

# A Sustainable Development Strategy for the Pyrenees-Mediterranean Euroregion: Basic Guidelines



# A Sustainable Development Strategy for the Pyrenees-Mediterranean Euroregion: Basic Guidelines

Une stratégie de développement durable pour l'eurorégion Pyrénées-Méditerranée : orientations de base (texte dans le CD)

Una estrategia de desarrollo sostenible para la Eurorregión Pirineos-Mediterráneo: orientaciones básicas (texto en el CD)

Una estratègia de desenvolupament sostenible per a l'Euroregió Pirineus-Mediterrània: orientacions bàsiques (text en el CD)

**Francesc Morata (Director)**

**Francesc Cots**  
Institut Universitari d'Estudis Europeus (IUEE)  
Universitat Autònoma de Barcelona (UAB )

**David Roca**  
Centre d'Études et Recherches sur les Transformations de l'Action Publique (CERTAP) – University of Perpignan

**Cots, Francesc (Cots i Serra)**

**Una Estratègia de desenvolupament sostenible per a l'Euroregió Pirineus-Mediterrània : orientacions bàsiques = A Sustainable Development Strategy for the Pyrenees-Mediterranean Euroregion : Basic Guidelines. (Informes del CADS ; 3)**

Text en català, anglès, francès i castellà. Bibliografia  
ISBN 978-84-393-7539-5

I. Roca, David II. Morata, Francesc, ed. III. Consell Assessor per al Desenvolupament Sostenible (Catalunya) IV. Títol V. Títol: A Sustainable Development Strategy for the Pyrenees-Mediterranean Euroregion VI. Col·lecció: Informes del CADS ; 3

1. Euroregió Pirineus Mediterrània 2. Desenvolupament sostenible Espanya

3. Desenvolupament sostenible França 4. Cooperació transfronterera Espanya

5. Cooperació transfronterera França

502.3 (460:44)

© Consell Assessor per al Desenvolupament Sostenible de Catalunya (CADS)

Vice-presidential Department

Generalitat de Catalunya

Barcelona, March 2008

Translation into Spanish: Joan-Maria Romaní

Translation into English: TAU Traduccions

Translation into French: TAU Traduccions

Translations have been under supervision of a team directed by Dr. Francesc Morata

Coordinated and edited by Xavier Cazorla (CADS), Joan-Maria Romaní (CADS).

Printing: 600 copies

Graphic production and design:

LV Grupo Gráfico

Avda. Carrilet, 237 - 2a planta

08907 L'Hospitalet de Ll. (BCN)

comercial@grupograficolv.com

www.grupograficolv.com

ISBN: 978-84-393-7539-5

LD: B-28847-2007

The Advisory Council for the Sustainable Development of Catalonia (CADS) wish to make it clear that any statements or views expressed in this report are those of the authors, and no responsibility is taken for the accuracy of such statements or views.



# Contents

<b>Introduction .....</b>	<b>5</b>
<b>1. Cross-border co-operation and the Euroregions .....</b>	<b>7</b>
1.1 The background to cross-border co-operation .....	7
1.2 The aims of cross-border co-operation .....	7
1.3 The Euroregions: concept and characterisation .....	9
1.4 The basic institutional characteristics and powers needed for developing effective governance in the Euroregions .....	14
<b>2. The Spanish-French institutional context: the co-operation framework of the Pyrenees-Mediterranean Euroregion .....</b>	<b>21</b>
2.1 The Spanish autonomic model, between unitarism and federalism .....	21
2.2 The French decentralised unitary model, or a diversity of local entities .....	22
2.3 The implications of the two models for the PM Euroregion .....	24
2.4 The Autonomy Statute of Catalonia and the PM Euroregion .....	25
<b>3. The Pyrenees-Mediterranean Euroregion and sustainability policies .....</b>	<b>27</b>
3.1. The Pyrenees-Mediterranean Euroregion: general aspects .....	27
3.2. A brief analysis of the key sectors and their implication for sustainability .....	30
3.3. Two examples of basic approaches in key sectors for sustainability .....	35
3.4. Reconciling the principles of territorial solidarity and competitiveness: challenges for the Pyrenees-Mediterranean Euroregion and implications for sustainable development .....	37
3.5. The advisability of strategic planning .....	39
3.6. Major policies and initiatives for drawing up a Sustainable Development Strategy in the PM Euroregion .....	42
3.6.1. At the European level .....	43
3.6.2. The state level .....	44
3.6.3. The autonomic-regional level .....	44
3.6.4. The Mediterranean level .....	46
<b>4. A sustainable development strategy for the Pyrenees-Mediterranean Euroregion: basic guidelines .....</b>	<b>47</b>
4.1. Information management .....	49
4.2. Participation of the relevant actors and networks .....	50
4.3. Horizontal and vertical institutional co-ordination, levels of government and initiatives in operation .....	53
4.4. Implementation, evaluation and monitoring of the strategy .....	57
4.5. The challenges of implementing the Sustainable Development Strategy in the PM Euroregion .....	58

<b>5. SWOT analysis of the advisability of drawing up a sustainability strategy for the PM Euroregion .....</b>	61
<b>6. Conclusions.....</b>	63
<b>7. References .....</b>	65
<b>Abbreviations and acronyms .....</b>	69
<b>Publications of the CADS .....</b>	71

# Introduction

The study presented here sets out to formulate the necessary requirements for putting in place a strategy aimed at the sustainable development of the Pyreness-Mediterranean Euroregion (hereafter, the PM Euroregion). This is a cross-border regional co-operation project promoted by the former President of the Generalitat de Catalunya, Honorable Mr. Pasqual Maragall, which, in addition to Catalonia, includes Aragon, the Balearic Islands, Languedoc-Roussillon and Midi-Pyrénées. In the European Union (EU) there are more than 70 Euroregions, bearing this or other names, which have been in existence for varying lengths of time, having been set up by regions or local entities, or both.

The Euroregions phenomenon is the main expression today of cross-border co-operation. It was introduced in the 1960s by the Council of Europe to help create co-operation links between territories that had been the object of old disputes between France and Germany, and between areas of these two countries bordering on Belgium, Luxembourg and the Netherlands. From the very beginning, therefore, cross-border co-operation has had an extremely strong symbolic content.

Nevertheless, the multiplication of Euroregions over the past few years is directly related to the process of European integration. Indeed, the very idea of integration is synonymous with the elimination of borders or the reduction of their impact on what is at the very heart of the creation of a space based on the freedom of movement of people, goods, services and capital. This can be achieved in two ways: through “negative integration”, by enacting European laws forcing Member-States to act in a certain way; or through “positive integration”, for example, through policies encouraging co-operation between territories on either side of the border. In regard to the latter option, special mention must be made of the central role played by the Structural Funds and, in particular, the INTERREG Community initiative fostering varied and original forms of co-operation among different areas of the EU, which in many cases have eventually become institutionalised as Euroregions.

As will be seen in this study, the PM Euroregion did not start out from zero, but has some interesting historical precedents dating from the late eighties, closely linked to the start-up of the Interior Market, such as the former Catalonia/Languedoc-Roussillon and Midi-Pyrénées Mediterranean Euroregion. Other experiments, of both regional and local scope, such as the Pyrenees Working Community and the C-6 cities network, are still more or less operative, while the Diputació de Barcelona (Barcelona Provincial Council) has for many years been promoting a partnership, via the Latin Arc, among almost all the provinces of the Eastern Mediterranean strip, from Portugal to Southern Italy.

Nevertheless, the PM Euroregion has certain particular characteristics related to its geographical location in South-West Europe, its urban, territorial and demographic dimensions, and its economic, scientific and technological potential. Also of note are the ties which, throughout history, have linked the different territories in it and which are part of its cultural and linguistic, heritage.

The founding declaration of the PM Euroregion on 29 October 2004 stressed that it had come into being “with the will to unite efforts to create a pole of *sustainable development* based on innovation and social and territorial inclusion in the North-West Mediterranean”. It also mentions the will to back joint strategic development policies in areas such as transport, infrastructure, technology transfer, business promotion and protection of the environment, as well as its ambition to become a motor of the Euro-Mediterranean partnership.

It should be pointed out that the PM Euroregion was not formed as a new institutional structure, but as a strategic agreement to establish and strengthen co-operation ties between its members. From this standpoint, one of the main challenges consists precisely in being able to translate this approach into institutional terms, developing and managing the political and technical capacities needed to make co-operation possible in the form

of joint policies. The complementary challenge is to mobilise the social partners, without whom the Euroregion's goals would be unattainable. Both these challenges can be summarised in the concept of multi-level governance, which is characteristic of the political processes of the European Union: vertical integration of the different levels of government and horizontal integration of the public- and private-sector actors around common objectives so as to take advantage of all the available resources.

Starting out from these premises, this study takes a brief look at the PM Euroregion's key sectors and their impact in terms of sustainability. It then goes on to examine the conditioning factors deriving from the European sustainable development strategy and evaluates the current situation in regard to the various different initiatives taken at the national, regional and local level in the territories where the Euroregion is situated.

The last part focuses on defining the criteria required for drawing up a sustainability strategy for the Euroregion. In view of the lack of examples of Euroregions that have actually put in place sustainability strategies, this part is based on the available references consisting of the recommendations by international organisations, such as the United Nations and the OECD, and the EU. Following this, the study looks at the prerequisites in terms of the creation of the institutional capacities need to set in motion a process of such characteristics in such a complex and fragmented space as the PM Euroregion. The hypothesis put forward in this study is that these prerequisites –of a political, organisational, technical, informative and participatory nature– must take into account the need to adapt and articulate the existing capacities at different levels, and the need to create new capacities suited to the Euroregion's specific features. The conclusions underline the implications of this approach.

# Chapter 1

## Cross-border co-operation and the Euroregions

### **1.1. The background to cross-border co-operation**

There is a long tradition of cross-border co-operation (CC) in Europe. After the Second World War, contacts began between representatives of both sides of the border in several peripheral areas. The intention behind these initiatives was to improve living conditions in the border zones by dismantling the various existing institutional, economic, social, cultural and natural barriers. In view of the marginalisation of the peripheral areas in most countries, stress was laid on the need to promote CC in order to overcome the effects of this situation. Nevertheless, the absence of a common legal framework and the necessary institutional instruments was a severe limitation. Thus regional and local associations were gradually set up on both sides of the border based on respect for national rights (Gabbe et al., 2000: A1-6). These were the circumstances under which the first experiments in cross-border co-operation arose on the German-Dutch border (Euregio) and on the border between France, Germany and Switzerland (Region Basiliensis).

Faithful to its founding objectives, the Council of Europe took this type of initiative on board in the 1960s, focusing its efforts on discussing instruments that would improve the legal status of the new cross-border entities with a view to creating stable structures, as from a legal point of view it was difficult to set up an administrative body in charge of a cross-border area at the sub-national level. In 1971, the Association of European Border Regions (AEBR) was set up with the aim of stimulating co-operation between the European institutions and the cross-border co-operation communities in existence at that time.

**The setting up of the INTERREG programme in 1998, offering financial support for certain cross-border initiatives, provided one of the biggest boosts to cross-border co-operation.**

However, it was not until the end of the 1980s that there was a major expansion of cross-border projects and co-operation entities. The realisation of the European Single Market, the European integration process in general and the democratic transition in Central and Eastern Europe made a special contribution in this regard (AEBR, 2004: 4). In this context, the most important boost given to CC had to do with the start, in 1988, of the INTERREG programme by means of which the European Commission (EC) offered financial subsidies to cross-border initiatives fulfilling certain requirements (European Parliament, 2004).

At the present time, there are over 70 cross-border regions in Europe going under a variety of names: Euroregions, Euregios or Working Communities. Before the INTERREG programme went into operation, there were only 26 (European Parliament, 2004). These figures show the impact this Community initiative has had on the development of CC in the EU.

### **1.2. The aims of cross-border co-operation**

Over the past several years, the issue of the disappearance or reshaping of state borders has taken on increasing importance as a result of various

processes, of which economic and social globalisation, and regional integration processes are the most significant (Anderson, 2003; Morata and Etherington, 2003). In the space of a few years, there has been a changeover from a system based on rigidly delimited economic, social and identitarian ambits to a more open, independent and integrated system in which the borders have become an obstacle to economic exchanges, social and cultural intercommunication, and political and administrative co-operation between neighbouring territories. Although the European integration process has been based on functional, rather than territorial, integration, borders, as an expression of the exclusiveness of state power, have gradually lost many of their traditional functions (customs, currency, protectionism, movement of people, etc.). On the other hand, in addition to the effects of the integration of markets and economies, the EU has set in train increasingly specific policies that have an impact on the territory while providing incentives for across-the-board co-operation among the actors at the different substate levels (Morata, 2004).

In this context, the latest enlargement of the EU has, among other effects, brought with it a considerable increase in the economic and social disparities among the European regions. The administrative and institutional weaknesses of the new Member-States and, in particular, the fragility of the new local and regional authorities, and the need to guarantee the rights of the national minorities present in all those countries, must be remembered. Hence the need to strengthen cross-border and trans-regional co-operation within the post-enlargement framework. More generally, the EC has insisted that the evolution of Community policies ought to allow national, regional and local authorities to play an active part in promoting a shared view and a coherent framework for the development of the European regions based on enhanced competitiveness, territorial cohesion and sustainability (EC, 2004). This ought to lead to the adoption of new instruments that take into account the heritage derived from European cultural diversity in order to arrive at a joint definition of the required improvements in democratic and management practices by setting up networks of the public- and private-sector actors in the different regions. By exchanging experiences and engaging in dialogue, the different levels of government can foster mutual reflection on the contribution of territories to the construction of Europe.

**Inter-territorial and transnational co-operation has become a fundamental priority for the EU in its efforts to promote integration and diminish the economic and social disparities resulting from the continued existence of state borders.**

The European Commission's Second Report on Economic and Social Cohesion (2003) already pointed out that inter-territorial and transnational co-operation is a fundamental priority for the European Union in its efforts to promote integration and diminish the economic and social disparities resulting from the continued existence of state borders. More recently (2004), ahead of the reform of the cohesion policy 2007-2013, the EC, basing itself on the experience of the INTERREG initiative, has put forward territorial co-operation as a new aim of the Structural Funds for the period 2007-2013 and proposed the setting up of European Groupings of Cross-border Co-operation with the support of the corresponding financial instrument. This concern is not surprising; according to the Committee of the Regions (CoR, 2005), nearly 40% of the European population live in border regions (58% in the eight new Eastern Member-States) and, as already mentioned, the Council of Europe has already identified more than 70 Euroregions with different names, objects and geographical scopes, so that some authors regard this phenomenon as foreshadowing a Europe of integrated supra-regional functional spaces capable of facing up to the challenges of globalisation in better conditions (Keating, 1998). At all events, in spite of the economic and political progress of the integration process, the removal of internal economic, political, social and cultural borders remains one of the main challenges faced by the EU, concretised in the need to manage and strengthen diversity while preserving internal cohesion.

According to the Association of European Border Regions (AEBR, 2004), cross-border co-operation offers four types of value added: political, institutional, socio-economic and cultural. The first type refers to its direct contribution to the general objective of European integration and is connected with the principles impregnating EU policies such as subsidiarity, cohesion, partnership and co-funding of territorial development. The institutional value added includes the involvement of the public-sector actors from both sides of the border and their pooling interests and resources in pursuit of shared

objectives. The socio-economic benefits manifest themselves, for example, in the mobilisation of endogenous potential through the participation of the economic and social actors (technology agencies, companies, trade unions, cultural and social institutions, ecology groups, etc.) in development policies, and in better territorial and transport infrastructure planning. Lastly, the socio-cultural advantages are materialised in an overview of the cross-border region, the setting up of networks of university experts, and the dissemination of knowledge about their historical heritage or the learning of each other's languages as the basis for better communication.

In any case, the main motivations for cross-border co-operation are (Gabbe et al., 2000: A1 -8, and Aranda and Montolio, 2005: 4):

- The move from associating the concept of border with a line of separation to seeing it as a point of communication between neighbours.
- Overcoming prejudices and misgivings on both sides of the border as a result of their historical inheritance.
- Fostering sustainable development (SD) and protection of the environment.
- Strengthening democracy in the regional and local structures and administrations.
- Overcoming the isolation of peripheral areas by transforming them into axes of cross-border development.
- Promoting economic growth and improved living conditions in general.
- Speeding up the European integration process through the establishment of relations between the respective parties.

### **1.3. The Euroregions: concept and characterisation**

There is a great variety of cross-border co-operation structures in the EU with different objectives, powers and capacities. This point is important, since the PM Euroregion, as its name suggests, adheres to a specific model: the Euroregion. The AEBR has established the following criteria for defining a Euroregion (Gabbe et al., 2000):

- An association of local and/or regional entities situated on either side of a national border.
- A cross-border association with a permanent secretariat and a technical and administrative team endowed with its own resources.
- A body according to private law based on not-

for-profit associations or foundations on either side of the border according to the respective national laws.

- A body according to public law based on inter-state agreements in charge, among other things, of the participation of the territorial entities.

Although the euroregions comprise an extremely heterogeneous group in legal and organisational terms, they do have a number of common features: permanent structures, a separate identity from their members, their own technical, administrative and financial resources, and their own internal decision-making.

**The euroregions are not a new tier of local or regional government, but a space for exchanges between public- and private-sector actors.**

According to another, more comprehensive, definition put forward recently by the AEBR, the defining features would be as follows:

- a) The Euroregions are structures composed of regional and local communities on either side of a state border.
- b) They usually have a permanent secretariat and a technical and financial team with its own financial resources.
- c) Co-operation is not based on isolated measures, but is aimed at developing and drawing up a joint strategy.
- d) In general, they are a platform for cross-border relations between citizens, politicians, institutions, economic forces, social and cultural agents, etc.
- e) Co-operation between partners is on both sides of the border, horizontal and beyond the border.
- f) Decisions are implemented in accordance with the procedures in force on either side of the border, avoiding as far as possible conflicts to do with competencies and structures.
- g) The contents of the co-operation are defined on the basis of common interests.
- h) Lastly, these platforms are generally used to prepare and, if possible, implement programmes and projects, especially in the framework of the INTERREG Community initiative (European Parliament, 2004).

In any case, it is clear that the euroregions are not a new tier of local or regional government, but a space for exchanges between public- and private-

sector actors. Although they encompass the cross-border activities of a given area, most of the actions are taken by the competent authorities in accordance with their respective national laws (Gabbe et al., 2000: B2-22).

These structures have played a decisive part in carrying out the INTERREG programmes, unlike the Working Communities. As already noted, most of the Euroregions were set up through this Community initiative. According to some authors, the typical institutional structure of the Euroregions is better suited to the European Commission's strategy of getting rid of border obstacles (Perkmann, 2002: 12). In this sense, the proliferation of cross-border structures throughout Europe can be seen as a process of institutional innovation by means of which the Euroregions become legitimate partners of the EC in implementing regional policy in border areas (Perkmann, 2002: 12).

Working Communities, by contrast, have more co-ordination problems, since more authorities with different administrative characteristics and powers are involved in them. Generally speaking, they have a more rigid organisational structure, a larger geographical scope (including five or more regions) and a more limited autonomous capacity for action than the Euroregions (Gabbe et al., 2000: B2-24; Perkmann, 2002, 7; Aranda and Montolio, 2005: 6). Normally, these Communities carry out strategic planning activities (such as studies) or specific projects. The co-operation is usually less intense than in the Euroregions, as the Working Communities are more a forum for exchanging experiences than a platform for carrying out concrete projects. The nearest example is the Pyrenees Working Community, which has seven members in all (four Spanish Autonomous Communities and three French regions).

**The proliferation of cross-border structures throughout Europe can be interpreted as a process of institutional innovation whereby the Euroregions are incorporated as legitimate partners of the European Commission in implementing regional policy in border areas.**

In any case, the available studies (Perkmann, 2004; Morata, 2004; Tambou 1999) show that the forms of co-operation established in the EU have so far not given rise to real cross-border regions, in large part because of reluctance on the part of the states concerned, but also due to other endogenous and exogenous factors relating to the regions themselves. The main obstacles tend to be the unsuitability of the legal, financial and human resources for dealing with the problems to be resolved. At the European level, the INTERREG initiative, dedicated to fostering cross-border, inter-regional and trans-national co-operation, has also failed to fully live up to expectations. The business sectors are not sufficiently involved in it and neither has it stimulated networking among border regions. In fact, in spite of certain encouraging results, INTERREG has not had the legal and financial instruments needed for it to function effectively in practice.

One of the reasons for the stagnation of many Euroregions is that, in addition to the usual problems (lack of resources, dependency on INTERREG, heterogeneity of powers, the cost of co-ordination and the difficulty of combining the different administrative traditions), the institutions promoting them have been unable to effectively involve the key actors in society who are needed to endow these experiments in supraregional integration within the framework of the process of supranational integration with content and continuity.

## **EUROREGION CRITERIA**

LACE1570

### ***Euroregion Criteria Table - AEBR / LACE15***

#### **Organisation**

- amalgamation of regional and local authorities from both sides of the national border, sometimes with a parliamentary assembly;
- cross-border organisations with a permanent secretariat, experts and administrative staff;

- according to private law based on national associations or foundations from both sides of the border according to the respective public law;
- according to public law based on international treaties which also regulate the membership of regional authorities.

### **Method of working**

- development and strategic-oriented cooperation, no measures based on individual cases;
- always cross-border-oriented, not as national border region;
- no new administrative level;
- hub for cross-border relations; citizens, politicians, institutions, economy, social partners, organisers of cultural events etc.;
- balancing between different structures and powers on both sides of the border and with regard to psychological issues;
- partnership cooperation, vertically (European, governmental, regional, local) as well as horizontally beyond the border;
- implementation of cross-border decisions at national level and according to procedures applicable on both sides of the border (avoidance of competence and structural power conflicts);
- cross-border participation of citizens, institutions and social partners in programmes, projects and decision-making processes;
- direct initiatives and the use of own resources as preconditions for help and support of third parties.

### **Content of cross-border co-operation**

- definition of fields of action according to joint interests (e.g. infrastructure, economy, culture);
- cooperation in all areas of life: living, work, leisure time, culture etc.;
- equal emphasis on social-cultural cooperation as on economic-infrastructural cooperation;
- implementation of treaties and agreements and concluded at European level between countries to achieve cross-border practice;
- advice, assistance and coordination of cross-border cooperation, particularly in the following fields:
  - economic development
  - transport and traffic
  - regional development
  - environmental protection and nature conservation
  - culture and sports
  - health affairs
  - energy
  - waste disposal
  - tourism and leisure
  - agricultural development
  - innovation and technology transfer
  - schools and education
  - social co-operation
  - emergency services and disaster prevention
  - communications
  - public security

Source: AEBR-LACE, 1997

**Chart 1. Euroregions by year and involved countries**

YEAR	NAME	COUNTRY
1958	EUREGIO	DE, NL
1964	Öresundskomitén	DK, SE
1971	Nordkalottkommittén	NO, SE, FI
1972	Kvarken Council	SE, FI
1972	Arge Alp	AT, CH, DE, IT
1973	Euregio Rhein-Waal	DE, NL
1974	The Franco-Genevan Regional Committee	CH, FR
1975	Internationale Bodenseekonferenz (Regio Bodensee)	AT, CH, DE
1976	Euregio Maas-Rhein	BE, DE, NL
1977	Ems Dollart Region	DE, NL
1977	Mitnorden Committee, Nordens Gröna Bälte	NO, SE, FI
1978	Euregio Rhein-Maas-Nord	DE, NL
1978	Arko Co-operation	SE, NO
1978	Skärgårdssamarbetet ('Archipelago')	SE, FI
1978	Alpes-Adria	AT, CH, DE, IT, CR, SL, HU
1980	Four Corners Co-operation	DK, SE
1980	Gränskomitén Østfold/Bohuslän	NO, SE
1980	Nordatlantiska Samarbetet	IS, DK
1980	Benego	BE, NL
1982	COTRAO (Communauté de Travail des Alpes Occidentales)	CH, FR, IT
1983	Comunitat de Treball dels Pirineus	ES, FR
1984	Benelux Middengebied	BE, NL
1985	Working Community of the Jura	CH, FR
1987	Transmanche Region (Kent/Nord-Pas de Calais)	FR, UK
1987	Conseil du Léman	CH, FR
1988	PAMINA	DE, FR
1989	Scheldemonde	BE, FR
1989	EuRegio SaarLorLuxRhein (abans COMREGIO)	DE, FR, LU
1989	Arc Atlantique	ES, FR, PT, UK, IRL
1989	PACTE (Hainaut-Pas-de-Calais)	BE, FR
1990	Working Communities of the Riparian States of the Danube	AT, DE, HU
1990	Rat Wallis-Valle d'Aosta	CH, IT
1990	Storstrøms Amt/Ostholtstein Interreg	DE, DK
1991	Transmanche Euroregion	BE, FR, UK
1991	Mont-Blanc Conference	CH, IT
1991	Comunidade de Trabalho Região Norte de Portugal-Galicia	ES, PT
1991	Euroregion Midi-Pyrénées-Languedoc-Roussillon-Catalunya	ES, FR
1991	Nieuwe Hanze Interregio/Neue Hanse Interregion	DE, NL
1991	Euroregion Neisse-Nisa-Nysa	DE, CZ, PL

**Chart 1. Euroregions by year and involved countries**

YEAR	NAME	COUNTRY
1992	Erzgebirge	DE, CZ
1992	Euroregion Elbe/Labe	DE, CZ
1992	Euroregion Pro Europa Viadrina	DE, PL
1992	Euroregion Euskadi-Navarre-Aquitaine	ES, FR
1992	Comunidad de Trabajo Extremadure-Alentejo	ES, PT
1992	Hungarian–Austrian Cross-Border regional Council ('West-Pannon Region')	AT, HU
1993	Egrensis	DE, CZ
1993	Euroregion Spree-Neiße-Bober	DE, PL
1993	Carpathian Euroregion	PL, HU, SK, RO, UR
1993	Rives-Manche region	FR, UK
1994	Inn-Salzach-Euregio	AT, DE
1994	Euroregion POMERANIA	DE, PL
1994	Euregio Bayerischer Wald-Böhmerwald-Sumava	AT, CZ, DE
1995	EuRegio Salzburg-Berchtesgadener Land-Traunstein	AT, DE
1995	Euregio TriRhena	CH, DE, FR
1995	Arc Manche	FR, UK
1995	EuroRegion Oberrhein (Trirhena plus Pamina)	CH, DE, FR
1995	Regio Insubrica	CH, IT
1996	Euroregion Glacensis	CZ, PL
1996	Union of Municipalities of Upper Silesia and Northern Moravia	PL, CZ
1996	Euroregion Tatry	SK, PL
1996	Regio Sempione	CH, IT
1996	Danube-Tisza-Körös-Maros Euroregion	HU, RO
1997	Euregio Via Salina	AT, DE
1997	Sonderjylland-Slesvig	DE, DK
1997	Nestos-Mesta	BL, GR
1997	Baltic Sea Islands	EE, DE, DK, SE, FI
1998	Euregio Zugspitze-Wetterstein-Karwendel	AT, DE
1998	Euregio Baltyk	PL, LV, LT, SE, DK, RO
1998	Europaregion Tirol	AT, IT
1998	Banube-Dráva-Száva Euro-regional initiative	HU, CR, BOS
1998	Euregio Weinviertel-Südmähren/West-Slovakia	AT, CZ, SK
1998	Euregio Innatal	AT, DE
1999	Ipoly Euroregion	AT, SK
2004	Euroregió Pirineus-Mediterrània	ES, FR
2004	Plataforma Logística Aquitaine-Euskadi (PLAE)	ES, FR

SOURCE: List compiled by the authors on the basis of Perkmann (2002) and data from the University Institute of European Studies.<sup>1</sup>

1. Further information at: [http://selene.uab.es/\\_cs\\_iuee/catala/iuee/m\\_recerca.html](http://selene.uab.es/_cs_iuee/catala/iuee/m_recerca.html).

## **1.4. The basic institutional characteristics and powers needed for developing effective governance in the Euroregions**

In view of the problems mentioned, it is useful to look next at the institutional aspects which, according to the literature, condition the Euroregions' capacity for effective governance. This approach requires clarification of various concepts. The term "governance" is often used in a normative sense to describe a move towards a process in which formal institutions enter into contact with social actors around the formulation and implementation of public policies. This is related to the emergence of relational mechanisms that are more co-operative, consensual and democratic than the traditional ones, which are more hierarchical and bureaucratic. The Commission's White Paper on "European Governance" (2001: 18) recognises that *Policies can no longer be effective unless they are prepared, implemented and enforced in a more inclusive way*. This is why said document proposes transferring more powers to the levels of government nearer to citizens and society. From this standpoint, the concept of governance is also related to institutional capacities (Scharpf, 1997).

Institutional capacities may be understood in two complementary ways (Evans et al., 2005): as institutional/organisational *learning*, and as the creation of institutional/organisational *capacities*. The institutional learning process refers to the processes by means of which new ideas enter the institutions, whereas the creation of institutional capacities is related to the degree to which the material, scientific, technological, organisational and institutional resources of a given country are mobilised. According to March and Olsen (1995), *governance implies joining institutional and social capacities to carry out political action. However, acting in an appropriate way and learning from experience require political willingness and also the pooling of collective abilities.*

Institutional capacity is therefore a collective product resulting from the joint efforts of different actors in society, each of whom has a limited, but important, potential for acting in relation to the problem to be tackled. In the case of the PM Euroregion, the definition and implementation of policies designed to construct it will depend on identification with its goals and joint efforts by the actors operating at the different levels. That is why the role of the public authorities and, in particular, of the promoters of the initiative, must consist not only of establishing the

framework for co-operation, but also in stimulating, organising and managing the social processes necessary to make this co-operation effective.

The Practical Guide on Cross Border Cooperation regards the partnership principle, the subsidiarity principle, the existence of a cross-border strategy, a programme or a common structure at the regional or local level, and the participation of private-sector and civil society actors as fundamental elements for cross-border cooperation (Gabbe et al., 2000:A2-15 et seq.). As well as putting forward these principles and elements, the EC and the AEBR have also made a number of recommendations regarding the technical and organisational capacities required which are described below.

**The Practical Guide on Cross Border Cooperation regards the partnership principle, the subsidiarity principle, the existence of a cross-border strategy, programme or common structure at the regional or local level, and the participation of private-sector and civil society actors as fundamental elements for cross-border co-operation.**

According to the European regulations, the partnership principle has a double dimension: vertical and horizontal. The former means that the Member-States and the designated national, regional and local bodies must work closely with the EC in the execution of Community measures. The structures created for this purpose must unite their efforts and complement each other, and avoid competing with each other (Gabbe et al., 2000: B1-17). That is why it is essential to establish suitable co-operation mechanisms between the different levels.

Horizontal partnership refers to the relationship existing between the interlocutors on both sides of the border. In this context, it is crucial that criteria ensuring parity among all the interlocutors are established and the obstacles that have to do with funding sources and the differences between the administrations and their respective powers are overcome. Horizontal relations among the different components of the Euroregion need, at all events, permanent common cross-border structures with decision-making, financial, technical and administrative powers proportional to the scope of their activities (Gabbe et al., 2000: B1-10). These structures will have to face up to the difficulties arising from the differences, in terms of powers and admi-

nistrative culture, between the administrations involved in the process. Very often there is an attempt to harmonise and adapt the competencies and powers on both sides of the border as a preliminary step to cross-border co-operation. Such attempts can involve many years of work and experience has shown that they are counterproductive, as no country is prepared to rush into changing structures and competencies that are the result of a particular cultural evolution (Gabbe et al., 2000: B1 11).

In this context, the EC has acted as a policy entrepreneur, making use of the advantages resulting from its role as a policy initiator and broker of the interests involved, which allows it to move between the different levels of government with relative ease, incorporating new ideas, formulating alternative strategies and organising coalitions of actors, sometimes without the explicit consent of the Member-States (Perkmann, 2002; Morata, 2004: 43). By means of initiatives such as INTERREG, the EC has promoted the setting up of transnational networks focusing on the definition of common interests and the intensification of horizontal co-operation among the substate actors belonging to different Member-States (Morata, 2004:33). Thanks to this type of initiatives, the regions have gradually developed a more important role both in the European arena and in national decision-making and policy-implementing spheres (Bullman 1994; Jones and Keating 1995). Today, regions interact directly with the EU bodies to obtain resources from the distributive policies and further their interests. The EC has used successive reforms of Structural Funds to condition their activity and they have taken on a more active role.

**By means of initiatives such as INTERREG, the EC has promoted the setting up of transnational networks focusing on the definition of common interests and the intensification of horizontal co-operation among the substate actors belonging to different Member-States.**

The most recent academic literature on European integration has characterised these elements as manifestations of multilevel governance. This new perspective suggests that the Europeanisation process has produced a transformation of the State leading to greater interdependence among the different levels of government (European, state and

substate). These levels are forced to share their resources in order to respond to the changes resulting from the European integration process (Morata, 2004:37).

According to Hooghe and Marks, *the point of departure for this multilevel governance approach is the existence of overlapping competencies among multiple levels of governments and the interactions of political actors across these levels* (Hooghe and Marks, 2004). This fragmentation of decision-making power among the different levels includes the private-sector actors and implies a model of relations among them based on consensus and the establishment of mutual trust, producing a dehierarchisation among the different structures. The new forms of governance are not based, therefore, on a formal authority or legally defined powers, as in the case of nation-states, but on plural decision-making processes and the sharing and exchange of resources among the different actors.

In any case, the subsidiarity principle is integrated into, and is a perfect complement, to the perspective of multilevel governance in the EU. In the current context of interdependencies and the juxtaposition of competencies between the different levels of government described above, this principle can no longer refer only to the distribution of formal powers among governmental entities, but must also include the relations among the different actors involved. The distribution of functions cannot be the result of an automatic operation, but the outcome of a process of negotiation and co-ordination among the different actors operating in the network (institutions, economic agents, NGOs and citizens). This is a much more dynamic view of the subsidiarity principle (Morata, 2004: 46-47). Lastly, subsidiarity also implies a strengthening of the local and regional entities as appropriate administrative levels for cross-border co-operation (EC and AEPR, 2000: A2 -17).

The network concept is related to effective governance of the Euroregions through the participation and involvement of private and civil society actors. Indeed, the flexible structure adopted by the Euroregional institutions is designed to foster a more dynamic type of relationship among the actors who are part of it, steering clear as far as possible of bureaucratic obstacles and hierarchies. This perspective is more consistent with the network concept, which implies greater capacity to adapt to new challenges and take new concepts and ideas on board.

The production of a joint development strategy is an essential step in fostering co-operation between regions separated by a border. Basing themselves on the experiences that have been built up, the Practical Guide on Cross Border Cooperation, stresses the potential the joint preparation and production of this strategy have for reducing the border's typical barrier effect. Moreover, advantage can be taken of the opportunity to mobilise actors from both sides of the border and put them in contact with each other, fostering links between them and providing them with a solid and coherent basis for carrying out joint work and projects in the future (Gabbe et al., 2000: A5- 2). The practical Guide to Cross-border Co-operation formulates the technical requirements for doing this:

- 1) In the first place, adequate management of the information is needed to produce a systematic description and analysis of the Euroregion including different elements such as a detailed analysis by sectors, a description of the state of the environment, an evaluation in terms of competitiveness and innovation, unemployment and the labour market, and a description of the financial resources.
- 2) In particular, an analysis is required of the problems, weaknesses and threats related to the border (strong points and opportunities).
- 3) The strategy has to be suitable both for the European Union's regional development policies and the European Spatial Development Perspective (ESDP).
- 4) A definition must be included of the vision of the cross-border region, its strategic goals and the measures to be taken to achieve them.
- 5) Lastly, special consideration must be given to the aspects relating to the evaluation of the cross-border co-operation programmes. The EC has drawn up general methodological recommendations for the prior evaluation, and for defining indicators for evaluating and monitoring all the Structural Fund programmes. In addition, it has adopted specific guidance on the evaluation of the INTERREG 3 A programmes. In any case, the prior evaluation must determine whether past experiences have been learnt from, measure the rational and overall consistency of the strategy and how it fits in with other programmes, quantify the targets, estimate the predicted impact and assess compliance with the requirements of the EU regulations and directives (Gabbe et al., 2000: A5, 8-12).

Nevertheless, in order to develop, themselves, institutional capacities need some kind of institu-

tional activism: *New institutions are created whereas actors provided with the adequate resources perceive them as an opportunity to carry out their own objectives* (DiMaggio, 1988). These policy entrepreneurs deploy their resources with the aim of getting the actors to co-operate by supplying them with common meanings and identities (Fligstein, 1997). In this sense, the institutional change is regarded as a socio-political process reflecting the power and interests of the actors organised as policy entrepreneurs prepared to *identify policy opportunities, define problems and mobilise political supports*. In this way, they endeavour to introduce new ideas, norms and values into the social structures (Rao et al., 2000). The key feature of institutional entrepreneurs is the way they have of linking up their projects for change with the activities and interests of other actors. In fact, both the government and non-government actors act as policy entrepreneurs when they deploy strategies for promoting their own political options.

**Preparation of a joint development strategy is an essential factor in promoting cross-border co-operation, as it has the necessary potential to mobilise actors on both sides of the border and put them in contact with each other.**

Perkmann has shown the success of these concepts in a particular experiment on the German-Dutch border: the EUREGIO. Established in 1958, it was the first instance of a Euroregional structure in Europe. Since then, the EUROREGIO has acted as a genuine policy entrepreneur, making use of the advantages of its position and establishing excellent vertical and horizontal relations with the other actors operating at different levels. This has enabled it to put itself in a strategic position for mobilising actors and resources. In particular, it has maintained a very special relationship with the EC based on mutual interest and networking. According to Perkmann, a symbiotic relationship has grown up between these two bodies. Indeed, the EC's structural deficiencies in regard to the implementation of public policies and the need for it to maintain control over them have turned the EUREGIO's secretariat into an ideal executive organ of the EC's regional policy. Obviously, this assumption of responsibilities has been accompanied by financial resources, mostly from INTERREG.

According to Perkmann (2002), the factors that have determined this success are:

- The development by the secretariat of various organisational capacities.
- The establishment and maintenance of horizontal networking in the local sphere.
- The creation of vertical networking with higher-level authorities, especially the EC, and the central and regional authorities.

In regard to the first point, the fact that the secretariat does not have any specific powers assigned to it has allowed it to act as a policy entrepreneur with a great deal of flexibility in its relations with other actors and institutions and without being constrained by a particular framework. This has also helped the secretariat to become a key actor in the network as a promoter of contacts between actors on both sides of the border. It gradually acquired a number of capacities which made it the ideal candidate to implement the INTERREG programme when the latter started up in 1988: its parity and representative nature; the technical quality of its agents; its diligence in obtaining funds and its fairness in allocating them; its technocratic, problem-solving approach; and its ability to mediate between and reconcile the different interests at stake (Perkmann, 2005).

**The EUREGIO has acted as a genuine policy entrepreneur, making use of the advantages of its position and establishing excellent vertical and horizontal relations with the other actors operating at the different levels, in particular with the European Commission.**

As far as vertical co-operation is concerned, the principle of partnership with the EC and the relations of trust built up over many years with it and the other actors at higher levels have produced excellent results. The secretariat has ensured that the transfrontier projects to be presented complied with the substantive and formal requirements of the EC's cohesion policy. Again, a constructive, problem-solving approach has predominated and a climate of consensus has been successfully created between the public- and private-sector actors in the network (Perkmann, 2002).

Lastly, these actions have been accompanied by a strategic framework that has lent coherence to the project. In 1987, the EUROREGIO passed a long-term (20-year) transfrontier co-operation strategy which included economic and social aspects that have served as a framework for the operational programmes that have been carried out subsequently.



Euroregio BR map.

## EUREGIO (Germany/Netherlands)

**Founded:** 1958

**Type of organisation:** The EUREGIO is the oldest cross-border structure in Europe. It is made up of 120 members (districts, towns and cities, and municipalities). The territory of the EUREGIO includes areas of Münsterland (the districts of Coesfeld, Borken, Steinfurt and Warendorf, and the town of Münster) in North Rhine-Westphalia, the county of Bentheim, the town and district of Osnabrück, parts of the south of Emslandes in Lower Saxony, and Twente, Achterhoek, Nord-Overijssel and South-East Drenthe in the Netherlands. The EUREGIO has been involved for decades in cross-border co-operation activities in different fields based on cross-border development concepts. One of these concepts was put into practice at the beginning of 1972 with funds from the EU and the national ministries of the economy. The EUREGIO is directly involved in the planning and implementation of many different programmes and projects, including the INTERREG programme.

**Structure and competencies:** The members on both sides of the border are fully involved.

- **Members of the assembly:** The assembly is comprised of 128 representatives and meets at least once a year.
- **The EUREGIO Council:** This is a cross-border parliamentary assembly (with cross-border parliamentary groups) and is the EUREGIO's most important political body.
- **Presidency:** Its responsibilities include executing the decisions of the Members of the Assembly. It prepares and executes the decisions of the EUREGIO Council.
- **The EUREGIO Working Groups:** These deal with the following thematic areas: spatial development and transport, economy, labour market, environment and agriculture, culture and health. They provide technical support to the cross-border projects and programmes, as well as those funded by INTERREG. Each working group is made up of representatives of the public and private sectors, and trade union and employers' associations from both sides of the border.

**The Secretariat:** Is responsible for the transfrontier region's day-to-day administration (e.g. information and consultancy), and co-ordinates the activity of the working groups and the EUREGIO's other bodies. It also collaborates in drafting and carrying out projects, seeks out for potential members and mediates between existing ones.

## INTERREG

The INTERREG I, II and IIIA programmes were prepared by the EUREGIO, based on the cross-border strategies adopted for this purpose. The EUREGIO, the national governments and the regional authorities on both sides of the border signed a limited agreement in order to carry out INTERREG. This agreement transferred to the EUREGIO the authority for carrying out the INTERREG programme in its territory. Proposed projects are presented to the EUREGIO Secretariat which assesses their suitability on the basis of the EU criteria, the specific cross-border co-operation criteria, the national development goals and the co-funding criteria. The EUREGIO Council is part of the Supervision and Management Committee, on which it has full voting rights.

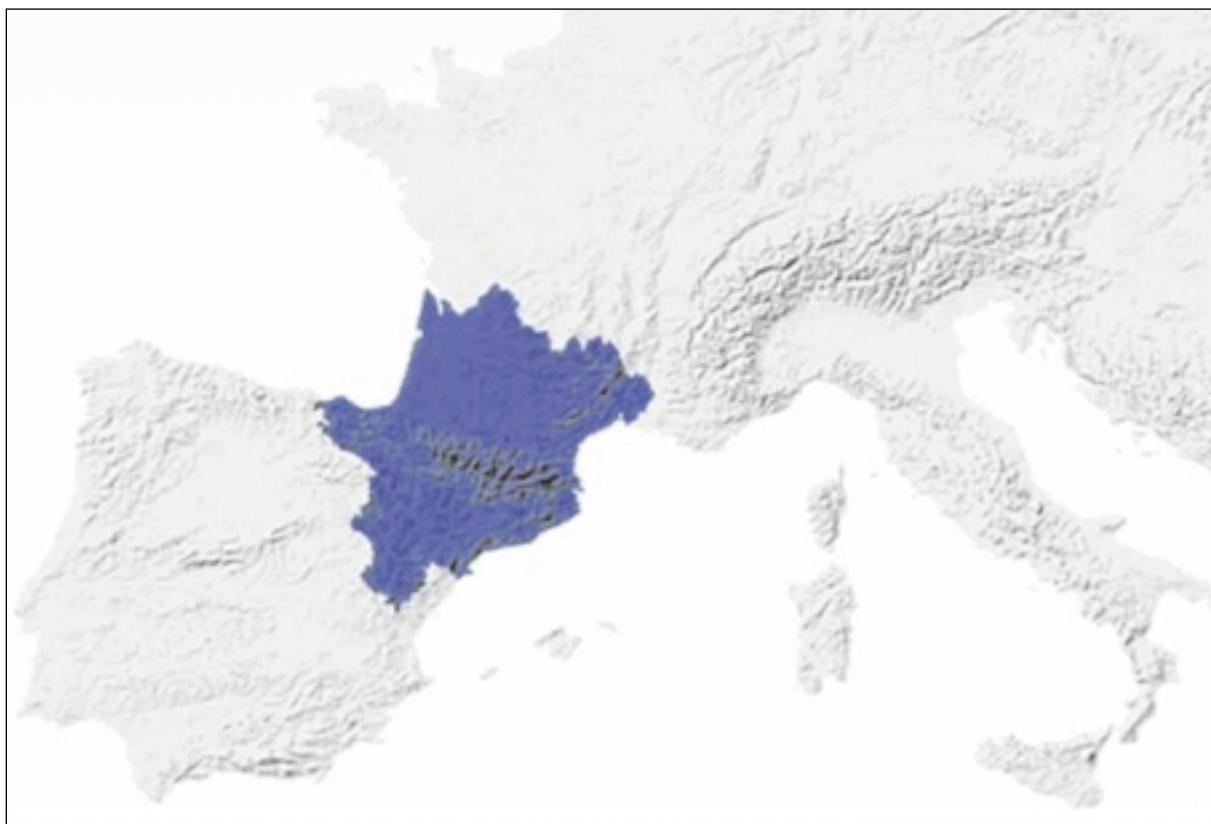
The local/regional project managers are responsible for carrying out the project, while the technical assistance and support are provided by the EUREGIO Working Groups. Technical responsibility for financial management has been transferred to the InvestionBank of North Rhine-Westphalia, which manages the EU funds and the respective national co-funding in a single account for the whole programme and makes direct agreements with the project partners.

### Consolidation of Cross-border Co-operation

The EUREGIO structure is a good example of a high degree of decentralisation and integrated structures based on the horizontal and vertical partnership principle in the framework of the planning and execution of cross-border programmes, especially the INTERREG programme. The EUREGIO covers all the areas of cross-border co-operation.

**Contact:** EUREGIO, Enscheder Str. 362, D-48599 Gronau. Tel.: +49 25 62 70 20, Fax: +49 25 62 702 59; Website: [www.euregio.de](http://www.euregio.de)

Source: Gabbe et al., (2000).



Working Community of the Pyrenees map.

## WORKING COMMUNITY OF THE PYRENEES (Spain/France)

**Founded:** Agreement Protocol signed in Pau on 4 November 1983.

**Type of organisation:** The Working Community of the Pyrenees (WCP) is a cross-border co-operation organisation formed by eight members: the state of Andorra, three French regions (Aquitaine, Languedoc-Roussillon and Midi-Pyrénées) and four Spanish Autonomous Communities (Catalonia, Aragon, the Basque Country and Navarre).

The WCP has taken part in various cross-border activities, including the preparation of an exhaustive study of transport in the Pyrenees, the publication of a tourist guidebook, activities promoting protection of the border environment, a conference on risks in the mountains, meetings of technology, research and innovation centres in the Pyrenees, and R+D projects.

### Structure and competencies

- **Presidency:** The presidency of the WCP is assumed in alphabetical order by its members for a period of two years.
- **Conference of Presidents:** This is formed by the presidents of each of the member regions. It defines the general policy and strategic orientations, and sets the action priorities.
- **Plenary Council:** This is composed of seven representatives of each of the eight members. It passes an annual action programme, and approves the budget and the Co-ordinating Committee's mandate.
- **Co-ordinating Committee:** This is made up of the presidents of the member regions, or their direct representatives, and the General Secretariat. It oversees the implementation of the action pro-

gramme, manages the budget and the European programmes, co-ordinates the actions of the committees and prepares the meetings of the Plenary Council.

- **4 Working Parties:** Infrastructure and Communication; Training and Technological Development; Culture, Youth and Sports; and Sustainable Development.

#### **Competencies in the INTERREG sphere**

The Regional Council of Aquitaine (which currently holds the presidency of the WCP) has been appointed as the managing authority in charge of drawing up and executing the Single Programming Document (SPD) of the France-Spain INTERREG III A programme. For the first stage of the preparation of the SPD, the thematic working groups will be formed on the basis of the WCP's four working parties together with representatives of the French departments and the states.

Projects in progress:

Infrastructure and Communication Working Party: participation in the Transpyrenees Traffic Observatory, an inventory of the tunnels and railway network in the Pyrenees, the adoption and publication of a common position on the major transport infrastructures, the computerised cartographic database of the WCP (GIS); updating of the airport infrastructures arrangement:

Training and Technological Development Working Party: competitive tendering of proposals for R+D projects; a practical guide to apprentice and trainer exchanges.

Culture, Youth and Sports Working Party: A guidebook to the museums in the Pyrenees, a guidebook to the archives in the Pyrenees, "Urban Adventures", a meeting of Pyrenees writers.

Sustainable Development Working Party: Co-ordination Plan for Pyrenees Computer Networks (PIRINET), Network of European Infopoints and Rural Forums in the Pyrenees massif, Symposium on renewable energies, and the "Pyrenees 2000" programme.

**Contact:** Secretariat of the WCP (Torre del Reloj) E-22700 Jaca. Tel.: +34 974 36 31 00 / Fax: +34 974 35 52 29 / E-mail: [ctpiril@jet.es](mailto:ctpiril@jet.es). web: [www.ctp.org](http://www.ctp.org)

Source: Gabbe et al., (2000).

## Chapter 2

# The Spanish-French institutional context: the co-operation framework of the Pyrenees-Mediterranean Euroregion

### **2.1. The Spanish autonomic model, between unitarism and federalism**

Spain's current territorial organisation is the result of putting into practice the 1978 Constitution. The "Autonomic State" is based on an unstable balance in the sharing out of competences between the central state and the Autonomous Communities, mid-way between centralism and federalism. Article 137 of the Spanish Constitution provides that "the State is organised territorially into municipalities, provinces and such autonomous communities as may be constituted".

The aim of creating the Autonomous Communities (ACs) was to maintain the unity of the State while recognising the existence of "nationalities" and regions. In this sense, the Constitution offers a sort of "autonomy à la carte" leading to a variable geometry model (Morata, 2001). Schematically put, the sharing out of competencies between the State and the ACs involves a vertical distribution by subject-matter, in which the competencies are allocated to the former or the latter, followed by allocation to the State by default of the competencies which are not shared. The ACs can stake their claim to exercise these latter competencies by reforming their Statutes of Autonomy or by negotiating the transfer/delegation of competencies held by the State. This said, the Autonomous Communities' degrees of autonomy remain very different, in spite of a gradual convergence over the years. The contents of the negotiations over reform of the different statutes vary depending on the demands put forward by the different ACs and their degree of influence over the central government. In this context, the historical Communities, such as Catalonia and the Basque Country, tend to pull the others along in their wake. Moreover, the recognition of infra-state nation-

alities in 1978 and of a Catalan nation in the new Autonomy Statute of Catalonia in 2006 calls into question the principle of the indivisibility of the Spanish nation as defined in Article 1 of the Spanish Constitution (Roca, 2007).

**Spain has a decentralised political system that is close, or even equivalent, to a federal system. The central State and the Autonomous Communities share political power. However, the latter can broaden their competencies by negotiating with the former.**

Spain's territorial organisation is also based on municipalities and provinces (article 137 of the SC). Articles 140 and 141 of the Constitution guarantee these entities' "autonomy" which, according to the Constitutional Court, is of a purely administrative nature (STC 25/1981, of 14 July, FJ3). In some cases, this has facilitated the "emptying" of provincial competencies to the benefit of their respective ACs. In addition, Article 148 of the SC provides that "the autonomous communities may assume competencies in the following matters: [...]. 2) Alterations of the municipal boundaries within their territory and, in general, the functions corresponding to the State Administration over the local corporations, the transfer of which is authorised by the legislation on local regime".

So the State and the ACs share political power. Article 149 of the SC describes the matters that are the exclusive competency of the central authorities while admitting, in most cases, an intervention by the ACs grounded on the "bases" fixed by state legislation (Hernández, 1978: 398). These matters include

credit arrangements, banking and insurance; general planning of economic activity; scientific and technical research; maritime fishing; railways and terrestrial transport; the water regime; protection of the environment; public works; the regime of social media; public safety; and education. In addition to this, some matters, such as health (articles 148-1-21 and 149-2), culture (articles 148-1-17 and 149-2) and cultural, artistic and monumental heritage (articles 148-1-15, -16 and 149-1-28) appear in both the list of regional competencies and the list of State competencies.

The list of shared competencies and those the ACs can assume gives them legislative power almost on a par with that of the State (Garrido Falla, 1981: 13). Similarly, the ACs have an executive power of their own enabling them to implement the laws passed by their own legislative assemblies and develop the principles provided for in State legislation. Although the exercise of these powers is subject to the jurisdictional control of the State, the Spanish regions enjoy a degree of autonomy that is almost exceptional in Europe (Roca, 2007).

**The Autonomous Communities are the privileged interlocutors of the central State. The local authorities are dependent upon the central State and the Autonomous Communities. The latter have a high degree of legislative and executive power, although the exercise of this power is subject to state control.**

## 2.2. The French decentralised unitary model, or a diversity of local entities

France is by tradition a unitary state. The purpose of this system was to guarantee equality among territories to the detriment of free administration which was seen as a synonym of discord. Although the 1958 French Constitution retains the sacrosanct principle of the territorial indivisibility of the State (article 1, FC), it also establishes (art. 72) the existence of local and regional entities that are freely administered by means of elected councils. For a long time, these constitutional principles had no practical application. The reforms begun in 1982 with a view to bringing government into closer contact with those it governs confirm an evolution towards decentralisation of political power. Moreover, the constitutional reform of 28 March 2003 throws the Jacobin tradition into doubt by defining decentralisation as the new territorial organisation of the Republic (article 1).

The 1982 laws on decentralisation instituted three tiers of territorial entities: the *Communes* (municipalities), the *Départements* (equivalent to the Spanish provinces) and the *Régions*, the main new feature of the reform. France had had precedents of the *Régions*, the most significant of which was the constitution of the *Région* as a “public establishment” in 1972. These three types of territorial entity are governed by the principle of uniformity of their statutes. Every municipality, every department and every region has the same administrative organisation (Darcy, 1982: 138).

This organisational stratification translates into a clear distribution of competencies among the different levels (Lavialle, 1996: 954). The decentralisation establishes the principles of subsidiarity and equality among the different territorial entities, i.e. the non-subordination of some to others. However, although this system appears clear in principle, in practice it is more complex, as very often competencies overlap. This sometimes gives rise to competition, which is accentuated when there exists a strong rivalry between different territorial entities. Indeed, it should be pointed out that there is no clearly defined ceiling on competencies. The competencies of the regional entity originate in the national laws, so they do not have any legislative power of their own (Brossat, 2004: 695).

**Unlike Spain, France is a country with a Jacobin tradition. Nevertheless, it has three levels of decentralisation: the *régions*, the *departements* and the *communes*. The existence of this stratification does not, however, translate into a clear distribution of competencies, therefore three decentralised entities find themselves competing with each other in many areas of policy.**

According to article 59 of the law of 2 March 1982 –now also, art. L.4221-1 of the *Code général des collectivités territoriales* (CGCT)– the Regional Council has the power “to promote the economic, social, health, cultural, scientific and territorial development territorial development of the region and to ensure the preservation of its identity”. This provision specifies, however, that the regional competencies must be exercised with respect for the integrity, autonomy and attributions of the departments and municipalities. The laws of 7 January and 22 July 1983, several times supplemented, define the departments’ allocation competencies, especially in regard to social action. The departments also have their own competencies in sec-

ondary education, territorial development (rural amenities, transport networks, ports and transport) and the environment. On the other hand, they share certain competencies with the other entities in the fields of economic development and major public amenities.

As in Spain, the municipalities have general competency in regard to all the matters of interest to them, so in many spheres they can come into competition with the departments and regions.

In spite of a considerable distribution of competencies among the three territorial levels, France still maintains its centralist and unitary origins. Nevertheless, the need to bring the State into closer contact with its citizens led it to introduce what it called administrative “deconcentration” (Verpeaux, 2005: 31). By means of this process, the State transfers its decision-making power at local level to various representatives. The administrative districts of the State are, in order of deconcentration, the *Région*, the *Département*, the *Arrondissement* (district), the *Canton* (canton) and, lastly, the *Commune* (municipality). All of them, except the canton, which is only an electoral constituency, are governed by a representative of the State. These representatives are the *préfet* (prefect) at the level of the department, the *sous-prefet* (sub-prefect) at the level of the district, the *préfet de région* and the *maire* (mayor). The mayor is the only one elected by universal suffrage. The regional prefects, who are the depositaries of the power of the State, are in charge of ensuring the implementation of government policy in regard to territorial development and of establishing the State’s strategic action project in the region (Crône, 2004: 99).

The prefects and sub-prefects are endowed with the power to determine administrative policy and control the acts of the territorial entities and the territorial public establishments and bodies. Just as in the Spanish State, the mayor is the State’s representative in the municipality.

**In spite of this decentralisation process, France has not forgotten its centralist and unitary origins. With its *préfets de région*, *préfets de département*, *sous-préfets* and also its mayors, the State is able to control the activity of the decentralised entities. This mechanism is called “déconcentration”.**

Deconcentration, prior to decentralisation, is the essential complement to the unitary State. The invisibility principle, an expression of the rejection of federalism in France, implies that political power is concentrated in the State. In spite of the essential nature of respect for the State’s prerogatives, recognition of free administration of the territorial entities attenuates their impact. Nevertheless, the obligation on the State’s deconcentrated representatives to control local legislative activity indicates that decentralisation must be approached from a clearly unitary perspective. That said, the “*droit à l’expérimentation*” (“right to experiment”), recognised in regard to local and regional governments by organic law 2003-704 of 1 August 2003, confers on them the power to adapt national laws to local particularities (a right included in articles 37-1 and 72 of the Constitution). This may be regarded as an important step towards an autonomous local legislative power (Brisson, 2003: 530).

In short, political power is stratified vertically, but also horizontally. In the former case, there are the three levels of decentralisation, the State and the European Union, whose laws and regulations have an increasingly important impact at the local level. These actors are endowed with their own competencies and, therefore, will have to work together when matters affecting them all are at stake. In the latter case, the distribution of competencies generates competition between the local and regional governments, which can be seen particularly in regard to both economic and territorial development. In the face of this multiplicity of actors, the central State very often appears as a necessary co-ordinator on the basis of its historical role as a planner (Duran and Thoenig, 1996: 580-623). At all events, the region is gradually imposing itself as the State’s main territorial interlocutor and is sometimes explicitly invested by the legislator with a similar co-ordinating role. Thus the law of 13 August 2004 amended article L.1511-1-1 CGCT (*Code générale des collectivités territoriales*) by providing that: “the region co-ordinates in its territory the economic development actions of the territorial entities and their groupings, except the missions that are incumbent upon the State” (Tulard, 2005: 61).

The region is therefore becoming the leader of the French territorial entities. However, at the same time, the legal equality between the local entities makes multi-level dialogue and agreement essential in everything affecting decentralised competencies.

### 2.3. The implications of the two models for the PM Euroregion

As already seen, a Euroregion is an association of local and/or regional entities on either side of a national border (see section 1.3). In application of the principle of institutional autonomy of the Member-States, Community law and the EU institutions have no sway over the States' territorial organisation. As a result, there is a very large variety of territorial structures in Europe depending on whether the States in question are federal, regionalised or unitary. Regions or equivalent entities are institutionally recognised in 12 of the 25 EU States (Austria, Belgium, the Czech Republic, France, Germany, Italy, the Netherlands, Poland, Portugal, Slovakia, Spain and the United Kingdom). However, it is not possible to encompass these regional structures within a single definition, whether political, legal or simply sociological (Keating, 2004).

**France has a multitude of local entities with almost equivalent power. Optimally, French participation in a Euroregion would involve all the public-sector actors operating in the territories in question. However, the French regions are not part of these actors. The departments and the communes, or the associations formed by them, are the other, far from negligible, part of the local political actors.**

In the case of France, the fragmentation of the territory into municipalities, of which there are more than 36,000, has no equivalent anywhere else in Europe. By way of comparison, Spain has 8,108 municipalities in a surface area almost as big as France. It is obvious that the huge number of French municipalities does not facilitate the exercise of competencies. Moreover, in view of the uniformity principle, most of these municipalities do not have the necessary resources to exercise them. Inter-municipal co-operation is the main response by the public actors to a typically French problem (Gose, 2002: 4). This form of local co-operation, focusing on economic and territorial development, covers five-sixths of the population (Ministry of the Interior, Direction générale des collectivités locales, 2005).

In both France and Spain there are intermediate territorial entities, the *départements* (of which there are 100) and the provinces (52), respectively. The important role reserved for the French departments, in many respects rivals to the regions, has already been noted.

**In spite of the intention to simplify the French administrative system, it is still overloaded. With five institutional levels (State, *régions*, *départements*, EPCI, *communes*), France is an "overadministered" country. Spain has a simpler administrative system: the Autonomous Communities concentrate political power at the territorial level and can thus involve themselves more easily in an inter-regional association. However, France is evolving and it looks as though the regions are about to become the heads of the territorial entities in virtue of their co-ordination function.**

The PM Euroregion will have to take this situation into account. If French participation in the Euroregion is limited to the regions, without the other local entities, this could be a problem, given the goals of cross-border co-operation. It is true that the French regions play an important part in co-ordinating local policies. However, unlike their Spanish counterparts, they do not possess legislative competencies of their own. French participation in the Euroregion ought to involve all the territorial public actors, including the associations of different municipalities. The PM Euroregion groups together 6,251 municipalities/*communes*, 8 provinces, 13 *départements*, the three Spanish ACs and the two French regions. This number and variety of public entities makes rational management of the PM Euroregion very difficult. In particular, the associations of local authorities include 84% and 92%, respectively, of the municipalities in the *Midi-Pyrénées* and *Languedoc-Roussillon* regions (Observatoire de l'intercommunalité – Assemblées des communautés de France, 2006).

To ensure the political and administrative viability of the co-operation project, it would also be advisable to have the active involvement of the other levels of government (town and city councils, *comarques* and provincial councils in Catalonia; town, city and island councils in the Balearic Islands; and town, city and provincial councils in Aragon) in addition to the three member ACs. It would also be useful to secure the involvement of the multi-level functional co-operation entities, such as the *comités régionaux du tourisme* (regional tourism committees) and the *sociétés d'aménagement touristique* (tourist development agencies) in France and their equivalents in the three ACs (boards, consortia and other territorial co-ordination entities).

## **2.4. The Autonomy Statute of Catalonia and the PM Euroregion**

Of all the governing bodies of the regions belonging to the PM Euroregion, the Generalitat de Catalunya has the most extensive competencies in regard to the EU (García, 2006). The most important new features (part V) concern the Generalitat's obligation to participate in the drafting of EU treaties affecting its competencies and its multilateral and bilateral participation in formulating the positions of the State through the EU's Council of Ministers and such other procedures as may be established. At the same time, the positions expressed by the Generalitat are decisive in formulating Spain's position whenever its exclusive competencies may be affected or the European initiative may have important financial or administrative consequences for Catalonia. Conversely, the State must inform the Generalitat of initiatives and proposals presented to the European Union. The Statute also regulates the right to participate in Spanish delegations to the EU –the Council and the Commission- when matters relating to the Generalitat's legislative competencies are being dealt with. In addition, the Generalitat, in agreement with the central State, is to participate in the appointment of its own representatives in the Spanish Permanent Representation before the EU.

If the draft European Constitution comes into force, the Catalan Parliament will be able to establish relations with the European Parliament in areas of common interest and will participate in monitoring the principles of subsidiarity and proportionality in regard to European legislative proposals affecting the Generalitat's competencies. The Statute also establishes that the Generalitat will manage European funds in matters falling within its competence and recognises the right to form a delegation of the Generalitat to the EU.

In regard to cross-border and inter-regional co-operation, the Statute refers to the promotion of contacts on the basis of shared interests. The Generalitat can do this directly, through its presence in the relevant EU institutions and bodies (the Council, the Commission, the European Parliament and the Committee of the Regions) and through the type of lobbying typically done by inter-regional co-operation bodies such as REGLEG (regional executives) or CALRE (regional parliaments), together with the other member regions.

Catalonia's positions on sustainability ought to be clearly reflected in the policies undertaken in the framework of the PM Euroregion and serve as a model for other Euroregions in the EU.



## Chapter 3

# The Pyrenees-Mediterranean Euroregion and sustainability policies

### **3.1. The Pyrenees-Mediterranean Euroregion: general overview**

The PME seeks to promote joint strategic development policies in areas such as transport, infrastructure, technology transfer, support for businesses and protection of the environment. The PM Euroregion seeks to become an ambitious space for economic development, research and technological innovation in the south of Europe; a dense network of infrastructures at the service of citizens; a crossroads of cultural and human exchanges; a new motor of the Euromediterranean Partnership (Founding Declaration of the PM Euroregion, 2004).

**The PM Euroregion was constituted on 24 October 2004, when the Presidents of Catalonia, Aragon, the Balearic Islands, Languedoc-Roussillon and Midi-Pyrénées signed the Founding Declaration.**

The territory of the PM Euroregion has the attraction of large urban areas such as Barcelona, Tolouse, Montpellier and Saragossa, with a large number of universities and research laboratories; a modern economy with great potential in the computing, electronics and biotechnology fields; top quality agriculture; and rapidly expanding seaside and mountain tourism.

It is also one of the most heavily populated Euroregions in the EU, with 14 million inhabitants, or 15% of the joint population of Spain and France, and a GDP that in 2006 represented over 14% of these two countries' combined GDP.

The main objectives are, therefore, to gain ground in regard to competitiveness, increase territorial co-

operation within the global framework (a basic goal of the European Union in the period 2007-2013, in the context of the implementation of the Lisbon and Gothenburg strategies) and to have more and better access to the European Union's programmes and projects. The intention is to consolidate a common front within Europe by accumulating forces (PM Euroregion Press File, 2006).

Inter-regional co-operation based on Euroregions is usually a synonym for cross-border co-operation in the strict sense, in which the geographical spaces, the problems and the actors are easier to identify. It should be borne in mind, however, that co-operation in a space such as the PM Euroregion, initially comprising five regions (Catalonia, Aragon, the Balearic Islands, Languedoc-Roussillon and Midi-Pyrénées) –with the possibility of its being extended to include País Valencià and the State of Andorra– with a surface area of around 100,000 square kilometres and more than 14 million inhabitants, is harder to organise and manage with traditional CC mechanisms. All the more so if account is taken of the fact that some of these regions have no physical contact (border) with each other and, besides a common, though distant, historical heritage, their current mutual knowledge is rather sparse. Against this background, the PM Euroregion is a new development and, at the same time, a major challenge as far as its effective institutionalisation is concerned.

From the institutional point of view, the Euroregion has a relatively complex structure consisting of (FCDP, 2006):

- The Meeting of Presidents, which ensures the political impetus; approves, if appropriate, the Annual Report and the Annual Action Guidelines,



Euroregion Pyrenees-Mediterranean map.

and decides who should occupy the Presidency, which is rotated every year.

- The Presidency of the moment, which represents the PM Euroregion in the institutional and political spheres in accordance with the Annual Action Guidelines.
- The Co-ordinating Group (CG), formed by two representatives appointed by each of the member Autonomous Communities and regions, covering both the political and the technical levels; it proposes the harmonisation of policies among the member regions and sets in train and provides the means for carrying out specific projects; arranges its lobbying activity; presents the Annual Progress Report and proposes the Annual Action Guidelines to the Presidents.
- The Secretariat, which provides specialist support to the CG; co-ordinates actions in regard to

the website, publications and corporate communication management, and promotes and monitors the harmonised policies and joint projects.

- The European Co-ordination, which consists of a body to facilitate stable and efficient functioning among the delegations of the five regions in Brussels helping to define and implement the PM Euroregion's strategy as a lobby in relation to the EU, France and Spain.
- The Regional Links, which depend on each AC and region, and whose main functions are to serve as information points for promoting the Euroregion and act as intermediaries in relation to the regional actors. It is left up to each member to decide what form its Link should take and the scope of its activity.

**The PM Euroregion's institutional structure is formed by the Meeting of Presidents, the Presidency of the moment, the Co-ordination Group and the Secretariat plus the European Co-ordination and Regional Links.**

This institutional arrangement means that, in order to act, the PM Euroregion will have to put in place mechanisms of governance similar to those that in many ways inform the multi-level operation of the EU and which have been mentioned in the preceding chapter. As a matter of fact, the PM Euroregion defines itself as "a flexible space for co-operation among the different political, economic and social actors carrying on their activity in the space formed by the five regions comprising it. The Euroregion does not involve the setting up of any kind of government or new administration, but the co-ordination of different regional/autonomic governments, always with the idea of avoiding the creation of rigid mechanisms and maintaining the capacity both to generate new projects and put them at the service of those proposed by the social, institutional and economic actors of the Euroregion" (PM Euroregion Press File, 2006).

The five regions have also defined the PM Euroregion's lines of action, agreed various harmonised policies and set in motion the first projects aimed at the general public and professionals. Here below is a list of the lines of action and initiatives in progress that are being undertaken in this sphere. Of course, the PM Euroregion is still in the very early stages of development and its assumption of functions is gradual.

The following seven lines of action have been defined and agreed:

1. To extend the PM Euroregion's influence within the Euroregional, state, European and International spheres.
2. To speed up the availability of the strategic infrastructures necessary for sustainable development of the PM Euroregion.
3. To promote economic sectors of shared interest and with high value added (biomedical/biotechnological sectors, renewable energies, environmental industries, nanotechnologies, etc.) as well as traditional sectors subjected to new quality demands (tourism, food production).
4. To develop the university and scientific PM Euroregion.
5. To give the PM Euroregion a citizen dimension.

6. To address the specific transfrontier problems resulting from insularity, in co-ordination with the WCP.
7. To become a key reference point in the Western Mediterranean (PM Euroregion Press File, 2006).

The initiatives being carried out at the end of 2006 within the PM Euroregion include the following (PM Euroregion Press File, 2006):

- Promotion of the university and scientific PM Euroregion
- Promotion of the EuroBIOregion
- Socio-economic Observatory of the Euroregion
- Setting up of a Euroregional Network of Chambers of Commerce
- Creation of a cultural Portal of the Euroregion
- Creation of a Euroregional brand aimed at boosting and raising the value of initiatives of a Euroregional dimension.
- A call to take part in the Euroregional project to promote cultural initiatives and initiatives aimed at young people.
- Construction of a website.

**The creation of structures and institutional capacities has to proceed in accordance with the volume of activity gradually being assumed. In the early stages, it is advisable to carry out specific activities (such as setting up forums and cross-border networks) aimed at establishing collaborative links between the respective parties.**

In the process of Euroregional integration, the creation of structures and institutional capacities has to proceed in accordance with the volume of activity gradually being assumed. That is why the Practical Guide on Cross Border Cooperation stresses the advisability of carrying out specific activities (such as the setting up of forums and cross-border networks by the secretariat) in the early stages of these processes with a view to establishing collaborative links between the respective parties. These specific activities have the potential for creating structures with a multiplying effect, as they become platforms for promoting cross-border co-operation in the area. The production and dissemination of material dealing with these activities also facilitate this process. At a more advanced stage of the Euroregional integration process, it will be advisable to establish strategic co-operation of a general nature aimed at development with a longer-term approach (15 to 20 years) and set up increasingly solid institutional structures (Gabbe et al., 2000: B1, 5-8).

Most of the initiatives under way in the PM Euroregion that have been mentioned are intended to play this role of carrying out specific activities by facilitating contact among the actors of the five regions and spreading knowledge of the Euroregion among the general public.

In short, the PM Euroregion is at the start of the process of constructing institutions the success of which will depend on its ability to learn from other experiences as well as from its own, and its skill in creating the institutional capacities necessary to guarantee effective governance as set out in chapter 1 above.

### **3.2. A brief analysis of the key sectors and their implication for sustainability**

The PME has the aim of promoting joint strategic development policies in areas such as transport, infrastructures, technology transfer, support for businesses and protection of the environment. It seeks to do this by co-ordinating the different regional and autonomic governments in pursuit of common goals within the framework of the EU and the Mediterranean space. The Euroregion seeks to become *an ambitious space for economic development, research and technological innovation in the south of Europe; a dense network of infrastructures at the service of citizens; a crossroads of cultural and human exchanges; a new motor of the Euromediterranean Partnership* (Founding Declaration of the PM Euroregion, 2004).

With the exception of Catalonia, the economies of the regions in the PM Euroregion are of average or small size in comparison with those of the other regions in Europe. This highlights the need to establish co-operation among them in order to achieve an important influence and economic dimension in Europe (Aranda and Montolio, 2005: 22).

**In economic terms, the five regions making up the PM Euroregion have similar degrees of development and do not have any heavily marked inequalities that might negatively affect the results of their working together. On the other hand, they may benefit from positive complementarities and externalities.**

The statistics also show that, with the exception of Languedoc-Roussillon, these regions converged with the European average in terms of per capita

GDP during the 1990s. In economic terms, therefore, they do not suffer from any particularly marked inequalities that might have a negative effect on the results obtained from collaborating with each other. On the contrary, everything points to there being positive externalities, as the regions involved all have similar degrees of development (Aranda and Montolio, 2005:32). According to the economic literature, the positive externalities between neighbouring regional economies are well recognised.

In the case of Europe, there are two major examples: the immense backbone running the length of the territory of Western Europe from Lombardy to the North Sea, which concentrates a huge volume of economic activity, and the Mediterranean Arc, which is a space of economic development in the process of consolidation.

The differences in income levels and other decisive variables between the different regions in the PM Euroregion are small, while there exist evident complementarities. This means that the PM Euroregion should develop its complementarity factors in order to strengthen certain common strategic goals in the European Context. (Trigo, 2005:41).

These factors suggest that the consolidation of the PM Euroregion could give a major boost to the PME's economic growth.

Nevertheless, from the sustainability standpoint, this is not a goal in its own right unless it is balanced with social and environmental improvements. The priorities of cross-border co-operation are very often focused on transport links and concentrate on improving infrastructures related to transport, industry and energy. However, it is essential for these objectives to be integrated on the basis of a common conception of economic, social and environmental sustainability.

The development of these complementary aspects, which can make the PM Euroregion a pole of sustainable growth within the European context, has considerable economic, social and environmental implication which require strategic planning. That is why it is necessary first to take a close look at each of the PM Euroregions' strategic sectors and their associated environmental, social and economic connotations. Secondly, these implications have to be related to the challenges facing the PM Euroregion as set out in its Founding Declaration (2004), that is to say: insularity, the isolation of mountain areas and neighbouring areas characterised by low population density, decaying inner

city areas and neighbourhoods, and industrial areas in decline or under threat.

Lastly, the need has to be demonstrated to establish these goals and operational frameworks through various co-ordinated and participatory processes, in other words, through strategic planning that will take the PM Euroregion forward towards sustainable development.

## A. Infrastructures

Infrastructures are the main argument in favour of the PM Euroregion. Improving transport links is usually seen as the first step for strengthening relations between different regions. The intention here is to join forces to attract the attention of Europe –hitherto excessively focused on its industrial crucible (London, Paris, Brussels, Amsterdam, Bonn, Berne, Munich, Frankfurt, Rotterdam, Zurich and Milan)– towards the Mediterranean Arc. Establishing an economic pole in the South-West of Europe and improving transport connections within the Euroregion and with the outside are two of the demands, if not the main ones, on the respective states and the EU.

**The importance of commercial relations among the different regions that make up the PM Euroregion and, in general, the Mediterranean Arc, is not matched by the current infrastructure provision or the perspectives and targets for goods transport in the Europe.**

In the face of an unprecedented demand for transport, the current saturation of the central European zone makes it advisable to transfer part of the traffic to the Mediterranean Arc as the only viable perspective (Boira, 2004). The PM Euroregion's Founding Declaration (2004) argues that *the current transport networks are insufficient to cope with the demographic growth of our regions and the increasing exchanges between them and the rest of the world*. In this connection, various studies contend that the importance of commercial relations among the different regions making up the PM Euroregion and, in general, the Mediterranean Arc, is not matched by current infrastructure provision or the perspectives for the future of goods transport under discussion, among other places, in the European Commission's *White Paper on Transport* (Boira, 2004; Bayraguet and Gómez, 2005:211).

Nevertheless, the general orientation of the Mediterranean Axis is clearly dependent on road transport, to a much greater extent than the European average (Boira, 2004). Although this means of transport provides greater flexibility, it is incompatible with the rebalancing of the different means used for transporting goods and passengers proposed by the EU's *White Paper on Transport*. Pointing in the same direction, the European Union's Sustainable Development Strategy aims to transfer the use of road transport to the railways, shipping and public passenger transport. The Founding Declaration of the PM Euroregion (2004) also takes up this issue and states the intention to *construct a multimodal system with a new balance for the transport of both goods and passengers by road, rail, sea and air... The priority must be for more sustainable means of transport and renewable energies*.

The way infrastructures are handled has absolutely decisive consequences for territorial development, climate change and atmospheric pollution, the isolation of mountain and other rural areas, and decongestion of traffic in particularly sensitive areas, among others.

## B. Industry

The PM Euroregion comprises an industrial space with its own identity within the single European market, but subject to similar threats as other areas, especially industrial decline.

The PM Euroregion has a diverse and complementary industrial structure. Aragon's industry is based on the manufacture of transport equipment; the Balearic Islands' and Languedoc-Roussillon's on the food and agricultural sector; Catalonia's on textiles and engineering; and that of the Midi-Pyrénées on the manufacture of optical and electrical equipment and, especially, aeronautical construction (Fandiño, 2005:121). The most industrialised regions are Catalonia, Aragon and Midi-Pyrénées, while Languedoc-Roussillon and the Balearic Islands are more oriented to the tertiary sector.

**The PM Euroregion forms an industrial space with its own identity within the EU. However, it is subject to threats such as the delocalisation of industry with little value added and the over-concentration of industry in the metropolises of the big cities.**

The main challenge facing the PM Euroregion is the delocalisation of industry with little value added. The textile and electronic components industries are being moved to Asia, while car, machinery and computer manufacture is going to Eastern Europe (Fandiño, 2005:117).

It can be said that industry's share in the economy of the PM Euroregion as a whole is declining. Between 2001 and 2003, the PM Euroregion lost 72,800 industrial jobs, over 4% of all jobs (Fandiño, 2005:120). An important feature of the PM Euroregion's productive structure is the marked predominance of the services sector. Two thirds of all those in employment work in this sector and the trend is for this proportion to increase, especially in relation to industry, while the primary sector accounts for only a small percentage of those in work (Bonet, 2005:56).

In view of this situation, an alternative would be to invest in companies operating in hi-tech or knowledge-intensive sectors in order to obtain greater value added. It should be taken into account that human capital and relational capital are harder to delocalise. Investment in human capital and research and development must therefore be substantially increased. In this connection the Founding Declaration (2004) states that *it is essential to guarantee the link between university education, research, innovation and regional economic development... The PM Euroregion must become an attractive space for international industrial capital seeking to establish itself in a creative and innovative environment based on quality and scientific excellence, at the service of a sustainable and competitive economy.*

Industrial policy has repercussions for the environment, mainly in regard to climate change and pollution of the soil, atmosphere and water, and territorial development. From the social standpoint, industrial policy plays a major role in relation to the unemployment rate and the extent of job insecurity in the labour market.

In the PM Euroregion, high rates of unemployment disproportionately affect certain structural groups such as women, young people and older people. There is also an extremely large percentage of people on short-term employment contracts which is almost double the average of the EU as a whole. In both cases, the figures for the Spanish regions are much worse than those for the French regions (Aranda, 2005: 17; Bonet, 2005: 60).

Another factor that has considerable repercussions on society and the environment is the excessive concentration of industry and allied services in the metropolises of the major cities, which applies especially to Barcelona, Saragossa and Toulouse. This has led to mass emigration from rural areas into the cities, especially by young people, bringing about the depopulation of certain rural areas and a subsequent imbalance between country and town. This phenomenon is especially intense in Aragon and Midi-Pyrénées, where the population density is lowest (EC, 1999).

This must also be seen in the context of the gradual ageing of the population. The decrease in birth and fertility rates in the past period, coupled with increasing life expectancy, has produced a constant ageing of the population. The population of the French regions has the highest average age, followed by Aragon.

This trend has been offset by immigration, as the 25-35 years-old age group is the biggest among immigrants. There is a trend towards a balanced presence of foreigners, as it is increasing in the Spanish regions, which had the lowest rates, while it is falling in Languedoc-Roussillon and growing more slowly in Midi-Pyrénées, which initially had much higher numbers of immigrants (Bonet, 2005: 17-22).

In regard to industry, the Founding Declaration states that *the PM Euroregion must become an attractive space for international industrial capital seeking to establish itself in a creative and innovative environment based on quality and scientific excellence, at the service of a sustainable and competitive economy.*

## C. Services and tourism

Two of the strategic sectors singled out in the Founding Declaration of the PM Euroregion are services and tourism.

**There is a need to foster a new model of sustainable tourism in the PM Euroregion promoting its shared natural, historical and cultural heritage through co-operation in tourism initiatives involving more than one territory.**

Of the regions forming the PM Euroregion, Languedoc-Roussillon and the Balearic Islands are predominantly tertiary areas, since this is the sector that provides work for around 80% of their populations. Midi-Pyrénées, Catalonia and Aragon are tertiarised territories, although they retain an industrial sector that still employs nearly one in four workers (Fandiño, 2005: 138). Services also share some of the same basic features of industry, such as their complementary nature and diversity between the different territories comprising the PM Euroregion, and their concentration in certain provinces and departments.

There are territories where the services have an extremely specialised profile (this is the case of the Balearic Islands in regard to tourism) and territories where there is quite a considerable mix (EC, 1999). For the most part, they are concentrated around the major nerve centres (Fandiño, 2005: 140).

In the PM Euroregion, the tourism sector has a specific economic relevance due to its excellent natural and cultural heritage and its climatic conditions. Languedoc-Roussillon and Midi-Pyrénées are, respectively, the fourth and sixth French regions receiving the largest number of tourists, while on the Spanish side, Catalonia, the Balearic Islands and Aragon occupy, respectively, first, third and eleventh place. These figures give an idea of the tourist industry's importance for the area's economic development. Within the PM Euroregion there co-exist various different types of tourism ranging from the sun, sea and sand model to mountaineering and winter sports. The former kind has come up against stiff competition with the emergence of new, cheaper holiday offers in the Balkans and North Africa.

Economic activity in the Balearic Islands is too heavily concentrated in the tourism field, which is characterised by unskilled labour and over-exploitation of natural resources (EC, 1999). These features are shared by Catalonia and Languedoc-Roussillon, albeit to a lesser extent.

On the other hand, the low population density in certain areas, in particular Aragon and Midi-Pyrénées, has led to less pressure on natural resources and, therefore, they are able to offer a different type of tourism based on the countryside, the environment and leisure activities.

At all events, both the sun, sea and sand model, and the winter sports model are highly seasonal, although

efforts are being made to offset this by offering rural tourism, ecotourism and adventure sports.

All these factors point to the need to foster a new tourism model in the Euroregion through co-operation on tourist initiatives involving more than one territory. This model ought to reduce the seasonal nature of tourist activity, train skilled workers and facilitate their cross-border mobility, improve infrastructures and, above all, encourage a sustainable model that respects the natural environment and does not kill the goose that lays the golden eggs (Fandiño, 2005: 144).

In the words of the Founding Declaration (2004), "*the Euroregion must serve to conserve our shared natural, historical and cultural heritage, and find new ways of realising the value of this heritage through a sustainable tourism model. In this sense, it will be necessary to explore the creation of joint tourist routes and brands, and to strengthen the exchange of examples of good practice*".

## D. Agriculture

In spite of the cultural and historical importance of agriculture, cattle-raising and fishing, it should not be forgotten that these sectors contribute rather little to the economy of Europe in general and the PM Euroregion in particular. To be precise, the economic value of the agricultural sector does not account for even 5% of the total on either the French or the Spanish side. Agriculture in Europe is currently going through a profound process of transformation and adaptation on the basis of the criteria approved by the EU in 2002.

In order to adapt to these criteria, the Euroregion needs to foster a sustainable agriculture capable of conserving the countryside and maintaining the natural space. To a greater extent than in the past, agricultural spending must be used to ensure that the needs of territorial development, and nature protection are taking into account while responding to consumer concerns and demands in regard to food quality and safety by, for example, creating designations of origin and quality brands. The Euroregional mark being promoted at the moment by the PM Euroregion could play an important part in this process (Carrillo, 2005).

## E. The energy model

The PM Euroregion's energy model is based on fossil fuels, nuclear energy and dams to generate elec-

tricity (Fandiño, 2005: 127). Nevertheless, the area has a very high potential for producing renewable energy: wind power, biogas, solar energy and geothermal energy. The climate is especially favourable and the area has optimal conditions in regard to the production and distribution of the relevant equipment. In particular, both the French regions possess a high degree of specialisation in this field (Fandiño, 2005:128).

**The PM Euroregion has a very high potential for producing renewable energies (wind power, biogas, solar energy and geothermal energy) due both to the area's climate and its degree of specialisation in the production and distribution of equipment.**

These factors point to the need to establish a sustainable energy model based on reducing consumption through energy efficiency and the fostering of renewable energies. That is why it is necessary to strengthen co-operation and collaboration on energy issues among the different bodies of the PM Euroregion in order to stimulate a more sustainable model.

Another controversial issue that it would be useful to clear up is whether or not it would be advisable to join up the French and Spanish power grids, taking into account the former's surpluses and the latter's shortages, and the environmental implications of such a project.

## F. Research and development

Looking at the different sectors, a common feature that emerges is the need for greater investment in human capital, research and development.

Inter-regional co-operation can play a key part in obtaining the required support to set in train joint research projects with positive effects on the sustainable development of the region. The Founding Declaration (2004) states that *it is essential to guarantee the link between university education, research, innovation and regional economic development... Our regions must jointly take a leading part in the European research space, becoming a major innovative centre in the south of Europe and participating together in European research programmes. For that reason, advantage must be taken of the regional scientific complementarities and*

*links established between public- and private-sector initiatives in regard to economic, technological and industrial development starting out from the scientific base.*

The French regions score better on the relevant indicators than the Spanish Autonomous Communities in this sphere. Consequently, there is scope for intensifying technology transfer and setting up networks supporting technological innovation. At the same time, better links between the universities in the Euroregion must be pursued and their relations with companies strengthened in order to obtain positive synergies (Aranda and Montolio, 2005: 27).

**It is essential to guarantee the link between university education, research, innovation and regional economic development.**

This analysis has stressed the impact the Euroregion's different strategic sectors have on sustainability. It has not attempted to provide an exhaustive description of the potential each of these sectors has in the framework of the PM Euroregion, but rather to point out the relations among them and the economic, environmental and social implications they entail.

In order to understand these relations, all three aspects of sustainable development –economic, social and environmental– must be borne in mind. At the European level, this approach has been translated into the drawing up of the Lisbon Strategy (EC, 2000) and the Gothenburg Strategy (EC, 2001), supplemented by the conclusions of the Barcelona European Council (2002), according to which the fight against poverty and social exclusion, the economic and social implications of ageing of the population, and preservation of the environment are integral parts of the EU's Strategy for Sustainable Development.

Innovation, research, development and human capital are also pillars of this strategy. What follows is an analysis of the main challenges facing the PM Euroregion in regard to SD.

### 3.3. Two examples of basic approaches in key sectors for sustainability

#### Sustainable tourism

**The problem:** Tourism is a particular economic sector within the Euroregion. The Euroregion has the mission of promoting commercial activities contributing to the economic development of its members with sustainability as the goal. Tourism is an essential activity for the members of the PM Euroregion. While it could be an important axis of interregional co-operation, its predominance is also a potential source of competition among the regions. Indeed, the economic interests at stake arouse the concern of each of the members, which makes co-operation difficult. The tax revenue that can be accrued and the jobs that can be generated place tourism at the centre of the regions' concerns. The more specific issue of sustainable development in relation to tourism is crucial, as the future of tourism inescapably depends on respect for the environment and local populations. In this regard, sustainable development is a vital commercial necessity without which the tourist areas would be derived of an essential advantage.

**Difficulties:** The regions belonging to the PM Euroregion all offer tourist services, most of which are comparable. Thus four out of the five member regions are in competition as far as winter sports tourism is concerned. And when it comes to summer tourism, all the Autonomous Communities and regions are in competition, since the beaches along the Mediterranean coastline, the Pyrenees mountains and the countryside of Aragon and Midi-Pyrénées are all inundated with tourists during this period.

It is true that competition is not just interregional. It is also European and international. Only in this sense –in the face of the threat posed by other countries offering tourist activities comparable to those of the PM Euroregion– is inter-regional co-operation conceivable.

**Aims of the PME with regard to sustainable tourism:** The regions belonging to the PM Euroregion must harmonise their sustainable development policies and, therefore, try to make sure that the tourist areas comply with the quality criteria laid down by the different European and international bodies. The various awards acknowledging the quality of tourist resorts are no more than a basis for this and the PM Euroregion's position must be to promote sustainable tourism as an essential objective in order to meet ever-increasing demand. International competition, especially in regard to sun and sand tourism from the countries in Central and Eastern Europe on the Mediterranean and the Black Sea coast, and North Africa, offers products whose primary concerns do not coincide with the goal of sustainable tourism. The PM Euroregion, which has particularly specialised areas in this type of tourism, suffers for this competition. Sustainable tourism may, therefore, turn out to be beneficial for these regions and help them to stand out from their direct competitors.

By implementing quality criteria above and beyond European and international standards, the PM Euroregion would position itself in the forefront of tourism, offering tourist services in perfect symbiosis with the natural environment. Respect for the environment, which is certainly a concern of “rich countries”, is an important criterion for consumers from these countries in choosing their holiday destinations.

At the European and international level there exist different criteria for informing consumers about the quality of their holiday venues. For example, the famous “blue flag” provides information on the quality of the water and the sand on the beaches. Awarded by the European Foundation for Environmental Education, the blue flag flies over 3,100 beaches and marinas in 36 countries. This distinction is awarded to areas making a special effort to reach the quality standard set according to various criteria (including, for example, the quality of the bathing water, environmental information and education, safety and services<sup>2</sup>). Obtaining a blue flag is essential for all the resorts in the PM Euroregion. It is a benchmark allowing the sector to evolve towards excellence.

<sup>2</sup> [www.pavillonbleu.org](http://www.pavillonbleu.org).

**Its interest for the PM Euroregion and its members:** The imposition of stricter criteria than those required by the international bodies would make it possible not just to get more official awards, but also to achieve exemplary status in this regard. This would help to attract a very broad clientele by retaining those who are already regular consumers of the tourist products on offer while also catering for new, more demanding customers looking for quality products.

Tourism is an economic sector employing a large part of the active population of the regions belonging to the PM Euroregion. Development of this industry would be a boon for employment in the regions facing unemployment problems (mainly Languedoc-Roussillon). The importance of this sector for providing work is obvious, as these are service jobs that cannot be delocalised.

Sustainable tourism is also extremely important for the environment, since it involves educating consumers and professionals about environmental matters.

## Renewable energies

**The problem:** As already seen, the Euroregion's energy policy is based on fossil fuels, nuclear energy and hydro-electricity. In actual fact, mass production of electricity does not fall within the competency of the regions belonging to the PM Euroregion, but is the responsibility of the French and Spanish states. So large-scale production is the direct result of national policies and each country's ongoing pursuit of energy independency with regard to other countries (for example, France's nuclear policy, which means that more than 80% of the country's power is nuclear-generated, flows from its refusal to be over-dependent on oil, i.e. on supplies from abroad).

It is advisable to distinguish the choices belonging to the state sphere from those in which the PM Euroregion is able to intervene with the competencies it does have. The concerns here are more limited, but they also have a great deal of interest. Thus the regions belonging to the PM Euroregion can orient habits regarding the use of energy in its territory and favour the installation and use of generators that operate with renewable energies.

**Difficulties:** Renewable energy sources, whether of solar, wind, biogas or geothermal origin, are often criticised for their high production cost. However, the price of wind-generated power, for example, fell from 38 cents of a euro per kilowatt-hour in 1980 to less than 4 cents in 2001. The cost effectiveness of this source of renewable energy is improving and its use becoming more and more a viable proposition.

Similarly, the infrastructures for producing such energy are regarded as being too big, replacing environmental pollution by visual or noise pollution. Often set up in non-urban areas, the fields of wind turbines often stretch over fragile areas in need of adequate protection. That said, the fact that a space is protected does not mean that it is untouchable. Environmental impact studies are required into the effects of such installations on the landscape, the noise they can cause, etc.

**Aims of the PM Euroregion with regard to renewable energy:** The PM Euroregion could have an essential part to play in the small-scale energy supply sector by promoting the installation of production infrastructures. In fact, the Autonomous Communities and regions can, in this context, act at two levels.

In the first place, it is the institutions themselves that must set an example. So public buildings depending on the PM Euroregion's members (places where regional and local power is exercised, schools, etc.) could be equipped with photovoltaic installations generating "clean electricity". The PM Euroregion is a geographical area that has a large number of hours of sunshine per year, which is an energy source that cannot be wasted. Of course, the energy produced would not be enough to supply the buildings

concerned permanently and would have to be supplemented by power generated uninterruptedly from other sources such as power stations run on fossil fuels or nuclear energy.

The incorporation of such devices can be planned when rent-controlled housing is built by the public sector: *Habitation à loyer modéré* (HLM) in France and *Vivienda de protección oficial* (VPO) in Spain. Indeed, this type of housing, whether it consists of blocks of flats or houses, can be equipped, depending on where it is located, with photovoltaic, wind or geothermal installations. The example set by the regional, and even local, authorities in regard to its own power supply can serve as a reference point for private citizens throughout the PM Euroregion. A policy of promoting renewable energies implemented by all the regions in the PM Euroregion could have important effects if the institutions set an example. Raising the grants given to private individuals for installing photovoltaic generators in their dwellings and providing the inhabitants of the PM Euroregion with better information on the possibilities offered by these renewable energy sources –in case some of them are still unaware of their potential–, are among the steps that could be taken to democratise the use of power generators, which are very often still looked upon as being reserved for a privileged social class.

**Its interest for the PM Euroregion and its members:** In addition to the energy savings that can be achieved by both the institutions themselves and the inhabitants of the member regions, there will naturally also be financial savings. Once the capital cost of the infrastructures has been written off, the power produced to run the public lighting system, the central heating in government buildings, schools and, even, private homes (HLM/VPO) will ensure a good return on the initial investment.

The interest of such measures for the environment is undeniable. Promoting renewable energies in the towns of the PM Euroregion could lead to their spreading throughout the regional territories. As in the case of sustainable tourism, it would not be possible to delocalise the jobs generated to ensure the maintenance of the production installations. This is one of the reasons why this sector deserves the attention of the PM Euroregion's members. It is true, on the other hand, that the appliances can be manufactured abroad –in China, for example. Nevertheless, the exponential rise of oil prices means that transport costs are becoming higher and higher. It is therefore not impossible to plan in the long term for local assembly plants.

### 3.4. Reconciling the principles of territorial solidarity and competitiveness: challenges for the Pyrenees-Mediterranean Euroregion and implications for sustainable development

The activities mentioned above have a significant influence on the challenges the PM Euroregion wishes to face up to and which are specified in its Founding Declaration (2004):

- Insularity
- The isolation of mountain areas and neighbouring areas characterised by low population density
- Decaying inner city areas and neighbourhoods
- Industrial areas in decline or under threat.

**The challenges described in the Founding Declaration are, generally speaking, common to all the regions, have implications across the board (economic, social and environmental) and become challenges for achieving sustainability.**

In general, these challenges are common to all the regions, have implications across the board and become challenges for achieving sustainability. For example, all the regions have specific problems that have to do with the territorial imbalance between town and country, and demographic problems that have to do with the ageing of the population. These features are more intense and pose more difficulties in some regions, such as Aragon, which has an extremely low population density. Decaying inner city areas and neighbourhoods, and industrial decline are also common trends affecting mainly the more industrialised regions, i.e. Catalonia, Midi-Pyrénées and Aragon. Insularity is, obviously, a challenge exclusive to the Balearic Islands.

The actions that need to be taken to meet these challenges are of a cross-cutting nature and have social, economic and environmental implications. They require measures to foster the competitiveness of businesses, the training of workers, social cohesion and the protection of natural resources.

When analysing the different scenarios, such as the mountain regions, decaying neighbourhoods or industrial areas, the approach cannot be sector-by-sector, but needs to be integrated and strategic. The case of the mountain areas, in particular the Pyrenees, is paradigmatic as regards cross-border co-operation. For centuries, the Pyrenees have been regarded as a barrier between France and Spain instead of a space of natural connection between North and South. Now the intention is that this space should become an axis of trans-frontier development. That co-ordinated and integrated management on both sides of the border has many advantages is supported in this case by the particular characteristics of the natural space or ecosystem in question. To take just a few examples, consider a transport policy that would relieve the most congested spots and make it easier to reach some of the most inaccessible villages; the fostering of social capital; the attraction of new inhabitants to prevent excessive depopulation and ageing; protection of the natural space and effective development of the territory; the promotion of sustainable tourism and environment friendly cultural attractions; the marketing of quality indigenous products; and the establishment of a new, polycentric relationship between town and country that would help them complement each other (Borja and Arias, 2005).

The other spaces that make up the territory and environment of the PM Euroregion are the coastal and sea areas, and the plains. The Mediterranean is the common element shared by the former, which include the masses of coastal waters of the Balearic Islands, Catalonia and Languedoc-Roussillon. They are also the most intensely occupied by human activities and, therefore, are more fragile and vulnerable. The plains are where most of the agricultural and urban areas of the two land-locked regions –Midi-Pyrénées and Aragon– are situated. As for the rivers, the Garonne/Garona is a direct link between Midi-Pyrénées and Catalonia, as is the Ebro between Aragon and Catalonia, although it also includes Languedoc-Roussillon via the Segre, which is one of the biggest tributaries of the Ebro<sup>3</sup>.

These essential matters, which are specified in the PM Euroregion's Founding Declaration, should not blind one to another issue that is also a major challenge for the Euroregion, namely the need to maintain the competitiveness of the economic sectors while guaranteeing internal cohesion and solidarity.

Solidarity within the Euroregion is expressed at the inter-regional, regional and local levels. In the Spanish case, the ACs have considerable financial autonomy. Nevertheless, article 156-1 of the Spanish Constitution states that this financial autonomy must be exercised “in accordance with the principles of co-ordination with the state Treasury and solidarity among all Spaniards”. The purpose of the solidarity principle is to ensure harmonious development of the entire Spanish territory. It is, therefore, a principle that places a requirement on the richer Autonomous Communities which are often also the ones demanding greater autonomy for themselves (Roca, 2007: 16). Correction of the imbalances is the responsibility of both the ACs and the State, the latter having the duty to “harmonise regional development” in virtue of its planning function (article 131-1 SC).

**Solidarity is organised differently in each country. In France, the regions are dependent to a large extent on state subsidies, whereas in Spain the richer Autonomous Communities, together with the State, contribute towards alleviating the development difficulties of the weaker regions.**

In France, on the other hand, in a unitary political context, the correction of inter-territorial imbalances is a competency of the central State. The process of political decentralisation begun in 1982 should have led to decentralisation of financial solidarity. However, this financial autonomy suffers from the absence of any real fiscal autonomy. Even though the territorial entities have the power to decide the rate of certain taxes, a large part of locally collected taxes is under the control of the central State. The local entities therefore have relatively little room to manoeuvre, so the State continues to be omnipresent at the local level. In such circumstances, territorial development is based above all on contracts between the State and the regions. The region, as an entity that co-ordinates territorial policies without exercising supervision over the other local entities, draws up a development plan which it submits to the central authorities. If the plan is approved, the State supplies the necessary budget, depending on the region's own resources.

3 [http://www.euroregio-epm.org/medio\\_ambiente.html](http://www.euroregio-epm.org/medio_ambiente.html).

**Any territorial cohesion policy carried out by a region has to steer a path between solidarity towards the weaker territories and promotion of the competitiveness of the more developed areas. The goal of solidarity is beset by this internal contradiction. Making sure that the competitive sectors remain so is, indeed, an essential challenge facing the PME.**

Within the European framework, the regions belonging to the PME are included in the “competitiveness” target for the period 2007-2013 as relatively developed regions, some areas of which suffer structural difficulties in the face of international competition. Inequalities exist within the regions as a result of geographical distance and/or more recent socio-economic changes. The lack of adequate telecommunications and transport infrastructures leads to social exclusion, a higher unemployment rate and even depopulation to the benefit of better adapted areas.

Territorial sustainability must combine solidarity towards the weaker territories with the promotion of the competitiveness of the more developed areas. However, this goal also generates contradictions (Behar and Estèbe, 2004:141). So, for example, it is often difficult to reconcile agricultural productivity and preservation of the environment. Regions with limited resources, such as the French, have trouble in reconciling the development of remote areas, such as the mountain areas, with promotion of the industrialised areas. Conservation of the environment, the safeguarding of natural spaces or the development of remote areas can reduce support for economically efficient sectors. Faced with increasingly aggressive European and international competition, there is a vital need to stimulate the most active areas. That is why the Euroregion will have to strike a dynamic balance between these two requirements.

### 3.5. The advisability of strategic planning

Incorporating the Euroregional framework into the management of these resources will provide a more integrated view of the respective ecosystems. However this is not the only positive factor. The PM Euroregion can become an instrument helping the regions to implement jointly the complex EU regulations on sustainable development, which poses a big challenge for them.

An examination of the different key sectors within the PM Euroregion and the challenges that have to be met has pointed up the need to implement across-the-board measures and the advisability of integrating economic, social and environmental goals into a process that will enable this transition to be made with certain coherence.

The synergies resulting from inter-regional collaboration and joint consideration of the different aspects of sustainability already mentioned will allow a new more integrated and strategic model of management to be developed in the Pyrenees-Mediterranean area.

**The integrating approach to environmental and sustainable development policy in the PM Euroregion revolves around four major axes: territorial integration, sectoral integration, integrated information and integrated management.**

The integrating approach to environmental and sustainable development policy in the PM Euroregion revolves around four major axes:

- 1) **Territorial integration:** overcoming the political borders and considering natural macro-units (mountains, sea and inland areas) helps to reinforce the effectiveness and efficiency of public policies.
- 2) **Sectoral integration:** integrating environmental considerations into the other regional policies by means of horizontal co-ordinating mechanisms enables measures to be taken to improve various different vectors at the same time.
- 3) **Integrated information:** the setting up of a shared environmental information system helps to ensure greater coherence and security of major decisions while delivering advantages resulting from economies of scale.
- 4) **Integrated management:** sharing the many different management instruments available in each of the regions should make it easier to overcome the limits of each of the regional administrations<sup>4</sup>.

According to the Practical Guide to Cross-Border Co-operation, “Strategies and actions in border and cross-border regions need to recognise the inter-dependencies between environment and economic development and other development activities such as tourism. Thus, the importance of an agreed strategy is vital for the opportunities to be maximised and the threats to be minimised.

Considerations of effectiveness highlight the need for a strategic approach based on assessment of problems and potential, identifying cross-border priorities and adopting a long-term time perspective. A key consideration is to ensure that environmental aspects are integrated into decision-making on and management of development projects". (Gabbe et al., 2000: C5-105)

The AEBR recommends the cross-border areas to draw up SD strategies to encourage economic growth taking into consideration the environmental aspects of development (AEBR, 2002: 4).

An SD strategy is the most comprehensive instrument for directing this transition and must enable these goals to be clarified by means of integration and reciprocal concessions, managing the information appropriately and encouraging the most important actors to take part in it. Such a strategy will make it possible to arrive at an overview of sustainability in the PM Euroregion and convert it into an action programme. Otherwise, there is a danger of implementing incoherent policies interpreting sustainability in a contradictory fashion, focusing on only some aspects of sustainability to the detriment of others.

As has been seen, sustainable development does not refer only to the environment. To approach this goal, many changes are required in many sectors, and all the changes must be consistent with each other. They need to be balanced by including them in policies and measures that are mutually supportive, taking into account the perspective of future generations.

The challenge facing SD strategies consists in determining which issues have to be dealt with at which levels, ensuring that the public policies implemented at the different levels are consistent with each other and encouraging the involvement of all the major actors (OECD, 2001:13). A strategic approach means setting targets and identifying the means to achieve them. It implies adopting an evidence-based approach to establish priorities, targets and guidelines. According to the OECD, a sustainable development strategy is "a coordinated set of participatory and continuously improving processes of analysis, debate, capacity-strengthening, planning and investment, which integrates the economic, social and environmental objectives of society, seeking trade-offs where this is not possible" (OECD, 2001: 20).

Therefore putting in place processes moving towards SD implies assuming the costs involved in terms of money, time and effort. Among other things, it will be necessary to provide regular participation forums, mechanisms for collecting and interpreting data and information, and, above all, supervision and control of compliance with the strategy. No doubt these costs could prove to be a worthwhile long-term investment if the process is carried out properly.

SD has major repercussions in political and institutional terms, and in terms of capacities. It requires intersectoral and participatory institutions at all levels with integrating mechanisms that will stimulate governments and civil society to take decisions and plan together (UNO, 2002:10). Good governance is one of the key aspects of this process. All these features are especially important when it comes to implementing an SD strategy in the PM Euroregion.

**Implementing an SD strategy in the PM Euroregion faces a number of additional difficulties, as it does not have a "typical" institutional structure: different administrative traditions, different competencies, cultural and linguistic differences, the main actors' scant knowledge of each other and the co-existence of representatives of different political parties.**

Once again, it must be made clear that the setting up of the PM Euroregion does not mean the creation of a new administration or a new level of local government, but a point of exchange and action for the public and private sectors. Its institutional peculiarities, described in point 3.1 above, must be made explicit in relation to their compatibility with the drawing up of an SD strategy.

The development and implementation of a sustainability strategy in the area covered by the PM Euroregion are faced with a number of added difficulties in comparison with territories having a "typical" institutional structure. These include variables such as the scant knowledge the different legal and administrative structures have of each other; the differences in competencies between the French and Spanish regions, and the respective relations between the state and the local entities; the cultural and linguistic differences; the scant knowledge the main actors on either side of the border have of

4 [http://www.euroregio-epm.org/medio\\_ambiente.html](http://www.euroregio-epm.org/medio_ambiente.html).

each other and their lack of mutual confidence; and the co-existence in the realms of political power of representatives of political parties with interests that often do not coincide.

Having only recently been set up, the PM Euroregion functions only in regard to a number of specific activities and has not yet drawn up a general action plan that will have an impact on all aspects of the everyday lives of its inhabitants (see section 3.1 above). In theory, this also entails important limitations on the preparation of an SD strategy. Nevertheless, this is consistent with the Euroregion's present level of integration. Generally speaking, cross-border co-operation begins with specific activities aimed at establishing trust between the respective parties (Gabbe et al., 2000: 5-6 B1). An instrument that is commonly used at this first stage is the setting up by the secretariat of various cross-border forums or networks, or the production and dissemination of material providing information on the Euroregion in question. This phase may conclude with the carrying out of a survey to find out the opinions of the different actors on the problems of the Euroregion and the expectations it arouses.

At a more advanced stage of the Euroregional integration process it will be advisable to establish strategic co-operation of a more general kind affecting most aspects of the daily life of the Euroregion's inhabitants, with longer-term planning (15 to 20 years). (Gabbe et al., 2000: B1-7).

Besides the difficulties relating to the PM Euroregion's institutional structure and particular characteristics, it is also necessary to take into account that the aim of an SD strategy is to establish a long-term vision implying a transition clearly oriented towards stability taken on board by those holding the relevant governmental responsibilities with the collaboration of the most important social actors. This is obviously an extremely ambitious goal. Very often documents are drawn up that are assumed only by the environmental authorities. They are good instruments for raising awareness, but do not bring about a real, thoroughgoing transition towards sustainability. This is what happens with some of local Agendas 21, which confine themselves to drafting documents setting aims or establishing programmes with very little participation by civil society. In other cases, the Agendas 21 are drawn up with the participation of a large number of actors and put forward well formulated goals,

but they fail because the local authorities in question are incapable of working together with other actors (Torres, 2003; OECD, 2001: 27-28).

These difficulties are present in territories that have well-defined institutional structures without the complexities of a Euroregion. As we have already seen, none of the five regions in the PM Euroregion has completed the process of drawing up its regional Agenda 21 and, in some cases, this process has simply not even begun.

Experiences of applying SD strategies in the scope of a Euroregion are scarce, not to say almost non-existent. The Bodensee Euroregion, on the border between Germany, Austria, Switzerland and the Principality of Liechtenstein began an Agenda 21 project in 1999. Various activities (conferences, forums, declarations, etc.) have been carried out as part of the project, but no progress has been made in drafting a real strategy with identifiable goals and means. It should also be pointed out that this Euroregion has certain special characteristics heavily determined by its main resource, Lake Constance. This means that a large proportion of the projects carried out in the area have to do with managing this natural resource and, consequently, have a clear environmental connotation<sup>5</sup>.

Other Euroregions have included the environment and sustainable development as specific themes in their respective cross-border development strategies and operational programmes or specific projects, but they have not adopted general sustainable development strategies. The Euroregions in the Baltic area have been the most active in this regard, thanks to the help of the INTERREG initiative, co-funded by the EU and the Baltic Region (Sweden, Norway, Finland, Estonia, Latvia, Lithuania, Poland, Germany and Denmark). Cases in point are the Baltic Euroregion (Euregio Baltik), the Mid Nordic Region and the South Baltic Arc. The Baltic Euroregion, in particular, is taking the first steps in producing a set of SD indicators as part of the Seagull<sup>6</sup> project. The Mid Nordic Region is carrying out an SD project that began in June 2004 and is due to end in August 2007. The goals are to strengthen transnational co-operation in the Mid Nordic Region; enhance knowledge and skills in order to compete in the environmental industry; develop the area's resources so as to produce sustainable energy; encourage young people to improve their future conditions, and foster culture

<sup>5</sup> [www.bodensee-agenda21.net](http://www.bodensee-agenda21.net).

<sup>6</sup> [www.eurobalt.org](http://www.eurobalt.org).

as a means to strengthen identity.<sup>7</sup> A project was carried out in the South Baltic Arc from 2002 and 2005 aimed at fostering joint strategies for territorial development and speeding up sustainable development in the area.<sup>8</sup> In none of these cases, however, has an overall SD strategy been developed. Rather, what is involved are specific projects with the collaboration of the bodies of the European Union and the Baltic Region.

On the other hand, SD strategies and Agendas 21 encompassing various countries in their entirety have been put in place. Mention should be made, among others, of the European Union's SD Strategy (EC, 2001), the Nordic Countries' SD Strategy<sup>9</sup>, the Baltic Region's Agenda 21<sup>10</sup> and the Mediterranean SD Strategy<sup>11</sup>. Lastly, as is well known, this type of strategies or Agenda 21 processes has been widely implemented at national, regional and local level.

**If the PM Euroregion will not, or cannot, assume the political consequences of a strategic process of such characteristics, it has the alternative of integrating sustainability criteria into its various joint policies and programmes. However, this option is less ambitious in regard to the transition towards sustainability.**

A careful assessment has to be made of the available capacities and, above all, the political wills involved, taking these precedents and the implicit difficulties into account. If the PM Euroregion will not, or cannot, assume the political consequences of a process of such characteristics, it has the alternative of integrating sustainability criteria into the different public policies and projects carried out by it. It has various instruments at its disposal for this, one of which is the Strategic Environmental Evaluation. This is an environmental management tool for integrating environmental and sustainability criteria into the design and review of plans and programmes, although it can also be applied to legislative and political proposals. This instrument, provided for in Directive 2001/42/EC<sup>12</sup> on the evaluation of the environmental effects of certain plans and programmes, defines a specific procedure for when a plan or programme has significant effects on another Member-

State and provides for the participation of the competent authorities on both sides of the border. Obviously, the repercussions of this instrument, in terms of resources and organisation, fall short of those of an SD strategy, but the effects are also more limited. However, it should be pointed out that both instruments are compatible and complementary.

On the other hand, there are many advantages flowing from a process tending towards SD. One of the most positive features is that it can be used to strengthen cross-border and Euroregional integration. As will be seen in the next chapter, the synergies resulting from governance oriented towards SD can be used to reinforce cross-border structures. There are other synergies deriving from SD strategies being worked out or already drawn up in the local, regional, state and European spheres. Such a strategy's success in the PM Euroregion will depend on its ability to converge with other processes under way at the various different levels while avoiding duplication and useless costs, and, at the same time, its ability to serve as a stimulus for initiatives that are still pending or in the process of being carried out.

Chapter 4 will explore in greater detail the advantages of drawing up an SD strategy in the PM Euroregion and the requirements for this process to be carried out satisfactorily.

### **3.6. Major policies and initiatives for drawing up a Sustainable Development Strategy in the PM Euroregion**

In drawing up an SD strategy for the PM Euroregion, the European, state, regional and local regulations, policies and initiatives will have to be taken into account. The aim is for the strategy that is eventually approved to be consistent with the other policies and at the same time serve as a stimulus for initiatives that have not yet been completed or are waiting to start. Although it is impossible for all the policies to be merged, they can complement and reinforce each other.

Some of the documents and processes that will have to be taken into account in drawing up an SD strategy for the PM Euroregion are listed and briefly described below.

7 [www.promidnord.net](http://www.promidnord.net).

8 [www.spatial.baltic.net](http://www.spatial.baltic.net).

9 [www.norden.org/faktab/uk/sustainable.pdf](http://www.norden.org/faktab/uk/sustainable.pdf).

10 [www.baltic21.org](http://www.baltic21.org).

11 [www.emwiss.org/documents/pdf/20050627\\_engl277-4annl.pdf](http://www.emwiss.org/documents/pdf/20050627_engl277-4annl.pdf).

12 official journal L 197, 21.07.2001.

There are many European, state, regional and local guidelines that have a bearing on SD. That is the reason why no reference will be made to all the documents that affect SD strategies in some sense. Instead, the focus will be on those initiatives that are particularly relevant for the report with an emphasis on the European documents, since the European Union is the only sphere common to all the regions in the Euroregion.

### **3.6.1. At the European level**

#### **The Lisbon Strategy (March 2000)<sup>13</sup> and the European Union's Sustainable Development Strategy (June 2001)<sup>14</sup>**

These two strategies constitute the EU's operational framework for advancing towards sustainable development in its three dimensions: economic, social and environmental. The first two focus more on the social and economic aspects, while the third concentrates more on the environmental side. It should be borne in mind that both of these strategies have recently been revised. The Lisbon Strategy's goals are to face up to the technological challenge; advance towards a knowledge-based society; enhance competitiveness; integrate the financial markets and co-ordinate macroeconomic policies; and modernise and strengthen the European social model. On the other hand, the sustainable development strategy seeks to limit climate change and increase the use of clean energies; respond to public health threats; manage natural resources more responsibly; and improve the transport system and territorial development. According to these documents, good governance is an essential condition for making progress towards these goals.

The political priorities relating to the environmental facet of sustainable development were decided on at the European Councils in Gothenburg (June 2001) and Barcelona (March 2002). In order to monitor the implementation of the political priorities of sustainable development, the EC has drawn up a list of indicators. These are divided into 12 key indicators (corresponding to the main issues of sustainable development on the European and international scales), 45 main policy indicators (corresponding to the essential targets of each issue) and 98 analytical indicators (corresponding to implementation measures of the essential targets) (EC, 2006).

The EU's sustainable development strategy, as revised in June 2006<sup>15</sup>, suggests that it would be useful for the Member-States to have sustainable development advisory councils comprising actors from different sectors to stimulate debate and assist in preparing and/or reviewing national or regional strategies. In particular, it mentions the useful work done by the European Environmental and Sustainable Development Advisory Councils (EEAC). As far as Catalonia is concerned, the *Consell Assessor per al Desenvolupament Sostenible de Catalunya* (Advisory Council on Sustainable Development in Catalonia - Generalitat de Catalunya, CADS) is a full member of the EEAC network and has been involved in it since 2003.

#### **The White Paper on European Governance**

In July 2001, the EC published a White Paper on European Governance<sup>16</sup> which formulates a number of recommendations for advancing towards good governance in the EU and in relation to the other actors in the public and private sectors. Among other things, it puts forward the need for the regions and local entities to become more involved in taking and implementing decisions at the EU level. It sets out the principles of good governance that ought to underpin the actions of the public powers: openness, participation, accountability, effectiveness and coherence.

#### **The European Spatial Development Perspective (ESDP)\***

The European Spatial Development Perspective was approved by the Council of Ministers on 1 May 1999 in Potsdam. The aim of spatial development policies is to ensure the balanced and sustainable development of the EU in accordance with the fundamental goals of Community policy, i.e. economic and social cohesion, economic competitiveness based on knowledge and in accordance with the principles of SD, and the conservation of the diversity of natural and cultural resources. The ESDP constitutes a political framework for improving the integration of sector-specific Community policies having a significant impact on the territory. It seeks to achieve polycentric territorial development and a new partnership between urban and rural areas, equivalent access to infrastructures and knowledge, and prudent management of the natural and cultural heritage.

<sup>13</sup> <http://europa.eu/scadplus/leg/es/cha/c10241>.

<sup>14</sup> <http://europa.eu/scadplus/leg/es/lub/128117.htm>.

<sup>15</sup> For further information: <http://register-consolium-europa.eu/pdf/eu/06/st10117.en06.pdf>.

<sup>16</sup> [http://ec.europa.eu/governance/white\\_paper/index\\_eu.htm](http://ec.europa.eu/governance/white_paper/index_eu.htm). Comissió Europea, 2001.

\* After the delivery of this paper, The Executive Council of the Spanish Government approved on the 23<sup>rd</sup> November 2007 The Final Version of *The Spanish Strategy on Sustainable Development*.

## The Regional Development Policy Directives 2007-2013

The EC (2005) recently presented proposals for five sets of regulations designed to reform the cohesion policy per the period 2007-2013. The package comprises a general regulation establishing a set of common norms for all the instruments, together with specific regulations for the European Regional Development Fund (FEDER), the European Social Fund (ESF) and the Cohesion Fund. It also includes a new regulation with the aim of creating an optional framework enabling Member-States and regions to put in place cross-border co-operation structures (EGCC).<sup>17</sup>

## The Cardiff process

The Cardiff process began in 1998. It seeks to establish an across-the-board approach to environmental policy by integrating it into all the other Community policies, as provided for in the EU Treaty. Processes have been set in train to integrate environmental considerations into policy spheres such as agriculture, energy, industry and transport.

Within this framework, the steps taken by the Commission to incorporate environmental considerations into its cohesion policy are of great importance for the PM Euroregion. This framework includes the document *Evaluation of the Contribution of Structural Funds to SD* (Sustainable European Regions Network, 2004).

## Sectoral documents

To these general or intersectoral provisions and documents of the EU must be added the sector-specific strategic processes that have implications for the drawing up of an SD strategy for the PM Euroregion. By way of example, these include The Transport White Paper<sup>18</sup>, the Sixth Environment Framework Programme<sup>19</sup>, the Agenda 2000<sup>20</sup>, and the European Programme against Climate Change<sup>21</sup>.

## 3.6.2. The state level

### The French SD Strategy

In 2003 the French government approved an SD strategy including environmental, social and economic goals and established general indicators regarding progress towards SD in France and specific indicators regarding fulfilment of the strategy.

The action programmes address the following issues: the social and health dimension of SD; citizens as protagonists of SD; territories, economic activities, companies and consumers; climate change and energy; transport; agriculture and fishery; prevention of risks, pollution and other factors harmful to health; steps towards an exemplary State; and international actions, among others<sup>22</sup>.

### The Spanish SD Strategy

In June 2001, the previous Spanish government announced that it was preparing an SD strategy for Spain. At the end of 2001 a consultation document was approved with the participation of other administrations, the Economic and Social Council, and groups of experts. However, it was criticised by many sectors for its lack of definition and concretion of targets and the measures to be taken to meet the principal challenges of SD. This document is not available on the Internet and the process has been at a standstill since then (Correa, 2002).

## 3.6.3. The autonomic-regional level

### Catalonia

#### The Agenda 21 of Catalonia

In 1998, Catalonia became the first Autonomous Community to set in motion an Agenda 21 process when it set up the Agenda 21 Consultative Forum for Catalonia formed by around a hundred representative experts from Catalan civil society. Later on, it also set up the CADS, an advisory body to the Generalitat de Catalunya whose mission is to ensure that the Catalan government's policies are more sustainable. A consultation document was drawn up in 2002 that covered 38 economic, social, environmental, cultural and institutional topics. Numerous entities took part in preparing this document and various participatory events were organised. The document made a diagnosis of the situation in Catalonia regarding each of the topics and identified the challenges and the questions to be debated. However, it did not establish any priorities, nor clear targets, nor specific measures to achieve them. Since then, the process has not made any headway and the final version of the Agenda 21 for Catalonia has still not been produced<sup>23</sup>.

#### Local Agendas 21 in Catalonia

Catalonia is one of the pioneering Autonomous Communities in drawing up and implementing local

17 [http://ec.europa.eu/comm/regional\\_policy/sources/docoffic/official/regulation/newregl0713\\_es.htm](http://ec.europa.eu/comm/regional_policy/sources/docoffic/official/regulation/newregl0713_es.htm).

18 <http://europa.eu/scadplus/leg/es/lub/124007.htm>.

19 <http://europa.eu/scadplus/leg/es/lub/128027.htm>.

20 [http://ec.europa.eu/agenda\\_2000/index\\_es.htm](http://ec.europa.eu/agenda_2000/index_es.htm).

21 <http://europa.eu/scadplus/leg/es/lub/128185.htm>.

22 [www.ecologie.gouv.fr](http://www.ecologie.gouv.fr).

23 <http://www6.gencat.net/a21cat/cami.htm>.

Agendas 21, with a large number of initiatives and many institutions involved in the process. The *Diputació de Barcelona* (Barcelona Provincial Council) has played a leading role in this process, including designing a working methodology with its own indicators, co-operating with the different local authorities to set the Agenda 21 process in motion, and setting up the *Xarxa de Ciutats i Pobles per la Sostenibilitat* (Towns and Villages Sustainability Network), currently comprising 184 municipalities in the province of Barcelona and 19 belonging to other provinces. The Network has constructed a system of sustainability indicators and is an instrument for the exchange of knowledge among its members. Other local authorities outside the province of Barcelona, such as those in the province of Girona, have produced their own methodology. Local Agendas 21 have also been started up at supramunicipal levels and at the level of certain *comarcas*<sup>24</sup> (Brunet et al., 2005:438-440).

### Aragon

The Autonomous Community of Aragon has not set in motion any SD strategy or Agenda 21 process. On the other hand, it has established sectoral programmes and plans having SD as one of their main goals. The *Consejo de Protección de la Naturaleza* and the *Consejo de Ordenación del Territorio de Aragón* are bodies of the Autonomous Community with specific functions in the SD field. The Territorial Development Act passed by the government of Aragon in January 2006 provides for the drawing up of a Territorial Development Strategy for Aragon that is to include an analysis of Aragon's territorial structure, a diagnosis of existing problems, the definition of a territorial and sustainable development model, the measures necessary to achieve this model, and the complementary evaluation and monitoring tools<sup>25</sup>.

At the local level, Saragossa's Agenda 21 and the part played by two provincial councils, the *Diputación de Zaragoza* and the *Diputación de Huesca*, in promoting this type of local initiative deserve to be mentioned. Huesca Provincial Council took the lead in setting up the *Red de Entidades Locales del Altoaragón por la Sostenibilidad*<sup>26</sup>, a local authorities sustainability network.

### Initiatives in the Balearic Islands

The AC's previous Socialist party-led coalition

government did make a start on drafting a strategy of this kind, but this was not followed up by the Islands' Popular Party government. (2003-2007).

At lower tiers of government many Agendas 21 are being, or have already been, drawn up. One of these initiatives deserving special mention is the ECOTUR programme dating from 1995, which was designed to introduce local Agendas 21 in the municipal sphere. In 2002, Decree 123/2002 on the introduction of local Agendas 21 in the municipalities of the Balearic Islands was passed. To this end, the *Xarxa Balear de Sostenibilitat* (Balearic Sustainability Network) was set up; minimum contents were laid down for the Agendas 21 in the municipalities belonging to the Network; and a Balearic Register of local Agendas 21 was established (Brunet et al., 2005: 442). The Agenda 21 of Calvià and the Sustainable Development Plan of the Minorca Island Council based on the declaration of the island as a Biosphere Reserve are, probably, the best known such processes in the Islands<sup>27</sup>.

### Initiatives in Midi-Pyrénées

The Midi-Pyrénées has been one of the most active regions in France as regards the drawing up of Agendas 21. The Regional Council established its Agenda 21 in March 2003. Using a methodology of its own called D2Mip (*Développement durable en Midi Pyrénées*), it incorporated qualitative considerations in a battery of quantitative indicators prepared by the French Institute of the Environment on the basis of the Eurostat indicators.

This region also stands out as the one with the biggest number of municipalities (21) in the process of drafting an Agenda 21 in France. *L'Agence régionale pour l'environnement* (ARPE) plays an important part in this by helping the local authorities and the region in preparing their Agendas 21.

In addition to the municipalities, the departments of Gers and Tarn, and a large number of supramunicipal entities are drawing up Agendas 21<sup>28</sup>.

### Initiatives in Languedoc-Roussillon

The Languedoc-Roussillon Regional Council began drawing up a regional Agenda 21 in January 2004.

24 Translator's note. Comarca (pl. *comarcas*) is an administrative division comprising a number of municipalities.

25 [www.aragob.es/pre/cido/g0601101.htm](http://www.aragob.es/pre/cido/g0601101.htm).

26 [www.cphuesca.es](http://www.cphuesca.es).

27 [www.caib.es/medi\\_ambient](http://www.caib.es/medi_ambient).

28 [www.midipyrenees.fr/developpementdurable/](http://www.midipyrenees.fr/developpementdurable/); [www.territoires-durables.fr](http://www.territoires-durables.fr); [i www.agenda21france.org](http://www.agenda21france.org).

As part of this process, the Institute of Mediterranean Regions for SD<sup>29</sup> was set up in December of that year. In 2002, the *Departament d'Hérault*, in the Languedoc-Roussillon region, also began its own Agenda 21 process.

### 3.6.4. The Mediterranean level

#### **The Mediterranean Sustainable Development Strategy**

The Mediterranean Sustainable Development strategy was approved in 2005 by the Mediterranean Action Plan of the United Nations Environment Programme (UNEP-MAP) and has been signed by the 22 parties to the Barcelona Convention. The strategy is structured into four goals and seven pri-

ority fields of action, and contains 34 indicators to measure the degree to which they are fulfilled. The four main goals are: contributing to the area's economic development by fostering the Mediterranean's assets; reducing social inequalities by implementing the UN's Millennium Goals and improving cultural integration; changing the unsustainable production and consumption model, and ensuring sustainable management of natural resources; and improving governance at the local, national and regional levels. The seven fields of action are: water management; energy management and the effects of climate change; transport; tourism; urban development; agriculture and rural development; and management of the coast and marine resources<sup>30</sup>.

---

29 [www.agenda21france.org](http://www.agenda21france.org).

30 [www.emwis.org/documents/pdf/20050627\\_engl277-4annl.pdf](http://www.emwis.org/documents/pdf/20050627_engl277-4annl.pdf).

## Chapter 4

# A Sustainable Development Strategy for the Pyrenees-Mediterranean Euroregion: Basic Guidelines

According to the OECD's definition, a sustainable development strategy includes a number of inter-related elements: *a coordinated set of participatory and continuously improving processes of analysis, debate, capacity-strengthening, planning and investment*. It seeks to balance the short- and long-term economic, social and environmental objectives of society by means of approaches that support each other where possible or through trade-offs where it is not.

**The benefits of sustainable development strategies derive both from the likely outcomes, in substantive terms, and the process itself, in terms of enhanced skills and collective learning.**

The UN guidelines refer to a cyclical and interactive process of planning, participation and execution of actions in which the emphasis is placed on managing progress towards the attainment of the goals specific to sustainability and not the drafting of a particular plan or programme (UNO, 2002:8). Therefore the main benefits provided by this process do not come only from the drawing up of a particular document, but from the mobilisation of resources, the strengthening of capacities and the coherence between the different public policies which will be achieved if the process is carried out properly. A strategy of such characteristics is an instrument that will help to improve the decision-making processes and effectiveness of sustainability-related public policies; promote the mobilisation of human, financial and institutional resources aimed at attaining the sustainable development targets; distribute and allocate resources appropriately; provide instruments for conflict resolution; and, lastly,

construct and develop the human and institutional capacities necessary for managing sustainability.

This is therefore a cyclical process generating benefits that derive both from the likely outcomes, in substantive terms, and the process itself, in terms of enhanced skills and collective learning (UNO, 2002: 9-10).

The UN and the OECD list a series of conditions necessary for implementing this type of strategy:

1. The strategy must seek a consensus regarding the vision of the future shared by the most representative actors. This vision must be accompanied by a clear calendar and a series of means for beginning the transition process towards sustainability.
2. The strategy must, as far as possible, integrate the economic, social and environmental goals by means, among other things, of horizontal coordination mechanisms between the different departments. However, when such integration is not feasible, mutual concessions are to be negotiated.
3. The strategy must be based on a reliable, detailed analysis. The diagnosis must be precise and include the likely risks and trends so that the most appropriate measures can be taken.
4. Monitoring and evaluation must be incorporated to provide feedback for the strategy and enable ongoing learning by all the actors. The quality and clarity of the indicators constitute an essential element in this process.
5. A clear long-term commitment is required at the highest political level. This is the most important factor, as it will determine the success or failure of the process, and so condition all the other items.

6. Existing processes and strategies must be strengthened. Under no circumstances must this process be conceived in isolation from the other existing processes and initiatives in the territory. On the contrary, this initiative must be based on the others which are already in existence, reinforcing them and making them complementary.
7. It is essential to ensure genuine participation by the different actors which is one of the strategy's key features. The strategy must be managed intelligently, allowing the incorporation of the most important actors in the process, but without congesting it and preventing it from going forward. Therefore, communication and information play a decisive role.
8. The different levels of government must be linked up. Co-operation among them is important for making the strategy coherent and mechanisms to this end must be established and support sought from all the levels.
9. Existing capacities must be developed and strengthened. It is important to evaluate the political, institutional, human, scientific and financial capacities of the public- and private-sector actors of a given territory in order to tackle a strategy of such characteristics. It must also be made clear that this process is an efficient method of empowerment in its own right (OCDE, 2001:22-23, UNO, 2002).

The two fundamental aspects of the strategy mentioned here are political commitment and integration of the economic, social and environmental goals.

**An implicit goal of this process must be the gradual transformation of social values through a culture of sustainability, the promotion of collective learning by all the leading actors and full assumption of the shared responsibility principle, which attributes duties to all the actors –from both the public and private sectors– in the transition towards sustainability.**

An implicit goal is the gradual transformation of social values by means of a sustainability culture. To do this, the process will have to promote collective learning by all the actors leading the PM Euroregion towards a sustainability model. If this transformation fails to take place, it will be extremely difficult to implement the shared responsibility principle which attributes obligations to both the public- and private-sector actors in the transition towards sustainability.

If the competent authorities do not have, from the very outset, the necessary capacities or the political will to comply with all these requirements, a possible alternative described above is to introduce sustainability criteria into the programmes and projects adopted within the PM Euroregion. In any case, the competent authorities ought to be aware of the implications opting for sustainability has for all the territories that make up the Euroregion.

Section 2 focused on the elements required to achieve effective governance of cross-border co-operation: horizontal and vertical partnership, subsidiarity, the setting up of a co-ordination structure, the drawing up of a cross-border development strategy; and full participation by the actors of civil society. Together with these more general elements, it was also argued that it would be advisable for the bodies of the PM Euroregion, in particular the secretariat, to develop various organisational capacities to deal with the management of possible conflicts, working out a consensus and technical expertise. Examination of the requirements for advancing towards an SD strategy highlight the complementarity of both approaches and their potential for reinforcing each other, taking advantage of the synergies between the two processes.

In order to endow the project with the necessary legitimacy, it ought to be promoted by the presidents of the five member-regions. A strategy such as this one needs to have clear leadership (OECD, 2001:17; UNO, 2002:22-26). Political leadership is the key symbolic element, but also the key practical one, since the commitment to move towards a sustainable development model must be above party interests and the aims of the different government departments (Torres, 2003:63). This requires a fundamental consensus standing above electoral processes and there is no better way to make this possible than to involve the economic and social actors in it.

The technical body responsible for the process will have to lead and manage each of the steps necessary for developing and implementing the strategy. It will therefore have to prepare and oversee the implementation of an action plan, commission studies, make an inventory of pre-existing strategic documents, identify and establish the necessary contacts with relevant actors, organise events and guarantee the public's right of access to information. It will also be the main body responsible for monitoring the strategy (Torres, 2003:63). In order to carry out these tasks, it is essential for this body to be neutral vis-à-vis the various different institutional bodies, regions and actors. One of the keys to the success of the

process will be the ability to maintain an open dialogue with those holding political responsibility, the different departments and levels of government, the key actors and experts (Torres, 2003: 63-65).

The most appropriate body in the PM Euroregion to take on this technical leadership role is the secretariat. It will have to establish relations of trust with the different levels of government and the administrations of the five regions. It will also have to facilitate contacts between the actors on both sides of the border. In short, it is the body best able to manage the differences in competencies and administrative culture among the five regions and the problems arising from the implementation of the strategy and the development of cross-border co-operation (UNO, 2002:22).

The process of advancing towards an SD strategy needs to be divided into various stages. As noted above, cross-border co-operation generally begins with specific activities aimed at establishing trust between the respective parties (Gabbe et al., 2000:5-6 B1). An instrument that is very often used in the initial stage is the setting up by the secretariat of various cross-border forums or networks. These networks may, in turn, generate structures with multiplying effects if they enable a dialogue to be held, providing the opportunity to exchange opinions and reach a diagnosis on the basis of the different perceptions of common problems.

Drawing up a cross-border development strategy is one of the recommendations of the Practical Guide to Cross-border Co-operation for achieving effective governance in trans-frontier structures. This strategic framework provides a vision of the future and defines the development goals and priorities for the border regions. On the basis of the different experiences, the Practical Guide on Cross Border Cooperation and the EC stresses the potential the joint working out and preparation of this strategy have for reducing the border's typical barrier effect, as this offers a chance for the regions to collaborate and jointly define the area's future. Moreover, the opportunity can be used to mobilise actors on either side of the border and put them in touch with each other, fostering links between them and so providing a solid and coherent basis for carrying out joint work and projects in the future (Gabbe et al., 2000:A5-2).

**An SD strategy for the PM Euroregion would have a double advantage: it would foster sustainability and provide a stimulus to trans-frontier relations at the same time.**

The prerequisites for drawing up an SD strategy fully coincide with the needs of cross-border co-operation processes. As noted out in chapter 2, the management of information, the setting up of networks and the organisation of forums by the secretariat are a precondition for establishing a cross-border development strategy. Both processes have the potential for reinforcing each other. An SD strategy for the PM Euroregion would therefore have a double advantage: it would foster sustainability and provide a stimulus to trans-frontier relations at the same time.

#### 4.1. Information management

The strategy must be based on a reliable detailed analysis. The diagnosis must be precise and include the risks, trends, political and institutional framework, and relations among the different levels and sectors in order to put forward the most suitable measures. It is also advisable for this process to be participatory, allowing the different actors to contribute their respective points of view. The secretariat must take on the main responsibility for managing the information, structuring the debate and commissioning the necessary studies. Technical and methodological skills of the highest level are required to perform this type of analyses. The secretariat's specific skills in the cross-border co-operation sphere will be extremely useful in tackling the issues arising from the different competencies between regions and their scant mutual knowledge.

The aim is not to accumulate information, but to answer the questions the different actors taking part consider important. That is why the information needs to be of good quality, accessible and credible (Torres, 2003:65-57). Not only does the actual data-gathering have to be taken into account; so too do its dissemination and the communication systems that need to be set up between the different actors and the public. It is obvious that the degree of involvement and acceptance of the strategy by the actors and the public will depend to a great extent on the adequacy of the communication processes (OECD, 2001:46). In regard to this point, it would be recommendable for all the informative material and publications relating to the process to be posted on the PM Euroregion's website. This is also one of the best available ways for members of the public wishing to do so to be able to express their opinions about the process and for the necessary dialogue between them and the actors and decision-making bodies to take place.

The secretariat ought to make sure that the information circulates among the technical experts, the politicians and the scientific community. The ability of the different actors to act from an interdisciplinary perspective is fundamental in view of the social, economic and environmental implications of sustainable development. The universities must play a key role in this process. The setting up of the University and Scientific Euroregion is a first step along this road which will need to be taken further. Nevertheless, care must be taken to avoid an over-production of research studies that are not designed to have a practical application to the particular case in hand (Bouder, 2003:125)

It will be advisable to use all the instruments existing in the PM Euroregion so as to avoid wasteful duplication of effort. To ensure that this happens, the **Euroregion's Socio-economic Observatory** has an important role to play in gathering and disseminating data that will allow an accurate diagnosis of the situation within its ambit. The Observatory will begin to function once the institutes of statistics and allied services of the five Autonomous Communities and regions are operating as a network with the aim of generating adequate knowledge of the economic, social and environmental situation in the Euroregion. Its main function will consist in producing and disseminating statistical information relating to the key demographic, environmental, social and economic indicators<sup>31</sup>. One of the difficulties linked to this aim is ensuring that the data are uniform and comparable across the five regions. A further complication is that the French regions, unlike the Spanish Autonomous Communities, do not have competencies regarding statistics.

This network will need to incorporate actors in the five regions who have played a special part in collecting and disseminating data relevant to sustainable development. These include, in particular, bodies such as the *CADS* of the Generalitat de Catalunya, the *Fòrum Consultiu de l'Agenda 21 de Catalunya*, the *Agence Régionale Pour l'Environnement de Midi-Pyrénées*, the *Consejo de Protección de la Naturaleza* and the *Consejo de Ordenación del Territorio de Aragón*, and the *Institut des Régions Méditerranéennes pour le Développement Durable de Languedoc-Roussillon*.

Here again the role of the secretariat and its operational capacities will be key throughout the process. As already mentioned, in addition to the

difficulties inherent in managing the information in a process of such magnitude, there are those to do with cross-border co-operation, such as the differences among the regions in terms of competencies, differences in administrative cultures and the still scant knowledge the major actors on either side of the border have of each other.

In this case, however, the difficulties are posed in terms of the challenges that need to be overcome in order to make progress in the transition towards sustainable development and integration of the Euroregion. Once again, the principles and capacities required to manage the information in the processes of producing an SD and Euroregional integration strategy are common.

#### **4.2. Participation of the relevant actors and networks**

One of the key elements in formulating an SD strategy is, without doubt, the participation of the leading actors and the citizenry in the process. The aim must be to get a large number of participants involved, preventing, as far as possible, the strategy from becoming merely a negotiation between the decision-making bodies and the actors who normally have access to the power structures. This will require time and resources. Securing the participation of the actors representative of society necessarily flows from the principle of shared responsibility, according to which all the actors are important in advancing towards SD. Such involvement by the actors should also have positive effects on the implementation of the strategy, as they will previously have had to arrived at a consensus regarding the basic points. One of the advantages of this is what the different groups learn from the process, as they are forced to understand the interests of the other parties and take responsibility for the construction of a more sustainable society (Meadowcroft, 2003:79-84).

Nevertheless, having too many participants, besides from being extremely costly, is not recommendable. A balance has to be struck between having a large number of participants, which is useful in that it enables a stable consensus to be established, and avoiding overloading the process and the organisation's management capacity with too many participants, which is inefficient (OECD, 2001:34). That is why the important actors will have to be very carefully identified, taking into account mainly their

31 [http://www.euroregio-epm.org/qu\\_proyectos.html#observatorio](http://www.euroregio-epm.org/qu_proyectos.html#observatorio).

representativeness. The actors so identified will then become involved in the process, that is, in the definition of the goals, the analysis of the problems, the implementation of the programmes and the empirical learning resulting from this (OECD, 2001: 34).

**A balance has to be struck between having a large number of participants, which is useful in that it enables a stable consensus to be established, and avoiding overloading the process and the organisation's management capacity with too many participants, which is inefficient.**

The Euroregion's integration processes, for their part, also require the participation of the actors of civil society. From this point of view, getting the capacities of the five regions to function as a network is essential for structuring the respective potential and interests and achieving a bigger collective impact benefiting all the parties concerned.

As instruments of the new governance, networks provide a non-hierarchical and more integrated approach to policies as the best means for tackling issues transcending the administrative divisions, such as the environment, management of the territory, transport, immigration and social inclusion. The common denominator of governance networks is their connection to the process by means of which, on the basis of goals agreed by consensus, the actions and resources of the private- and pub-

lic-sector actors operating at the different levels are co-ordinated by the adoption of common directions and meanings (Morata, 2004). In short, the networks assume a triple function: firstly, they mobilise the actors in the territory and help them to unite among themselves; secondly, they enhance the actions between the actors and levels of government; and, lastly, they facilitate lobbying of the higher levels of government. Participation by actors that are representative of the different sectors of organised civil society in these mechanisms is a condition *sine qua non* for the success of the processes flowing from the development of SD strategies and of the Euroregional integration processes.

However, in order for them to be efficient, the networks require political leadership and management capacities. The centrality of the public actors gives them a strategic role as the link between the members of the networks and as facilitators of agreements between the different interests at stake (Morata, 2004:41).

In this connection, in addition to political will, the secretariat's skills will be crucial in helping to set up these networks, putting the actors of the five regions in contact with each other by organising conferences, seminars, debating forums and other inter-relation mechanisms. On the basis of the CADS's experience, it would also be useful to consider the conditions required for setting up an equivalent body for the PM Euroregion as a whole.

## Examples of Catalan-French collaboration in the framework of the PM Euroregion

### Euroregional Network of Chambers of Commerce

This network comprises 40 chambers of commerce, 21 of which belong to the French regions of Midi-Pyrénées and Languedoc-Roussillon, and 19 to the Spanish regions of Aragon, Catalonia and the Balearic Islands. The central aim of the Euroregional Network of Chambers of Commerce is to create an efficient tool providing support to local companies (Press release, Palma de Mallorca, 30 September 2005). In spite of the fact that the network does not have all the instruments to achieve its initial goals, there do exist certain collaboration mechanisms, such as the CREARCAT.COM project, described here below, that can be transposed to the level of the PM Euroregion.

#### CREARCAT.COM: a portal for setting up companies in Catalonia and France

**Type of action:** Common action between the chambers of commerce of Catalonia and France.

A website created within the framework of the European INTERREG III France / Spain programme.

**Founded:** 2005

**Object:** To create a common service for all entrepreneurs on both sides of the border providing joint advice for anyone wishing to set up a company in Catalonia or France, and to develop joint tools to be able to do this.

This service aims to ensure that all entrepreneurs are able to receive every type of support: information and advice on the help available for setting up a company (credits, subsidies and other benefits for starting up their company).

**Actors involved in this action:** All the chambers of commerce in Catalonia on both sides of the French-Spanish border. Those on the French side are represented by the Chambre de commerce et d'industrie de Perpignan et des Pyrénées-Orientales (which groups together the chambers of Céret, Perpignan, Prades and Saillagouse), while those on the Spanish side are represented by the Consell General de Cambres de Catalunya (which groups together the chambers of Barcelona, Girona, Lleida, Manresa, Palamós, Reus, Sabadell, St. Feliu de Guíxols, Tarragona, Tàrrega, Terrassa, Tortosa and Valls).

**The potential for co-operation in the PM Euroregion offered by this action:** For the moment, this action is limited to the Catalan chambers of commerce. In the PM Euroregion as a whole, only the chambers in Catalonia and part of Languedoc-Roussillon are involved in this network. Even so, the existence of such co-operation between chambers of commerce, albeit confined to a small part of the PM Euroregion, could play a decisive part in fostering the creation of a network bringing together the chambers of the five member regions. The traditional functions of these chambers within the «CREARCAT» framework would not be altered by the enlargement of the network with the entry of new members. Indeed, a French company wishing to establish itself in Spain will have to complete the same formalities and satisfy the same requirements, irrespective of the region in which it is based. Of course, the same thing applies to any Spanish company wishing to set up in France.

In this way, the chambers of commerce promote and protect the interests of business people and trades people through the advice and collaboration they give to government bodies. They also make available to companies a wide range of services, promote foreign trade by local companies and play an important part in training professionals. At any event, these functions can be useful to all companies on either side of the border.

The chambers of commerce and the national and international networks they set up among themselves provide an important, and very often the only, link between private economic operators. These actors can play a very important role in directing the Pyrenees-Mediterranean Euroregion's sustainability strategy. The chambers of commerce can relay the information on this policy to all companies and ensure that they are suitably educated on the subject.

**Contact:** website: [www.crearcat.com](http://www.crearcat.com). For direct contact with each chamber of commerce:

- Cambra de Comerç de Girona, Gran Via Jaume I, 46, 17001 Girona, Spain. Tel. (+34) 972 41 85 00, Fax (+34) 972 41 85 01.
- Chambre de Commerce et d'industrie de Perpignan et des Pyrénées-Orientales, Quai de Lattre-de-Tassigny, BP 941, 66020 Perpignan, France. Tel. (+33) 4 68 35 66 33 Fax (+33) 4 68 35 66 33.

### **University Network of the Pyrenees-Mediterranean Euroregion**

Just as there are no specific mechanisms for making the chamber of commerce network operational, so the University Euroregion does not yet actually exist. For the moment, there are only various declarations by the main political and university leaders of the regions forming part of the PM Euroregion, which can be regarded as proposals. Nevertheless, there is certain evidence pointing to progress in this direction. An example was given by the government of the Generalitat de Catalunya when it passed a project in September 2006 to set up a new health sciences faculty in Girona. This initiative is in line with the policy of the University and Scientific Euroregion and therefore has the agreement of all the Autonomous Communities and regions belonging to it. The educational model for these subjects will be based on collaboration with the main medical schools in Toulouse, Montpellier and Perpignan. This is the first initiative fostering inter-university exchanges within the Pyrenees-Mediterranean Euroregion. However, this new faculty will not be fully operational until 2010. This future faculty will thus be a new university pole, but not a network among the universities of the PM Euroregion. Collaboration among the existing universities needs to be encouraged with a view to putting scientists working on similar subjects, such as, for example, those to do with sustainability, in contact with each other.

This is how other examples that already exist in the framework of other university networks, such as the one described below, can serve as benchmarks to be promoted at the Euroregion level.

#### **Institut Joan Lluís Vives University Network (E/F)**

**Type of action:** An association of universities initially set up among the vice-chancellors of the 13 universities of the Mediterranean Arc. Today, the “Institut Joan Lluís Vives” university network is formed by 20 universities.

**Founded:** The founding document was signed in Morella (Els Ports, Catalonia) on 28 October 1994.

**Object:** This association opened up a path of collaboration and common actions among academic institutions with historical, cultural and linguistic links rooted in the same geographical area.

**Actors involved in this action:** At the present time, the Institut Joan Lluís Vives comprises 20 universities (Abat Oliba CEU University; University of Alicante; University of Andorra; Autonomous University of Barcelona; University of Barcelona; University of Girona; University of the Balearic Islands; International University of Catalonia; Jaume I University; University of Lleida; Miguel Hernández University, Elche; Open University of Catalonia; Via Domitia University, Perpignan; Polytechnic University of Catalonia; Universitat Politècnica de València; Pompeu Fabra University; Ramon Llull University; Rovira i Virgili University; University of Valencia; University of Vic).

This association represents a collective of more than 430,000 people, of whom 400,000 are students, 26,000 teaching staff and 10,000 administration and services staff.

**The potential for co-operation in the PM Euroregion offered by this action:** The universities belonging to the network provide courses on over 1,400 subjects leading to 300 general degrees, 360 full honours degrees and 740 doctoral programmes. They also offer 60 qualifications of their own and 930 master's and postgraduate courses. All fields of knowledge are covered by the network: Fine Arts, Humanities, Social Sciences, Education Sciences, Experimental and Environmental Sciences, Health Sciences, Architecture, Engineering and Physical Education.

The figures cited here refer to the only network of Catalan-language universities, the Institut Vives. However, a network grouping together all the universities in the regions belonging to the PM Euroregion would be a major focus of knowledge. There already exist certain specific instances of collaboration between universities in the PM Euroregion. A good example is the organisation of a common course in oceanography between the University of Perpignan and the University of Barcelona. This course, which leads to the granting of common Spanish-French diplomas, could serve as a model that could be extended to all the universities in the PM Euroregion.

Making it easier for students to move from one university to another, promoting teaching staff exchanges, having specialist researchers, etc. could be some of the keys to making the university Euroregion a reality. Obviously, at the European level, there exist procedures enabling students to move freely throughout the EU. In spite of the establishment of common names in all the countries in Europe (degrees, master's degrees and doctorates), the qualifications are not always regarded as completely equivalent. The existence of common courses between universities in the PM Euroregion could play a decisive part in the process of harmonising qualifications, making the PM Euroregion a forerunner in this field.

The PM Euroregion must be an outstanding place of learning that organises public lectures by prestigious teachers and specialists working in the universities in the different regions.

**Contact:** Institut Joan Lluís Vives, Edifici Rectorat i Serveis Centrals, Universitat Jaume I, Campus del Riu Sec, 12071 Castelló de la Plana, Spain. Tel. (+34) 964 72 89 93, Fax (+34) 964 72 89 92, <http://www.vives.org>.

## Potential for co-operation within the framework of the PM Euroregion

In order for the PM Euroregion to function, there must be active collaboration among its members. This is related to the setting up of an effective political co-ordination structure, i.e., one with real power leading to decision-making. In such a case, it will be useful for the representatives of civil society on both sides of the border with common interests to group together in order to carry more weight and thus be able to exert greater influence on the political powers.

Various networks could be set up within the framework of the PM Euroregion's sustainability strategy:

### **Employers' network**

In the business sphere, a network could be established between the different employers' associations on either side of the border. There exist national organisations in both France and Spain representing employers. The object of such associations is to defend their members' interests, especially in regard to the government.

### **National and local employers' associations:**

In France, the *Mouvement des Entreprises de France* (MEDEF) is a national network grouping together 155 territorial MEDEFs and 85 professional associations. The MEDEF network comprises altogether some 700,000 French companies. In Spain, the political system of Autonomous Communities is reproduced at the civil level. The *Confederación Española de Organizaciones Empresariales* (CEO) groups together other confederations such as the *Confederación Española de la Pequeña y Mediana Empresa* (CEPYME) and the *Confederación Española de Asociaciones de Jóvenes Empresarios* (AJE Confederación) among about a hundred other sector-specific confederations, federations and associations of all kinds. Like the MEDEF, the CEOE is present in the territories. However, in the Spanish case, the affiliated territorial organisations are not branches of a higher entity, but independent members of a national confederation. *Foment del Treball Nacional de Catalunya* (FOMENTO), *Confederación de Empresarios de Aragón* (CREA) and *Confederació d'Associacions Empresarials de Balears* (CAEB) are the territorial organisations in the three Autonomous Communities belonging to the PM Euroregion.

### **The employers' network within the framework of the PM Euroregion**

Each of the Spanish organisations has its own sustainability strategy, whereas in France, the centrali-

sation of the local organisations means that the employers' sustainability strategy is national. That said, the existence of local organisations denotes, on the other hand, the intention to be in closer contact with and adapt to the peculiarities of the companies of each region (tourism, agriculture, etc.). A network grouping together the employers' associations in the PM Euroregion must unite Spanish representatives of FOMENTO, CREA and CAEB, and on the French side, representatives of the MEDEFs of Languedoc-Roussillon and Midi-Pyrénées.

### **Farmers' network**

Farmers occupy a key position among the major actors in the PM Euroregion's sustainability strategy. Indeed, this professional group is the one most closely related to the environment. That is why a network is needed that will group together the organisations representing farmers, breeders, foresters and all kinds of professions that work the land and exploit the natural environment enabling the production of plants and animals.

#### **National and local farmers' associations:**

As in the case of the employers' organisations, those representing farmers have a centralised structure in France and rather a confederate structure in Spain.

Thus the main farmers' organisation in France, the *Fédération Nationale des Syndicats d'Exploitants Agricoles* (FNSEA), is represented at the regional level by the *Fédérations Régionales des Syndicats d'Exploitants Agricoles* (FRSEA) and at the level of the departments by the *Fédérations Départementales des Syndicats d'Exploitants Agricoles* (FDSEA). In Spain, the *Coordinadora de Organizaciones de Agricultores y Ganaderos* (COAG) groups together various farmers' organisations based in the different Autonomous Communities. The *Unió de Pagesos de Catalunya* (UPC), the *Unión de Agricultores y Ganaderos de Aragón* (UAGA) and the *Unions de Pagesos de Mallorca i Menorca* (UPM-COAG) are examples of organisations at the Autonomous Community level.

#### **The farmers' network within the framework of the PM Euroregion:**

The organisations grouping together the largest proportion of professionals in the agricultural sector in the PME are, therefore, the UPC, the UAGA and the UPM-COAG in Spain and the FRSEAs of Languedoc-Roussillon and Midi-Pyrénées in France. Involving farmers in the PM Euroregion's sustainability strategy is vital in order to raise the sector's awareness of the importance of its contribution to this strategy.

### **Tourism professionals' network**

Tourism is a key economic sector in the regions belonging to the PM Euroregion. Tourism, whether of the sun and sand or the mountain and winter sports variety, is an industry that obviously depends on the climate, but also on the quality of the environment. So tourism professionals cannot but be interested in taking part in a network defending their interests and the PM Euroregion's sustainability policy is an object of interest to this sector. In fact, economic development of the tourist industry is not possible unless it concerns itself also with the environment.

#### **National and local tourism professionals' organisations:**

The organisations grouping together professionals working for companies specialising in tourism-related activities generally belong to employers' networks. Thus the CEOE and the MEDEF have federations representing such companies among their members.

The importance of this sector means that there are specific political bodies devoted to it at the institutional level. The French regions have the so-called *comités régionaux du tourisme* (regional tourism committees). The purpose of these committees is to ensure that its members are effectively represented in dealings with the departments, municipalities and the professionals of the sector. The governments of the Autonomous Communities contain bodies responsible for matters to do with tourism. The *Departamento de Industria, Comercio y Turismo* of the government of Aragon, the *Conselleria de turisme* of the Balearic Islands' government and the *Secretaria de comerç i turisme del Departament d'economia i finances* of the Catalan government are the institutional bodies in question.

**The tourism professionals' network within the framework of the PM Euroregion:**

The French regional committees have the advantage of grouping together both political representatives and representatives of tourism professionals. In Spain, the bodies representing these two groups are separate. Indeed, there are no bodies bringing together the different actors involved on a permanent basis. That said, a sustainability strategy in the PM Euroregion cannot do without involving the most representative organs of tourism professionals in its approach.

### **4.3. Horizontal and vertical institutional co-ordination, levels of government and initiatives in operation**

The strategy must define not only substantive targets, but also the necessary instruments of governance, as a key aspect of sustainable development (Sustainable European Regions Network, 2004). Vertical and horizontal co-operation refers to the relations established: vertically between the different levels of government; horizontally among the departments of the respective governments; and, lastly, among the governments of the different regions. The aim is to achieve coherence among the different public policies and for the different governmental actors to act, according to their capacities, on the basis of the common goals defined in the strategy. This requires a high degree of consensus and strong leadership by the bodies heading up the process. Strategic planning is a useful mechanism for defining co-operation among all the bodies and departments involved, all the more so bearing in mind that their immediate interests may very often be contradictory (Hanf and Morata, 2001: 39).

**The ability of the actors to make the strategy converge with other initiatives will therefore be one of the factors determining the eventual success of the process.**

The European Union White Paper on Governance and SD Strategy lays down the guidelines to be followed in relation to the need to put in place appropriate co-operation mechanisms so that the policies and actions of the different actors are coherent and aimed at previously agreed goals. The EU's strategy considers that effective governance, in particular, is a necessary condition for developing and implementing the measures required to achieve sustainable development. These EU initiatives have been followed by numerous national, transnational, regional, inter-regional and local experiences, many of which are still at the stage of being formulated (see point 3.6 above).

The ability of the actors to make the strategy converge with other initiatives will therefore be one of the factors determining the eventual success of the process. It is never possible to merge all the processes, but it is feasible to foster their complementarity and coherence so that the different strategic planning frameworks reinforce each other (OECD, 2001:41). This will require preparatory work designed to examine all the processes and their main features existing in and/or applicable to the territory. It is to be hoped that the establishment of an SD strategy for the Euroregion will serve as a stimulus to drive forward initiatives in the territories where they are still pending and complete those which have come to a standstill.

In order to achieve more and better horizontal co-operation, the strategy will have to provide for the use of certain instruments allowing the incorporation of sustainability criteria into the different policies, plans and programmes, in accordance with the EU's recommendations. The purpose of this is to prevent sectoralisation or fragmentation between the different levels and actors by incorporating a more integrated perspective into the decision-making process. The most important such instruments are the Strategic Environmental Evaluation and the Integrated Sustainability Evaluation.

As can be seen, the very concept of SD stands as a challenge to the traditional division of competencies between the different levels of government and administrative departments. The system of governance through which the decisions regarding sustainable development are taken and implemented has many levels, and multilevel governance and the setting up of networks are manifestations of the basic principle of shared responsibility on the road to sustainable development. Sight must not be lost of the fact that the bodies and institutions at each level of government are part of a broader system of governance in which every actor, whether from the public or private sector, has an important role to play, and in which co-operation through negotiation is fundamental for making progress towards sustainability (Morata, 2002:44). When it comes to managing networks with shared responsibilities of this kind,

the quality of the relationships among the different levels and sectors is more important than the formal division of competencies among the different actors. In this context, the ability of the actors driving the process to mediate and co-ordinate is essential.

Mention was made in chapter 2 of the need to apply the principles of horizontal and vertical partnership to the effective governance of the Euroregions. The systems of governance that have been developed in the sustainability field are very similar to those guiding the cohesion policies, particularly as far as the processes relating to the creation and development of the Euroregions are concerned. SD strategies are incompatible with a centralised approach, so partnerships between the different types of actors become crucial. The institutional characteristics of the European Commission have favoured the development of multilevel governance in the field of sustainable development. Lacking any hierarchical powers or means of implementation of its own, the European Commission depends on state, substate and private-sector actors to develop and implement its policies. That is why the European Commission has devoted itself to promoting multi-level networks that take part in drawing up and implementing public policies to do with sustainable development. The regions play a fundamental role in this process (Morata, 2002). From this point of view, fostering an SD strategy in the PM Euroregion is a step towards having more influence in these networks and partnerships.

**Fostering an SD strategy in the PM Euroregion is a step towards having more influence in the EU's SD-related networks and partnerships.**

Active subsidiarity is another necessary principle for advancing towards effective governance of sustainable development. This principle presupposes that the actors at the different levels participating in a given network will become involved proactively and contribute to the general decision-making process. The more citizens, organisations and local bodies participate and develop their capacities in these networks, the greater will be the collective learning required to achieve sustainable development on the basis of shared responsibilities (Morata, 2002; Hanf and Morata, 2001). Mechanisms for co-ordination with local governments, the respective States, the European Union, the European inter-regional co-operation organisations and other co-operation organisations at the supralocal and supraregional levels, such as the C-6 Cities Network, the Latin Arc, the WCP and

the Western Mediterranean Islands (IMEDOC), should therefore be provided for in the Euroregion. The SD strategy ought to provide for a framework of co-operation and collaboration among these actors.

#### **4.4. Implementation, evaluation and monitoring of the strategy**

The strategy must guarantee consistency between the decisions and their implementation. Very often processes of this kind are set in motion only to end up with documents that are mere declarations without any sort of connection with the public policies being carried out on a day-to-day basis. This pragmatic approach is essential for obtaining positive results and ensuring that these are proportional to what is spent on them (UNO, 2002:15-16). In practical terms, this implies preparing and implementing plans of work, determining the actors responsible for the actions and measures decided upon, devising plans and programmes with the corresponding mobilisation of resources for them to be carried out, and adopting legislative and regulatory measures if necessary (UNO, 2002: 31). Taking into account the fact that the PM Euroregion is not a new tier of government or a new administration, clarifying the responsibilities to be assumed by each actor becomes especially important.

Monitoring and evaluation are intrinsic elements in developing the strategy. As pointed out on repeated occasions, the strategy is a cyclical process whose benefits derive both from the planned results in substantive terms and the process itself in terms of the strengthening of capacities and collective learning (UNO, 2002:9-10). The logical consequence of this is the putting in place of permanent mechanisms for monitoring and evaluating the strategy, and detecting and correcting its weaknesses. Sustainable development is a dynamic process and so the strategy must also be able to learn from its mistakes and periodically adapt itself. At this point, it may be useful to clarify the concepts of monitoring and evaluation. No serious evaluation of the strategy can be made unless it has been adequately monitored. On the other hand, it can be monitored irrespective of whether it is assessed or not. So evaluation in this context refers to the whole process, which includes monitoring and analysis in terms of whether it conforms to certain parameters (Mallarach, 2003:142).

Evaluations can be internal or external, depending on whether or not the body carrying them out is linked to the organisation in charge of managing the strategy. External evaluations are obviously more

impartial and their conclusions are perceived as more reliable by the rest of the community. Nevertheless, there is a lot of information that is hard for outside evaluators to obtain and interpret. Therefore the best option is probably a combination, and comparison, of both types of evaluation (Mallarach, 2003: 144). Participation by the other important actors in the evaluation stage has extremely positive effects with a view to obtaining different perceptions and, above all, strengthening collective capacities and learning.

An evaluation can be made from two perspectives. One has to do with the degree to which the different measures proposed in the strategy have been implemented, while the other looks at the extent of the transformation achieved in relation to the vision of sustainability established in the strategy (Torres, 2003: 71-72).

To facilitate the monitoring and evaluation of an SD strategy, indicators are used. Indicators provide general criteria for measuring change and progress towards sustainable development (Sustainable European Regions Network, 2004). Sustainable development indicators have to establish relationships among the three aspects of sustainability (economic, social and environmental). In addition, they must be measurable, educational, sensitive to change, credible, relevant and based on readily available data. As can be seen, devising indicators is no easy task, as they have to satisfy the need to measure progress towards sustainability on the basis of objective criteria, while being flexible enough to deal with the multitude of aspects encompassed by sustainable development and the realities of the territory.

Several regions in the PM Euroregion have set about producing sustainable development indicators, but the only one to have definitively approved them is the Midi-Pyrénées region, which has employed its own methodology, called D2Mip, based on the indicators developed by the Eurostat agency for the EU<sup>32</sup>. Use can also be made of the indicators produced by the European Commission (EC, 2006).

**It is recommendable for each region to establish its own sustainability indicators on the basis of common general criteria. Nevertheless, general indicators must be provided to measure the extent to which the strategy's aims have been achieved.**

In general, it is recommendable for each region to establish its own sustainability indicators on the basis of common general criteria. This will enable consideration of each area's particular features (Sustainable European Regions Network, 2004). Nevertheless, if a strategy is drawn up for the whole Euroregion, specific indicators must be found to measure the extent to which its aims have been fulfilled. The French SD strategy, for example, has devised indicators for measuring general progress towards sustainable development and other specific ones for measuring the degree to which the strategy has been implemented. Alternatives of this kind need to be explored.

In the case of the PM Euroregion, the difficulties due to the heterogeneity of the data on either side of the border are accentuated. The French regions, moreover, do not have competencies of their own in regard to statistics. It appears that Eurostat data are the main common reference point for the regions on either side of the border. The PM Euroregion's Socio-economic Observatory starts out from Eurostat's statistical data, updates them and gradually sets about producing its own statistics for the Euroregion and the regions belonging to it<sup>33</sup>.

To sum up, it is very important to work with indicators based on general criteria common to all the regions. It is also necessary to explore the relationships between the SD indicators and other indicators that are important for the regions, such as the Structural Funds. The document concerning an *Evaluation of the Contribution of the Structural Funds to SD* (Sustainable European Regions Network, 2004) is useful in this regard.

#### **4.5 The challenges of implementing the sustainable development strategy in the PM Euroregion**

This chapter has stressed the importance of endowing the secretariat with the resources –in terms of capacities– needed to tackle the difficulties arising from Euroregional integration on the road to sustainability. The example of the German-Dutch EUREGIO is extremely illustrative in this respect, as it is an essentially technocratic body, with very imprecisely defined formal competencies, allowing it to operate flexibly and make contacts with all sorts of actors on either side of the border. Its mode of operation is characterised by a con-

32 [www.territoiresdurables.fr/indicateurs.asp?id=E1B02100](http://www.territoiresdurables.fr/indicateurs.asp?id=E1B02100) i [www.midipyrenees.fr/developpementdurable/](http://www.midipyrenees.fr/developpementdurable/) htm/docs/cp160-05Agenda21.pdf.

33 Work Plan of the Socioeconomic Observatory: [http://www.euroregio-epm.org/observatori\\_ptragut.html](http://www.euroregio-epm.org/observatori_ptragut.html).

structive, problem-solving approach aimed at creating a climate of consensus among the actors belonging to the different networks. Relations are based on mutual trust. These features put the secretariat in an outstanding position to take advantage of the windows of opportunity it encounters and act as a policy entrepreneur mobilising human and financial resources. In addition to this, the technical capacity of its agents, its diligence in obtaining funds and fairness in sharing them out, its representativeness and parity composition are basic qualities informing the way it operates (Perkmann, 2002).

**The Secretariat will have to have the necessary resources, in terms of human and institutional capacities, to tackle the difficulties arising from Euroregional integration on the road to sustainability.**

According to UN and OECD guidelines, SD strategies require considerable human and institutional capacities. The human capacities include technical

and negotiating skills, conflict resolution and consensus building, and the ability to integrate the different experiences and perspectives so as to produce effective learning. The institutional skills these guidelines mention include the ability to carry out programmes and projects, establish a joint vision incorporating the key actors, channel the internal change processes, stimulate innovative behaviours and establish incentive mechanisms (OEC, 2001; UNO, 2002). If the PM Euroregion's secretariat has the necessary political backing, it ought to stimulate these capacities by assuming technical leadership of the process.

The technical requirements mentioned in the Practical Guide to Cross-border Co-operation relating to a sustainable development strategy that have been described in this chapter must also be borne in mind. These requirements concern information management, the definition of strategic goals and a view of trans-frontier development based on a broad consensus together with the measures needed to achieve them, and recommendations on how to evaluate these experiences (see chapter 2).



## Chapter 5

# SWOT analysis of the advisability of drawing up a sustainability strategy for the PM Euroregion

### **STRENGTHS**

- The five regions have some kind of experience regarding the drawing up of sustainability strategies or Agendas 21 at both the local and regional levels. Therefore the human and institutional capacities to carry out a joint process exist.
- France and Spain encourage the regions and Autonomous Communities to establish sustainability policies.
- The European Union stimulates the drawing up of sustainable development strategies at all levels.
- The five regions have worked together on environmental and territorial development policies in the framework of INTERREG.
- Catalonia, Midi-Pyrénées and Languedoc-Roussillon worked together on certain sustainability-related issues in the framework of the Euroregion in 1989.
- The flexibility of the PM Euroregion's institutional structure may facilitate the setting up of networks as interchange points between the public and private sector with a view to working out the strategy.
- Participation in European regional networks and international networks.
- The existence of a French-Spanish core of co-operation (the parts of Catalonia on either side of the French-Spanish border) which may serve as a link with the other regions in the PM Euroregion.
- The presence of a region, namely Catalonia, in the PM Euroregion with very considerable political and economic power at both the European and international levels.

### **WEAKNESSES**

- The newness and challenges involved in implementing a strategy of this type within the scope of a Euroregion.
- The need for explicit political commitment.
- The lack of resources for managing such a complex project as this.
- The need to develop vertical and horizontal mechanisms of governance which do not exist at the moment.
- The differences between the institutions and competencies of the French regions and the Spanish Autonomous Communities.
- The absence of institutional actors essential to the co-operation among the regions of the PM Euroregion.
- The differences in the way data are treated between the French regions and the Spanish Autonomous Communities.
- Language and cultural differences.
- Different administrative cultures and traditions.
- The scant knowledge the key actors on either side of the border have of each other.
- The PM Euroregion has not yet assumed functions relating to all the matters linked to sustainable development.

### **OPPORTUNITIES**

- A chance for the French regions to evolve towards a level of co-ordination among local entities equivalent to that of the Spanish Autonomous Communities.
- Progress towards a sustainability model for the Euroregion.
- Integration of economic, social and environmental goals.

- Establishment of a strategic framework helping to make the activities carried out in the PM Euroregion consistent with each other.
- Substantial progress in regard to suparegional integration and coherence.
- Greater mutual knowledge and possibilities for mutual learning.
- Joint information management.
- Strengthening of the institutional and technical capacities necessary for moving towards sustainable development and integration of the Euroregion.
- Greater capacity for influence in the EC's SD-related networks and partnerships.
- Strengthening of the cross-border co-operation culture.
- An original contribution to the EU's sustainable development strategy.
- A stimulus to local and regional initiatives already under way.
- Involvement by private- and public-sector actors in the joint definition of problems and co-responsibility in solving them.
- The PM Euroregion could become an example for other Euroregions or inter-regional co-operation associations.

## THREATS

- The squandering and waste of resources if the process is not carried out with the necessary requirements and political commitment.
- Little involvement by the key actors.
- Strategy divorced from day-to-day public policies.
- Difficulty of solving common problems.
- Economic competition among the regions belonging to the PM Euroregion which could weaken co-operation among them.

# Conclusions

This study has examined the development of the EU's cross-border co-operation structures and the reasons for it. Reference has been made in this connection to the theoretical concept of institutional capacities and the experiences of effective governance in the Euroregions. The PM Euroregion's characteristics, challenges and projects, and their economic, social and environmental implications. Lastly, certain "good practice" criteria for drawing up an SD strategy have been formulated taking into account how it is to be implemented in the PM Euroregion. From all this, various basic conclusions can be drawn:

- 1) The policies and projects to be carried out and the challenges posed by them have social, economic and environmental implications for which strategic planning is required. Otherwise, there is a risk that the actions taken will lean too heavily towards one of the aspects of sustainability, be incoherent or not be adequately designed for constructing a sustainable Euroregion model.
- 2) An SD strategy requires an extremely high degree of commitment and consensus on the part of politicians and the most important relevant actors. If neither the will nor the capacities necessary for this to exist, the cost in terms of time and resources of going down this road may be counterproductive. This aspect is particularly important in the PM Euroregion in view of the institutional, cultural and socio-economic differences within it. This concerns mainly the political and institutional differences, the scant mutual knowledge among the leading actors, the different approaches to information management, and the cultural and administrative diversity. Obviously, if the will to assume the political consequences of drawing up

an SD strategy does not exist, there are other less ambitious options such as applying sustainability criteria to the political proposals, plans and programmes formulated by the PM Euroregion. In any case, an inventory would need to be compiled of all the major actors relating to sustainability and an invitation made to them to participate in a forum to discuss the different alternatives on the basis of a diagnostic document (a Green Paper on Sustainability in the PM Euroregion).

- 3) Every sustainability policy must achieve two inseparable goals. In the first place, a process of such characteristics must guarantee optimum protection of the environment and welfare of the population of the regions belonging to the Euroregion, while ensuring harmonious development of these regions' territories. Secondly, the Euroregion must also promote economically efficient areas. These two imperatives are often in contradiction. The PM Euroregion's task, therefore, will be to strike a balance between the principle of solidarity between the different levels of government, on the one hand, and the principle of competitiveness, taking care of the economically efficient areas.
- 4) If the choice is made to draw up a strategy, with all that this entails, many benefits will accrue from this, in both substantive and process terms, for strengthening institutional capacities. In particular, as has been seen, the institutional capacities that need to be developed in order to achieve effective governance of the PM Euroregion are similar to the capacities required for drawing up an SD strategy. Both processes overlap and reinforce each other. This translates into actions based on:
  - the partnership or horizontal and vertical co-operation principle;

- the subsidiarity principle;
  - the participation of actors from the private-sector and civil society through cross-border networks;
  - the drawing up of a long-term cross-border/SD strategy; and
  - the setting up of a common structure –the Secretariat– with political support and technical and organisational capacities (regarding negotiation, conflict resolution, consensus building and expertise) to lead an SD strategy. The capacities needed to comply with the technical requirements relating to information management, the definition of goals and means, and evaluation of the strategy and the different plans and programmes within the scope of the PM Euroregion also need to be included here.
- 5) Both processes must be developed gradually. The PM Euroregion has only recently been set up and consequently it is advisable, during the first stage, for it to carry out specific activities aimed at increasing the contact and acquaintance of all the actors with each other before moving on to drawing up a strategy which involves broaching numerous aspects of everyday reality with which it has not yet dealt. In this regard, the setting up of cross-border networks and forums, the production and dissemination of informative material, especially through the

PM Euroregion's website, are useful resources for creating structures and knowledge with multiplier effects. Once substantial progress has been made on these specific activities, it will be possible to move on to concretising the longer-term strategic approach. This might be the appropriate moment to set up a Sustainable Development Advisory Council for the PM Euroregion.

- 6) The PM Euregion's bodies and its leaders must act as policy entrepreneurs, taking advantage of the available political openings to mobilise resources and opportunities. Both the development of the PM Euroregion and its SD strategy provide opportunities for doing this. This aspect is brought out by the European, state and substitute directives and guidelines in which CC and SD are priority goals in the European context. It is therefore a matter of deploying the existing resources with a view to achieving the co-operation of the actors by providing them with common meanings and ideas. Sustainable development through cross-border co-operation has the necessary potential to generate ideas, rules and values which, once introduced into the social structures, can facilitate collective learning by all the actors as a basic ingredient of the institutional capacities described in the course of this study.

# References

- AEBR (2004). *European Charter for Border and Cross-Border Regions*. Gronau.
- AEBR (2002). *Statement of AEBR on the "6th EU Environment Action Programme"*. Gronau.
- AEBR-LACE (1997). *Document de treball sobre la Iniciativa INTERREG i el seu futur desenvolupament*. Gronau.
- AJA FERNÁNDEZ, E. (1989). “La distribución de competencias entre el Estado y las Comunidades Autónomas en España: balance y perspectivas”, *Revista del Centro de Estudios Constitucionales*, 4.
- ANDERSON, J.; O'DOWD, L.; WILSON, T.M. (Eds.) (2003). *New borders for a changing Europe: cross-border cooperation and governance*. Frank Cass. London.
- ARANDA, C. (2005). “La cooperació transfronterera a Europa i les euroregions”, *Papers de Treball*, nº 4/2005. Departament d'Economia i Finances, Generalitat de Catalunya. Barcelona.
- ARANDA, C.; MONTOLIO, D. (2005a). “Caracterització econòmica de l'Euroregió Pirineus-Mediterrània”, *Papers de Treball*, nº 2/2005. Departament d'Economia i Finances, Generalitat de Catalunya. Barcelona.
- ARANDA, C.; MONTOLIO, D. (2005b). “Catalunya en el marc de les regions europees: l'Euroregió Pirineus-Mediterrània”, *Nota d'Economia*, vol. 3, no. 80, pp 9-40, Barcelona.
- BAYRAGUET, A.; GÓMEZ, M. (2005). “Transports, infraestructures i comunicacions”. In CTESC (Ed.). *L'estructura econòmica de l'Euroregió Pirineus-Mediterrània*. Generalitat de Catalunya (Llibres del Consell de Treball, Econòmic i Social). Barcelona.
- BEHAR, D.; ESTÈBE, P. (2004). “Aménagement du territoire: une mise en perspective”. In *L'état des régions françaises*. La Découverte.
- BOIRA, J.V. (2004). *Les euroregions*. Institut d'Economia i Empresa Ignasi Villalonga (Documents Euram, 6). Valencia.
- BONET, X. (2005a). “Treball”. In CTESC (Ed.). *L'estructura econòmica de l'Euroregió Pirineus-Mediterrània*. Generalitat de Catalunya (Llibres del Consell de Treball, Econòmic i Social). Barcelona.
- BONET, X. (2005b). “Territori i població”. In CTESC (Ed.). *L'estructura econòmica de l'Euroregió Pirineus-Mediterrània*. Generalitat de Catalunya (Llibres del Consell de Treball, Econòmic i Social). Barcelona.
- BORJA, J.; ARIAS, A. (2005). “El futuro de los Pirineos en el ámbito europeo y la relación ciudad-montaña” (Congress: El Futur de les Muntanyes en la Unió Europea del segle XXI – The Future of Mountains in the European Union in the 21<sup>st</sup> Century) <[www.ctp.org/comun/novedades/2005/-CongresoFuturo/ponencias/index.pdf](http://www.ctp.org/comun/novedades/2005/-CongresoFuturo/ponencias/index.pdf)>.
- BOUDER, F. (2003). “Knowledge Strategies for Sustainable Development”. In *Strategies for Sustainable Development: Roles and Responsibilities along the Local-global Axis*. CADS and IIG. Barcelona.
- BRISSON, J.-F. (2003). “Les nouvelles clefs constitutionnelles de répartition des compétences entre l'É-

- tat et les collectivités locales". *Actualité Juridique de Droit Administratif*.
- BROSSET, E. (2004). "L'impossibilité pour les collectivités territoriales françaises d'exercer le pouvoir législatif à l'épreuve de la révision constitutionnelle sur l'organisation décentralisée de la République", *Revue française de droit constitutionnel*, 60.
- BRUNET, P.; ALMEIDA, F.; COLL, M. (2005). "Agenda 21: subsidiariedad y cooperación a favor del desarrollo territorial sostenible", *Boletín de la A.G.E.*, 39, <[www.ieg.csic.es/age/boletin/39/16-AGENDA.pdf](http://www.ieg.csic.es/age/boletin/39/16-AGENDA.pdf)>.
- BULLMAN, U. (Ed.) (1994). *Die Politik der dritten Ebene. Regione im Europa der Union*. Nomos. Baden-Baden.
- CARRILLO, J. (2005). "Agricultura, ramaderia i pesca". In CTESC (Ed.): *L'estructura econòmica de l'Euroregió Pirineus Mediterrània*. Llibres del Consell de Treball, Econòmic i Social. Generalitat de Catalunya. Barcelona.
- Committee of the Regions (2005). *Position on the Proposal for a Regulation of the European Parliament and of the Council establishing a European Grouping for Cross-border Co-operation (EGCC)*. 2005/C 71/11.
- Conseil régional Languedoc Roussillon (2005-2010). *Vivre en Septimanie, un projet pour le mandat: 500 actions concrètes*. <[www.cr-languedocroussillon.fr](http://www.cr-languedocroussillon.fr)>.
- CORREA, J. (2002). "Estrategia española de desarrollo sostenible mediante indicadores", *Revista Fuentes Estadísticas*, nº 64.
- Council of the European Union (2006). *Review of the EU Sustainable Development Strategy (EU SDS) Renewed Strategy*. June 2006. Brussels.
- Council of Europe (1998). *Integración de las exigencias medioambientales en las políticas de la Unión*. June 1998. Cardiff.
- Council of Europe (1999). *Perspectiva Europea de Ordenación Territorial (PEOT)*. Postdam.
- Council of Europe (2000). *Hacia la Europa de la Innovación y el Conocimiento*. March 2000. Lisbon.
- Council of Europe and European Parliament (2001). *Directive 2001/42/EC on the assessment of the effects of certain plans and programmes on the Environment*. June 2001. Brussels.
- CRÔNE, M. (2004). "Développement durable : le préfet décroche le premier rôle". In *Le développement durable à l'usage des collectivités territoriales*. 3<sup>rd</sup> edition. Dexia Editions, PUF. Paris.
- DARCY, G. (1982). *Le système administratif français*. CFPC.
- DELAMARRE, A. (2002). "Les acteurs, les cadres et les modes d'intervention de l'aménagement du territoire". In CARO, P.; DARD, O.; DAUMAS, J.C. (Dir.). *La politique d'aménagement du territoire : racines, logiques et résultats*. Presses universitaires de Rennes. Rennes.
- DIMAGGIO, P.J. (1988). "Interest and agency in institutional theory". In L.G. Zucker (Ed.). *Institutional Patterns and Organizations: Culture and Environment*. Ballinger. Cambridge, MA.
- DURAN, P.; THOENIG, J.C. (1996). "L'État et la gestion publique territoriale", *Revue française de science politique*, vol. 46, n° 4.
- EPM (2005). Founding Declaration of the PM Euroregion, *L'Euroregió, un futur compartit*. 29 October 2004. Barcelona.
- EPM Press File (2006). Meeting of 10 February 2006, Toulouse, Midi-Pyrénées.
- European Commission (1999). *Aragón en la Unión Europea*. <[europa.eu.int/spain/publicaciones/-ccaa.htm](http://europa.eu.int/spain/publicaciones/-ccaa.htm)>.
- European Commission (1999). *Baleares en la Unión Europea*. <[europa.eu.int/spain/publicaciones/-ccaa.htm](http://europa.eu.int/spain/publicaciones/-ccaa.htm)>.
- European Commission (1999). *Cataluña en la Unión Europea*. <[www.europa.eu.int/spain/publicaciones/ccaa.htm](http://www.europa.eu.int/spain/publicaciones/ccaa.htm)>.
- European Commission (2001). *Libro Blanco sobre la Gobernanza Europea*, COM (2001), 428 final.
- European Commission (2001). *A Sustainable Europe for a Better World: A European Union Strategy for Sustainable Development*. COM (2001), 261 final.
- European Commission (2003). *Segundo Informe sobre la Cohesión Económica y Social*. COM (2003), 34 final.
- European Commission (2004). *Construyendo nuestro futuro común; retos políticos y medios pre-*

- supuestarios de la Unión ampliada 2007-2013*, COM (2004), 101 final.
- European Commission (2005). *Política de Cohesión en apoyo del crecimiento y el empleo: directrices estratégicas comunitarias, 2007-2013*. COM (2005), 0299.
- European Commission (2006). *Sustainable Development Indicators to Monitor the Implementation of the EU Sustainable Development Strategy*. SEC (2005), 161 final. Brussels.
- European Parliament (2004). *Resolució sobre la funció de les "euroregions" en el desenvolupament de la política regional (2004/2257(INI))*.
- Eurostat: Press release 63/2006, of 18 May 2006.
- Evans, B., MARKO, J., SUNDBACK, S., THEOBALD, K. (2005). *Governing Sustainable Cities*, Londres: Earthscan
- FANDIÑO, J. (2005a). "Indústria i energia". In CTESC (Ed.). *L'estructura econòmica de l'Euroregió Pirineus Mediterrània*. Generalitat de Catalunya (Llibres del Consell de Treball, Econòmic i Social). Barcelona.
- FANDIÑO, J. (2005b). "Serveis, comerç i turisme". In CTESC (Ed.). *L'estructura econòmica de l'Euroregió Pirineus Mediterrània*. Generalitat de Catalunya (Llibres del Consell de Treball, Econòmic i Social). Barcelona.
- FERNÁNDEZ, T.R. (1978). "Las autonomías regionales: crítica al verbalismo", *Triunfo*, 28, January.
- Founding Declaration of the PM Euroregion (2004). *L'Euroregió, un futur compartit*. 29 October 2004. Barcelona.
- Fundació Centre Documentació Política (2006). "L'Euroregió Pirineus Mediterrània", *Documents*, 14.
- GABBE, J., MALCHUS, V.; MARTINOS, H. (2000), *Practical Guide on Cross Border Cooperation, Third Edition*, Association of European Border Regions (AEBR), Gronau.
- GARCÍA ROCA, J. (1987). "Asimetrías autonómicas y principio constitucional de solidaridad", *Revista Vasca de Administración Pública*, 47.
- GARCÍA, C. (2006). "L'acció exterior catalana envers l'Europa comunitària". In MORATA, F. (Dir.). *20 Anys de Catalunya a la Unió Europea (1986-2006)*. IUEE-Patronat Català Pro Europa. Barcelona.
- GARRIDO FALLA, F. (1981). "El desarrollo legislativo de las normas básicas y leyes marco estatales por las Comunidades Autónomas", *Revista de administración pública*, 94.
- GIANNETTI, M. "The effects of integration on regional disparities: Convergence, divergence or both?", *European Economic Review*, nº 46, pp. 539-567.
- GOZE, M. (2002). "Décentralisation et intercommunalité : entre aménagement du territoire et démocratie locale", *Informations sociales*, 104.
- HANF, K.; MORATA, F. (2001). *Governança i Desenvolupament Sostenible: Aspectes Institucionals. Informe al Consell Assessor sobre Desenvolupament Sostenible*. CADS and IIG. Barcelona.
- HOOGHE, L.; MARKS, G. (2004). "Gobernanza estatocéntrica y gobernanza multinivel". In MORATA, F. (Ed.). *Gobernanza multinivel en la Unión Europea*. Tirant lo Blanch. Valencia.
- JONES, B.; KEATING, M. (Eds.) (1995). *The European Union and the Regions*. Oxford University Press. Oxford.
- KEATING, M. (1998). *The New Regionalism in Western Europe. Territorial Restructuring and Political Change*. Edward Elgar. London.
- LAVIALLE, C. (1996). "Décentralisation et domaine", *Revue française de droit administratif*.
- LUCAS VERDÚ, P.; MURILLO de la CUEVA, P.L. (1999). "La solidaridad interterritorial: artículo 138". In ALZAGA VILLAAMIL, O. (Dir.). *Comentarios a la Constitución española de 1978*, T. XI. Cortes Generales. Madrid.
- MALLARACH, J.M. (2003). "The key role of evaluation in the implementation of sustainable development strategies. Conditions and factors for improving effectiveness". In *Strategies for Sustainable Development: Roles and Responsibilities along the Local-global Axis*. CADS and IIG. Barcelona.
- MARCH, J.G.; OLSEN, J.P. (1989). *Rediscovering Institutions*. Free Press. New York.
- MEADOWCROFT, J. (2003). "Participation and strategies for sustainable development". In *Strategies for Sustainable Development: Roles and Responsibilities along the Local-global Axis*. CADS and IIG. Barcelona.
- Ministère de l'intérieur, DGCL (2005).

- MODERNE, F. (1991). "L'état des autonomies dans l'État des autonomies". In LAVROFF, D.G. (Dir.). *Dix ans de démocratie constitutionnelle en Espagne*. Éd. CNRS. Paris.
- MORATA, F. (2004). "Regiones y gobernanza multinivel en la Unión Europea". In MORATA, F. (Ed.). *Gobernanza multinivel en la Unión Europea*. Tirant lo Blanch. Valencia.
- MORATA, F. (2002). "The role of the regions in the local/global GSD axis". In *Governance for Sustainable Development*. CADS and IIG. Valencia.
- MORATA, F.; ETHERINGTON, J. (2003). *Global i Local*. Pòrtic. Barcelona.
- Observatoire de l'intercommunalité – ADCF, 2006.
- OCDE (2001). *Estrategias de Desarrollo Sostenible: Guía Práctica de Cooperación para el Desarrollo*, DCD/DAC(2001)9/FINAL.
- PAREJO ALFONSO, L. (1986). "La autonomía local", *Revista de Estudios de la Administración Local y Autonómica*, 229.
- PÉREZ, M.; JIMÉNEZ, J. (2002). "Los indicadores de sostenibilidad en Cataluña", *Revista Fuentes Estadísticas*, 64.
- PERKMANN, M. (2002). *The rise of Euroregion. A bird's eye perspective on European cross-border co-operation*. University of Lancaster. Lancaster.
- PERKMANN, M. (2002). *Policy entrepreneurs, multi-level governance and policy networks in the European polity: The case of the Euregio*. University of Lancaster. Lancaster.
- PERKMANN, M (2005). "The emergence and governance of euroregions: the case of the EUREGIO on the Dutch-German border". Workshop: *Euroregions, experiences and lessons*. Institut Universitari d'Estudis Europeus. Barcelona.
- Préfecture de la région Languedoc-Roussillon (2004). *Projet d'Action Stratégique de l'État en Région*. <[www.languedoc-roussillon.pref.gouv.fr](http://www.languedoc-roussillon.pref.gouv.fr)>
- PRIOLLAUD, F.X. (2005). "Les collectivités territoriales en Europe". In *Les collectivités territoriales en France*. Les Notices de La Documentation Française.
- RAO, A; FRIEDMAN, M. (2000). "Transforming institutions: history and challenges. An international perspective", *Institutionalizing Gender Equality: Commitment, Policy and Practice*, Amsterdam: KIT/ Royal Tropical Institute, Critical Reviews and Annotated Bibliographies Series.
- REGOURD, S. (2004). "L'organisation territoriale issue de la décentralisation de 1982: un bilan critique". In "Décentralisation, État et territoires", *Cahier français*, 318, La Documentation Française.
- ROCA, D. (2007). "Vers la fin de l'État des autonomies en Espagne – À propos du nouveau statut d'autonomie de la Catalogne", *Revue française de droit constitutionnel*. (In press).
- RAO, A. FRIEDMAN, M (2000). "Transforming institutions: history and challenges. An international perspective", *Institutionalizing Gender Equality: Commitment, Policy and Practice*, Amsterdam: KIT/ Royal Tropical Institute, Critical Reviews and Annotated Bibliographies Series.
- SCHARPF, F.W. (1997). *The problem solving capacity of a multi-level governance*, Working paper. European University Institute. Florence.
- Sustainable European Regions Network (2004). *Cohesive Thinking towards a Sustainable Future*. [www.sustainable-euregions.net](http://www.sustainable-euregions.net).
- TAMBOU, O. (1999). *La Coopération transfrontière européenne à l'échelle de la Catalogne*. Institut Universitari d'Estudis Europeus. Bellaterra.
- TORRES, P. (2003). "Requirements for the feasibility of sustainable development strategies". In *Strategies for Sustainable Development: roles and responsibilities along the local-global axis*. CADS and IIG. Barcelona.
- TRIGO, J (2005). "Magnituds económiques". In CTESC (Ed.), *L'estructura econòmica de l'Euroregió Pirineus Mediterrània*. Generalitat de Catalunya (Llibres del Consell de Treball, Econòmic i Social). Barcelona.
- TULARD, M.-J. (2005). "Les compétences de la région". In *Les collectivités territoriales en France*. Les Notices de La Documentation Française.
- UNO (2002). *Guidance in preparing a national sustainable development strategy: managing sustainable development in the new millennium*. DESA-DSD/PC2/BP13. Ghana.
- VERPEAUX, M. (2005). "La déconcentration". In *Les collectivités territoriales en France*. Les Notices de La Documentation Française.

# Abbreviations and acronyms

<b>AC</b> Autonomous Community	<b>CoR</b> Committee of the Regions
<b>AEBR</b> Association of European Border Regions	<b>CREA</b> <i>Confederación de Empresarios de Aragón</i> (Confederation of Employers of Aragon)
<b>AJE</b> <i>Asociaciones de Jóvenes Empresarios</i> (Young Employers' Associations)	<b>CREARCAT</b> Portal for setting up companies in Catalonia and France
<b>ARPE</b> <i>L'Agence régionale pour l'environnement</i> (Regional Environment Agency)	<b>DGCL</b> <i>Direction générale des collectivités locales</i> (Directorate General of Local Communities)
<b>CADS</b> <i>Consell Assessor de Desenvolupament Sostenible de Catalunya</i> (Advisory Council on Sustainable Development in Catalonia - Generalitat de Catalunya)	<b>EC</b> European Commission
<b>CAEB</b> <i>Confederació d'Associacions Empresarials de Balears</i> (Confederation of Employers' Associations of the Balearic Islands)	<b>EEAC</b> European Environmental and Sustainable Development Advisory Councils
<b>CC</b> Cross-border Co-operation	<b>EGCC</b> European Groupings of Cross-border Co-operation
<b>CEO</b> <i>Confederación Española de Organizaciones Empresariales</i> (Spanish Confederation of Employers' Associations)	<b>EPCI</b> <i>Établissements publics de coopération intercommunale</i> (Public Establishments of Inter-municipal Co-operation)
<b>CEPYME</b> <i>Confederación Española de la Pequeña y Mediana Empresa</i> (Spanish Confederation of Small and Medium-sized Enterprises)	<b>ERDF</b> European Regional Development Fund
<b>CG</b> Co-ordinating Group	<b>ESDP</b> European Spatial Development Perspective
<b>CGCT</b> <i>Code général des collectivités territoriales</i> (General Code of Territorial Communities)	<b>ESF</b> European Social Fund
<b>COAG</b> <i>Coordinadora de Organizaciones de Agricultores y Ganaderos</i> (Farmers' and Cattle-breeders' Co-ordinating Committee)	<b>EU</b> European Union
	<b>FC</b> French Constitution
	<b>FCDP</b> <i>Fundació Centre de Documentació Política</i> (Centre Foundation of Political Documentation)

**FDSEA**

*Fédérations départementales des syndicats d'exploitants agricoles* (Departmental Federations of Farmers' Unions)

**FNSEA**

*Fédération nationale des syndicats d'exploitants agricoles* (National Federation of Farmers' Unions)

**FRSEA**

*Fédérations régionales des syndicats d'exploitants agricoles* (Regional Federations of Farmers' Unions)

**GIS**

Geographical Information System

**IIG**

*Institut Internacional de Governabilitat de Catalunya*  
(International Governability Institute of Catalonia)

**IWM**

Islands of the Western Mediterranean

**LESC**

Labour, Economic and Social Council of the Generalitat de Catalunya

**MEDEF**

*Mouvement des entreprises de France* (Mouvement of Companies of France, the major French employers' association)

**NGO**

Non-governmental Organisation

**OECD**

Organisation for Economic Co-operation and Development

**PIRINET**

Co-ordination Plan for Pyrenees Computer Networks

**PM**

Pyrenees-Mediterranean

**PME**

Pyrenees-Mediterranean Euroregion

**R+D**

Research and Development

**RETE21**

*Red de Entidades Locales del Alto Aragón por la Sostenibilidad* (Pro-Sustainability Network of Local Entities of Upper Aragon)

**SC**

Spanish Constitution

**SD**

Sustainable Development

**SPD**

Single Programming Document

**STC**

*Sentencia del Tribunal Supremo*  
(Ruling of the Spanish Constitutional Court)

**TEC**

Treaty of the European Communities

**UAGA**

*Unión de Agricultores y Ganaderos de Aragón*  
(Farmers' and Cattle-breeders' Union of Aragon)

**UNEP-MAP**

United Nations' Environment Programme - Mediterranean Action Plan

**UNO**

United Nations Organisation

**UPC**

*Unió de Pagesos de Catalunya*  
(Farmers' Union of Catalonia)

**UPM-COAG**

*Unions de Pagesos de Mallorca i Menorca*  
(Farmers' Unions of Majorca and Minorca)

**WCP**

Working Community of the Pyrenees

## **Publications by the Advisory Council for the Sustainable Development of Catalonia (CADS)\***

In order to divulge knowledge and awareness of sustained development, CADS has a publishing plan that is comprised of various collections:

### **CADS Monographs**

Divulgation of periodic reports and other relevant documents published by CADS.

- *Contributions to Agenda 21 for Catalonia. The commitment of Catalonia to a sustainable future. Informative phase (February-June 2001).*
- *Report on the evolution of the state of the environment in Catalonia. 1 (air, continental water and residues).*
- *Report on the evolution of the state of the environment in Catalonia. 2 (Coast, Biodiversity, Soil and territory).*

### **Sustainability Papers**

Divulgation of reference documents on sustained development.

No. 1. *Sustainable Governance. Institutional and procedural aspects of sustainability in the European Union. European Consultative Forum on the Environment and Sustained Development.*

No. 2. *Governance for Sustainable Development. Barcelona Workshop, April 18-19, 2002.*

No. 3. *Strategy of the European Union for Sustained Development.*

No. 4. *From one Earth to one world. Summary of the World Commission on the Environment and Development.*

No. 5. *Strategies for Sustainable Development. Roles & Responsibilities along the Global-local Axis. Barcelona Workshop. June 12-13, 2003.*

No. 6. *Directive principles for sustainable territorial development of the European continent. Council of Europe.*

No. 7. *Institutions for Sustainable Development. Institutions for Sustainable Development. Barcelona Workshop. June 14-14, 2004.*

No. 8. *COUNCIL OF EUROPE. European Landscape Charter.*

No. 9. *Documents of the Conference on the European Landscape Charter on the occasion of its inauguration. Strasbourg, June 17, 2004.*

No. 10. *Basic guidelines for the sustainability of European*

*tourism. Communication from the Commission to the Council, the European Parliament, the Economic and Social Committee and the Committee of the Regions.*

No. 11. *European Union Water Framework Directive.*

No. 12. TORRES I GRAU, Pere. *Governance for sustainable development: from theory to practice.*

### **Research documents**

Summary of some of the studies commissioned by CADS.

No. 1. *National Councils for sustainable development.*

No. 2. *La governança per al desenvolupament sostenible a Catalunya. Conceptes, requeriments institucionals i elements d'anàlisi.*

No. 3. *Strategic environmental evaluation. Introductory aspects.*

No. 4. *Interrelationship between demographic and environmental variables. Demography, population, mobility and lifestyles: Variables of interest for the environment and sustainable development.*

No. 5. *Governance for Sustainable Development in Catalonia. Concepts, institutional requirements and analytic elements. La gobernanza para el desarrollo sostenible. Conceptos, requerimientos institucionales y elementos de análisis.*

No. 6. PRATS i CATALÀ, Joan. *Estratègies per al desenvolupament sostenible. Lliçons de l'experiència internacional. Estrategias para el desarrollo sostenible. Lecciones de la experiencia internacional. Strategies for Sustainable Development. Lessons from International Experience.*

No. 7. MAYOR FARGUELL, Xavier; QUINTANA LOZANO, Vanesa; BELMONTE ZAMORA, Ricard. *Aproximació a la petjada ecològica de Catalunya. Aproximación a la huella ecológica de Catalunya. An Approximation to the Ecological Footprint of Catalonia.*

No. 8. CAMPILLO i BESSES, Xavier; FONT i FERRER, Xavier. *Evaluation of the sustainability of tourism in the Alt Pyrenees and Aran.*

No. 9. LERGA FELIP, Maura. *Resolution of social conflicts with an environmental component. Introductory elements.*

No. 11. FORÉS, Elisenda SEUBAS, Judit and TORNÉ, Olga. *Catalonia saves water.*

### **International documents**

Relevant texts on the environment and sustainable

\* List updated in July 2007.

development on an international scale. In 2001 CADS took over the publication of this collection, initiated by the Department of the Environment of the Generalitat, comprised of 7 volumes.

No. 8. *Challenges of the application of the Directive on strategic environmental evaluation. European regions facing Directive 2001/42/CE of the European Parliament and Council, relative to the evaluation of the effect on the environment of certain plans and programs.*

No. 9. COUNCIL OF EUROPE. *European Landscape Charter.*

No. 10. *The Johannesburg agreements. Johannesburg Declaration on Sustainable Development. Plan for the application of the decisions of the World Summit on Sustainable Development. Gauteng Declaration.*

No. 11. *Declaration of the United Nations Conference on the Human Environment. Stockholm, June 1972.*

No. 12. *Environment 2010: the future is in our hands. Action plan for the environment in Europe at the beginning of the 21st century.*

No. 13. *Climate change 2001. III Report of the Intergovernmental Panel on Climate Change (IPCC).*

No. 14. *A sustainable world is possible. Global People's Forum. Declaration of civil society. Johannesburg, August 24 – September 3, 2002.*

No. 15. *Aarhus Convention: access to information, public participation in decision-making and access to justice in environmental matters.*

### Special reports

- *Report on Climate Change in Catalonia.* (Complete text).
- *Report on Climate Change in Catalonia. Executive summary.* (Text in Catalan, Spanish and English).
- *Report on Climate Change in Catalonia.* CD-ROM with the complete text and the executive summary. (Text in Catalan)
- *The Water Framework Directive in Catalonia. Concepts, challenges and expectations in water resource management.* (Text in Catalan, Spanish and English).

### Coeditions

- *Informe Planeta Viu* (coedition with Unescocat & Angle Edicions).

If you are interested in any of these publications, you can consult the text on our web site:

[www.cat-sostenible.org](http://www.cat-sostenible.org)

or contact us:

#### **Consell Assessor per al Desenvolupament Sostenible de Catalunya (CADS)**

Avinguda Sarrià 30, 1r 3a  
08029 Barcelona

Tel. (+34) 93 363 38 67  
Fax. (+34) 93 410 09 39  
e-mail: [cads.vicepresidencia@gencat.cat](mailto:cads.vicepresidencia@gencat.cat)

