mission Operationnelle Transfrontalière (MOT)— e a **Euroregião Galicia-Norte** (Espanha-Portugal).

O trabalho de campo centrou-se, durante o mês de setembro de 2013, no estudo das fronteiras andinas, **Perú-Bolívia** e das fronteiras do Perú na primeira série de workshops, **Puno (WS 3a)** e **Lima (Ws 3b)**, enquanto que a segunda série foi dedicada à fronteira **Ecuador-Colombia** (workshop **WS 4a** em **Tulcán**) e à **Triplíce Fronteira Amazónica (WSs-4b1 e 4b2** em **Leticia-Tabatinga**), para além da visita de estudo (**WS-4b3**) a **Islandia** (Perú). Realizaram-se inúmeras **sessões de trabalho** com autoridades locais, regionais e nacionais, a CAN, a Delegação da UE e outros atores da CTF, especialmente no Perú e na Colômbia, combinadas com diferentes atividades organizadas por outras entidades. Organizaram-se vários workshops adicionais, como os encontros convocados pelo Ministério de Relações Exteriores do Perú e o Governo Federal do Brasil. No cômputo geral, foram identificadas várias fronteiras muito dinâmicas, com projetos muito relevantes, tendo-se elaborado um mapa destas zonas.

Estas atividades implicaram a participação de mais 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 primordial** 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. Estes programas devem fundamentar-se nas melhores práticas europeias disponíveis e num profundo conhecimento das regiões fronteiriças latino-americanas, uma vez que a experiência do Velho Continente não pode ser simplesmente transplantada. As iniciativas de Integração e o Desenvolvimento Fronteiriço latino-americano são muito ricas e diversificadas, e precisam de enfoques específicos e sistemáticos, de preferência no quadro dos processos de integração supranacional — a Comunidade Andina (CAN), o Mercosur ou o Sistema de Integração Centroamericano (SICA). Tal permitirá que surjam conceitos transfronteiriços suscetíveis de desenvolver posteriormente estratégias e programas conjuntos e organizar finalmente 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 e incrementar o conhecimento dos participantes, para além de disponibilizar ferramentas práticas e teóricas sobre a Política Regional Europeia, particularmente sobre Cooperação Territorial, mais concretamente sobre CTF. Nos **workshops** (WS-3a, WS-3b, WS-4a, WS-4b1 e WS-4b2) pretendeu-se conhecer em primeira mão as iniciativas transfronteiriças em desenvolvimento nas regiões latino-americanas 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** obteve-se informação acerca dos atores regionais e locais, universidades, institutos de investigação, empresas e redes.

Em todas as atividades foram discutidos diversos documentos (documentos de trabalho de programas para as sessões de informação e workshops, relatórios intermédios, guias práticos/manuais, manual de CTF, fichas, relatório final) com a DG Regio e com diversos peritos europeus e latino-americanos.

O presente relatório inclui uma revisão da metodologia (**capítulo 2**), programa de atividades, incluindo uma listagem das atividades complementares organizadas pelos atores locais (**capítulo 3**), alguns aspetos logísticos de interesse (**capítulo 4**), ações para a geração de capacidades (**capítulo 5**), os principais resultados obtidos e lições aprendidas (**capítulo 6**), elementos de retroalimentação, uma relação dos numerosos “efeitos secundários” deste projeto (**capítulo 7**), e uma série de conclusões e recomendações, incluindo um capítulo específico para a Estratégia de Integração e Desenvolvimento Fronteiriço na Comunidade Andina (**capítulo 8**). Como anexos, incluem-se a versão beta 7.0 do Manual de Cooperação Transfronteiriça (**Anexo 1**), as Fichas das fronteiras em estudo (BO-PE, BR-PE, CO-PE, Triple BR-CO-PE, EC-PE, CO-EC e CO-VE) (**Anexos 2-8**), a ficha do Rombo Andino Norte (fronteiras do Perú) (**Anexo 9**), os programas detalhados das atividades (**Anexo 10**), as listas de participantes (**Anexo 11**) e um conjunto de imagens e notícias de imprensa (**Anexo 12**).

O **Manual de Cooperação Transfronteiriça** pretende servir de inspiração para estas iniciativas fora da UE, embora também possa ser útil para as regiões fronteiriças da UE. Complementa-se com uma série de fichas (**factsheets**) correspondentes às fronteiras em estudo e com os “**rombos de integração inter-regional**” (RIIRs), um conceito metodológico para a Cooperação inter-regional proposto no WS-1a de Iquique. O Manual baseia-se no Guia LACE de CTF, uma ferramenta elaborada nos anos noventa para apoiar

as estruturas de CTF surgidas nos países de Europa Central e Oriental após o colapso da URSS.

Uma reunião de lançamento em Bruxelas entre a DG Regio e a ARFE e uma série de consultas com distintos atores a nível nacional, regional e local, permitiram selecionar as regiões fronteiriças a estudar, assim como os participantes latino-americanos, atendendo à relevância das suas funções e à sua capacidade para disseminar o conhecimento obtido.

Os **oradores** das sessões informativas foram selecionados pela ARFE, pelas instituições envolvidas e pelas regiões fronteiriças e transfronteiriças europeias participantes. Os oradores nos workshops foram selecionados entre as 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 as dificuldades que foram surgindo, com o fim de melhor preparar as atividades subsequentes 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 (eurorregiões, eurodistritos, AECT) a relevância da experiência europeia, alguns estudos de casos concretos na América Latina, as recomendações do Relatório sobre CTF na América Latina de 2010, incluindo o Plano de Ação a curto e médio prazo e **roadmap para a CTF na América Latina**. 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 deverá estar operacional no final de todas as atividades programadas dos projetos desenvolvidos entre 2012 e 2014.

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. Foi possível obter muita 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 específicos 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. De facto, é crescente o envolvimento dos atores, facto que se revela perfeitamente na organização deste tipo de workshops, dado que os materiais e as atividades que se apresentam revelam cada vez maior qualidade.

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 em cada uma das regiões estudadas. 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 (Factsheets), que foram 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. Existem interessantes iniciativas supranacionais, ainda que 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 o roadmap estão em constante evolução, existindo 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.

Ainda 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.

A partir da Europa, 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 definirem conceitos, e se estabelecerem estratégias e programas sustentáveis de 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 a Comunidade Andina, o MERCOSUR ou a SICA. Insistiu-se principalmente na necessidade de aproveitar as possibilidades abertas pelas iniciativas já existentes, como o Fundo para a Convergência Estrutural do Mercosur (FOCEM) e em que esta questão seja tomada em consideração na elaboração das estratégias regionais, como a que foi proposta para a CAN, que sofre demasiadas oscilações por influência dos interesses nacionais.

Entre as **principais conclusões** deste trabalho podem destacar-se as seguintes:

- 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.
- Dispõe-se já de uma valiosa informação sobre as possibilidades, expectativas, interesses e desafios de cada uma das regiões fronteiriças na América Latina em estudo, sendo possível comparar este rico portefólio com experiências europeias concretas.
- A CTF pode ser um facto determinante para o desenvolvimento dos territórios fronteiriços, podendo incidir também sobre as próprias nações.
- São necessárias ferramentas de apoio sistemático à CTF, facto que se teve em devida conta para elaboração o Manual de CTF e as fichas das fronteiras.
- Deve ser feita uma leitura cuidadosa dos espaços de poder e incluir ações de lóbi junto das diferentes instituições envolvidas.
- 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 multinível. 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.
- Deve consolidar-se uma estratégia regional de CTF para a área andina, vinculativa para todos os países membros, que permita uma ação coordenada e coerente que apoie um desenvolvimento integral, equitativo e sustentável dos territórios transfronteiriços e das suas populações. Para tal, deve aproveitar-se a experiencia europeia, fomentar-se modelos de governação multinível, promover as estruturas de CTF como as ZIF e os Planos Binacionais, construir modelos de gestão dedicados à geração de recursos, abrindo espaços de participação e diálogo entre todos os atores, em particular os governos locais, e trabalhar para que os governos nacionais integrem ou consolidem a CTF nas suas agendas.
- Recomenda-se a atualização do roadmap de 2010 e a elaboração de estudos específicos, como, por exemplo, a "CTF entre o Perú e a Colômbia: Apoio ao Desenvolvimento Sustentável e Integral no Eixo de Desenvolvimento do Rio Putumayo". Seria ainda recomendável o estabelecimento de estruturas-piloto. Propõe-se uma estrutura andina (Tulcán-Ipiales), outra amazónica (Leticia-Tabatinga-Santa Rosa) e outra litoral (Tacna-Arica-Iquique).

Duas séries de conclusões dos workshops são incluídas sobre as convergências e divergências da CTF em Europa e a Região Andina e sobre umas linhas iniciais para uma Estratégia de CTF na Comunidade Andina.

1. **INTRODUCTION**

As its predecessor in 2012, the project “**EU-Latin America collaboration on Cross-Border Cooperation (CBC) in the Framework of Regional Policy**” (contract with reference **2012.CE.16.0.AT.035**), had as main tasks the organization of two information sessions in Europe and two series of workshops in Latin America in 2013 for experts and politicians involved in CBC. These activities were planned as a continuation of a similar project implemented in 2012 (contract 2011.CE.16.AT.044), combining then with a number of activities organized by local players on the ground.

The first **Information Session (IS-3)**, third of the series, began in Bilbao on 19th April, and run until the 4th May 2013. The first days the border regions of **Basque Country** (Spain) and **Aquitaine** (France) were studied; to proceed to **Catalonia** (Spain) and **Languedoc-Roussillon** (France); **Berlin** (Germany), **Brandenburg** (Germany), **Mecklenburg-Western Pomerania** (Germany), **West Pomeranian Voivodeship** (Poland), **Euroregion Europa Pro-Viadrina** (Germany-Poland), **Lubusz Voivodeship** (Poland), and the **Free State of Saxony** (Germany). The visit ended with several meetings at the institutions of the European Union (EU) in **Brussels**.

The second (**IS-4**) began on 20th May in **Maastricht** and run across the border regions along the Rhine and the BENELUX: **Euroregion Meuse-Rhine** (Belgium-Germany-the Netherlands), the **Great Region** (Belgium-Germany-France-Luxembourg), **Eurodistrict Saar-Moselle** (Germany-France), **Alsace** (France), **Euroregion Scheldemond** (Belgium-the Netherlands) and the European Grouping of Territorial Cooperation (EGTC) **Lille-Kortrijk-Tournai** (Belgium-France). EU institutions in **Brussels** were also visited, as well as **Paris** —a working session with the *Mission Operationnelle Transfrontalière* (MOT)—. It ended on 6th June 2013 after studying the **Euroregion Galicia-North** (Spain-Portugal).

These two series of **workshops** were developed between the 8th and the 23rd September 2013. It began with the series WS-3 in the Peruvian cities of **Puno** (border with Bolivia) and **Lima (WS 3a and WS 3b)**, including working sessions in Puno with local and regional authorities and In Lima with national authorities, the Andean Community, the EU Delegation and other CBC players in Peru. The second series of workshops (WSs-4) took place in **Leticia** (Department of Amazonas, Colombia) (**WS 4b1**) and **Tabatinga** (State of Amazonas, Brazil) (**WS 4b2**). In April 2013, the Andean Community organized a workshop in **Tulcán** (Province of Carchi, Ecuador), in collaboration with the EU Delegation in Peru, several border regions’ governments from the Andean region and representations of the national governments. The AEBR was invited to take part actively, being this workshop a kick-off for this project and considered workshop **WS-4a**. Other relevant activities organized in coordination with the tasks foreseen in this project took place in Lima and other cities of Peru (Cusco, Tarapoto, Iquitos), Ecuador (Tulcán, Esmeraldas), Colombia (Ipiales) and Brazil (Manaus, Foz do Iguacu).

Detailed programmes of these ISs and WSs were described in the respective interim reports of this project, though the general programme and a comprehensive lists of all activities directly or indirectly related to this project are included 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

In every of these activities at least a hundred people were involved, going well over 500 people in the whole project¹, and more than a thousand together with the project implemented in 2012. Ninety hours of effective work were used in every information session, and a similar amount in the workshops and additional activities in Latin America.

In this report there is a specific reference to the workshop organized in Tulcán (Province of Carchi, Ecuador), because the AEBR was invited to take active part in it and to let launch this project there (information sessions IS-3 and 4 and workshops WS-3 and 4). As the AEBR was neither directly involved in its organization, nor financially committed, it is not right to account for the persons making it possible. Nevertheless, most relevant information produced is included in this report, as it has become inherent in the process initiated in 2010 to analyse Cross-Border Cooperation (CBC) processes in Latin America and to open a phase of systematic collaboration with the Andean Community.

Additional activities in Peru, Colombia, Brazil and Ecuador were very diverse, making possible to have a wide and multidisciplinary overview of the situation: sessions with border and cross-border experts and organizations, public authorities and officers at national, regional and local level, with enterprises, universities and civil society organizations; project visits and participation in cross-border events, as well as meetings with different institutions, and coordination workshops with the organizers aimed to inform on the development of every activity, detect and solve any difficulty, and work out all materials being part of this Final Report.

After consultation with the European Commission, Directorate General of Regional and Urban Policy (DG Regio), the tasks concentrated on the study of Peruvian Andean and Amazonian borderlands (**Bolivia-Peru**, **Brazil-Peru** and **Colombia-Peru**) for the first series of workshops (the third in this overall initiative). The **Triple Amazonian Border BR-CO-PE**, the **border EC-PE** and the **border CO-EC** hosted the second series (fourth).

This project has also taken good note of the dynamics in many border areas. This is a complex relationship between public and private players at local, regional, national and international level; local and international civil society organizations; armed forces and paramilitary groups; insurgent, secessionist and terrorist movements; trafficking in illicit, persons and anything; non-contacted, voluntarily isolated or initially contacted indigenous groups; tourists, hikers, travellers and adventurers in general; and all of this through wide and mighty rivers, the Altiplano or the Amazon forest, which are a very good proof of these borders' special nature.

A collection of maps with the territorial divisions of the countries involved in this project are presented below:

¹ This without taking into account additional activities in Tulcán in April 2013 (100 participants) or Foz do Iguacu in May 2014 (900 participants)

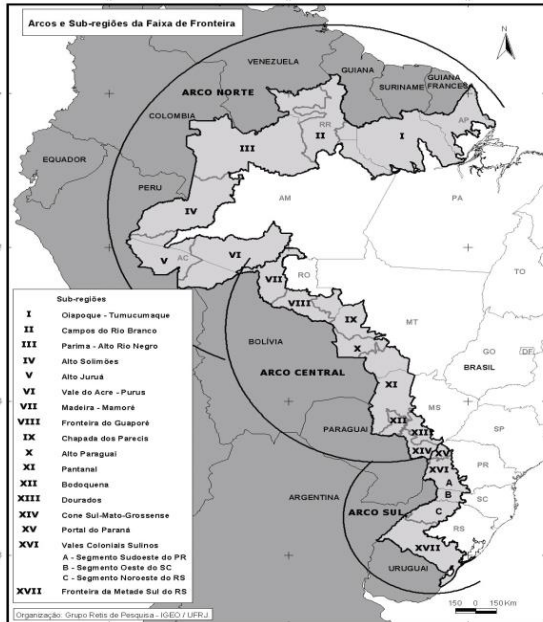


Fig. 1: Arcs and Subregions in the Border Strip (BR)
Source: RETIS Group, Federal University of Rio de Janeiro, 2005



Fig. 2: Administrative divisions since 1943 (BR)
Source: Wikimedia Commons, Pedro Aguiar, GNU Free Documentation License



Fig. 3: Departments of Bolivia (2011)
S.: Wikimedia Commons (Ruditaly) GNU Free Documentation License

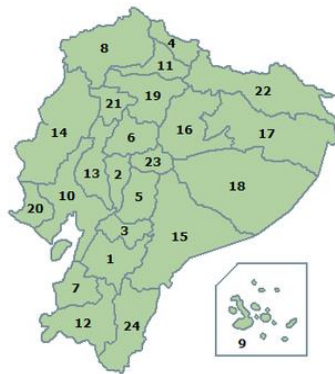


Fig. 4: Provinces of Ecuador (2007)
S.: Wikimedia Commons (Xatufan) GNU Free Documentation License

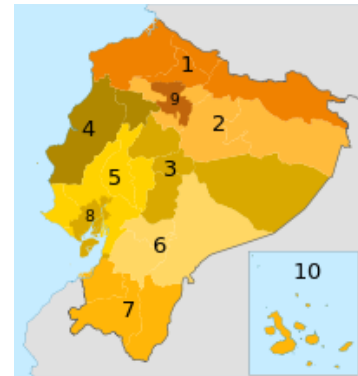


Fig. 5: Regions of Ecuador (2012)
S.: Wikim. Commons (addicted04) GNU Free Documentation License

- 1: Azuay; 2: Bolívar; 3: Cañar; 4: Carchi;
- 5: Chimborazo; 6: Cotopaxi; 7: El Oro;
- 8: Esmeraldas; 9: Galápagos;
- 10: Guayas; 11: Imbabura; 12: Loja;
- 13: Los Ríos; 14: Manabí; 15: Morona Santiago; 16: Napo; 17: Orellana;
- 18: Pastaza; 19: Pichincha; 20: Santa Elena;
- 21: St. Domingo de los Tsáchilas;
- 22: Sucumbíos; 23: Tungurahua;
- 24: Zamora Chinchipe

- 1: North Region; 2: Centre-North Region;
- 3: Centre Region; 4: Pacific Region;
- 5: Littoral Region; 6: Centre South Region;
- 7: South Region; 8: Metropolitan District of Guayaquil;
- 9: Metropolitan District of Quito; 10: Galápagos Special Regime

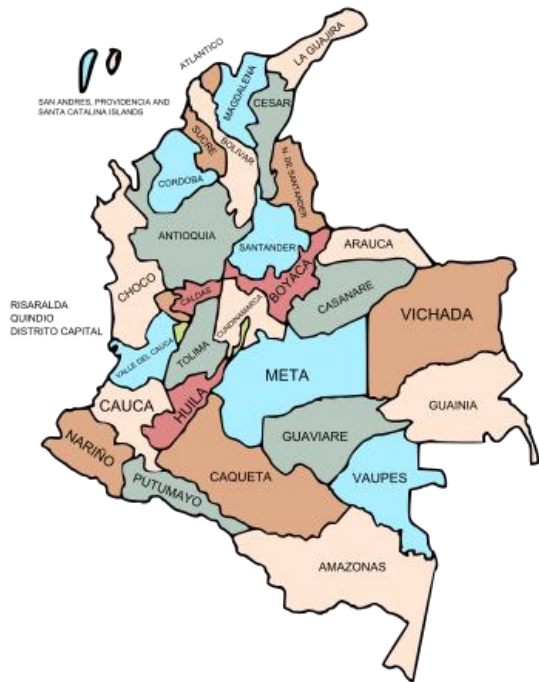


Fig. 6: Map of Colombia with Departments (2009)
Source: Wikimedia Commons (Camilo Sánchez)
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Fig. 7: Departments of Peru (2009)
Source: Wikimedia Commons (Huhsunqu)
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Fig.8: States of Venezuela (2007)
F.: Wikimedia Commons (Wilfredo R. Rodríguez H.)
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The border between **Colombia** and **Venezuela** was initially foreseen in this project. A preliminary follow-up has been implemented, and there is a very active dynamic of border reaffirmation from Bogotá and Caracas, though there are messages bringing some hope about the development of some decentralized cooperation, as those given in Puerto Ayacucho at the Binational Colombian-Venezuelan Summit on 22nd July 2013². As expressed by Sergio Rodríguez Gelfenstein in its digital article on "Cross-border regions, the future of regional integration", replying to this news, ...

² "Ciudad CCS2" newspaper, Caracas, 23rd July 2013:
<http://www.ciudadccs.info/wp-content/uploads/2014/09/03/CCS230713.pdf>

...taking border countries' international activity out of the capital cities and giving more relevance to border regions is the sign of a perspective aimed to solve common problems on both sides of these geographical areas, which often have a common identity and they were only divided by a colonial decision emerged from particular interests, without taking into account the opinion and the decision of these territories' ancestral inhabitants. Besides, in a positive perspective, cross-border links would facilitate the solution of concrete projects in a short term if there were appropriate structures approved by the central governments of involved countries.

An efficient intervention in this border is beyond the possibilities of this project and organization responsible to implement it. However, an additional factsheet has been incorporated as Annex 8 to this Final Report.

In addition to 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 cases³, becoming such handbooks very rapidly obsolete. 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 the borders under study: **Bolivia-Peru, Brazil-Peru, Colombia-Peru, Triple Amazonian Border Brazil-Colombia-Peru, Ecuador-Peru, Colombia-Ecuador**, the new factsheet **Colombia-Venezuela** and the **Northern Andean Diamond** (borders of Peru).

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. The current version of this Handbook and its data base (in permanent updating) is being uploaded to an **e-Learning Platform**⁴, as well as the Factsheets, additional deliverables of this project. Both the Handbook and the factsheets, as well as the e-Learning Platform have been updated during the implementation of every phase of this initiative. The last versions are attached as annexes to this Final Report. These factsheets, together with those delivered with the 2012 project (updated) —factsheets of the borders AR-CL, BO-CL-PE, AR-BO-CL, AR-BR-PY, BR-UY and AR-BR-UY; Integration Diamonds ISIS and Plate; and Parana Axis—, are being linked to be accessible from the map of Latin American border regions included in the e-Learning Platform.

³ 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.

⁴ http://www.aebr.eu/en/activities/projects_programmes_detail.php?project_id=19

1.1 Background and current context

The input that territorial cooperation and innovation elements receive by the European Commission through the Directorate General of Regional and Urban Policy (DG Regio) makes them possible —particularly border integration and development— to get incorporated into the strategic association of the EU with Latin America. This has been demonstrated in several transatlantic summits and in regular bilateral contacts between the EU and Latin American countries and supranational structures; as well as during the organizations of these activities and looking at their results. All of this let progress in 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, despite of difficulties to decentralize public policies and services, and to coordinate them across national boundaries; while many national governments are incorporating 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 disputes⁵.

The conclusions and recommendations of the study “CBC in Latin America: contribution to the regional integration process” promoted the European Commission (DG Regio) in 2010 with the support of the European Parliament⁶, the SWOT analysis performed in several South American border areas and the follow-up of these processes let propose a road map for CBC in Latin America. Some very promising initiatives were identified and they are followed up thanks to later interventions. This has been the product of an active exchange between European and Latin American experts and politicians.

Many additional “side effects” have also occurred, which have been explained in all preliminary reports of this project, and summarized in chapter 7 of this report. However, main preconditions for CBC are still a principal challenge: the political will of institutional players, the continuation and sustainability of these projects, and a systematic training of local players.

The number of registered actions has grown steadily during the implementation of the successive projects in 2012 and 2013. In fact, it has grown during the preparation of the interim reports for this project until 2014, and this has made its follow-up more complex, adding new elements and delaying the elaboration of documents to have an adequate perspective of the whole process. There has also been several circumstances and imponderables imposing a different calendar of activities than the one previously foreseen, though the general perception of the current situation (October 2014) is that a qualitative and quantitative step forward has happened in Latin American CBC. Many processes are ongoing with an enormous potential and it is worth keeping on supporting them.

As for supranational processes, the emergence of new alliances and structures adds some confusion to the debate on necessary supranational integration in Latin America. But it should not be forgotten that, at the present time, bilateral agreements between countries are the most efficient mechanisms to activate CBC in these borders. As it was

⁵ Conflict between Perú and Ecuador in 1995, other disputes already solved of Peru with Ecuador (2011) and Chile (2014) on maritime borders, the problems between Colombia and Venezuela, the impact of *guerrillas* and refugees at the borders of Colombia, problems with cross-border crop-spraying and mining, hydrocarbons’ transportation, the impact of illegal felling, drug trafficking, the indigenous question, etc.

⁶ This study can be consulted at DG Regio’s website:
http://ec.europa.eu/regional_policy/international/pdf/final_report_cbc_la_en.pdf

already explained in the report of the 2012 project, **Mercosur** developed in 2006 a structural instrument for CBC. The **Mercosur Structural Convergence Fund (FOCEM)** still is today the only concrete initiative in this direction in the Americas, though other initiatives like **FONPLATA** (*Fondo Financiero para el Desarrollo de la Cuenca del Plata*) have an unquestionable impact in concerned borders. On the other hand, a sub-region within MERCOSUR is becoming a growing relevance: **ZICOSUR** (South American Mid-West Integration Zone) is a horizontal regional integration process with an interesting geo-strategic location and sources of human, natural and energy resources.

The Andean Community has incorporated many provisions on border integration, and its member states have established 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. The EU has collaborated during the periods 2002-2006⁷ and 2007-2013⁸ in Regional Strategy of Cooperation in the Andean Community and the fight against drug trafficking through the Development Cooperation Instrument (DCI).

It is very much recommended to keep this collaboration, particularly important when some European national cooperation agencies are reducing their budgets, which may have some effects regarding their presence in the area. This is the case of the Spanish Agency for International Development Cooperation (AECID), which has had a prominent role in encouraging CBC in these borders —CO-EC, CO-PE, EC-PE, BO-PE— where some already initiated processes still need to be consolidated. The CAN has made some steady steps in its way to integration as, for example, the recent harmonisation of labour markets by CAN Member States, recognizing same rights for workers and elaborating a joint employment office.

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.

There are more integration initiatives, mainly economic, such as the **Pacific Alliance** or the Latin American Integration Association (**ALADI**), which could add new opportunities, though they can weaken the others. Some have a more political character —in view of the marked loss of influence of the Organization of American States (**OAS**)—, as it is the case of the Community of Latin American and Caribbean States (**CELAC**), or the **ALBA** bloc (Bolivarian Alliance for the Peoples of Our America).

There is a great cooperation potential in areas under study, though some more than others, and the road map prepared by the AEBR in 2010 already included some concrete proposals and measures for 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. Among the recommendations of this project is included an **updating of this road map after the implementation of the project**, where all identified areas, including most relevant players in every of them, may have grown substantially, as it can be seen in the map of CBC areas in South America identified along the different sessions (see map of this CBC

⁷ <http://www.comunidadandina.org/cooperacion/Estrategia%20Regional%20para%20la%20Comunidad%20Andina%202002-2006.pdf>

⁸ <http://www.comunidadandina.org/cooperacion/Estrategia%20Regional%20para%20la%20Comunidad%20Andina%202007-2013.pdf>

areas and Integration Diamonds in Figure 17, page 52 of this report, and its evolution in figures 14, 15 and 16 in page 51).

This map is complemented with some information *factsheets* corresponding to every border region, plus some special regions (*Integration Diamonds and Axes*). All proposals included in the interim reports, after been discussed with the stakeholders, have been taken into account in the elaboration of the recommendations and conclusions of this Final Report, based in the best available experience and main lessons learned in Europe by border and cross-border regions. 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 and the necessary development of a regulatory framework to make possible the decentralization of some policies and services, and the constitution of cross-border structures.

In any case, if the priority in 2012 was the Southern Cone and the area of MERCOSUR, in 2013 it has been the Andean area, being several relevant processes identified, and including a greater implication —though with ups and downs— of the **Andean Community (CAN)**, which keeps on playing a fundamental role in the borders under study, but it could play an even bigger one. In fact, it has a very appropriate instrument, the **High Level Border Development and Integration Group (GANIDF)**, integrated by competent national authorities in this matter, commissioned to propose programmes and action plans.

Following a recommendation of the GANIDF, the CAN Foreign Ministers approved Decision 501 referred to the ZIF (Border Integration Zones), established with the purpose of generating optimal conditions for border integration and development between the CAN Member States⁹. Through this same decision, the **Border Integration Projects Data Base (BPDIF)** was also created, as a ZIF supporting mechanism. The BPDIF has as main objective to facilitate project formulation and management in the ZIFs, as well as fund raising.

Four initiatives were selected from the BPDIF in order to be supported by the EU through the Project CESCAN I (Economic and Social Cohesion in the Andean Community), and four more were implemented through CESCAN II.

CESCAN I promoted political dialogue between the four Andean Governments and the CAN Secretariat General (SGCAN), offering financial support to implement 4 border projects and 3 transnational ones in rural development, education and food security, consolidating regional integration policies. Following this intervention logic, the Annual Action Plan 2009 (AAP 2009) formulated the project EU-CAN: "Support to Economic and Social Cohesion in the Andean Community" (CESCAN II), whose Financing Agreement DCI-ALA/2009/20391 was signed by the Representative of the European Commission on 18th November 2010 and by the Representative of the SG-CAN on 15th December 2010, initiating the operational implementation until the 15th December 2013, with an extended closing phase of 6 months, until the 15th June 2014.

⁹ Decision 501 of the Andean Council of Foreign Ministers of the Andean Community, on the Border Integration Zones (ZIF) in the Andean Community. 8th Meeting of the Council, 22nd June 2001. Valencia (Venezuela). <http://www.cancilleria.gov.co/sites/default/files/decision501.pdf>

Other important milestones in the development of CBC processes within the Andean Strategic Agenda (AEA) are the following:

- Binational Centres for Border Attention¹⁰ (CEBAF) at the borders Bolivia-Peru (Desaguadero), Ecuador-Peru (Huaquillas–Agua Verdes, Macará-La Tina, Zumba–La Balsa, Río Napo), Colombia-Ecuador (Rumichaca/Ipiales-Tulcán, San Miguel-Lago Agrio), and other integrated control actions.
- Formulation of a programme for binational basins management at the Colombia-Ecuador ZIF.
- Formulation of the ZIF Plan Colombia-Peru, financed by the *Corporación Andina de Fomento* (CAF), the Development Bank of Latin America.
- Formulation of a development programme at the Amazonian border between Bolivia and Peru.
- 13 binational border projects¹¹, financed by the EU and the Spanish Agency for International Development Cooperation (AECID).
- Elaboration of proposals to improve cross-border public transport of passengers (Colombia-Ecuador).
- Formulation of proposals to implement the border workers' regime (Colombia-Ecuador).

¹⁰ Decision 502 del Consejo de Ministros de Relaciones Exteriores de la Comunidad Andina. VIII Reunión en Valencia. Decision 501 of the Council of Foreign Ministers of the Andean Community. 8th Meeting in Valencia:

<http://www.redescolombia.org/sites/default/files/DECISI%C3%93N%20502%20de%20la%20CAN.pdf>

¹¹ Several European national cooperations are active in the regions, though only the AECID currently finances CBC initiatives. Despite of the progressive withdrawal of financial resources to middle income countries and the closing of some Technical Cooperation Offices (OTC), the Spanish Cooperation has been supporting integration processes in the region for more than two decades, due to its important role in the development of participating countries. There is a MERCOSUR Programme and an Andean Regional Programme (PRA), whose objective is "contributing to achieve social cohesion and the reduction of inequalities in Andean countries through the support to regional dimension initiatives".

1.2 Objectives

The European Union is sharing its expertise 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 involved in border integration and development. 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.

Specific objectives of information sessions (IS-3 and IS-4) in Europe:

- Promoting dialogue and exchange of experiences between the EU and Latin America, strengthening bilateral cooperation.
- 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 through visiting and studying different modalities: cooperation between public authorities, private and social stakeholders, universities and research centres, euroregions, working communities and European Groupings of Territorial Cooperation (EGTC).
- Increase the participants' capacities to implement efficient CBC.

After these sessions the participants elaborated very useful elements for the factsheets and the handbook, as well as to develop concrete actions (elaboration of cross-border concepts, structures or projects) which, once reviewed and polished at the workshops, should promote the improvement of effective cooperation in every border region. To this end, the AEBR collaborated in the identification of main lessons learned, good practices and the relevance of the European experience in overcoming similar obstacles to those faced in Latin American border areas.

Specific objectives in the workshops (WS-3a, WS-3b, WS-4a, WS-4b1 and WS-4b2, and other linked activities) in Latin America were:

- First-hand knowledge of ongoing cross-border initiatives in every region, as well as main stakeholders.
- Knowledge of most relevant regulatory, procedural and administrative aspects.
- Analyse cross-border potentialities in these regions and discuss them in the light of the European experience, bridging the gaps and exchanging information on good practices in both continents.
- Establishment of their situation and perspectives.
- Increase the participants' knowledge on the main objectives of the European Regional Policy and the implementation of an effective CBC supporting supranational integration processes from the bottom.
- Train participants to understand the concepts giving sense to every instrument of this policy.
- Design a practical guide/handbook: the Handbook of CBC and respective factsheets.

Regarding **complementary working sessions** in Latin America, the main objective was to obtain the best available information from national, regional or local players, 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.

In this sense, at the various **working sessions with SEBRAE Paraná** (Brazilian Service to Support Micro and Small Enterprises in the State of Parana), participant at the Information Session 2, co-organizer of workshop WS-2a and promoter of the workshop on "World Class Border Regions", coordinated with this project, it has been possible to know the visions of multiple players in all sectors, committed in designing and implementing authentic integration programmes across the borders. As a result of this dynamics, many activities are being organized in order to consolidate a strategy that, undoubtedly, will have a determinant impact in the generation of CBC in the whole Latin America.

The **Peruvian border integration policy** and the role of the **Andean Community** could also be known in depth, as well as concrete initiatives developed by local stakeholders.

The **Foreign Ministry** (MRE) of **Peru** showed its dynamism, organizing several series of additional meetings for the dialogue with the EU in matter of territorial development and cooperation policies, as the **International Workshops on Regional Development and Border Integration** in Cusco, Tarapoto and Lima in November 2012, where many local stakeholders took part (mayors, universities, research centres, development agencies, specific projects, etc.). In December 2013, the MRE organized at the Pontifical Catholic University of Peru in Lima, in collaboration with the European Commission (DG Regio), an **International Seminar "Dialogues on Innovation for Territorial Cooperation within the framework of the Peru-EU Cooperation"**, which gathered more than two hundred participants from Europe and Latin America, mainly from Peru and neighbouring countries, in order to debate on innovation policies and competitiveness, public

instruments for encouragement and investment, strategic alliances and multi-level governance, networks of innovative regions and cities, cross-border innovation, and to show some examples of innovative cooperation experiences and programmes promoted by the CAF, the BID, CEPAL and other institutions.

At the working sessions with the **Secretariat for Regional Development** of the **Ministry of Regional Integration** of Brazil, and the **Secretariat of Institutional Relations**, the **Secretariat of Strategic Affairs** and the **Secretariat of Federative Affairs** of the **Presidency of Brazil**, and the **Secretariat of Planning at the State of Amazonas**, participants in the Information Session 4, co-organizers of workshop WS-4b2 in Tabatinga and promoters of the International Seminar on Border Regions, held in Foz do Iguazu on 28th-30th May 2014, the new Brazilian input to border initiatives could be known, after a period of a certain vagueness. As it was already the case in workshop WS-2b with the Uruguayan policy of border integration and the role of Mercosur, in workshops WS-3 and WS-4 the **Peruvian, Colombian and Brazilian border integration policies**, and the role of the **Andean Community** were known, as well as some concrete initiatives developed by regional players.

Below you can find the specific objectives of two of the workshops:

Objectives of the Workshop in Tulcán (WS-4a):

General Objective: at the end of the workshop exchange of knowledge and experiences on CBC in the Andean Region will have been exchanged with those in Euroregions , border regions and European Groupings of Territorial Cooperation (EGTCs) and recommendations to advance in the process to build up the Regional Strategy of CBC will have been formulated.

Specific Objectives:

- The experiences in CBC in the Andean region and the Euroregions will have been known and analysed comparatively.
- The aspects of those experiences of which advantage may be taken to build up the CBC Strategy for the Andean regions will have been identified.
- Mechanisms to concretize the decisions adopted in the workshop will have been defined.

Objectives of the workshops in Leticia-Tabatinga (WS-4b1 and WS-4b2)

1. Disseminate the advantages for regional development brought by the perfect understanding of the expression "Cross-Border Cooperation" (CBC) among the society in the Triple Border, as well as its efficient implementation to get the maximum integration in the territories involved.
2. Demonstrate that, in order to achieve a real, concrete and measurable integration of different national territories (under the economic, social and institutional profile), the participation of different players (public and private) at different levels (local and national) in the process of introduction and exchange is very much needed.
3. Discuss master lines and possible instruments for CBC at the Triple Amazonian Border.
4. Promote the building up of public policies on Local Economic Development from CBC.
5. To lay the foundations of municipal authorities of the Triple Border, for the future elaboration and implementation of a Cross-Border Cooperation Card at the Triple Amazonian Border.

Another main objective is that Latin American participants (more than one thousand taking into account all activities directly or indirectly related to this project), coming from different sectors, could debate main elements of the Handbook of CBC and the complementary factsheets for every border, as well as to disseminate in their sectors the knowledge and new references acquired.

1.3 Contents

In next chapters there is a review of the methodology used in this work (**chapter 2**), information about the general programme, including a comprehensive list of all complementary and related activities, and information on sessions and workshops (**chapter 3**), though detailed programmes are included in Annex 10, while the description of every session and workshop was included in respective interim reports. 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 implementation of foreseen activities.

As annexes to this report we can find the *beta version 7.0* of the *Handbook of CBC* (**Annex 1**), the *Factsheets* for the borders under study (BO-PE, BR-PE, CO-PE, Triple BR-CO-PE, EC-PE, CO-EC, and CO-VE) (**Annexes 2-8**), the factsheet of the *Northern Andean Integration Diamond* (**Annex 9**), the detailed programmes of the activities (**Annex 10**), the *participants' list* (**Annex 11**) and a miscellaneous with some *images and press news* (**Annex 12**).

In general, a permanent process of specific training for the participants has been brought up, consisting of offering a common logic to the four information sessions in Europe, the eight workshops in Latin America and the dozen of related meetings organized by local stakeholders. As usual, a series of general challenges has been faced:

Main challenges

- Avoid the terms “administrative level” and “competencies” when dealing with cross-border structure. It is just about “feasible instruments” to cooperate, and the “implementation of needed cross-border tasks”.
- We should not compare structures, competencies, legislations, etc.; across the border (they may not be comparable).
- Overcome the lack of expertise and cross-border skills.
- Build up communication and exchange mechanisms based in a system of mutual trust, and contribute to change attitudes, perceptions and approaches. The generation of trust is the main element for an efficient and long-lasting cooperation.
- Stimulate “bottom-up” approach in local and regional development (in close collaboration with the respective national authorities), involving all key players and taking into account particular local conditions (geographical, economic, cultural and political).

The AEBR and host organizations made their best to have high level speakers and rapporteurs, including representatives of European, national, regional and local authorities, cross-border programmes and projects, the scientific community, the business sector and civil society. Strong efforts were made to give coherence to the programmes of information 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, several online contacts and the participation in various activities in Latin America, cross-border areas under study in South America were selected (**Task 1**).

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

2.1.1 *Information Sessions*

For the first Information Session of this project, the third in the overall initiative (IS-3), it was considered that the participants from the Andean borders would visit several very dynamic European CBC areas, but very different (Spanish-French and German-Polish borders), with a great variety of structures and projects, as well as some European institutions. The main intention was to get to know some regions across an “old” border (France-Spain) that have developed a long expertise in implementing European programmes and other bilateral programmes; and regions located in a “new” internal border (Poland-Germany), where CBC is a new experience for the population and for local and regional authorities.

Another intention was to get to know different management models for CBC Operational programmes and different types of structure, from the most decentralized one characterized by the cooperation of Spanish border regions to the most centralized Portuguese model, going through the excellent model of the Working Community of the Pyrenees, managing the Operational Programme for Territorial Cooperation Spain-France-Andorra (POCTEFA). On the other hand, at the German-Polish border they could know the growing cooperation between the Eastern German *Länder* and the Western Polish Voivodeships in a border that was closed until very recently without any historical roots for CBC. In every case information was exchanged with representatives of regional governments, euroregions, eurodistricts and European Groupings of Territorial Cooperation (EGTCs). At the end, a visit to the European institutions in Brussels let culminate the knowledge process about the different EU operational levels to make CBC programmes come true.

The participants in IS-3 were selected after consultation with the General Directorate of Regional and Urban Policy (DG Regio), the Foreign Ministry of Peru, the Secretariat General of the Andean Community of Nations (SGCAN) and the EU Delegation in Peru. Several regional and local authorities were also consulted (Peruvian provincial municipalities of San Ignacio and Mariscal Ramón Castilla, the Municipal Commonwealth (*Mancomunidad*) of the Puno Amazonia —Peru—, the Commonwealth of Municipalities in the Tropical Northern of La Paz —Bolivia—, the Ecuadorian Provincial Government of Carchi, the Ecuadorian Canton of Chinchipe, the Colombian Municipality of Puerto Nariño), the Special Bi-national Plan for the Integrated Development of River Putumayo Basin (PEDICP), the Colombian Foundation Omacha, the Peruvian public enterprise *Sierra Exportadora*, and other institutions.

In the second Information Session (IS-4) the participants from the borders of Ecuador-Colombia, Peru and Brazil, the Triple Amazonian Border and representatives of different departments of the Federal Government of Brazil involved in the “border strip integration” visited several types of structures for CBC in one of the areas with more density: the BENELUX and the Rhine. In this sense, they could get to know one of the most veteran and dynamic euroregions, the Euroregion Meuse-Rhine, participated by Belgium, the Netherlands and Germany, as well as some of their most relevant projects (the structure and management of the euroregion, the emergencies system, the

programme of cross-border health, etc.). They met afterwards with representatives of the Great Region, known as Saar-Lor-Lux (German Land of Saarland, the French region of Lorraine, and the Grand Duchy of Luxembourg), though currently also the Belgian region of Wallonia, and the German Land of Rhineland-Palatinate also take part. During the meeting with the Eurodistrict Saar-Moselle they got to know an instrument for proximity CBC, and in Alsace they met other organizations promoting CBC in Europe, as it is the case of the Council of Europe's Congress of Local and Regional Powers. In Brussels they visited several institutions involved in Territorial Cooperation: the Commission (DG Regio), the Parliament and the Committee of Regions.

The visit to the Euroregion Scheldemond let them know another model of euroregion, smaller than the previous one, but with very deep projects in the fields of renewable energies, biotechnology, etc., in addition to knowing how CBC Interreg programmes work and how the different projects are managed. At the Cross-Border Euro-metropolis Lille-Kortrijk-Tournai (BE-FR) they were informed about the constitution and development of the first European Grouping of Territorial Cooperation, and they could debate with the Director and staff about different aspects of daily management of this EGTC. In Paris they met the *Mission Operationnelle Transfrontalière* (MOT), a French organization with European vocation, which promotes proximity CBC, having a long experience in the promotion of CBC in other continents. Finally, at the Euroregion Galicia-North Portugal they could meet institutional representatives of the *Xunta de Galicia* and the Coordination and Development Commission of the North Region, the management of the Operational Programme for Territorial Cooperation Spain-Portugal (POCTEP), several organizations collaborating in the promotion of CBC in business and academic sectors, some inter-municipal CBC structures (*Eixo Atlántico*) and they visited the Iberian International Nanotechnology Laboratory in Braga (Portugal).

The participants in the IS-4 were selected after consultation with the Directorate General of Regional and Urban Policy of the European Commission (DG Regio), the Foreign Ministry of Peru, the Secretariat General of the Andean Community of nations (SGCAN), the EU Delegation in Peru and several departments of the Federal Government of Brazil, both at the National Integration Ministry and the Presidency of the Republic. Several local and regional authorities were also consulted (the Colombian municipality of Ipiales, the Colombian Department of Nariño, the Ecuadorian Province of Carchi, the Peruvian border district of Yavarí, the Brazilian State of Amazonas), as well as other players, such as the University of the Brazilian State of Amazonas.

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 Peru, Ecuador, Colombia and Bolivia (for IS-3), the persons listed in Annex 11 of this report were confirmed. Fourteen persons took part in this information session (7 from Peru, 4 from Ecuador, 2 from Colombia and 1 from Bolivia).

In the case of IS-4, after exchanges with authorities and institutions of Peru, Ecuador, Colombia and Brazil it was foreseen that twelve persons would participate in every Information Session of this series. As in the third sessions there were 14 participants, it was considered to select 10 for the fourth one. Finally, eleven Latin American participants were selected to take part in the Information Session IV (5 from Brazil, 3 from Colombia, 2 from Peru and 1 from Ecuador), though in the last minute two of them were forced to cancel their participation (one from Peru and the one from Ecuador).

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 aim to inform about the objectives and 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 were invited to present various aspects of the Cohesion and Regional Policies, particularly its support to CBC, stressing its main objectives and instruments.
- In the visited regions: institutional representatives, directors of programmes and projects, local and regional authorities, as well as representatives of the Academia, the business sector and technology parks. All of them could present generalities and particularities of their work, of every programme they develop and some selected projects in order to illustrate this visit with practical cases. The participants could also debate with political representatives and experts about the daily tasks of these active CBC players, as well as their stories, their setting up in the territories, their role in various CBC programmes and some outstanding projects.
- For IS-3:
 - In the Spanish regions of Basque Country and Catalonia; the French regions of Aquitaine and Languedoc-Roussillon, in Berlin and other German States), Mecklenburg-Western Pomerania, Brandenburg and Saxony, the Polish Voivodships of West Pomerania and Lubusz, the Euroregion Pro Europa Viadrina and Brussels.
 - In Barcelona and Perpignan they got detailed information about the POCTEFA (Operational Programme for Territorial Cooperation Spain-France-Andorra). In Berlin and other areas of the German-Polish border they got information about CBC in this border area, as well as some particular elements, such as the *people-to-people* projects (P2P). In these sessions several aspects of Regional and Cohesion EU policies were presented, in particular CBC, stressing their main objectives and instruments, as well as some particular aspects of every operational programme.
 - In Szczecin/Stettin the participants discussed about the operation of a new European cross-border metropolitan region, integrated by a Polish urban centre and several German rural districts.
 - In Puigcerdá they visited the Cross-Border Hospital of Cerdanya, managed through an EGTC.
 - In Rehfelde they were informed about the necessary preparations to create a new EGTC "Transoderania Eurodistrict".
- For IS-4:
 - In the Euroregion Meuse-Rhine, the Great Region Saar-Lor-Lux, the Eurodistrict Saar-Moselle, the region of Alsace, the Euroregion Scheldemond, the Eurometropolis Lille-Kortrijk-Tournai, the MOT, the Euroregion Galicia-North and in the European institutions in Brussels.

- In Maastricht, Trier, Brussels, Ghent, Paris and Vigo they got detailed information about the respective EU Operational Programmes for Territorial Cooperation; in Kortrijk and Vigo about the EGTCs, in Saarbrücken about proximity cooperation, and in every visit they could know concrete cross-border projects, their management, results and usual incidences. In these sessions several aspects of the Regional and Cohesion were presented, in particular CBC, highlighting the main objectives and instruments of every Operational Programme.

2.1.2 Workshops in Latin America

The workshop proposed in Tacna (Peru) during IS-1 had been withdrawn from the programme of the first series of workshops by the Ministry of Foreign Affairs of Peru, offering the alternative of organizing another series of workshops later on, with the participation of the European Commission (DG Regio and EU Delegation in Lima) and several European experts¹². Afterwards, during the information session, some debate with the participants took place to identify most appropriate places to organize the foreseen workshop. As usual, it was decided to double these workshops in order to facilitate the participation of more stakeholders and concentrate the debates in concrete border territories. After receiving the approval of DG Regio, it was decided that the first of the workshops (**WS-3a**) would take place at the border between Peru and Bolivia, concretely in the city of **Puno**, where the MRE, the Regional Governments, the Municipal Commonwealth of the Puno Amazonia, and its Bolivian partner the Commonwealth of Municipalities of Northern Tropical La Paz, put all their technical and logistical capacity at disposal in order to guarantee the success of this activity.

With the rest of participants it was decided that the second workshop (**WS-3b**) would take place in **Lima**, stressing the need to invite the CAN and representatives of the neighbouring countries of Peru. Following the logic of this project, it was decided to incorporate to the programme other foreseen seminars in the region, collaborate in their organizations and offer the whole package the most possible coherence.

These workshops were preceded by a conference on *Exchange of CBC Experiences between the Andean Countries and Europe*, organized by the Andean Community in Tulcán (Ecuador), which was used as kick-off for this project, being considered **WS-4a** in the logic of this project. Another workshop was organized by SEBRAE-PR in Foz do Iguacu, just before WSs-3, to launch the concept of "World Class" *Border Region Characterization*. Several working meetings were also organized with various Peruvian authorities and institutions at national, regional and local level.

In this same sense it was discussed the proposed distribution of the series of workshops WS-4, considering **WS-4a** the Conference on "Exchange of CBC Experiences between the Andean Countries and Europe", taking place at the State Polytechnic University of Carchi (UPEC) in Tulcán (Province of Carchi, Ecuador) on 10th and 11th April 2013, organized by the CAN and the EU with the collaboration of the Prefecture of Carchi, the AEBR and the Association of Latin American and Caribbean Universities (UDUAL). **WS-4b** was to be organized in Leticia, at the Triple Amazonian Border (BR-CO-PE). The Leticia workshop became finally the *I International Seminar on CBC at the Triple Amazonian Border*, doubled in one session in Leticia (CO) and another one in Tabatinga (BR), as well as a study visit to Islandia (PE).

¹² As we have seen before, these workshops took place effectively between 19th and 23rd November 2013 in Cusco, Tarapoto and Lima.

During the information sessions a pre-selection of participants for the workshops was made (**Task 2**), being invited after consultations with respective local, regional and national authorities in every related border. Universities and other stakeholders were also contacted, as it was the case of some local and foreign NGOs. Regarding speakers, it was particularly stressed to incorporate experts involved in concrete CBC actions.

Main selection criteria for participants in the workshops were the relevance of their function and their dissemination capacity. After a systematic process of consultations with the host organizations, provisional lists of participants were elaborated, which were discussed with the AEBR and DG Regio. Finally, those included in Annex 11 of this report registered in written their participation.

Similar procedure was made to select speakers, paying a special attention to incorporate experts involved in concrete CBC actions. Participant universities were also contacted, as well as other stakeholders involved in cross-border cooperation.

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, regional and national authorities, as well as the representatives of some emblematic projects and established cooperation structures.
- At the AEBR, with the aim of informing about the objectives and programme of this project, about European CBC in general, and some related aspects.

During information session IS-4 there were several debates with the participants to identify most favourable places to organize the respective workshop (WS-2). As in the case with the workshops organized in 2012 after information sessions IS-3 and IS-4, it was decided to split them 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 to consider the activity in Tulcán as the first workshop in this series (**WS-4a**), as it took place before initiating all activities of this project, but after submitting the Inception Report and within the framework of the coordination between DG Regio, the AEBR, the CAN, the national governments involved and the local stakeholders at the border under study. The second workshop (**WS-4b**) would take place at the Triple Amazonian Border BR-CO-PE, in **Leticia** (Colombia), where there is an excellent local partner who offered its technical capacity and logistics to guarantee a successful event. Due to the characteristics of this border and the complexity of involved stakeholders, it was also decided to double this workshop into two sessions: a first one in Leticia, considered **WS-4b1**, and another one in Tabatinga (BR) the following day, considered workshop **WS-4b2**. Besides, a study visit and a mini-workshop were organized in the Peruvian part, in the municipality of Islandia.

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 and several European and Latin American experts (**Task 7**) in all planned activities, with the aim to get necessary feedback for further versions of the handbook and factsheets, as well as the interim reports (**Deliverables 3**) corresponding to the information sessions and workshops, which have been the base of the draft Final Report (**Deliverable 4**) and this consolidated version, 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 following sessions and guarantee the presence of all relevant sectors in both territories of every border.

2.2 Summary of Tasks and Deliverables

General Table with Accomplished Tasks		
Tasks/ Deliverables	Action	Remarks / Dates
(extra activity)	Series of workshops in Peru	Workshops organized by the Peruvian Government and Regio November 2012
	Signing of contract	DG Regio AEBR December 2012
	Preliminary exchanges	DG Regio, AEBR December 2012
	Preparation of tasks, draft calendar and logistics	AEBR experts and staff, in cooperation with local partners December 2012
Task 1	Kick-off meeting: identification and selection of areas under study	DG Regio, AEBR January 2013
	Contacts with potential partners	AEBR and local stakeholders January 2013
	Draft Inception Report, including confirmation of activities, dates, venues, logistics, contents, participants, etc.	AEBR and local stakeholders January 2013
Task 2	Selection of participants and speakers	AEBR, local stakeholders and DG Regio February 2013
Deliverable 1	Inception Report	AEBR and DG Regio February 2013
	Logistics and training programme	AEBR March 2013
	Draft programme IS-III	AEBR March 2013
	Agreement on Inception Report and preparation IS-III and IS-IV	AEBR and DG Regio March 2013
	Sending invitations and draft programme IS-III	AEBR March 2013
	Draft programme IS-IV	AEBR March 2013
	Sending invitations and draft programme IS-IV	AEBR April 2013
(extra activity) Task 5	Workshop Knowledge Exchange CAN-EU in Tulcán	CAN, AEBR, Prefecture of Carchi, EU Delegation in Lima April 2013
	Organization IS-III	AEBR and European partners April 2013
Task 3	Information Session IS-III	AEBR, European partners, Latin American participants April 2013
	Preparation draft Practical Guides/Handbooks III	AEBR and Latin American partners May 2013
Task 4	2 nd Information Session (IS-IV)	AEBR and European partners 19 th May to 6 th June 2013

Deliverable 2	Interim Report IS-III	AEBR End of June 2013
	Preparation draft Practical Guides/Handbooks IV	AEBR and Latin American partners June-August 2013
Deliverable 2	Interim Report IS-IV	AEBR
	Meeting with Commission on the workshops	AEBR-DG Regio June 2013
	Preparation of workshops	AEBR and local partners July-August 2013
(extra activity)	Symposium "World Class – border Region Characterization" in Foz do Iguacu	SEBRAE, AEBR and other partners 9 th -10 th September 2013
Task 5	Workshop (WS 3a) in Puno	AEBR, Commonwealth of the Puno Amazonia (PE), Commonwealth of Northern Tropical La Paz (BO) 11 th September 2013
Task 5	Workshop (WS 3b) in Lima	AEBR, Peruvian Foreign Ministry, SG-CAN, EU Delegation in Lima, local partners 13 th September 2013
Task 6	Workshop (WS 4b1), Session in Leticia (CO): I International Seminar of CBC at the 3x Amazonian Border	AEBR, Department of Amazonas (CO), Municipality of Leticia (CO), University of Amazonas (BR), Government of Brazil 17 th September 2013
Task 6	Workshop (WS 4b2), Session in Tabatinga (BR)	AEBR, University of Amazonas (BR), Government of Brazil 18 th September 2013
Task 6	Session in Islandia (PE)	19 th September 2013
Task 6	Working meeting with the Government of Colombia	AEBR, Government of Colombia 23 rd September 2013
Deliverables 2	Review draft Handbook 5.0 and Factsheets III: - Border BO-PE - Border BR-PE - Border CO-PE - Northern Andean Diamond	AEBR, local partners January-June 2014
Deliverable 3	Interim Report WSs III	AEBR, local partners January-June 2014
Deliverables 2	Review drafts Handbook 6.0 and Factsheets IV: - Triple Amazonian Border (BR-CO-PE) - Border EC-PE - Border CO-EC	AEBR, local partners May-September 2014
Deliverable 3	Interim Report WSs IV	AEBR, local partners September 2014
Deliverables 2	Review draft Factsheets IV and Handbook 6.0 e-Learning Platform (<i>on going</i>)	AEBR, local partners July-September 2014
Task 7	Discussion of contents for draft Final Report	AEBR, DG Regio July-September 2014

Deliverable 4	Elaboration of Draft Final Report	AEBR	October 2014
Deliverables 2	Review Handbook 7.0 and Factsheets 2.0	AEBR, DG Regio	October 2014
	Presentation of Final Report	AEBR	October 2014
	Strategy of the SG-CAN for Border Integration in the Andean Community	AEBR, SG-CAN	2014

All reports suffered 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 the previous project in 2012 and its continuation in this project 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. For this reason, the delays in 2012 were transferred to 2013 and 2014, in particular regarding the elaboration of the numerous interim reports. Finally all available information was obtained and processed, at the expense of extending the tasks of this project for almost one more year than initially foreseen. However, there are also some improvements: many factsheets corresponding to the borders under study, an updated handbook, and the elaboration of two versions of the Final Report: in English and in Spanish.

3. PROGRAMME, LIST OF EVENTS AND COMPLEMENTARY MAPS

3.1 General Programme of Information Session 3 (IS-3)

19-20 April 2013:	Departure of participants in origin.
21 April:	Arrival of participants to Bilbao, introductory meeting
22 and 23 April:	Programme in the Basque Country (ES) and Aquitaine (FR)
24-26 April:	Programme in Catalonia (ES) and Languedoc-Roussillon (FR)
27 April:	Coordination meeting in Berlin
29 April:	Programme in Berlin and transfer to Szczecin/Stettin (PL)
30 April:	Programme in Szczecin/Stettin (PL) and Frankfurt/Oder (DE)
1st May:	Programme in Rehfelde (DE), Seelow (DE) and Dresden (DE)
2 May:	Programme in Dresden and transfer to Brussels
3 May:	Programme in Brussels
4-5 May:	Return of participants

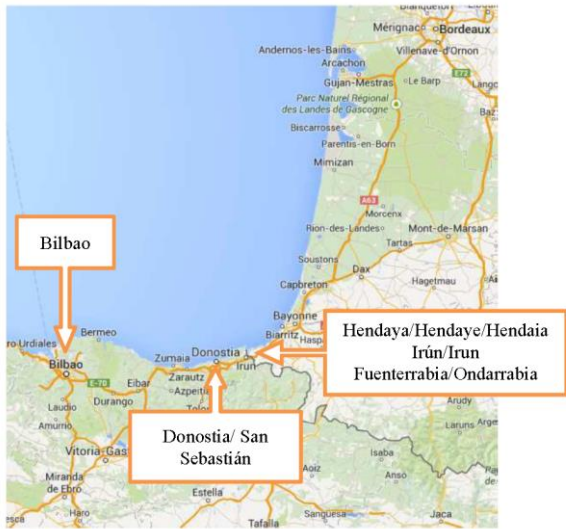


Fig. 9: Cross-border region and EGTC Euskadi-Aquitaine, Consortium Bidasoa-Txingudi, visited during IS-3
Source: AEBR, own elaboration with Google Maps, 2013



Fig. 10: Cross-border region Catalonia-Roussillon, Euroregion Pyrenees-Mediterranean, Cerdanya Hospital, visited during IS-3
Source: AEBR, own elaboration with Google Maps, 2013



Fig. 11: Border and cross-border regions between Germany and Poland (Berlin, Pomerania, Pro-Viadrina, EGTC Transoderania), visited during Information Session 3
Source: AEBR, own elaboration with Google Maps, 2013

3.2 General Programme of Information Session 4 (IS-4)

20 May 2013:	Departure of participants in origin.
21 May:	Arrival of participants to Brussels and transfer to Maastricht. Introductory meeting.
22 May:	Programme in the Euroregion Meuse-Rhine: Maastricht (NL), Aachen (DE) y Lontzen (BE)
23-24 May:	Programme in the Great Region: Trier (DE) and Luxembourg
24 May:	Session with the Eurodistrict Saar-Moselle in Saarbrücken (DE)
25-26 May:	Programme in Alsace (FR)
27-28 May:	Programme in Brussels (BE)
29-30 May:	Programme in the Euroregion Scheldemond (BE-NL)
30 May:	Session in the Cross-Border Eurometropolis Lille-Kortrijk-Tournai (BE-FR)
31 May and 1st June:	Programme in Paris
2-5 June	Programme in the Euroregion Galicia (ES)-North Portugal: Santiago de Compostela, Vigo, Braga and Oporto
5-6 June:	Return of participants



Fig. 12: Cross-border regions in BENELUX, Germany and France, visited in Information Session 4 (Meuse-Rhine, Great Region, Eurodistrict Saar-Moselle, Alsace, Brussels, Scheldemond, EGTC Lille-Kortrijk-Tournai, Paris)
Source: AEBR, own elaboration, 2013

Fig. 13: Euroregion and EGTC Galicia-North (ES-PT), visited in Information Session 4
Source: AEBR, own elaboration with Google Maps, 2013

3.3 General Programme Workshop WS 3 y WS 4

- 17-23 November 2012:** Travel to Peru for the Seminars "Cooperation in Regional Development and Border Integration in Cusco, Tarapoto y Lima (additional *activities*)
- 9-13 April 2013:** Travel to Ecuador to take part in the Seminar in Tulcán (CO-EC), considered **WS-IVa**
- 7 September 2013:** Travel of AEBR Team from Europe to South America
- 8 September:** Coordination meeting in Foz do Iguacu
- 9 September:** Workshop "World Class Cooperative Border Regions", UNILA/PTI, Foz do Iguacu (BR) (*additional activity*)
- 10 September:** Travel Foz-Sao Paulo-Lima-Juliaca-Puno
- 11 September:** **WS IIIa** in Puno (PE)
- 12 September:** Travel Puno-Juliaca-Lima
- 13 September:** **WS IIIb** in Lima (PE)
- 14 September:** Cultural programme in Lima
- 15 September:** Travel Lima-Bogotá
- 16 September:** Travel Bogotá-Leticia and coordination meeting
- 17 September:** **WS-IVb1** in Leticia (CO)
- 18 September:** **WS-IVb2** in Tabatinga (BR)
- 19 September:** Sessions in Islandia (PE) (**WS-IVb3**)
- 20 September:** Travel to Bogotá
- 23 September:** Meeting with the Government of Colombia
- 26 September:** Return to Europa
- 10-15 December:** Travel to Lima, Peru-EU Dialogue on Innovation for Territorial Development (*additional activity*)
- 29-30 May 2014:** International Border Regions Seminar "Challenges for Border Integration", Itaipú Technology Park, Foz do Iguacu (Paraná, Brazil) (*additional activity*)

The detailed programme of these activities can be found in Annex 10, while the description of every Information Session and Workshops is included in Interim Reports IS-3, IS-4, WS-3 y WS-4, and it is also available in the AEBR website:

http://www.aebr.eu/en/activities/projects_programmes_detail.php?project_id=19



Fig. 14: Map elaborated in 2011
(Source: AEBR, own elaboration)



Fig. 15: Map elaborated in 2012
(Source: AEBR, own elaboration)

CBC Areas in South America:
Information Session III, Information Session IV

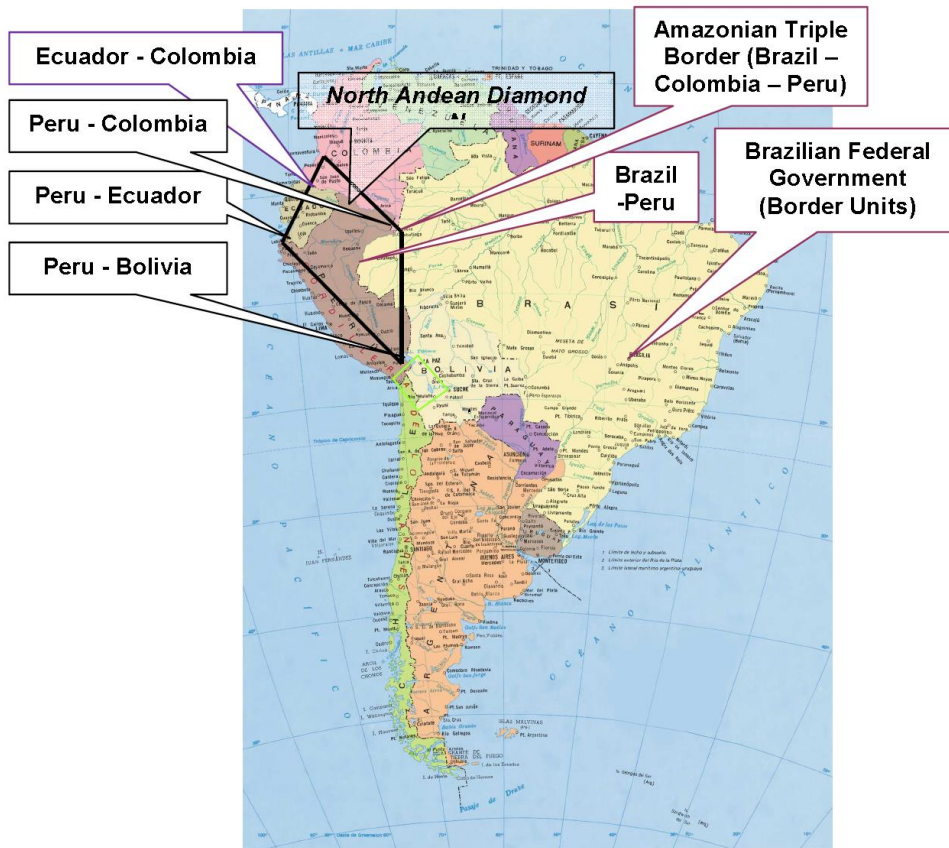


Fig. 16: Map of CBC areas in South America: IS-3, IS-4, WSS-3, WSS-4
Source: AEBR, Gronau, 2012, own elaboration

CBC Areas in South America:

Information Session I, Information Session II, Information Session III,
Information Session IV, River Paraná

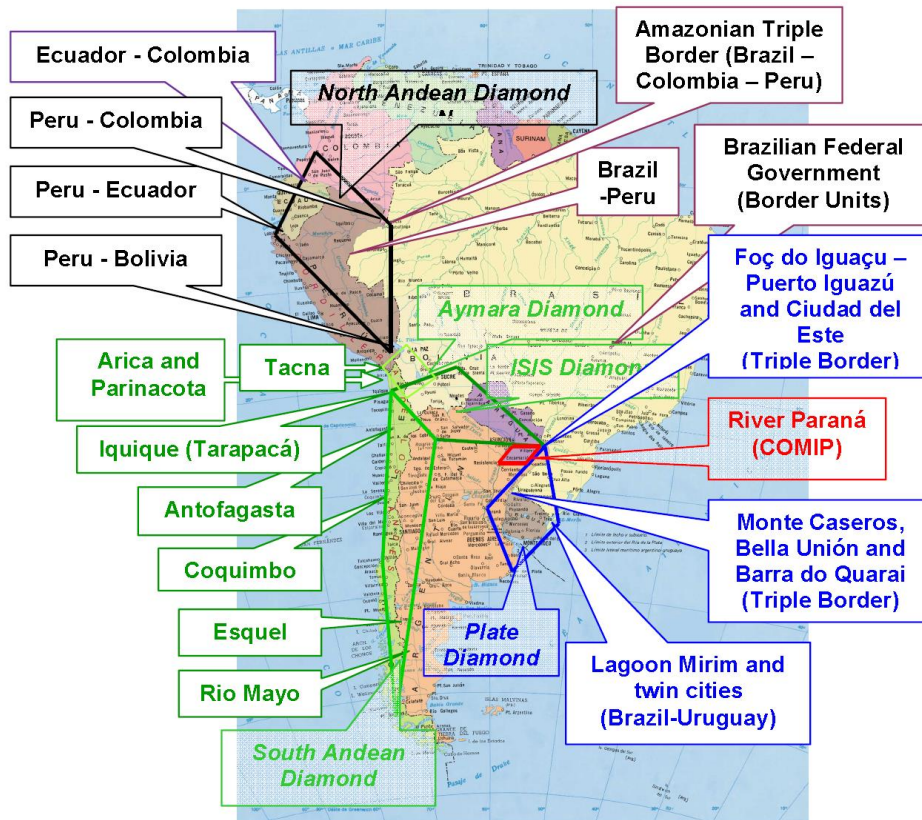


Fig. 17: Consolidated map of CBC areas and integration diamonds in Latin America
Source: AEBR, own elaboration, 2013

- **Green frames** indicate border areas of influence of participants in IS-1 and WS-1, **blue frames** those of IS-2 and WS-2, **black frames** in IS-3 and WSs-3, and **mauve frames** in IS-4 and WSs-4.
- **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 2-9).

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 study¹³ develop within these series of works that the AEBR has implemented for the European Commission (DG Regio). There are other axes identified which are under debate with the respective authorities: Putumayo, Tacna-Arica-Iquique, Inca Trail.

¹³ Op. cit. (Footnote 2) and related factsheet

4. LOGISTICS 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 higher number in those activities related to WSs-3 and also to WSs-4, apart from various institutions and enterprises. An additional number got involved in the workshop organized in Tulcán, and many more participants can be taken into account in the additional activities already mentioned.

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 many cases, selected people were contacted on time to organize agendas and make reservations accordingly, taking into account waiting times for air connections and a variety of participants' commitments. Regarding the workshops, additional travel by road and river were included. Meeting places were well equipped in all cases and, in various occasions, they were outstanding places due to their condition of historic or environmental heritage.

In some cases and, despite the confirmation received well in advance, some travel plans of IS-3 had to be modified by agenda reasons, which did not mean major inconveniences. The trip began with a lost connection (Madrid-Bilbao) by most participants, but this eventuality was foreseen regarding the transport from Bilbao to the hotel, and also regarding the reception to the participants, so it only meant an anecdote, being the only remarkable alteration of the general travel plan. All costs were assumed by the organization (AEBR). Regarding IS-4, despite an early confirmation, some travel plans were also modified for agenda reasons, without major inconveniences. Only in two cases the participation was cancelled for reasons beyond our control. Another two cases could not begin their travel with the rest of the group, joining a bit later. And a third case had to bring its departure some days forward, also for agenda reasons. These cancellations and modifications very close to the day of departure meant some loss due to non-used air tickets. In some cases, flying schedules had to be adjusted once the tickets were issued. All additional costs were covered by the contractor.

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. The hosts prepared the workshops in very well-conditioned venues, they sent the invitations to all organizations and institutions that may have interest, and distributed supporting materials among the participants. The communication was fluent all the time, and the exchange of opinions very constructive.

Fortunately, in these workshops WSs 3 and WS the host institutions provided very valuable contributions (supporting staff, volunteers, complementary materials, snacks in for breaks, organization of meals, transport support, cultural and recreational activities, etc.).

Equally, activities organized in Tulcán in April 2013 by the CAN with the collaboration of the Prefecture and the Polytechnic University of Carchi, showed a high organizational capacity for this type of events. In the case of Foz in May 2014, direct participation of several governmental departments and agencies from Brasilia, Brazilian States, Itaipú Binational, UNILA y other players made possible to organize an excellent conference with a massive influx of participants.

The hosts 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, as both the dates and contents, and the participants' profile, defined during the information sessions, were fully respected.

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, though this was not so easy in some moments of the visits. The participants were accompanied all the time by AEBR experts and staff with Spanish skills and other working languages in every case, besides a professional interpreter. However, as she was not familiarized with the concrete topics of the visit, there were some failures regarding communication, most of them were solved with concrete explanations on demand of every participant. 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, and facilitates a higher participation in debates and exchanges.

During WSs-3 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 the case of WS-4b2 the works were done both in Spanish and Portuguese, the usual way of implementing activities at the Triple Amazonian Border, 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 participants from this border 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 Brazil is easily understandable by their neighbours without a great knowledge of this language.

4.3 Cultural-social programme

Cultural and social activities incorporated to the programme of information sessions 3 and 4 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-3 it can be highlighted the participation at the German-Polish celebration of the 1st of May Rehfelde and a cross-border rock festival in the city of Frankfurt/Oder, where the participants enjoyed very intensively the show, in an experience that was qualified as very intense and positive by all of them. They could also visit some cities with a great cross-border tradition, such as San Sebastian, Irun-Fuenterrabía-Hendaye, Barcelona,

Puigcerdá, Perpignan, Berlin, Szczecin/Stettin, Frankfurt/Oder, Słubice and Dresden, the historical building in some of these cities, and some cross-border and historical elements, as the Memorial of the Seelow Highs Battle. The participants could also meet the memory of a universal artist, Salvador Dalí, having dinner in one of his favourite retreats in Figueras.

In IS-4 they could visit the fortified place of Phalsbourg in the Vosges and the Maginot Line. They also participated in the finishing line of one lap of the classic vintage car rally « La Virée des Cols Vosgiens » and visited the *Plan incliné (Schiffshebewerk)* Saint-Louis/Arzviller, an alternative to sluices in the canal Rhine-Marne, connecting the regions of the Upper Rhine with Paris, very important for waterway tourism. Cross-border cultural initiatives play a very important role in the agenda of some visited euroregions, as it is the case of the Cultural Space and the Quattropole Network at the Great Regions, the "Total Théâtre" Network, or the online Leisure Guide in the Eurodistrict Saar-Moselle. History is also very important. Therefore some cultural visits were organized to a number of cities with a great cross-border tradition and great relevance in the history and the European building process, such as Maastricht, Aachen, Trier, Luxembourg, Strasbourg, Brussels, Ghent, Lille, Paris, Santiago de Compostela and Oporto. Guided tours to the collection of historical building in some of these cities were also included, stressing their cross-border and historic character.

In other occasions, they could get to know first-hand some cooperation initiatives between Europe and Latin America, such as the dance project *Bewegung und Tanz*, where the choreographers Fernando Flores Juárez from Mexico and Anna Edelhoff from Belgium organize an exchange of intercultural dance between Belgium and Mexico.

As it is usually the case in this type of activities, local gastronomy exerts a great deal of influence on Latin American participants, highlighting many similitudes, variations and specificities across the Atlantic Ocean. This was the particular case of the Basque Country, Catalonia, Galicia, North Portugal or Alsace, where the tasting of local specialities is one of the most touristic assets and a very important attraction for travellers.

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 ("Preliminary Training Programme"), 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. 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. These proposals have not been kept static, but they have evolved along the implementation of the different activities of this project and the previous one implemented in 2012 (information sessions in Europe and workshops in Latin America). In that annex expected **practical results** were suggested, as well as the **challenges** to be faced¹⁴.

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
- German, Polish, 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

¹⁴ 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

- The relevance of the European experience:
 - Foundations of CBC efficiency
 - Advantages of CBC 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 documents have kept on being gathered and distributed, and there has also 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 under study. 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 (1.0) and WS-2 (2.0), the Final Report of the 2012 Project (3.0), as well as to those of the workshops WS-3 (5.0) and WS-4 (6.0) in 2013. The handbook has been kept on updating, 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 (7.0), the factsheets for the borders under study (BO-PE, BR-PE, CO-PE, Triple Amazonian Border BR-CO-PE, EC-PE, CO-EC and CO-VE), and the Northern Andean Diamond (borders of Peru). 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 these structures, and for those already established in Western Europe, as well as for early initiatives in Southern European countries.

While organizing all activities related to information sessions IS-1 and IS-2 in 2012, and to IS-3 and IS-4 in 2013, as well as to the workshops in Latin America WSs-1, 2 3 and 4, the new versions 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 the basement of the e-Learning platform for exchange of good CBC practices between Latin America and Europe, which is planned to be managed by the AEBR 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 have been developed by local stakeholders.

5.4 e-Learning Platform

All documents have been uploaded in a special section of the AEBR website, accessible to participants. In this section also speakers' presentations and other materials have been included.

Several technical options have been analysed for this information to be clearly identified, easily accessible and become an attractive set for online users. A definitive version has not been decided yet, though available information has been already uploaded to the AEBR website in order to be consulted. At the end of the process initiated in April 2012 with the first information session, and the delivery of this Final Report in 2014, all relevant information will be available in the AEBR website, including information from European border regions, European institutions, management authorities of several operational programmes, CBC structures and other players related to project and programme implementation.

Among these materials, the Handbook of CBC will also be included electronically, so that it could be updated, complemented or discussed by users and any expert or 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

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. Once decided the final version of the online platform, it is our intention to combine it with a similar tool in English, which can be consulted by other border regions in Europe and other continents. A possibility is also under study to develop an application for smart phones and tablets to let access to this information in a very simple way.

6. MAIN FINDINGS AND LESSONS LEARNED

There has been a great interest in showing own CBC initiatives, scarcities, specific demands and potentialities by both European hosts in information sessions and Latin American ones in the workshops.

There were very interesting findings within the activities programmed in information sessions, especially from the debates between the participants and the AEBC, 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 the following sessions, with the aim that participants could 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 the following three information session in relationship with the coordination of participants, the complementarity between programmed activities, the possibilities to have information available from the ground to elaborate the practical guides, the exchange of opinions on the way to organize the activities, etc.

The workshops also meant an enormous learning experience, given the incidences produced during the gestation, preparation and implementation of the first series of workshops (WS-1), organized after 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 (WSs-2, WSs-3 and WSs-4) the participation of all parties in involved cross-border region(s) was guaranteed all the time: local, regional and national representatives, supranational entities, local and Northern NGOs, the University and business organizations.

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

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

Risks
• Lack of time and changing conditions.
• Characteristics of participants' working places (more or less related to CBC), expertise, capacity of influence, etc.
• Priority given to CBC, against local regional priorities.
• Complex relationship between objectives: different players, from different countries, working at different administrative levels and with different perceptions about CBC, meet with the motley European CBC. Extracting clear pictures of every CBC model under study can be very difficult without a previous explanation and a following analysis.
• Coordination and complementarity between very diverse institutions.

- Budget, communication and accessibility.
- Border disputes in some of the participating Latin American borders are still present.
- Mistakes and biases caused by simplification, haste, different cultural perceptions, etc.
- Personal risks.

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 programmes' officers and managers, ...), very interesting initiatives have emerged, which are in different phases of design and development despite of distances¹⁵. An important effort has been made to identify other relevant players in every border region under study. Depending of the border area, they are municipal, producers, workers or entrepreneurs associations with a cross-border component. It is also very interesting to observe association processes between universities: the Association of Universities at the Peru-Ecuador border has been constituted, and the one of the Ecuador-Colombia border in in process of constitution.

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. Once processed and discussed with their professional colleagues, will afford new ideas and approaches to develop sustainable CBC in every region.

In general, it was quite complex 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 a permanent flow of information was established, allowing the knowledge of legislation and operational progress.

¹⁵ Many initiatives have been identified amongst European and Latin American participants (direct and indirect), 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).

Main elements of the **Handbook of CBC** and, above all, of **Cross-Border Factsheets** were debated at the workshops and bilateral sessions with local and regional authorities, representatives of civil society and productive sector, as well as with the University. With all gathered information, and the conclusions of these activities, much valuable information was compiled. Besides, it was observed in this process that it was necessary to elaborate a general guide to let know all procedures that, at the end, would facilitate the development of concrete actions (elaboration of cross-border concepts, structures or projects). In this sense, successive proof versions (*beta*) of this guide, called *Handbook of CBC*, have been included as annexes to every report. During the elaboration of this final report, a new beta version of the Handbook is attached (7.0), as well as the factsheets corresponding to the cross-border regions under study.

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.

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

a) **Peru**. Peruvian policy on Border Integration and Development in all its border territories —9 regions meaning 59% of the national territory; 28 provinces and 81 districts; 7 million people and 13% of the total GDP— has been known through the active participation of the **Ministry of Foreign Affairs of Peru** (Directorate of Border Integration and Development) in information session IS 1 and IS-3 (and the workshops WS-3 in 2013), their initiative to organize the series of workshops in November 2012 in Cusco, Tarapoto and Lima, with the support of the European Commission (DG Regio) and the EU Delegation in Peru, the Conference organized in December 2013 in Lima and other actions. In all of them the coordination with the activities of this project and other border policies in the neighbouring countries has been sought.

The border concept has been overcome through the definition and development of the concepts of border area, zone and region. Border development corridors and several ZIF have been planned, the great contribution of Peruvian legislation to CBC: the **Border Integration Zones** (with Bolivia, Colombia, Ecuador and Brazil). There is a **Binational Plan for the Development of the Border Region** with Ecuador, **Neighbourhood** (and Integration) **Commissions** with Ecuador, Colombia and Chile, **Binational Technical Committees** with Ecuador, Colombia and Bolivia; **Border Committees** (3) with Ecuador, Brazil (2) and Bolivia (2); a **Vice-Ministerial Border Integration Commission** with Brazil, with the participation of sub-national governments; and several binational working groups.

b) **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 with the new one during the implementation of this project. The full and very active participation of **Brazil** within the group of CBC motor countries, developing a deep inter-departmental debate about their **Border Strip** policy, has been demonstrated. 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 America¹⁶. Despite of the number of players —19 ministries somehow competent in “border issues”, border States and other stakeholders—, 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. This process is not easy, subjected to election calendars¹⁷ slowing it down, but a number of proposals and initiatives are already included in the various agendas of Brasilia and involved States. The role of Brazil in sustaining the initiatives to promote CBC in MERCOSUR or UNASUR is crucial.

The next governmental team, assuming their responsibilities at the end of 2014, will find a number of issues to develop: Brazilian participation in several Latin American supranational instances; a definitive inclusion of subsidiarity and the needed participation of local and regional authorities in cross-border integration processes; the strengthening of public-private partnerships, as it is the case of Itaipú Binational, the Intermunicipal Border Consortium and SEBRAE-PR at the Triple Border AR-BR-PY; the legislative progress in Brazilian border regions, the strengthening of development arches (North, Centre-West and South) and CBC through the “Border Nucleuses”, as well as those aspects related with security and defence, particularly in Amazonian borders. The public policies for the border strip initiated by President Lula da Silva and continued by President Dilma Rousseff should have a logical continuity in the next period, but it is felt that a new communication effort should be made at all levels. Several institutions and other entities are ready in the different border sectors, and the AEBR has offered its unreserved support to define an efficient strategy in this sense.

c) **Colombia**. The **Borders for Prosperity Plan** stands out, within the framework of the Programme **Prosperity for All**. The Colombian Foreign Ministry presented this ambitious programme at the workshop in Lima. During an additional working session in Bogota they deepened the presentation and brought up some proposals for the future in line with the recommendations of this project.

d) **Ecuador**. A very active cooperation will is shown, though direct information from the central government has been difficult to obtain.

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

f) **Venezuela**. Many difficulties to contact with governmental responsible departments for border issues.

g) **Multilateral**. On 30th and 31st May 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 this meeting, many national and multilateral policies of border integration were presented.

¹⁶ Op. cit. (note 6) and related factsheet

¹⁷ The first round of the Presidential Election has taken place on 5th October 2014, and the second is foreseen for 26th October. Besides, State Governors are also elected, as well as a third of Senators, the Federal Members of Parliament and the Members of the State and District Parliaments.

Amongst other institutions, the following presented their strategies and processes of border control and integration:

- The Technical Secretariat for International Cooperation at the **Government of Ecuador**, within the framework of the **Programme Good Living**;
- the **Border Development Programme of the Andean Community (CAN)**;
- the **Amazonian Cooperation Treaty: International Cooperation** and the *Amazonian Social Inclusion Agenda*;
- the **Economic Commission for Latin America and the Caribbean (CEPAL)**;
- the **Inter-American Development Bank (IDB)**;
- the **Andean Encouragement Corporation (CAF)** (the Latin American Development Bank).

Prof. Luis Alberto Oliveros, SELA consultant, made an interesting presentation: *Regional Cooperation in the framework of Border Integration*¹⁸.

At the workshops organized on the ground concrete initiatives arising from regional/provincial/departmental governments were presented:

a) **Peru**. After the project implemented in 2012, a series of workshops in Cusco, Tarapoto and Lima in November 2012, allowed knowing concrete experiences and main players from the ground. This information was completed with the workshops WS-3a and 3b in Puno and Lima, the visit to Islandia in September 2013, and the huge Conference in December 2013 in Lima, with the participation of Director General Walter Deffaa 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. Several local initiatives and demands were shown by local governments, as well as several cross-border projects (or with cross-border impact) in fields like cross-border commodity chains, coordinated management of natural resources, intercultural education and cross-border waste management.

b) **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 *Commonwealth of the Amazonian Puno*.

c) **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.

d) **Colombia**. Important participation of Ipiales (Department of Nariño) and Leticia (Department of Amazonas)

e) **Ecuador**. Important participation of the border provinces with Colombia, in particular Carchi and Esmeraldas.

f) **Venezuela**. Many difficulties to contact with State players (subnational level).

Local authorities have also played a very relevant role. In both information sessions (3 and 4) there were Peruvian mayors and a Bolivian local representative, other local representatives have taken part in the workshops, and others have been contacted additionally.

¹⁸ These presentations are included in the disc accompanying this Report.

In **Puno (WS-3a)** the network of relations and initiatives between Peru and Bolivia at this complex border can be corroborated, being promoted by local border commonwealths (*mancomunidades*) from both countries with the collaboration of several European and North American NGOs, oriented to develop sustainable economic activity, provision of services for local population, the construction of infrastructures, environmental protection, cultural integration, etc. In this border, besides showing a clear bottom-up approach, with the involvement of all political-administrative levels (local, regional, national), there has also been some progress regarding the consolidation of stable structures. As it is not possible to create (yet) a cross-border institutional space (a *Binational Peruvian-Bolivian Commonwealth*), both national areas contact each other through the Municipal Commonwealth of the Amazonian Puno (Peru) and the Commonwealth of Tropical Northern La Paz (Bolivia).

Once the sessions and foreseen workshops in their territories were developed, 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, 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.

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 Participants' Opinions

Opinions expressed by the participants
<ul style="list-style-type: none"> • More precise information on the strategy to promote CBC in Latin America led by the Association of European Border Regions was obtained.
<ul style="list-style-type: none"> • General information on Brazilian and Peruvian border policies was obtained. CBC is still very incipient in Brazil (security issues have been privileged, especially in the Northern border) and is under development in Peru with the Borders Law from 2011 and regulatory rules.
<ul style="list-style-type: none"> • AEBR experience is valuable both for local players and for national bodies, as it has been a successful one in the EU.
<ul style="list-style-type: none"> • The work of the AEBR has been concentrated in local border players who had the opportunity to travel to Europe and get to know concrete CBC projects. At the Andean Northern Integration Diamond the Peruvian Foreign Ministry has established a strong contact with the AEBR, allowing them to develop activities for the exchange of experiences in their borders.
<ul style="list-style-type: none"> • The tasks developed by the CAN in order to design an Andean Strategy for CBC, with the cooperation of the AEBR, has been slowed down by the CAN re-engineering process, and no progress is expected in the short term.
<ul style="list-style-type: none"> • Local players question national action in the borders because they pose obstacles to implement joint actions with their neighbours..
<ul style="list-style-type: none"> • Dialogues between mayors from border municipalities to initiative CBC processes have been made.
<ul style="list-style-type: none"> • It is recommended that the responsible persons in the Amazon Cooperation Treaty Organization (ACTO) can socialize the project to support the ACTO Social Agenda with the national offices in EC, BR, PE and VE, as it is planned to implement a study for the intervention in poverty issues at the Amazonian border.
<ul style="list-style-type: none"> • It would be important to give continuity to the process and make the most of established contacts with the AEBR in order to organize a workshop in Bogota to sensitize governmental departments about the importance of CBC and implement a joint CBC work by national and local entities. The initiatives emerged in Puerto Leguizamo with neighbouring mayors could be presented. Likewise it would be desirable that AEBR work could be extended to the borders with Panama and Venezuela.

7.2 Handbook of Cross-Border Cooperation and Factsheets

During the project implemented in 2012 the complications to elaborate practical guides / handbooks as it was defined in the inception report were made evident, 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. This made finally possible to gather information through different ways and in different formats.

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 was presented. Besides, the factsheet for every border under study and identified "integration diamonds" were also elaborated.

Among other things, some of the preconceptions in Europe about the operation and dynamic of CBC in Latin America have also been polished. Challenges and other issues to take into account in order to promote CBC in Latin America are very similar; therefore a general practical guide (Handbook) for CBC in Latin America, based in AEBR's the LACE-TAP Guide (updated) has been elaborated. On the other hand, the specific documents prepared for every border differ greatly from one to another, and this has enriched the exchange process between Latin American and European experts. This has made possible to permanently update the border factsheets, and this process will continue in the online versions in the framework of present and future initiatives. 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.

Both the Handbook and the Factsheets will be made public in digital format, at the platform created for this purpose in the AEBR website, and they will be subject to a permanent debate by all stakeholders. To this end, it has been proposed to organize a virtual forum to allow the inclusion of remarks about these documents, but also to give answers to concrete questions and promote debate on aspects related to border development and integration strategies, legislative proposals, associations of stakeholders to establish joint strategies, submit proposals for project calls, etc.

7.3 Partnerships

A very eloquent feature of this initiative has been the great amount of bilateral contacts taken place before, 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 between enterprises linked to CBC or identifying a cross-border extension of their activity, which can lead to an added sustainability for the processes identified, etc. This process is still alive with a rising number of registered activities.

7.4 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, another of its most striking features. These direct, indirect and collateral effects have been occurring constantly, as

most of the contacts have borne fruit amongst Latin American and European participants, and between the own Latin American participants themselves, many of them have not met each other before the information sessions. From then on, several activities were organized, becoming stronger with the implementation of the workshops. Similarly, new activities and contacts happened after the workshops.

- The Directorate of Border Development and Integration of the **Ministry of Foreign Affairs of Peru** has made available all the time various publications and informations, very useful to elaborate the factsheet corresponding with their borders, about the Border Development and Integration Strategy 2007-2021, the Border Committees, the Border Integration Zones (ZIF), the Decentralized Offices and the Border Consulates, amongst others.
- Participation of several players involved in this project at the Hemispheric Summit of Mayors in Iguazú (AR) on 12th-14th 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 was included in the interim report corresponding to workshops WS-3. 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 points 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 in order to make use of indicators measuring 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.

In the framework of this programme, SEBRAE Paraná, with the support of the AEBR, has organized two technical visits to Europe, with the double purpose of promoting the exchange of experiences and knowledge on good public-private practices on CBC and to encourage entrepreneurship relations between local leaders in both sides of the Atlantic.

The first visit took place in November 2013. Twenty representatives of local authorities, entrepreneurs and technicians of SEBRAE-Parana linked to the programme "World Class Border Region" visited the Euroregion Alentejo-Algarve-Andalucía, getting to know this CBC structure, the reality of the area and existing business possibilities. In this framework, four technical-political meetings and two entrepreneurial promotion sessions were organized.

The second visit took place in September 2014. Again, twenty entrepreneurs, local leaders and CBC experts from Paraná, linked to the programme, visited Eurodistrict PAMINA (France-Germany), the Trinational Upper-Rhine Region (France-Germany-Switzerland) and the Swiss structure to promote CBC *Regio Basiliensis*. In this occasion, the visit focused the learning about cooperation structures as well as the knowledge about public-private participation in innovation and research centres.

Due to the success of these study visits, SEBRAE Paraná and ARFE are promoting and supporting a similar technical mission, where a delegation of the Association of Municipalities of West Parana will take part, expected to be implemented in

December 2014 with the aim to getting to know good practices and experiences on local development in the Netherlands, Belgium and Germany. 2-3 additional technical missions are being organized for 2015.

- Participation in the II World Forum of Local Economic Development in Foz do Iguacu from 29th October to 1st 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.

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

Repertoire of contacts, proposals and initiatives directly or indirectly arisen from this project

- On 12th June 2013 a workshop was organized between the municipalities of Puerto Nariño (Colombia) and Caballo Cocha (Peru) to plan concrete projects to be implemented in the short term and to cooperation in the organization of the workshop in Leticia.
- The 10th Meeting of the Amazonian Border Strip Integration Nucleus took place in Manaus on 18th June 2013, concentrated in a comprehensive presentation of the contents of the information session IS-IV.
- The Foreign Ministers of Colombia and Peru approved on 24th June 2013, in a bilateral meeting in Lima, several regulations related with Colombian-Peruvian CBC, amongst others: to approve the Colombian-Peruvian ZIF Plan; to initiate the building of an institutional structure to implement this Plan, project prioritization and financing; and the strengthening of the structures and functionalities of the Neighbourhood and Integration Commission between both countries.
- The participants of the Brazilian Government elaborated a memorandum of activities to strengthen the exchange of information and a permanent participation of the European Commission and the AEBR in several initiatives foreseen to encourage cooperation at the Brazilian Border Strip.

- UE delegations in Latin America concentrated their annual meeting in 2013 on CBC. The meeting took place in June in Quito, and the AEBR was invited to take part, besides several participants in Information Sessions 3 and 4, with the opportunity to intervene and present some details of the projects implemented with the support of DG Regio. Afterwards, the participants visited the Ecuadorian-Colombian border, being very satisfied of CBC initiatives implemented in the Tulcán-Ipiales area.
- The Commonwealth (*Mancomunidad*) of Municipalities in the Northern Tropical La Paz and the NGO *Ayuda en Acción*-Bolivia have settled the base to cooperate in the strengthening of productive sectors related to the coffee and cacao in the border area between Peru and Bolivia. The Municipal Commonwealth of the Amazonian Puno is studying to establish a contact with *Ayuda en Acción*-Peru and, between the four organizations, to organize joint cooperation programmes with a border component.
- The AEBR, the Prefecture of Carchi, the Government of Nariño and the NGO *Ayuda en Acción*-Ecuador have established cooperation agreements to enhance cross-border basins Ecuador-Colombia.
- Support of the AEBR to the municipality of Islandia (Peru) in search of partners to prepare cross-border proposals for EU calls.
- The AEBR has been recommended by the SG-CAN to take part in the elaboration of the Andean Community Cross-Border Cooperation Strategy.
- In November 2013 and September 2014 study visits have been organized to Europe for experts and enterprises linked to border integration in the South of Brazil (States of Parana and Santa Catarina), in collaboration with SEBRAE-Paraná. In 2013 they visited the Euroregion Alentejo-Algarve-Andalucía (PT-ES); in 2014 the Upper-Rhine Conference—Alsace (FR), Baden-Württemberg (DE) and Basel (CH)—; and there are more activities foreseen (explained before).
- Development of the Programme “Cooperative Borders” at the Triple Border AR-BR-PY.
- Development, since mid- 2013, of the draft Strategy for Border Integration and Development of the CAN. The meeting of the Council of Ministers of the CAN on 19th September 2013 on the re-engineering of the Andean Integration System made a first rationalization proposal where most relevant aspects of the border integration and development policy disappear, including the GANIDF, leaving these aspects relegated to the bilateral sphere.
- *Ayuda en Acción* has begun conversations with FUNAPACE, a foundation for children with cerebral palsy founded in 1992 at the Metropolitan District of Quito. They are also studying to intervene in the border area of Carchi.
- *Ayuda en Acción*-Bolivia, AEBR and the Regional Government of Santa Cruz (Bolivia) are studying to collaborate in order to develop a cultural tourism project at the Jesuit reductions in that region, in relationship with similar initiatives in neighbouring countries.

- After taking part both of them in the information session 3, the Commonwealth of Municipalities of the Northern Tropical La Paz (Bolivia) and the Municipal Commonwealth of the Amazonian Puno (Peru) have signed a specific agreement to implement a project to “support the development of the cross-border commodity chain of coffee in one sector of the Border Integration Zone Peru-Bolivia”.
- *Ayuda en Acción* and SEBRAE are processing a collaboration agreement for the transfer of knowledge and technology to several Latin American depressed areas. It is particularly relevant to establish a CBC pilot in terms of knowledge transfer between SEBRAE Mato Grosso do Sul and *Ayuda en Acción*-Paraguay, under implementation in the border town of Pedro Juan Caballero (Paraguay).
- The AEBR has agreed with the prefectures of Carchi and Esmeraldas (Ecuador) to support the transfer of cross-border knowledge and good practices in different fields in order to encourage economic development in the area. As an example, several European regions will advise the Prefecture of Esmeraldas for the conception of a Cross-Border Agro-Industrial Park.

8. CONCLUSIONS AND RECOMMENDATIONS

The record of experiences and lessons learned, as well as the road map for CBC in Latin America 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 these 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.***

It has been very much stressed in these borders that, besides training, the **generation of trust** across the border plays a fundamental role. The participation in the joint 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, generating trust and the best guarantee for success and sustainability of these 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 there is 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 future¹⁹. 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 negative border 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. However, in Latin America there is no systematic approach to integration based on (territorial) cohesion.

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 CAN, MERCOSUR or UNASUR. It has been particularly insisted on the need to make the most of existing very promising initiatives, such as the Fund for Structural Convergence of Mercosur²⁰ (FOCEM) or the GANIFD, and keeping on supporting already initiated processes in the framework of projects such as CESCAN I and II.

¹⁹ On 21st November 2013, the European Parliament 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 16th December 2013 and published in the Official Journal of the EU on 20th December 2013 (L 347). <http://eur-lex.europa.eu/JOHtml.do?uri=OJ%3AL%3A2013%3A347%3ASOM%3AEN%3AHTML>

²⁰ The Planning and Budget Office of the Presidency of Uruguay was one of the collaborating parties to organize the workshop in Montevideo (15th 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. To this respect, an interesting presentation is available.

All in all, it seems appropriate to emphasize the following:

Conclusions

- The **model of combining Information Session** for Latin American experts and politicians and workshops on the ground developed in this experience has showed a great value. The visits to European institutions, national, regional and local authorities, CBC structures (border regions, euroregion and EGTCs), managing authorities and concrete projects allowed participants to check with reality the huge amount of theoretical documentation available, the understanding of which could be an enormous effort for not initiated. So it has been revealed by the participants.
- On the other hand, first-hand knowledge of the persons who manage CBC structures and implement concrete projects in European border areas makes the transmitted information to be tested by the participants in this project. We can confirm that many CBC processes (Central America, West Africa, South East Asia, Jerusalem) wish to take part in a systematic activity similar to those addressed to South American border regions.
- 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, and a higher participation in debates and exchanges.
- The **model of workshops** for Latin American politicians and other stakeholders, including European experts, is a good tool for exchange and systematization of available information, and greatly empowers local stakeholders. But questions always arise about the continuation of these dialogues and exchanges after the closing of the project. In any case, knowing at first-hand active people on CBC on the ground (Latin American borders under study) it can be monitored which processes are alive and to what extent, and the data base of contacts and initiatives has been updated. A high group of Latin American stakeholders will therefore receive the results of this project, being invited to use the e-Learning Platform, and collaborating in its permanent improvement.
- As in the case of information sessions, the time devoted to exchange experiences during the workshops also allowed to draw valuable **information** about 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 update the handbook and to elaborate the factsheets.
- The **Handbook of CBC**, which beta version 7.0 is Annex 1 of this report, could also be useful in other continents. 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 experience, and better CBC policies;
 - (financial, personal, transaction) cost-efficient initiatives;
 - added-value interventions: transnational integration and development;
 - a higher involvement and participation of public and private players.
- Though there is no systematic **association** between local and regional authorities in Latin America, with the exception of traditional models (national associations), there are several cross-border initiatives taking shape as commonwealths (*mancomunidades*) of border municipalities, establishing contact with their peers at the other side and institutionalizing this contact within the limits of every national legislation. The Andean case has resulted much more developed in this sense than other integration processes previously studied, but the multilateral level currently faces multiple challenges. In fact, its support to CBC undergoes frequent ups and downs generating mistrust in local stakeholders.

- Mercosur and the CAN, and the resources they have put available for **cross-border integration and development**, offer several very interesting possibilities. From DG Regio, AEBR and other European and Latin American instances (such as CEPAL), 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, and supports a stronger coordination amongst them. Perhaps this coordination should be implemented through intermediate associations—in the style of the commonwealths (*mancomunidades*) operating at the Peruvian-Bolivian or Ecuadorian-Colombian borders—, before facing initiatives with a more continental character.
- The participation in **paradiplomacy** networks seems to be a good way to overcome these difficulties, making the most of their structures to organize steady platforms for consultation and exchange of information.
- These workshops have shown a **determinant implication of main stakeholders at all administrative and society levels**. They have contributed with presentations and other materials with an enormous value, as they include updated information about all cross-border dynamics operating in the regions. These materials have been included in the Handbook and, above all, in the factsheets. The permanent flow of information in these borders, including the organization of activities with the participation of stakeholders from the neighbouring countries and the EU, as well as the existence of instruments to support CBC as the ZIFs, la Neighbourhood Commissions, the GANIFD, etc., has allowed knowing the huge regulatory and operational advances produced.
- A more sensitive reading of **power spaces** was recommended, as well as the strengthening of **lobby** activity towards the various authorities involved.
- 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)** within their own integration strategies. To this end, an **Andean strategy for Border Integration and Development** is under preparation, concentrated in territorial integration and border development, and including binding regulations for Member states on the provision of multiannual programmes for sub-national players. Nevertheless, there is no consensus enough to implement it, being affected by the re-engineering of the CAN. The process of border integration is mainly promoted by national governments, through their foreign ministries, and the re-engineering of the CAN has not pronounced clearly in favour of decentralized border integration yet.
- There are no bilateral or multilateral instruments to facilitate the participation of territorial authorities in the formulation, financing and management of border integration initiatives, which is a limiting factor for the sustainability of the process.
- The European experience shows that the best level of coordination for territorial cooperation instruments and mechanisms is the supranational one, in the framework of multilateral organizations such as the CAN, the MERCOSUR or the SICA. Equally, the best desirable implementation level is the subnational one, if this is analysed in terms of subsidiarity.

- The role of other structures such as **ZICOSUR** (South American Central-Western Integration Zone) and initiatives in development, like **FONPLATA** (Financial Fund for River Plate Basin Development) should not be forgotten. Some bilateral interministerial commissions, platforms and even specialized agencies to promote cooperation have been constituted. All of them have an unquestionable impact in the affected borders.
- The more and more higher relevance of the Union of South American Nations (**UNASUR**: Argentina, Bolivia, Brazil, Colombia, Chile, Ecuador, Guyana, Paraguay, Peru, Surinam, Uruguay and Venezuela) and its political influence raise some questions about the implication level of Latin American countries in all of these supranational processes. Other integration initiatives, mainly economic, such the **Alliance of the Pacific** (Chile, Colombia, Peru and Mexico) incorporate new opportunities in the region, and this is also the case for the coordination with other processes, for instance Mercosur, as it has been proposed at the 9th Summit of the Alliance of the Pacific in Punta Mita (Mexico) on 20th June 2014.
- In the borders under study during the WSs-4, the **Andean Community** plays a fundamental role, and this could also be higher if the role of the **High Level Border Development and Integration Group** (GANIDF) were strengthened, as it is also de the case of initiatives such as the **CESCAN I** and **II** projects (Economic and Social Cohesion in the Andean Community), whose continuity is dubious, despite being highly advisable.
- The coordination that the **GANIDF** has tried to give to the processes promoted by the national authorities could be the key for the leap that Andean CBC needs. The Presidency of the GANIDF could promote the adoption of instruments to strengthen the current border integration process could be promoted and, to this end, to try the participation of the European Union (DG Regio, DevCo, Parliament, Committee of Regions).
- It is important that **member states share their border integration policies in the framework of supranational processes**. Peru, Colombia and Ecuador have shown their will to cooperation amongst them and altogether, deepening the Andean integration process. Bolivia is in an excellent position to play a binding role between different integration initiatives. And Brazil, omnipresent in South American borders, has the possibility to leader a modern model of sustainable border integration.
- In all Andean borders a great interest in making the most of the opportunities opened by CBC is evident. Some **links** have **strengthened** for practical reasons, like the study of the joint management of watersheds —though without achieving a joint management through single cross-border entities—; productive, cultural or tourism promotion projects; and other initiatives implemented by national governments (PE, BR, CO, EC). There is a growing participation of local authorities and civil society organizations, and a good communication exists, fluent and quite efficient, between different involved stakeholders. Some of the Peruvian borders or the Ecuadorian-Colombian one are joining the group of dynamic cross-border regions. This is the case of the imminent “Cross-Border Brotherhood” between the Commonwealth of Northern Ecuador (provinces of Carchi, Esmeraldas, Sucumbíos and Imbabura) and the Colombian departments of Nariño and Putumayo, which may be the embryo of a border integration laboratory in the Andean Community²¹ (another two laboratories are proposed at the Triple Amazonian Border and in the Axis Tacna-Arica-Iquique).

²¹ The constitution of this “Brotherhood” is foreseen on 6th November 2014.

- The implementation of several binational border integration projects has been possible through the financing of non-refundable cooperation, in particular from the Spanish Agency for International Development Cooperation (AECID) and the European Union. Future interventions are addressed to the strengthening of capacities and not to project financing. For this reason, **new financial schemes for binational and regional border integration projects should be planned, with the participation of local authorities**. In this sense, it is important to establish a good communication with the European Commission (DG Regio), which may collaborate in the definition of necessary instruments for border development and integration by the CAN, making the most of the best available European experience, though being aware of the fact that this type of instruments cannot be transplanted just like that.
- It must be indicated that all these activities evidenced a **crowd of players** in all levels involved in looking for a systematic CBC in the area, though it is still necessary a higher coordination of efforts and wills. There are a number of local and international NGOs extending their territorial scope across several borders, as it is the case of *Ayuda en Acción*, and its sections in Bolivia, Ecuador, Paraguay and Peru.
- It is very important to build upon **cooperation structures which are already established**, despite their size or impact, **consolidating** incipient platforms or collaboration agreements through political support at all levels, generating civil society participation elements to strengthen the whole process, while insisting in the necessity to react to training needs for those who have to operate CBC initiatives.
- It is recommended to **update the road map of 2010** and to elaborate some specific studies, for example "CBC Peru and Colombia: Support to the Sustainable and Integrated Development in the Cross-Border Axis of River Putumayo". Some pilot structures should also be implemented. It is proposed to establish an Andean (Tulcán-Ipiales), an Amazonian (Leticia-Tabatinga-Santa Rosa) and a coastal one (Tacna-Arica-Iquique).
- At the Triple Amazonian border it is recommended that the responsible person of the ACTO (the **Amazon Cooperation Treaty Organization**) could socialize the project to support the social agenda of the ACTO with the offices in EC, BR, PE and VE, because a study to intervene in poverty issues in this border is going to be implemented soon (2014).
- From Colombia a **workshop in Bogota with national institutions with borders competences** was proposed, in order to sensitize them about the importance of CBC, as well as the implementation of a joint work with national and local institutions on CBC processes. Current initiatives could be presented, such as those initiated in Puerto Leguizamo with the neighbouring mayors. Likewise, it was proposed to extend a work like this to the borders of Colombia with Panama and Venezuela.

Besides the presented conclusions, here there are two additional series of conclusions on *Convergent and Divergent CBC Questions in Europe and in the Andean Region*, and *Initial Highlights to build up a CBC Strategy in the Andean Community*, elaborated after the workshop in Tulcán (Ecuador), considered workshop WS-4a for this project and launch of it. They have been selected to this chapter due to their particular interest, as they were the result of a systematic debate between Latin American players at local, regional, national and supranational level, with a European participation.

Specific conclusions on convergent and divergent CBC questions in Europe and in the Andean Region (Workshop in Tulcán – WS 4a)

- A prevailing criterion among the working groups organized in this workshop pointed at **political will** to support CBC process as an essential aspect for CBC in the Andean and European regions. This, in the opinion of most participants, is a remarkable tendency for national governments in the Andean region. Though it was not clearly explained what this will consists of, they considered that this opening could be very favourable to initiate and support sustainable CBC processes.
- Another aspect iterated by the participants —mayors, technicians, experts, leaders and representatives of the civil society— are the **Binational Plans**, understood as ideal instruments for an integrated border development. However, it was also warned that up to now expected results have not been achieved, in contrast to the efficiency of the institutionality achieved in European regions, managing to consolidate a model such as the Euroregions and other type of structures up to the European Groupings of Territorial Cooperation (EGTC).
- Several groups considered that there are many coincidences regarding concepts and approaches for CBC in both regions²², even accepting that the implementation level of these concepts are not symmetric between the CAN countries and those in Europe.
- It is acknowledged as a common principle that CBC could be a determinant factor not only for the development of specific border territories, but it can also strongly affect the development of nations; though it was also pointed out that there are differences in the participation of players: very restricted to the public sphere in the Andean area and very open to private players, as drivers of integration processes, in the European region.
- Regarding the institutionalization of integration and CBC processes, there was an explicit — and tacit— acknowledgement that things have been made better in Europe than in the Andean region. Several groups argued, for instance, the level of institutional strength achieved with structures like the EGTCs or organizations like the AEBR, with own budgets and sustained management bodies, being supported by the European institutions and member states, on the basis of harmonized or complementary policies.

²² It is maybe convenient to insist that the term *region* in Latin America is more often referred to a supranational region within the continent (the Andean region, the Amazonian Region, the Plata region) and not a territorial unit under the national level, which is commonly denominated department, province, etc. However, some countries like Peru have tried regionalization, accompanied by a decentralization process. On 16th November 2002, during Alejandro Toledo's Administration, the *Organic Law on Regional Governments* was enacted, establishing the reactivation of the regionalization process. By virtue of this norm, several Regional Governments were created in the country grouping territories of the departments. In October 2005 the first referendum to unite several departments in regions took place. All these initiatives were rejected by the population, with the only exception of the department of Arequipa. Until the culmination of the regionalization process, the state structure still considers departments as the base of territorial organization.

- This level of development is far from what has been achieved in the CAN countries, in the opinion of the participants. At the CAN prevails the safeguard of every country's interests over the regional (supranational) ones or those of binational areas. While euroregions profit experiences and synergies in benefit of all, at the CAN prevails the defence of own interests.
- Independently of the full respect to ancestral languages like the Aymara family or the Quechuan languages, and their value as vehicle of CBC since many centuries, a common language (Spanish) and its proximity with Brazilian Portuguese should be considered an asset in Latin America, the most of the opportunities of which have not been fully made.
- The participants aspire to have a single currency, as it is the case for several European countries (and in West Africa).
- In the legislative field, the EU has coherent policies defining equal rights and duties for citizens and institutions, quite the opposite of the Andean region, where individuals have different restrictions and opportunities depending on the side of the border where she or he is. These differences weaken integration processes, and need to be tackled with a supranational approach.
- Management models implemented in the Andean region have not achieved the necessary reliability and completeness. Unlike what happens in Europe, where there are operational management models based in an integrated vision or planning, in the Andean countries interim decision-taking prevails, not always keeping long-term coherence and continuity that integrations processes demand.
- One of the topics more highlighted by the participants was the financial sustainability of these models in the European region, realized with the financial resources that their countries (and the EU) allocate in their regular budgets (in a multi-annual basis) to support cross-border processes. This situation contrasts with the limitation of resources allocated in the Andean countries to this end.
- Despite of acknowledging generalized political will in the Andean countries to support CBC processes, the participants regretted that this topic is not always in their priority agendas. Delays are provoked by one or more countries during the joint decision making demanded by integration processes. Mistrust in this type of processes is a consequence of these attitudes and could discourage other governments to promote cross-border actions or develop integration or CBC projects.
- In general, working groups considered that the level of institutional development, as well as the processes and mechanisms implemented in Europe, have achieved a higher developmental level than in the CAN countries, in spite of the fact that orientations and criteria inspiring them do keep the necessary coherence and strength demanded by long-term integration and development.

Specific conclusions on Initial Highlights to build a CBC Strategy in the Andean Community (Workshop in Tulcán – WS 4a)

Consolidate a regional CBC strategy, binding for all Andean countries, to allow a coordinated and coherent action to support integrated, fair and sustainable development of cross-border territories and populations.

To this end, the participants in WS 4a recommended:

- To make the most of the concept and approach leading to create EGTCs and similar structures as agencies in charge of CBC management.
- To watch over these concepts, respecting structural technical aspects, to be adequate for the conditions of the territories where they are going to be implemented.
- To promote territorial governance models —from the local level— with a projection to all government levels (multi-level).
- To study territorial coordination models already proved in the European Union, and the effectivity and viability of implemented agreements. Encourage ZIFs in the CAN countries. These models should be adapted to the territorial realities without losing the specificities, dynamics and features of Andean territories.
- Within the framework of a Regional CBC Strategy, encourage the formulation of binational development and integration plans, respecting development policies and strategies in every country, and focusing the regions' purposes. It is therefore recommended to make the most of synergies, potentialities and experiences in the whole territory and stakeholders, avoiding taking interim or single-focused decisions on CBC. This approach does not oppose the possibility to begin with simple actions, generating short-term results and confidence amongst governments and other stakeholders, as a previous step to implement more complex programmes, with a wider scope and more relevant.
- To build up and implement CBC management models in the Andean regions, advocating the generation of resources and the promotion of self-management at regional institutions to support programmes and projects oriented to an integrated development of the regions. In this sense, it is recommended to search for support from the international cooperation and the academia to strengthen the management capacity of governments and institutions related with CBC; and define mechanisms to implement, concrete and follow up all strategies, plans and programmes based on sustainable policies and adaptation to the realities of the territories.
- To create a favourable atmosphere for a significant and consolidated role for local governments in decision-taking —and in the definition of CBC strategies— to allow them take part in the definition of financial economic policies accepted and endorsed by public and private stakeholders in the border territories.
- To encourage the participation of local stakeholders as main characters and beneficiaries of the implementation of a CBC regional strategy, binational plans and projects defined as necessary for their social and economic development. In this sense, to open participation and dialogue spaces to make possible a sustained participation of these stakeholders in decision-making about border integration and development.
- To look for agreements and correspondences between legal instruments related with CBC, to assure that stakeholders' rights and duties are within a framework of equal opportunities, despite of the side of the border they are. The support of the Andean Parliament in achieving this objective is considered very necessary.
- To advocate for national governments to consolidate CBC in their priority agendas, understood not only as an effort for the internal development of their border territories, but also to achieve the cohesion and strengthening of the whole (Andean) region.

Acknowledgment

All foreseen and implemented activities in information sessions, workshops and additional activities would have not taken place successfully without the decisive collaboration of many public and private institutions, European and Latin American, 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.

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It is important to 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.

It must also be especially mentioned the collaboration offered by the Regional Government of Puno (Peru), the Municipal Commonwealth (*Mancomunidad*) of the Amazonian Puno, in particular his Directive and Mr. Edwen Ramos Cotacallapa; the Commonwealth of Municipalities of Northern Tropicalla Paz (Bolivia) and especially Mr. Walter Hugo Martínez Cueto; and the team of the Directorate for Border Integration and Development at the Foreign Ministry of Peru, particularly Mr. Javier Lossio Olavarría, participant in two information sessions and organizer of several events, who kept an open channel of communication between Europe and Lima since the beginning of all initiatives presented in this report.

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To the participants and all those who have somehow made possible the implementation of these activities.

The AEBR Team

²³ During the review of the galley of this final report, President Dilma Rousseff celebrates her re-election as a President of the Federative Republic of Brazil (27th October 2014)

European Commission

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