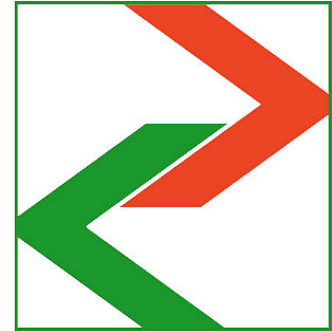


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FINAL REPORT

CROSS-BORDER COOPERATION IN LATIN AMERICA

Contribution to the regional integration process

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**Association of European Border Regions
(AEBR)**

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Executive Summary

This study has been made in the framework of the European Parliament's call to include European Union (EU) Regional Policy into a stronger international context and within the EU cooperation policy with third countries. It describes a road map for cross-border cooperation (CBC) in Latin America in close partnership with the EU and other European partners.

The new focus of the European Commission (DG Regio) on the territorial aspects of the strategic partnership between the EU and Latin America means a strong step forward to achieve better levels of territorial cohesion. But, in Latin America there are geographical, historical, economic, social and political preconditions for regional development and CBC which differ strongly from European situation and experiences. The political will to develop CBC in Europe is strongly linked to the supranational integration process of the EU initiated after the II World War. But it is also linked to national and sub-national processes. On the contrary, due to historical developments, Latin American national governments are the most important political players up to now in Latin America. Regions, provinces, departments and municipalities depend on national governments in political, financial and planning terms. On the other hand, there has not been in Latin America a place-based approach for CBC until now, with functioning structures like those developed in Europe.

Within the last decade it can be stated an increase in the political will to support, develop, and strengthen CBC in Latin America. There is no doubt that Latin American local and regional authorities as well as the economic sector and the NGOs are playing a growing role in many cross-border fields. Regionalisation and CBC are increasingly present in the political agendas of all MERCOSUR countries (particularly in Argentine, Brazil, Paraguay and Uruguay, its original members). But CBC runs mostly informally and not structured enough.

It is the time to debate thoroughly about a clear strategy, specific and common financial resources, and a distribution of tasks and responsibilities between the different levels (supra-national, national, regional and local). One-off activities, which in principle are welcomed, depend too much on the commitment of individuals, organisations or institutions (there is a danger that these activities will finish if persons leave). They are not part of a regional development or even an overall cross-border development concept or strategy, and sometimes compete against each other. EU experience shows that permanent cross-border institutions or structures, which could channel the cooperation in a more strategic and permanent way, are very helpful.

One of the findings of this study lies in the evidence that the European experience in cross-border and interregional cooperation is becoming particularly relevant in Latin America. Local stakeholders wish to use this unique set of experiences and take profit of the best (and worst) practise available to develop real CBC amongst most of the countries. This concerns above all the border areas between Argentine, Brazil, Paraguay and Uruguay. In this sense, the following two cross-border areas in South America have been selected for case studies in this report:

- the Triple Border between Brazil, Argentine and Paraguay,
- the bilateral Brazilian-Uruguayan border.

Within the study a SWOT analysis is developed for the selected cross-border areas in South America and an initial report on the situation of CBC in Central America has been drafted. The SWOT analysis addresses shortly their socio-economic situation, territorial divide and common challenges and chances (based on available information). It also describes the internal and external factors that are favourable and unfavourable for CBC.

Huge distances, lack of common border control facilities, weak infrastructures (compared with European standards) as well as fragile economies have a strong impact on the development of sustainable CBC which has to be strengthened in the future. In some cases, it is not about finding financial resources, but about using national funds for cross-border activities (national funds are only devoted to national projects).

Up to now there is no systematic targeted staff training for CBC within regional and local authorities to develop common programmes or strategies, to organise permanent cooperation, and to establish cross-border institutions/structures for cooperation.

As a result of the study, concrete projects, an action plan, and a road map are elaborated including the next steps to strengthen CBC in the selected border areas and how to proceed in other Latin American borders. Taking into account the EU experience and the exchanges with Latin American experts, it can be stated that:

- CBC will create sustainable added value and contribute to Latin American integration becoming the cement of a “Latin American House”. In order to succeed, the existing back-to-back situation in this process of integration must be transformed into a “face to face” relationship, while respecting the national sovereignties. Barriers have to be overcome and prejudices too.
- Decentralised CBC at regional/local level in partnership with national governments and supra-national organisations is the most suitable instrument to pave the way for a new quality of borders as meeting places offering a wide range of opportunities.
- Successful CBC in Latin America should be based on the following key elements:
 - a step by step development (first the tasks, then the structure);
 - the strengthening of regional and local tasks and responsibilities;
 - a strategic/programmatic approach;
 - real joint projects;
 - a permanent working structure per cross-border area (informal, later formal) as the main player (joint decision-making bodies, joint secretariat and staff);
 - own joint financial resources.

Short-term and mid-term action plan (along the borders of Argentina, Brazil, Paraguay and Uruguay)

The main objective is to enhance CBC in this area by securing the transit from individual cross-border activities to a more strategic and programmatic approach (sustainability).

A consistent training programme is needed to enhance regional and local capacities, to involve all partners from both sides of the border and to achieve a more strategic approach to CBC.

In the first phase it is recommended to initiate a parallel process, because targeted training and the elaboration of cross-border strategies/programmes takes time. In the meantime, concrete cross-border projects and other actions coming out from the SWOT analysis can be drafted and implemented. Otherwise nothing will happen in this phase and as a result there would be a strong frustration of actors and citizens on the ground coming with high expectations.

In the extended Triple Border area (AR/BR/PR) and along the Brazilian-Uruguayan border a cross-border organisation/association (composed by regional and local authorities) has to be established for each area to avoid duplication of structures. It will be responsible for managing and coordinating all cross-border activities (political responsibility). In each member province or department, one full time person has to be responsible exclusively for CBC. At national level one department (and one person) should take the overall responsibility for territorial cooperation with the main focus on CBC. National funds earmarked for border and cross-border activities have to be provided on a multi-annual basis.

The role of the EU is to encourage and facilitate the whole process through intensifying political contacts and allocating some financial resources to enable the implementation of the recommendations.

Road map for the development of cross-border cooperation in Latin America

CBC in Latin America should be implemented at local, regional, and national level (Multi-level Governance and Subsidiarity) with the support of supra-national organisations (MERCOSUR, CAN, UNASUR) as well as by the participation of the economic sector and non-public actors of civil society (Principle of Partnership). The sub-national level (bottom-up approach) still needs to grow in relevance within the whole development cycle of this regional integration process.

To achieve this goal, genuine cross-border programmes, projects and structures will strengthen social and economic cohesion without touching sovereignty rights. This study proposes three sets of objectives:

- *short-term objectives*: concrete projects, need of decentralised cooperation, establishment of partnerships, informal structures for CBC in general;
- *mid-term objectives*: to increase local/regional/national capacities for sustainable CBC, to elaborate joint strategies/programmes and projects, as well as strengthening cross-border institutions; and
- *long-term objectives*: with a view to the regional integration process throughout Latin America.

In parallel, it is necessary to strengthen from the beginning:

- The political process to define a territorial vision to enhance Latin American social and economic integration and regional development by CBC.
- Local capacities through a training programme on CBC for civil servants, politicians and other stakeholders.

Concrete projects

The development of such a road map described above is a very difficult process. To start a fruitful European-Latin America collaboration to promote CBC it is recommendable to assist in the implementation of a set of selected projects:

Cross border route of Jesuit missions

Based on existing national promotion of a route of Jesuit missions by organisations in Paraguay and Argentine, the objective of the project is to build up a cross-border and later a transnational touristic route (corresponding to its historical background), including its management structure, in order to develop and define touristic products and potentials with a strong marketing worldwide.

Bi-national Joint Management Commission of the river Parana – COMIP (AR/PR)

The main objective of COMIP is to extend the up to now existing more technical cooperation to control the river Parana, into a more political and strategic cooperation, involving the communities and other stakeholders along the river Parana in practical CBC.

Twin cities

They play a very important role in the development of CBC along the Brazilian-Uruguayan border. At present they are gateways connecting larger cities/metropolis apart, and places for small activities contributing to the development of the local economy. Despite still existing border problems (e.g. illegal activities), the socio-cultural ties and economic activities can be used as a starting point to implement CBC in a more sustainable way.

Transnational project Río de la Plata (River Plate)

The triangle of River Plate (AR/BR/UR) should become a pilot area for a wider cross-border and transnational project, building up the Metropolitan La Plata Region surrounded by a network of intermediate cities, regional centres and rural communities working together through a fruitful urban-rural partnership. Key measures (improved accessibility, green transports and promotion of creativity and economic interests) could also be implemented in this area, being a very good example for other areas in Latin America.

The Faixa de Fronteira in Brazil

The different initiatives undertaken by the Brazilian Federal Government and the States should be underlined and supported by any means. Particularly relevant are the studies developed by the RETIS Group at the Federal University of Rio de Janeiro on the Brazilian Border Strip. RETIS and the AEBR have agreed to exchange views with the Brazilian Government and the European Commission in order to extend these studies with the participation of neighbouring countries in the whole process.

Este estudio ha sido realizado en el marco del llamamiento del Parlamento Europeo para incorporar la Política Regional de la Unión Europea (UE) dentro de un contexto más internacional y en la política de cooperación con países terceros de la UE. También describe una hoja de ruta para la Cooperación Transfronteriza (CTF) en América Latina, en estrecha colaboración con la UE y otros socios europeos.

El nuevo enfoque de la Comisión Europea (DG Regio) en los aspectos territoriales de la asociación estratégica entre la UE y América Latina es un gran paso para alcanzar mejores niveles de cohesión territorial. Pero debe ponerse de manifiesto que en América Latina hay unas condiciones previas para el desarrollo regional y la CTF de carácter geográfico, histórico, económico, social y político que difieren enormemente de la situación y experiencia europeas. La voluntad política para desarrollar CTF en Europa está unida al proceso de integración supranacional que se inició en este continente tras la II Guerra Mundial. Y también está ligada a procesos nacionales y subnacionales. Por razones históricas, los gobiernos nacionales latinoamericanos han sido hasta ahora los actores políticos más relevantes. Las regiones, provincias, departamentos y municipalidades dependen política y financieramente de los gobiernos nacionales, así como desde el punto de vista de la planificación. Hasta ahora no se ha producido un enfoque de la CTF basado en el territorio, con estructuras operativas como las que se han desarrollado en Europa.

En la última década puede confirmarse un incremento sustancial de la voluntad política para apoyar, desarrollar y fortalecer la CTF en América Latina. No hay duda de que las administraciones regionales y locales latinoamericanas están jugando un papel creciente en muchos aspectos transfronterizos, al igual que el sector económico y las ONGs. La regionalización y la CTF están cada vez más presentes en las agendas políticas de todos los países de MERCOSUR (particularmente en Argentina, Brasil, Paraguay y Uruguay, sus socios originales). Pero la CTF se desarrolla de una manera informal y poco estructurada en la mayoría de ocasiones.

Ha llegado el momento de debatir en profundidad una estrategia clara y específica y unos recursos financieros comunes, así como sobre el reparto de tareas y responsabilidades entre los distintos niveles (supranacional, nacional, regional y local). Predominan las actividades aisladas, en principio bienvenidas, que dependen demasiado del compromiso de individuos, organizaciones o instituciones concretas (con el consiguiente riesgo de que las actividades cesen cuando determinadas personas ya no estén al cargo). No suelen formar parte de una estrategia de desarrollo regional ni de un planteamiento general de desarrollo transfronterizo y, a veces, compiten unas con otras. La experiencia en la UE muestra que las instituciones o estructuras permanentes de CTF son muy útiles, ya que canalizan la cooperación de una forma más estratégica y permanente.

Uno de los hallazgos de este estudio consiste en la evidencia de que la experiencia europea en cooperación transfronteriza e interregional está adquiriendo cada vez mayor relevancia en América Latina. Muchos de los interesados locales desean utilizar este conjunto único de experiencias y aprovechar la mejor (y la peor) práctica disponible para desarrollar una CTF real entre la mayor parte de los países. Esto es sobre todo así en las áreas fronterizas entre

Argentina, Brasil, Paraguay y Uruguay. En este sentido, las siguientes áreas fronterizas de Sudamérica fueron seleccionadas como casos concretos en este informe:

- La Triple Frontera entre Brasil, Argentina y Paraguay
- La frontera bilateral brasileño-uruguaya

En el estudio se ha desarrollado un análisis DAFO (*SWOT*) para las áreas seleccionadas en Sudamérica y se ha esbozado un informe inicial sobre la situación de la CTF en Centroamérica. El análisis DAFO se ocupa brevemente de la situación socio-económica, la división territorial y los retos y oportunidades (según la información disponible). También describe los factores internos y externos que son favorables o desfavorables para la CTF.

Las enormes distancias, la falta de instalaciones conjuntas de control fronterizo, las escasas infraestructuras (en comparación con los estándares europeos), así como la fragilidad de las economías tienen un enorme impacto en el desarrollo de una CTF sostenible, que ha de ser fortalecida en el futuro. En algunos casos la dificultad no radica tanto en encontrar los recursos financieros, sino en la utilización de fondos nacionales para actividades transfronterizas (los fondos nacionales son destinados únicamente a proyectos nacionales).

Las administraciones locales y regionales no disponen de formación orientada a la CTF para desarrollar programas o estrategias conjuntas, organizar una cooperación permanente o establecer estructuras o instituciones transfronterizas para la cooperación.

Como resultado de este estudio se ha esbozado una serie de proyectos concretos, un plan de acción y una hoja de ruta, incluyendo los próximos pasos para fortalecer la CTF en las áreas fronterizas seleccionadas y cómo proceder en otras fronteras latinoamericanas. Teniendo en cuenta la experiencia de la UE y los intercambios con expertos latinoamericanos, puede afirmarse que:

- La CTF creará un valor añadido sostenible y contribuirá a la integración latinoamericana convirtiéndose en el cemento de la “Casa Latinoamericana. Para tener éxito, las zonas que siguen dándose la espalda en este proceso de integración deben encontrarse cara a cara, al tiempo que se respetan las soberanías nacionales. También deben superarse barreras y prejuicios.
- Una CTF descentralizada a nivel local y regional en colaboración con los gobiernos nacionales y los organismos supranacionales es el instrumento más adecuado para preparar esa nueva cualidad de las fronteras como espacios de encuentro que ofrecen una amplia gama de oportunidades.
- El éxito de la CTF en América Latina debe basarse en los siguientes elementos clave:
 - Un desarrollo paso a paso (primero las tareas, después la estructura);
 - El fortalecimiento de las tareas y responsabilidades locales y regionales;
 - Un planteamiento estratégico/programático;
 - Proyectos realmente conjuntos;

- Una estructura permanente de trabajo por área transfronteriza (informal, más tarde formal) como actor principal (toma conjunta de decisiones, secretaría y personal conjuntos);
- Recursos financieros comunes propios.

Plan de acción a corto y medio plazo (en las fronteras de Argentina, Brasil, Paraguay y Uruguay)

El objetivo principal es mejorar la CTF asegurando el tránsito desde una actividad transfronteriza esporádica hasta un enfoque más programático y estratégico (sostenibilidad).

Para implicar a todos los interesados de ambas partes de la frontera y conseguir un planteamiento más estratégico de la CTF, debe desarrollarse un programa de formación coherente que fortalezca las capacidades locales y regionales.

En una primera fase se recomienda iniciar un proceso paralelo, ya que la formación específica y la elaboración de estrategias/programas necesitan tiempo. Mientras tanto, debe diseñarse y llevarse a cabo una serie de proyectos y otras acciones transfronterizas que surjan del análisis DAFO. De lo contrario no ocurrirá nada durante esta fase dando como resultado un alto grado de frustración entre los actores y aquellos ciudadanos que hayan desarrollado mayores expectativas.

En la Triple Frontera extendida (AR/BR/PR) y en la frontera entre Brasil y Uruguay debe establecerse una organización o asociación transfronteriza en cada área (compuesta por las administraciones locales y regionales) evitando la duplicidad de estructuras. Dicha organización debe ser la responsable de gestionar y coordinar todas las actividades transfronterizas (responsabilidad política). En cada departamento o provincia implicada una persona debería destinarse exclusivamente a la CTF. A nivel nacional, un departamento (y una persona) debería asumir la responsabilidad general de la cooperación territorial, con un enfoque principal en la CTF. Los fondos nacionales destinados a las actividades transfronterizas deben presupuestarse de forma plurianual.

El papel de la UE es estimular y facilitar este proceso intensificando los contactos políticos y destinando algunos recursos financieros para hacer posible la puesta en funcionamiento de las recomendaciones.

Hoja de ruta para el desarrollo de la cooperación transfronteriza en América Latina

La CTF en América Latina debe llevarse a cabo a nivel local, regional y nacional (Gobernanza Multi-nivel y Subsidiariedad) con el apoyo de las organizaciones supranacionales (MERCOSUR, CAN, UNASUR) y la participación del sector económico y otros actores no gubernamentales de la sociedad civil (Principio de Partenariado). La relevancia del nivel subnacional (enfoque de abajo arriba) aún ha de crecer dentro del ciclo completo de este proceso de integración regional.

Para alcanzar este objetivo, programas, proyectos y estructuras transfronterizas fortalecerán la cohesión económica y social sin alterar los derechos soberanos. Este estudio propone tres grupos de objetivos:

- *Objetivos a corto plazo:* proyectos concretos, necesidad de cooperación descentralizada, establecimiento de asociaciones, estructuras informales para la CTF en general;
- *Objetivos a medio plazo:* incremento de las capacidades locales y regionales para una CTF sostenible, elaboración de estrategias, programas y proyectos conjuntos, fortalecer las instituciones transfronterizas; y
- *Objetivos a largo plazo:* con vistas al proceso de integración regional en toda América Latina.

En paralelo, debe fortalecerse desde el primer momento:

- El proceso político para definir una visión territorial que mejore la integración económica y social y el desarrollo regional de América Latina mediante la CTF.
- Las capacidades locales mediante un programa de formación en CTF para funcionarios, políticos y otros interesados.

Proyectos concretos

El desarrollo de la hoja de ruta descrita anteriormente resulta un proceso difícil. Para comenzar una colaboración exitosa entre Europa y América Latina que promueva la CTF es recomendable cooperar en la puesta en marcha de una serie de proyectos seleccionados:

La Ruta Transfronteriza de las Reducciones Jesuíticas

Basado en la promoción nacional existente de una ruta de las Misiones Jesuíticas mediante organizaciones de Paraguay y Argentina, el objetivo del proyecto es construir una ruta turística transfronteriza, y después transnacional (de acuerdo con sus antecedentes históricos), que incluya una estructura de gestión que desarrolle y defina productos y potenciales turísticos para una amplia comercialización mundial.

Comisión Mixta Argentino-Paraguaya del Río Paraná (COMIP)

El principal objetivo de la COMIP es ampliar la cooperación existente, más técnica y centrada en el control del río Paraná, a una cooperación más política y estratégica, implicando a las comunidades y todos aquellos sectores interesados en una CTF práctica a lo largo del río Paraná.

Ciudades Gemelas

Juegan un papel muy importante en el desarrollo de la CTF en la frontera uruguayo-brasileña. Hoy día son las puertas que conectan otras ciudades y metrópolis distantes, y lugares para actividades menores que contribuyen al desarrollo de la economía local. A pesar de los problemas fronterizos existentes (las actividades ilegales, por ejemplo), los lazos socioculturales y las actividades económicas pueden ser puntos de partida para desarrollar una CTF más sostenible.

Proyecto Transnacional Río de la Plata

El triángulo del Río de la Plata (AR/BR/UR) debe constituirse en área piloto para un proyecto transfronterizo y transnacional mayor, que construya la Región Metropolitana de la Plata, rodeada de una red de ciudades de tamaño mediano, centros regionales y comunidades rurales mediante una fructífera asociación urbano-rural. En esta área también pueden llevarse a cabo medidas clave (mejora de la accesibilidad, transportes verdes y promoción de la creatividad y el interés económico) que sean un buen ejemplo para otras áreas de América Latina.

La Faixa de Fronteira de Brasil

Deben ponerse de manifiesto y apoyarse por todos los medios las distintas iniciativas llevadas a cabo por el Gobierno Federal y los Estados de Brasil. Particularmente interesantes son los estudios desarrollados por el Grupo RETIS de la Universidad Federal de Río de Janeiro sobre la Franja de Frontera Brasileña. RETIS y la ARFE han acordado intercambiar puntos de vista con el Gobierno de Brasil y la Comisión Europea para ampliar estos estudios con la participación de los países vecinos en todo el proceso.

O presente estudo foi realizado no quadro do apelo do Parlamento Europeu de integrar a Política Regional da União Europeia (UE) num contexto mais internacional e na política de cooperação com países terceiros da UE. Descreve também um plano de trabalho para a Cooperação Transfronteiriça (CTF) na América Latina, em estreita colaboração com a UE e outros parceiros europeus.

A nova perspectiva da Comissão Europeia (DG Regio) concentrada nos aspectos territoriais da associação estratégica entre a UE e a América Latina é um grande passo para atingir melhores níveis de coesão territorial. Mas é preciso ter em atenção que na América Latina existem condições prévias para o desenvolvimento regional e a CTF de carácter geográfico, histórico, económico, social e político que são extremamente distintas da situação e experiência europeias. A vontade política de desenvolver CTF na Europa está ligada ao processo de integração supranacional iniciado neste continente após a II Guerra Mundial, assim como a processos nacionais e subnacionais. Por razões históricas, os governos dos países latino-americanos têm sido até ao momento os actores políticos mais relevantes. As regiões, províncias, departamentos e municípios dependem política e financeiramente dos governos nacionais, assim como do ponto de vista da planificação. Até agora, ainda não se verificou qualquer perspectiva da CTF com base no território, com estruturas operacionais como as que se desenvolveram na Europa.

Na última década, foi possível confirmar-se um aumento substancial da vontade política para apoiar, desenvolver e fortalecer a CTF na América Latina. Não há dúvida de que as administrações regionais e locais latino-americanas estão a desempenhar um papel de importância crescente em muitos aspectos transfronteiriços, tal como o sector económico e as ONGs. A regionalização e a CTF estão cada vez mais presentes nas agendas políticas de todos os países do MERCOSUR (particularmente na Argentina, Brasil, Paraguai e Uruguai, os membros originais). Mas, na maior parte das vezes, a CTF desenrola-se de uma maneira informal e pouco estruturada.

Chegou o momento de debater em profundidade uma estratégia clara e específica e recursos financeiros comuns, assim a repartição de tarefas e responsabilidades entre os diversos níveis (supranacional, nacional, regional e local). Predominam as actividades isoladas, em princípio vantajosas, que dependem demasiado do compromisso de indivíduos, organizações ou instituições concretas (com o conseqüente risco de as actividades cessarem se determinadas pessoas deixarem de as protagonizar). Não costumam fazer parte de uma estratégia de desenvolvimento regional nem de uma abordagem geral de desenvolvimento transfronteiriço e, por vezes, competem entre si. A experiência na UE demonstra que as instituições ou estruturas permanentes de CTF são muito úteis, uma vez que canalizam a cooperação de uma forma mais estratégica e permanente.

Uma das constatações deste estudo consiste na evidência de que a experiência europeia em cooperação transfronteiriça e inter-regional está a adquirir uma importância cada vez maior na América Latina. Muitos dos interessados locais pretendem utilizar este conjunto único de experiências e aproveitar a melhor (e a pior) prática disponível para desenvolver uma CTF real entre a maior parte dos países. Isto é verdade principalmente no que diz

respeito às áreas fronteiriças entre a Argentina, o Brasil, o Paraguai e o Uruguai. Neste sentido, foram seleccionadas as seguintes áreas fronteiriças da América do Sul como casos concretos neste relatório:

- A Tripla Fronteira entre o Brasil, a Argentina e o Paraguai
- A fronteira bilateral brasileiro-uruguaia

Neste estudo foi utilizada uma análise DAFO (*SWOT*) para as áreas seleccionadas na América do Sul e esboçou-se um relatório inicial sobre a situação da CTF na América Central. A análise DAFO ocupa-se brevemente da situação socio-económica, da divisão territorial e dos desafios e oportunidades (com base na informação disponível). Descreve igualmente os factores internos e externos favoráveis ou desfavoráveis à CTF.

As enormes distâncias, a falta de instalações conjuntas de controlo fronteiriço, as escassas infra-estruturas (em comparação com os padrões europeus), assim como a fragilidade das economias, têm um enorme impacto no desenvolvimento de uma CTF sustentável, a ser fortalecida no futuro. Em alguns casos, a dificuldade não reside tanto em encontrar os recursos financeiros, mas na utilização de fundos nacionais para actividades transfronteiriças (os fundos nacionais são destinados unicamente a projetos nacionais).

As administrações locais e regionais não dispõem de formação orientada para a CTF para desenvolver programas ou estratégias conjuntas, organizar uma cooperação permanente ou estabelecer estruturas ou instituições transfronteiriças para a cooperação.

Como resultado deste estudo, planeou-se um conjunto de projetos concretos, um plano de acção e um plano de trabalho, incluindo os próximos passos para fortalecer a CTF nas áreas fronteiriças seleccionadas e como proceder noutras fronteiras latino-americanas. Tendo em conta a experiência da UE e os intercâmbios com especialistas latino-americanos, pode afirmar-se que:

- A CTF criará um valor acrescentado sustentável e contribuirá para a integração latino-americana, tornando-se a base da “Casa Latino-americana. Para ter ser bem-sucedida, as zonas que continuam de costas voltadas neste processo de integração devem agora enfrentar-se, ao mesmo tempo que respeitam as respectivas soberanias nacionais. E devem igualmente superar-se barreiras e preconceitos.
- Uma CTF descentralizada a nível local e regional em colaboração com os governos nacionais e os organismos supranacionais é o instrumento mais adequado para preparar essa nova qualidade das fronteiras como espaços de encontro que oferecem uma vasta gama de oportunidades.
- O êxito da CTF na América Latina deve ter por base os seguintes elementos-chave:
 - Um desenvolvimento passo a passo (primeiro as tarefas, depois a estrutura);
 - O fortalecimento das tarefas e responsabilidades locais e regionais;
 - Uma abordagem estratégica/programática;
 - Projetos realmente conjuntos;

- Uma estrutura permanente de trabalho por área transfronteiriça (informal, posteriormente formal) como actor principal (tomada conjunta de decisões, secretariado e pessoal conjuntos);
- Recursos financeiros comuns próprios.

Plano de acção a curto e médio prazo (nas fronteiras da Argentina, do Brasil, do Paraguai e do Uruguai)

O objectivo principal é melhorar a CTF, assegurando o tráfego desde uma actividade transfronteiriça esporádica até uma perspectiva mais programática e estratégica (sustentabilidade).

Para envolver todos os interessados de ambos os lados da fronteira e conseguir uma abordagem mais estratégica da CTF, deve desenvolver-se um programa de formação coerente que fortaleça as capacidades locais e regionais.

Numa primeira fase, recomenda-se a implementação de um processo paralelo, uma vez que a formação específica e a elaboração de estratégias/programas precisam de tempo. Entretanto, deve conceber-se e realizar-se uma série de projetos e outras acções transfronteiriças que advenham da análise DAFO. Caso contrário, nada acontecerá durante esta fase, tendo como resultado um alto grau de frustração entre os actores e os cidadãos que tenham criado maiores expectativas.

Na Tripla Fronteira estendida (AR/BR/PR) e na fronteira entre o Brasil e o Uruguai deve estabelecer-se uma organização ou associação transfronteiriça em cada área (composta pelas administrações locais e regionais) evitando a duplicidade de estruturas. A referida organização deve ser responsável por gerir e coordenar todas as actividades transfronteiriças (responsabilidade política). Em cada departamento ou província envolvida, deve existir uma pessoa destinada exclusivamente à CTF. A nível nacional, um departamento (e uma pessoa) deveria assumir a responsabilidade geral da cooperação territorial, com especial atenção à CTF. Os fundos nacionais destinados às actividades transfronteiriças devem ser orçamentados de forma plurianual.

O papel da UE é estimular e facilitar este processo, intensificando os contactos políticos e destinando alguns recursos financeiros para tornar possível a implementação das recomendações.

Plano de trabalho para o desenvolvimento da cooperação transfronteiriça na América Latina

A CTF na América Latina deve ser levada a cabo a nível local, regional e nacional (Governança Multi-nível e Subsidiariedade) com o apoio das organizações supranacionais (MERCOSUR, CAN, UNASUR) e a participação do sector económico e outros actores não governamentais da sociedade civil (Princípio de Parceria). A relevância do nível subnacional (perspectiva de baixo para cima) deve crescer dentro do ciclo completo deste processo de integração regional.

Para alcançar este objectivo, a coesão económica e social será reforçada por programas, projetos e estruturas transfronteiriças sem alterar os direitos de soberania. Este estudo propõe três grupos de objectivos:

- *Objectivos a curto prazo:* projetos concretos, necessidade de cooperação descentralizada, criação de associações, estruturas informais para a CTF em geral;
- *Objectivos a médio prazo:* aumento das capacidades locais e regionais para uma CTF sustentável, elaboração de estratégias, programas e projetos conjuntos, reforçar as instituições transfronteiriças; e
- *Objectivos a longo prazo:* com vista ao processo de integração regional em toda a América Latina.

Paralelamente, deve ser reforçado desde o primeiro momento:

- O processo político para definir uma visão territorial que melhore a integração económica e social e o desenvolvimento regional da América Latina mediante a CTF.
- As capacidades locais mediante um programa de formação em CTF para funcionários, políticos e outros interessados.

Projetos concretos

O desenvolvimento do plano de trabalho acima descrito é um processo difícil. Para iniciar uma colaboração bem sucedida entre a Europa e a América Latina que promova a CTF recomenda-se a cooperação na implementação de uma série de projetos seleccionados:

A Rota Transfronteira das Reduções Jesuíticas

Com base na promoção nacional existente de uma rota das Missões Jesuíticas através de organizações do Paraguai e da Argentina, o objectivo do projeto é construir uma rota turística transfronteira, e mais tarde transnacional (de acordo com os seus antecedentes históricos), que inclua uma estrutura de gestão que desenvolva e defina produtos e potenciais turísticos para uma extensa comercialização mundial.

Comissão Mista Argentino-Paraguaia do Rio Paraná (COMIP)

O principal objectivo da COMIP é elevar a cooperação existente, mais técnica e centrada no controlo do rio Paraná, a uma cooperação mais política e estratégica, envolvendo as comunidades e todos os sectores interessados numa CTF prática ao longo do rio Paraná.

Cidades Gémeas

Desempenham um papel muito importante no desenvolvimento da CTF na fronteira uruguaio-brasileira. Actualmente, são as portas que ligam outras cidades e metrópoles distantes, e lugares para actividades menores que contribuem para o desenvolvimento da economia local. Apesar dos problemas fronteiriços existentes (as actividades ilegais por exemplo), os laços socioculturais e as actividades económicas podem ser pontos de partida para desenvolver uma CTF mais sustentável.

Projeto Transnacional Rio da Prata

O triângulo do Rio da Prata (AR/BR/UR) deve constituir a área piloto para um projeto transfronteiriço e transnacional maior, que construa a Região Metropolitana da Prata, rodeada por uma rede de cidades de tamanho médio, centros regionais e comunidades rurais mediante uma próspera associação urbano-rural. Nesta área também podem ser levadas a cabo medidas-chave (melhoria da acessibilidade, transportes ecológicos e promoção da criatividade e do interesse económico) que sejam um bom exemplo para outras áreas da América Latina.

A Faixa de Fronteira do Brasil

Devem ser realçadas e apoiadas por todos os meios as diversas iniciativas levadas a cabo pelo Governo Federal e os Estados do Brasil. Particularmente interessantes são os estudos levados a cabo pelo Grupo RETIS da Universidade Federal do Rio de Janeiro sobre a Faixa de Fronteira Brasileira. O RETIS e a ARFE acordaram trocar pontos de vista com o Governo do Brasil e a Comissão Europeia para ampliar estes estudos com a participação dos países vizinhos em todo o processo.

1. INTRODUCTION

1.1 Context

Borders in Latin America have a cultural, historical and political background, as it is the case in other continents. They developed over several millenniums, originally by the indigenous civilizations (Tiwanacu, Inca, Maya, etc.), later by the Europeans and, in the last two centuries, by the American states after their independence processes. Nowadays, cultural, linguistic and human relations still exist across several borders but these are particularly relevant in the following: Brazil-Paraguay-Argentine, Brazil-Uruguay, Brazil-Colombia-Peru, Brazil-Peru-Bolivia, Chile-Peru-Bolivia, Chile-Argentine, Argentine-Uruguay, etc., with the particular cases of the Brazilian border with the European Union (French Guyana) and the integration process in Central America, involving naturally Cross-Border Cooperation in most of the cases.

Experts have been very busy studying borders and cross-border phenomena across America, from Río Grande to Tierra del Fuego. They have studied the “border” question as part of the “identity” question, and they have opened the research on multiplicity and mixture of identities at the Latin American borders, but also their distinctions and conflicts. Many have concentrated their tasks not only on the possible combinations at the borders but also local logics about cross-border disputes¹. When studying borders to show the contingency and historicism of these limits, this does not mean just emphasizing their porosity and their crossings, but also power struggles, persistent stigmas and new forms of nationalism.

In general, many studies on European, African or Asian borders^{2, 3} have shown that they are very heterogeneous and difficult to compare. Inter-state relationships are diverse, but the links between border societies and their nation states as well. Every one has a particular link with nation, territory and population. All of these particular socio-cultural frameworks meet at the borders. These studies, particularly those by Alejandro Grimson, advice of the first bias in studying Latin American territories: developing field work and analyses within comparative perspectives and using concepts originally developed for a specific border (Mexico-USA) and even for other parts of the world. They also advice that sometimes state and nation do not match, and border areas are spaces where transnational identities take place, as well as conflicts and stigmatizations between national groups.

Interstate conflict over boundaries in Latin America has been relatively frequent⁴. These disputes have sometimes escalated, but rarely reached full-scale war. There are many aspects in the origin of these conflicts; some factors have made them difficult to be solved after years; and others have contributed to their lower potential for open conflict⁵.

¹ Grimson, A. *Fronteras, estados e identificaciones en el Cono Sur*. En: Mato, D. (ed.) *Cultura y transformaciones sociales en tiempos de globalización 2*. Consejo Latinoamericano de Ciencias Sociales (CLACSO), Buenos Aires, 2001

² Donnan, H. and Wilson, T. (eds.) *Border Approaches. Anthropological Perspectives on Frontiers*. University Press of America, London, and Anthropological Association of Ireland, 1994.

³ Wilson, T. and Donnan, H. (eds.) *Border Identities*. Cambridge University Press, Cambridge, 1998.

⁴ For a historic review of border disputes in South America, see Roux, J.C. *De los límites a la frontera; o los malentendidos de la geopolítica amazónica*. Revista de Indias, vol. LXI, no. 223 (2001)

⁵ Dominguez, J.I. et alii. *Boundary Disputes in Latin America* (Peaceworks No. 50). US Institute of Peace, Washington DC, 2003

The development of democratic regimes has improved the prospects for territorial dispute settlement clearly in the cases of Central America and the Caribbean, but in some instances democratic practices and procedures have intensified bilateral conflicts between states over boundaries or territorial issues. For instance, Peru exports natural gas to Mexico, while neighbouring Chile imports gas from Indonesia. Their border dispute has made difficult normal export of gas amongst Peru and Chile. In Central America, five small countries have different currencies and own trade rules despite of their huge integration process, with the result that it is cheaper to export chickens from Guatemala to China than to Costa Rica. And even more absurd, as many in Latin America claim: most Latin American countries do not have visa arrangements for foreign tourists to visit several countries with a single visa. This hinders potential increases in visits, for instance, from China, a growing power in number of tourists. This could have a discouraging effect towards next global events, as it is the case of the 2014 World Football Championship and the 2016 Olympic Games in Brazil⁶.

Most visible actions in favour of cross-border cooperation (CBC) are those included in main Latin American integration agendas. In this framework, it is very challenging to analyze efforts to promote CBC, paying special attention to the involvement of the sub-national and the supranational levels. Supranational efforts (multilateral, continental and/or international) by the following organizations have promoted CBC activities, being the strongest made by MERCOSUR, CAN and SICA:

- MERCOSUR (the Southern Common Market), founded in 1991 by the Treaty of Asunción (Argentine, Brazil, Paraguay and Uruguay) to promote free trade and fluid movement of goods, people and currencies. It also promotes the coordination of macroeconomic and some sectorial policies, as well as the strengthening of integration processes. Bolivia, Chile, Colombia, Ecuador and Peru are associated members. Venezuela signed a membership agreement in 2006.
- The Andean Community of Nations (CAN, 1996, previous Andean Pact, 1969), composed by Bolivia, Colombia, Ecuador and Peru. Chile was originally member but withdrew in 1976. Venezuela was member in the period 1973-2006. In 2005 a cooperation agreement was signed with Mercosur.
- UNASUR (the Union of South American Nations, 2008) is an intergovernmental union aimed to integrate Mercosur and the CAN following the model of the EU.
- Bolivia, Venezuela and Ecuador are the South American members of the ALBA-TCP (Bolivarian Alliance for American Peoples – Treaty of People's Trade), where also take part Cuba, Nicaragua, Dominica, Antigua and Barbuda, Saint Vincent and the Grenadines.
- DR-CAFTA (Dominican Republic-Central America Free Trade Agreement, 2004), the United States, Costa Rica, El Salvador, Guatemala, Honduras, Nicaragua, and the Dominican Republic. This agreement is coordinated with the NAFTA (North American Free Trade Agreement) and other active bilateral free trade agreements (Canada-Costa Rica, US-Panama).

⁶ Oppenheimer, A. *La desunión latinoamericana*. El País, Tribuna, Madrid, 6th November 2009

- Central American Integration System (SICA), with a very strong role in promoting cross-border cooperation as part of the integration process.
- The Organisation of American States (OAS / OEA)

Also financial institutions like the Andean Development Corporation (*Corporación Andina de Fomento*, CAF) and the Inter-American Development Bank (IDB) are including CBC in their agendas to promote development and integration in the continent. But most useful activities are implemented by national authorities (top-down approach).

Until now there has not been a Latin American place-based approach for CBC with functioning structures like those developed in the EU during the last twenty years. At present this cooperation takes mainly place on an informal level.

But within the last decade a growing political will to develop, strengthen and support cross-border cooperation in Latin America can be stated. There is no doubt that Latin American local and regional authorities as well as NGOs are playing a growing role in many cross-border fields. National governments are also focusing and strengthening this role, even in countries where the sub-national level was underdeveloped or practically irrelevant.

Amongst many studies and initiatives to study and promote CBC, there are not so many involving European partners. It should be mentioned that European national agencies for international cooperation, with a extraordinary amount of projects implemented in Latin America, involving local and regional governments as well as NGOs in both sides of the Atlantic Ocean, have not dealt very much with territorial cooperation initiatives. This is an aspect of international cooperation with a lot of potentialities, but very slowly developed. Only the European Union, Spain and Italy can certify actions in this sense, particularly in South America, but they are mostly related to protect indigenous communities and the environment⁷. The Spanish Agency for International Cooperation has promoted some interventions in this sense. It is particularly relevant the project *Fronteras Abiertas* (Open Borders), supported by the Italian Government and implemented by the *Centro Studi di Politica Internazionale* (CeSPI) and the *Istituto Italo-Latino Americano* (IILA), with the aim to build an interregional network for Latin American cross-border cooperation and integration⁸.

1.2 Role of the EU

This study has been made in the framework of the European Parliament's call to include EU regional policy into a stronger international context and within the EU cooperation with third countries.

In recent summits of Heads of State and Government, EU Member States and Latin American countries committed themselves to reinforce the existing strategic partnership between them.

⁷ UNDP. *Cooperación Internacional en Gobernabilidad Local y Descentralización en América Latina y el Caribe: Un mapeo inicial*. UN Development Programme, 2010

⁸ Rhi-Sausi, J.L. and Conato, D. *Cooperación Transfronteriza e Integración en América Latina. El Proyecto Fronteras Abiertas*. CeSCI – IILA, Roma, 2009

The new focus of the European Commission (DG Regio) on the territorial aspects of the strategic partnership between the European Union and Latin America means a strong step forward to achieve a certain level of territorial cohesion in that continent.

The regular input of the European Commission to promote regional policies in Latin America has played a crucial role. The agreement between Commissioner Hübner and Minister Viera Lima in Brasilia in November 2007 is probably the cornerstone of a growing cooperation between the EU and Latin America in the field of Territorial Cohesion, as they begun a very dynamic EU-Brazil Dialogue on Regional Policy.

1.3 Purpose and objectives

Within the project a SWOT analysis has been developed in selected cross-border areas in South America, and an initial approach to the situation of cross-border cooperation in Central America has been drafted. The SWOT analysis addresses shortly the socio-economic situation of the area, its territorial divide and the common challenges and chances (based on available information). It describes the internal and external factors that are favourable and unfavourable for cross-border cooperation.

Many current and potential key actors were identified, decisions have been taken based upon consensus, and instruments to facilitate the cooperation are described.

A methodology and an action plan have been developed (see Inception Report).

As a result of the SWOT analysis and overall result of the study, a road map has been elaborated including the next steps to strengthen cross-border cooperation in the selected border areas and how to proceed in other border areas in Latin America.

In order to perform this study in a better way, senior experts in the field of cross-border cooperation were engaged:

- **Martín Guillermo Ramírez** (AEBR), Secretary General of the AEER.
- **Jens Gabbe** (AEBR), Chairman of the AEER Advisory Committee.
- **Dr. Welf Selke**, CEO, German Association for Housing, Urban and Spatial Development, former Head of Division in the German Federal Ministry of Transport, Building and Urban Affairs.
- **Thomas Stumm**, managing director of EureConsult S.A.
- **Haris Martinos**, managing director of LRDP.

The AEER staff was involved in the development of this study, too.

Short-term objectives:

- To give first recommendations on how to proceed and improve decentralised cross-border cooperation in partnership between the local, regional and national authorities.
- Start a process to increase the capacity of national, regional and local actors, as well as private partners in cross-border cooperation.

Mid-term objectives:

- Establishment of a series of steps to increase national/regional/local capacities for cross-border cooperation.
- To strengthen strategy/programme and project development skills and contribute to institutional strengthening.

Long-term objective:

- Structural approach to the regional integration process (e.g. through a Latin American INTERREG-like programme)

1.4 Tasks

Related to the methodology, it was agreed on a variety of measures, including:

- desk research, literature and legislative review;
- data collection (see also key questions);
- interview guide;
- interviews with relevant actors in the field of cross-border cooperation;
- specific meetings with representatives of universities and research centres active in this field,
- meetings and targeted training in “mini-workshops”.

2. WORKING METHODS AND ACTIVITIES

2.1 Inception meetings, experts and desk research

Before the launching of the call to do this study, that AEBR had already made contacts with relevant actors in Latin America and the European Commission. Due to a huge exchange of ideas on how to structure the study and which methodology would be necessary, it was possible to start immediately the activities after the signature of the contract on 22 December 2009.

On 12 January 2010 the project proposal has been intensively discussed in the Advisory Committee of the AEBR. Special attention was given to the SWOT analysis, the methodology, the types of actions, the key questions and the structure of the meetings foreseen.

Desk research

The desk research started in order to provide a substantial “backing” of the initial activities focused on:

- identifying existing documents and publications;
- analysing this documentation according to the agreed “key research questions” (see Annex I);
- elaborating a preview with respect to the current situation of cross-border cooperation in Latin America.

Ongoing desk research gathered additional documents and other sources of information on cross-border initiatives in Latin America, especially in the areas under research.

Main documents taken into account are:

- Communication from the Commission to the Council and the European Parliament (COM(2005) 636 final): A stronger partnership between the European Union and Latin America (in this documentation the European Commission underlines the importance of cross-border cooperation concerning sustainable development [water resources, energy] and planning of transport axes).
- *Sugerencias de políticas públicas de integración fronteriza en el MERCOSUR: el proyecto “Integración Fronteriza en el MERCOSUR 2009-2011* (Suggested public policies for border integration in MERCOSUR: the project “Border Integration in MERCOSUR 2009-2011). Main objective is to define action lines to design and manage border integration policies.
- Study of a team of members of the National University of Honduras in 2006 on cross-border cooperation in Latin American countries (the study underlined that the bottleneck of cross-border cooperation in Latin American countries is not the missing will of national governments, but the lack of capacity of the regional and local level).

- The latest data of *Latinobárometro*, 24 June 2009 (84% of the interviewees do not agree with the free circulation of people within Latin American countries; on the other hand in several countries like Uruguay, more than 60% agree with the idea of a common market).
- Many seminars, forums, etc., underline the possible benefit of cross-border cooperation for the citizens in border regions (e.g. *Fronteras Abiertas para el MERCOSUR – Una gobernanza con sentido estratégico y equidad social*, Buenos Aires, 2 July 2008).
- The Italian-supported project *Fronteras Abiertas* has identified a set of Cross-Border Projects Argentine – Brazil – Paraguay, being the most developed activities for cross-border cooperation in the areas under research: integrating culture, education, environmental and social affairs.
- The Brazilian Development Programme for the Frontier Strip, published by the Ministry for National Integration.
- Proposal for Re-structuring the Development Programme for the Frontier Strip (study coordinated by Retis Group / Federal University of Rio de Janeiro).
- Decisions of the Andean Council of Foreign Ministers on *Zonas de Integración Fronteriza (ZIF) en la Comunidad Andina*.

Many other documents and other sources of information have also been taken into account to elaborate this report, and they are properly quoted within the text.

2.2 Key research questions and Interview Guide

The “*key research questions*” were developed in cooperation with DG Regio in order to prepare the study visit to South America, the mini-workshops, the interviews and finally the SWOT analysis.

The questionnaire concentrates on two main chapters:

- quantitative factors,
- qualitative factors.

The quantitative factors include data on the geographical conditions, basic statistics of the cross-border areas, infrastructural conditions, economic structure and development indicators.

The qualitative factors focus on existing cross-border agreements, the role of public authorities and private stakeholders, different types of commuters, economic, social and cultural cross-border relations, touristic potentials, consumer behaviour, customs clearance, etc.

The *interview guide* (see annex II) followed the key questions elaborated by the AEBR, especially on the occasion of the visit to South America (Brazil/Argentine/Paraguay/Uruguay) from 5 to 18 March 2010.

2.3 Mini-Workshops and meetings on the ground

After the realisation of desk research and following the recommendations of the kick-off meeting, the *questionnaire* as well as the *interview guide* served as a basis for authorities and key stakeholders, getting maximum information on all relevant aspects. The interview guide offered the partners in Brazil, Argentine, Paraguay and Uruguay to prepare themselves for the interviews and understand by means of the explanations the whole purpose of the questions. Furthermore, it was ensured that all interviewees were answering the same questions. This did not exclude any scope for additional information.

For this purpose a number of *meetings* between the AEBR experts and selected key actors were held from 6-16 March 2010 in Brazil, Uruguay and Argentine (with the participation of Paraguay) in order to get maximum information on all relevant data and aspects.

Also, *mini-workshops* with relevant actors have been organised in the same period in order to analyse the situation and conditions of cross-border cooperation (CBC) in the areas under study. The main meetings with representatives of national, regional and local authorities and private actors took place in Florianópolis (Santa Caterina, BR) and Posadas (Misiones, AR). The AEBR participated actively on 10-13 March 2010 in the *II Mostra Nacional de Desenvolvimento Regional* in Florianópolis, a huge gathering organized by the Brazilian Federal Government with public and private, local, regional and national stakeholders, as well as international organizations and bordering authorities from the sub-national level. CBC was one of the main topics developed during the Mostra (see Programme on Annex IVa). On 15-16 March 2010, the AEBR took active part in the seminar “Border and Productive Integration in Mercosur”, with national, provincial and local Argentinean representatives; Brazilian regions, municipalities, universities and enterprises; national and local Paraguayan authorities; private partners; the Mercosur, and the CEXECI (Extremadura Centre for Studies and Cooperation in Latin America) (see programme in annex IVb). The mini-workshops served as a start up to increase capacities and reinforce the ownership of participant key stakeholders on their CBC processes.

Other bilateral meetings took place in Buenos Aires, Montevideo and Rio de Janeiro.

Before and during the trip to South America an extensive network of actors in the field of cross-border cooperation was created (see annex III). All Stakeholders were debriefed and got the questionnaire. But it took two months and more before the replies were sent. Furthermore, only in exceptional cases answers were given in compliance with the questionnaire. Instead, studies, reports and seminar presentations were sent. The questions were also referred to other sources; or only some information was given. The two most important studies were only submitted at the end of May/beginning of June. Therefore, it was extremely difficult and time-consuming to evaluate all these information and to integrate it up to certain extent into the timetable of the study.

Where possible, the strengths and weaknesses as well as the opportunities and threats have been elaborated by the AEBR team related to the key questions (depending on the information available). Additional remarks and assessments from the interviews have been taken into account as well:

- cross-border differences in income;
- daily border problems due to the different legal systems and procedures;
- cross-border risk factors and threats e.g. paper factory in river Uruguay, and special sectors with low growth potential;
- cross-border favouring factors/sectors, existing economic potential with special dynamic of growth (like energy supply, e.g. *Itaipu Binacional* and related projects) and innovation potential (opportunities);
- importance of city twinning as laboratory for future CBC, like Rivera (UY) - Santana do Livramento (BR).

2.4 Selection of the areas for case studies

As proposed in the application for the study, a few border areas were considered to be suitable for in depth research in this moment:

- The **tri-national border between Brazil, Argentine and Paraguay**, extending the study to **Uruguay**. In this case, it would be interesting to explore the effects of the rivers in the CBC status in these territories, as it is the case in many European borders. The rivers Uruguay and Paraná are main settings for CBC in the area; being also other important border rivers the Paraguay and Pilcomayo to the west, and Guaporé to the north.
- The **bi-national development plan of Peru-Ecuador** cross-border area.
- **The triple ones between Peru, Chile and Bolivia** in the *Aymara* territories; **or Brazil-Bolivia-Paraguay**; or **Brazil-Bolivia-Peru**.

Selection of two cross-border areas in South America

Looking at the frequency of cooperation activities and the incidence of conflicts, suitable areas were carefully selected. Due to the short period to do the study, it was agreed to check for areas with existing CBC showing a growing potential for future developments.

The border area between Brazil, Paraguay and Argentine seemed to be the most active in CBC, with a reasonable and increasing participation of border municipalities and regions (provinces in Argentine, and states in Brazil). Some interesting European initiatives are being developed there with European support, and there exists already an interesting list of projects implemented, under implementation, or in earlier stages.

Therefore, as agreed with DG Regio, these are the borders where the study was carried out:

- the Triple Border between Brazil, Argentine and Paraguay,
- the bilateral border Brazil-Uruguay.

Cross-border areas in Central America for an Initial Report

Based on literature and desk research the potential cross-border areas in Central America are briefly examined in an Initial Report (see 3.2).

There are some very interesting Central American examples, as it is the case of the **Trifinio**, due to its long process, its focus on the integral development of the cross-border area, and its institutional support. This process began as early as in the 1970s in a region shared by El Salvador, Guatemala and Honduras. Both cross-border cooperation and Central American integration meet in the Trifinio Process, contributing to preserve shared natural resources, peace process in the region and tri-national integration.

This Initial Report also offers some first recommendations on cross-border areas suitable for studies, training and support, as well as a first draft for an action plan in Central America.

3. CROSS-BORDER COOPERATION IN LATIN AMERICA

3.1 Current situation

3.1.1 General overview in South America

Latin America covers twenty million square kilometres, divided by 36 borders separating 18 countries. The total borderline extends to 41.120 km.

Also in South America borders are a gate for goods and people. But border areas are still lagging behind, been considered until very recently as protection areas (even from a military point of view) instead of bridges to the neighbours and meeting points. In parallel, during the last decades, arduous processes of democratization and activation of economic resources have made that some border areas in the American continent progress to more or less formal models of cross-border cooperation (CBC). This new situation is of increasing importance in many Latin American borders, especially in the two selected cases under study. In other border areas, informal relationship and / or territorial disputes are the norm and still dominate the agendas.

In the last decade many opportunities have opened for these territories to develop CBC, as there are already several cross-border social and economic structures, some very interesting national supporting approaches, and supranational integration processes closing the circle of multi-level governance, a precondition for successful CBC. Environmental, social, economic and political imbalances affect Latin American borders in scenarios very rich in natural and cultural elements. Other actions are aimed to get communities closer. Thus, CBC formal interventions in these borders could be divided into three main axis: environment, human development and trade⁹.

Languages are favourable for CBC, even at the Brazilian borders, because Spanish and Portuguese are very similar, but bilingual schools are needed (there are some projects in this sense in some border areas). Indigenous languages are to be taken into account, as it is the case of Aymara in a huge area including the Chilean-Peruvian-Bolivian border territories, or Guarani in one of the study cases included in this report. According to Wikipedia, this Native American macro language is currently spoken by 5 million people, being the mother tongue of four of them. It is not only spoken in Paraguay, but also in the Argentinean provinces of Corrientes, Misiones, Formosa and Chaco, in South Brazil and in the Bolivian Chaco.

Indigenous cultures and traditions should be taken into account to study CBC in most of American border areas. Indigenous populations are a majority in countries like Bolivia and Guatemala, and have been particularly sensitive to traditional border policies, with strong military presence; and their communities are living witnesses of a huge American heritage. Afro-descendants (150 million people in Latin America and the Caribbean) are quite absent in most studies. And then, *mestizos*, *mulattos*, *caboclos*, *cimarroes*, *garífunas* show how

⁹ Hernández, A.; Jiménez, A.; Picón, J.C. *Cooperación Transfronteriza en América Latina y la Unión Europea: aportes al progreso regional*. Anuario de la Cooperación Descentralizada 2006. Observatorio de Cooperación Descentralizada UE-América Latina, Montevideo, 2007

complex identity issues can be in many border areas. Deeper research to rescue their heritage should be further implemented. Other groupings should also be taken into account to study the historical evolution of American nations and their border areas, as it is the case of consuls, missionaries and commissioners, federal agents, soldiers, police officers, land owners, workers, explorers and adventurers¹⁰.

However, the development of CBC is linked fundamentally to supranational and national/sub-national political processes, where multi-level governance and subsidiarity will become key issues.

A special field to explore is the supranational level (MERCOSUR, CAN, SICA). MERCOSUR is playing an increasingly important role in the integration process for member and associated countries, as well as vertically, involving the regional and the local level. Started as an economic organisation it developed to a more political platform. In the summer of 2010, a new customs agreement has meant an important step towards the Common Market of the South. Mercosur is the world's biggest food producer and this new agreement can facilitate its strong negotiations with the EU.

MERCOSUR and its related MERCOCIUDADES already included regional development in their agendas, being CBC included in their deliberations. The access possibilities to the Mercosur **Structural Convergence Fund (FOCEM)** and other could be crucial, if capacity building is well taken into account by regional and local actors. FOCEM¹¹ finances programmes to promote structural convergence, develop competitiveness, promote social cohesion in less developed regions and support the institutional structure and the strengthening of the integration process.

Politic cooperation in the Andean Community of Nations (CAN) is still concentrated in democracy and human rights, security and peace, drug control efforts and migration. In any case, in May 1999 the Andean Community's Integration and Border Development Policy was approved through the adoption of Decision 459, as an essential component for the strengthening and consolidation of the sub regional and regional integration process. The Decision 501 (2001) established the Community framework for the creation of the Border Integration Zones (BIZs), border areas shared by CAN Member Countries „in which policies will be adopted and plans, programs and projects will be implemented jointly and co-ordinately to boost their development“. Decision 502 (in 2001 as well) contains general provisions for the establishment, operation and application of integrated controls at Bi-national Border Service Centres (BBSC).

In the case of Central America, the SICA (C.A. Integration System) has made very important provisions to promote CBC with a very national approach.

Continental institutions like the Organization of American States (OAS/OEA) promote CBC in their declarations and have launched some minor programmes. Thematic organizations, like

¹⁰ Zárate Botía, C.G. *Silvicolos, siringueiros y agentes estatales. El surgimiento de una sociedad transfronteriza en la Amazonia de Brasil, Perú y Colombia 1880-1932*. Nacional University of Colombia, Amazonia branch, 2008

¹¹ Created and regulated by Decisions of the Council of the Common Market (CMC) numbers 45/04, 18/05 and 24/05.

the Inter-American Institute for Agriculture Cooperation (IICA), promote cooperation and legal harmonization, in this case, on control and surveillance of animal and plant diseases, as well as innocuousness of food products, particularly in border areas. Other institutions which could have an stake in CBC are: the Pan-American Health Organization, the Latin American Integration Association (ALADI), the Latin American Energy Organization, etc., and some agencies of the United Nations, as the UN Environment Programme or the UNESCO, have provided intergovernmental mechanisms for the dialogue between involved countries.

At national level, many of their legislative corpuses and bilateral agreements include elements to promote CBC. Argentine, Brazil, Paraguay and Uruguay have also included CBC in their agendas (this is also the case of Chile, Peru, Ecuador and Bolivia, most of them bordering Brazil). But in many cases it is about CBC between national governments, being regional and local authorities hardly involved.

Particularly interesting is the case of the region located in Northern Chile, Southern Peru and Western Bolivia, the traditional territory of the Aymara ethnic group, where CBC finds its main justification in the natural movement of people in this area. However, prevailing border disputes in many territories have hindered CBC despite of natural predisposition to cooperate.

As an example of historical contentious, the Bolivian path to the Sea, or the dispute between Peru and Chile on their maritime border (going back to 125 years ago) illustrate very well these long-lasting difficulties. But probably the conflict between Venezuela and Colombia is the worst example of the difficulties to normalise CBC in some areas. Fortunately, both countries have made some steps towards rapprochement since President Juan Manuel Santos took office in August 2010 as President of the Republic of Colombia.

Other conflicts are being solved with the intermediation of the International Court of Justice, the principal judicial organ of the United Nations. In fact, the sentences pronounced in The Hague are functioning as unification and consensus building factor in the continent.

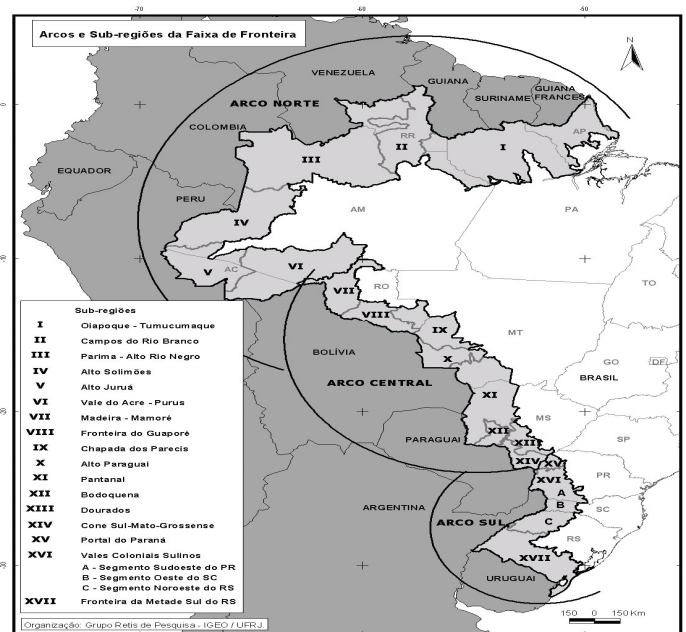
National governments have acknowledged the importance of involving local and regional governments to promote good governance, especially in border territories, but real implementation of their participation is difficult due to the lack of financial means and technical capacity. The latter is being improved lately and this will pressurize national agendas from the bottom. As a consequence, the participation of the sub-national level will become a main factor for the definitive take-off of CBC in Latin America.

Territorial cooperation actions, in particular CBC are fundamental for the regional integration processes, development and progress.

The role of local authorities in Latin America is becoming more important and they could play a crucial role to involve all sectors of society to be aware of their proximity to the neighbouring country. Therefore, cultural, historical, economic, and social aspects of mutual interest are acknowledged and valued as maximising element for the successful outcome of CBC. This needs to be perceived by stakeholders as an own process (developing accountability through empowerment).

However, many CBC efforts and alliances are still pending, since there are many borders lacking formal cooperation initiatives. Local and regional border authorities still need to strengthen public services and their responses to regional/local deficits. In order to guarantee stronger processes of future development, they have to overcome border obstacles through CBC.

In South America CBC has been taken on board more strongly by some governments, in particular the Federal Government of Brazil, which has included it amongst the priority issues of the Secretariat for Regional Programmes (Ministry of National Integration). Their experience with direct CBC with an EU Member State (France, in the border with Guyana) has opened other possibilities, where the sub-national level of governance is becoming more relevant.



Arcs and Sub-regions in the Brazilian Border Strip.
Source: RETIS Group, Federal University of Rio de Janeiro

The new paradigm of the Brazilian “National Policy of Regional Development” (PNDR) includes the intervention in border areas as an important policy guideline. The Development Programme for the Frontier Strip - PDFF (150 kilometres wide) was established along the borderline between Brazil and its 11 neighbours, defining objectives and lines of action. The frontier strip is now considered a priority area instead of an area of national defence, with plenty of barriers and restrictions, particularly after the redefinition of the Development Programme for the Border Strip¹², based upon the important study made by the interdisciplinary RETIS Group (Department of Geography, Federal University of Rio de Janeiro) coordinated by Prof. Lia Osório Machado. The focus is on sustainable regional development and integrated growth. It should be implemented in conjunction and compliance with the neighbouring states of Brazil in order to achieve its objectives. The programme concentrates on the development of twin cities, intra- and intergovernmental structures, and integrated actions with the priorities of several “meso-regions”. The size of these regions is going beyond European ideas of border areas, but they have to be taken into account if CBC is concerned. Within the programme also a transnational strand exists.

In this sense, the Brazilian Government is developing and supporting many activities, amongst others:

¹² Federal Government of Brasil. *Proposta de Reestruturação do Programa de Desenvolvimento da Faixa de Fronteira*. Ministry of National Integration, Secretariat for Regional Programmes, Development Programme of the Border Strip. Brasília, 2005

- An inter-federal working group on border integration was constituted in December 2008 with the participation of federal departments, involving also municipalities and regions, in order to make proposals to develop and implement border integration activities with neighbouring countries, particularly with MERCOSUR.
- A pilot project between the French Guyana and Brazilian Federal Government, the States of Amapá, Amazonas and Pará, and Surinam. This project, in the framework of the Operational Programme Amazonia (European Territorial Objective, ERDF), aims at the territorial development of border areas, the protection of the Amazonian natural and cultural heritage, and the development of cross-border economical activities and social cohesion, where the DG Regio of the European Commission is involved as well.
- A Bi-national Working Group Brazil-Peru, on Amazonian cooperation and border development, getting both governments together while increasing a cooperation agenda in the Amazonian border region.
- Support to “Interregional Cross-Border Cooperation and Latin American Integration Network” (Open Borders). An Italian programme aiming to build an interregional network for cross-border cooperation and Latin American integration through the implication of sub-national authorities. It focuses in the triple border Brazil-Argentine-Paraguay.
- Brazilian-Uruguayan Joint Committee for the Development of Lake Mirim Basin.
- Cross-border cooperation programme for the integral development of South-West Parana Regions, Brazilian Far West Catarina and Argentinean Far East (*Profronreira*).
- An Argentinean-Brazilian agreement on *Localidades Fronterizas Vinculadas* (Linked Border Municipalities), developing special measures (education, labour, social services) for citizens living in border areas.
- Forum of Prefects from border municipalities of Lake Itaipu.
- Memorandum of Understanding for the cooperation between the Brazilian Ministry of National Integration and the European Union.

Despite of the conflicts already mentioned, most of the countries, including Argentine, Brazil, Uruguay and Paraguay have also developed own regulations and bi-national treaties for border control. However, we should insist on the fact that, in many cases, local residents hardly share these decisions. It is probably a case of “lack of subsidiarity”, with top-down measures affecting day-to-day activities, which should be managed with a more bottom-up approach. Actually, most of the current activities in CBC have their starting point in border regions. They are the main actors in the informal field. The biggest problem does not seem to be how to get the necessary funds, but finding and harmonizing common funding. In each country national funds are devoted for national projects (Brazil, Uruguay, Argentine, and Paraguay), but real common funding does not exist. The path opened by funds like FOCEM (Mercosur) is very promising.

The integration process is running more informal and not well structured. Therefore, it is not astonishing that the Brazilian government concluded that many activities at the border still should be legalized. The growing interest in CBC is mixed with the uncertainty about integration processes in areas where there is a lack of information and, very often, national measures are implemented without taking into account the interests of the border areas.

Bilateral agreements are sometimes insufficient. In Argentine, for instance, there is a growing concern about foreigners buying land close to national borders, and voices raise to strength the regulations. The installation of a paper plant in Fray Bentos (UY) by a Finnish enterprise has produced a strong conflict with the neighbouring Gualaguaychú (AR) and between both national governments, affecting bilateral relationship for five years and even causing that Argentinean citizens blocked the international bridge over River Uruguay during more than three years. This conflict has fortunately been solved with the intervention of the International Court of Justice in April 2010. In June 2010 the *General San Martin Bridge*, the closest to Buenos Aires and Montevideo, was re-opened.

Starting in Brazil, but also more and more in neighbouring Argentine and Uruguay, there is a federal dialogue between government, departments and provinces, showing a clear need and sensibility for CBC in the whole continent. But still many prejudices exist, even in mass media, and national maps still exclude information about the neighbouring countries, regions and departments.

In many cases, borders are poorly controlled, and cross-border activities operating inside and outside the law (smuggle, drugs, traffic, illegal immigration) are usually accepted. So capitalising differences in national systems, and opportunities arising across the border are part of the daily (private and economic) life¹³.

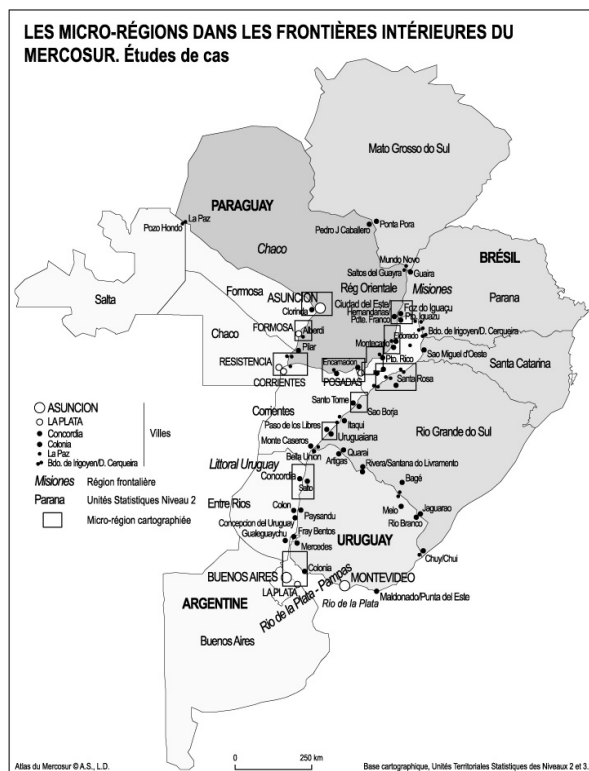
3.1.2 Case studies in South America

Tri-national border Argentine, Brazil, Paraguay

Within the triangle Argentine, Brazil and Paraguay, the Triple Border is usually considered to be the area surrounding the cities of Ciudad del Este (PY, 350.000 inhabitants, second city in Paraguay), Foz do Iguazu (BR, 325.000 inh.) and Puerto Iguazú (AR, 32.000 inh.). Ciudad del Este is the third largest free-tax commerce zone in the world, after Miami and Hong Kong. Together with Foz do Iguazu, it is the headquarters of the company that operates the nearby Itaipú dam (*Itaipú Binacional*).

In this study we are nevertheless considering a wide territory of Paraguay bordering the Brazilian State of Paraná (190 km) and the Argentinean provinces of Misiones and Corrientes, dominated by the river Paraná. The river Iguazú is a natural border between Misiones (AR) and again the State of Paraná (115 km), followed by a sector of dry border. Then, river Pepirí Guaçu is the border between Misiones and the State of Santa Catarina (BR), and river Uruguay is the border with the State of Rio Grande do Sul (BR). River Uruguay will flow up to its junction with river Paraná to form the Río de La Plata, after being the border of the Argentinean province of Corrientes with Rio Grande do Sul (BR) and the Argentinean province of Entre Ríos with Uruguay.

¹³ Osório Machado, L.; Reyes Novaes, A. and do Rego Monteiro, L.. *Building Walls, Breaking Barriers-Territory, integration and the Rule of Law in Frontier Zones*. Journal of Border Studies, 24/3 2009



Internal Borders of Mercosur
 Source: Atlas du Mercosur Alejandro F. Schweitzer, Lucie Dejouhanet, 2003



Plata Basin and Rivers Paraguay, Paraná and Uruguay
 Source: La Cuenca del Plata, Eduardo Luis Haiek, monografias.com, 2003

The province of Misiones is in the middle of this area. It borders only along 90 kilometres the rest of Argentina, being the main part of its limits international borders with Brazil and Paraguay. Misiones includes 35% of border crossings in MERCOSUR.

Many rivers are involved in this region, dominating the large river Paraná, its junction with the river Iguazú and the river Uruguay. Very few bridges can be found in this area, being the most relevant:

- The *Amistad* (Friendship) International Bridge unites Foz de Iguazú (BR) with Ciudad del Este across the Paraná river.
- The *Tancredo Neves* International Bridge unites Foz de Iguazú (BR) with Puerto Iguazú (AR) across the Iguazú river.
- The *San Roque González de Santa Cruz* Bridge unites Posadas (AR) with Encarnación (PY) across the Paraná river.
- Pepirí Guazú - São Miguel International Bridge

There are also some services of boats and rafts to cross these wet borders and we can find many cities across these rivers functioning as twin cities, despite of the lack of bridges.

Dry borders can only be found in one part of the Argentinean-Brazilian border, with many border crossings. Misiones and the neighbouring border regions in Brazil and Paraguay are mostly rural areas, being the most important cities the Triple Border Ciudad del Este (PY) -

Foz do Iguaçu (BR) – Puerto Iguazú (AR), and Posadas (AR) – Encarnación (UY). Highways and railways are lacking. National and regional roads are in quite good conditions and are very important for freight forwarding. There are simplified systems for export, but waiting time at border crossings is extremely unfavourable (up to 24 hours). 4 national airports in all three border areas guarantee sufficient connections to national centres and international airports.

- **Cataratas International** (Foz do Iguaçu, BR); mainly national flights, but can be considered International; more than 800,000 passengers per year.
- **Puerto Iguazú International** (AR); mainly national flights, but can be considered International; 600,000 passengers per year.
- **Guaraní International** (Ciudad del Este, PY); connections with Asunción (PY), Montevideo (UY) and Sao Paulo (BR).
- **Posadas International**, only Argentinean destinations, 70,000 passengers per year.

Twin cities are playing an important role. They develop cross-border activities with local commercial links. They are also commercial gateways profiting border customs services and related income. But there are also serious problems with drug traffic, illegal migration, smuggling and related crime along both borders, whereas the land borders are more affected. In any case, they are main starting points for wider cross-border cooperation (CBC). Circe Inés Dietz has studied these processes at the Argentinean-Brazilian border¹⁴. The Argentinean Federation of Municipalities is promoting CBC knowledge for involved municipalities as well as the exchange of good practices in Latin America and with Europe¹⁵.

The agricultural sector is prevailing (agro-industrial production). SMEs and the innovation sector are growing, but up to now the service sector is only weakly developed. The conditions for cross-border tourism are quite good, but the potentials are exploited in a national way only. Progress can be expected from the starting cooperation between touristic operators and the sub-national authorities in the three countries involved (touristic corridor, register of operators).

Sectorial activities concern education (a programme in some areas of Brazil with neighbouring countries) and health (agreement between Argentine and Brazil). Some border health services in Brazil are still overloaded by patients coming from Paraguay.

Several bi- or trilateral agreements have been concluded, but their implementation is rather weak as well as the involvement of regional and local actors in activities organized at national level. One of the main challenges is to find a new legal instrument adapted to the needs of CBC. Exceptions are the bi-national Joint Committee for the River Parana (AR/PY) (management of the river, development programme, revitalisation of the river) and the enterprise managing the Itaipu Binational Dam (BR/PY).

From the economic point of view there is a special focus on added value of CBC to promote technological products and to create a corridor for businesses, services and innovation. For

¹⁴ Dietz, C.I. *Cenários contemporâneos da Fronteira Brasil-Argentine: infra-estruturas estratégicas e o papel dos atores no processo de cooperação/integração transfronteiriça*. Master thesis, Post-Graduation Programme in Geography, Institute of Geosciences, Federal University of Rio Grande do Sul, Porto Alegre, 2008

¹⁵ Checure, P. *Microrregiones en Argentine, un camino al Desarrollo Local Transfronterizo*. Presentation to the Seminar „Border and Productive Integration in Mercosur“. Posadas, March 2010.

this purpose special institutions like the Centre for Quality Management and Harmonisation were established. An agency for cross-border cooperation (including infrastructure and knowledge-based economy) guarantees somehow technology transfer for producers and citizens. A technology industrial park in Itaipú (capacity 8,000 workers), a platform for renewable energies and a tri-national working group for cross-border health show the dynamic of individual actions.

The question of investments on both sides of the border still depends from national framework conditions: Paraguay has no problem to invest in Brazil, but it is still difficult on the other direction.

It can be stated that numerous single actions, activities and projects for CBC take place, but they are not coordinated and articulated at federal level. The study of a Brazilian university¹⁶ (in cooperation with partners in Argentine and Paraguay) can be seen as first starting point. The study identified five clusters:

- textile,
- software,
- civil engineering,
- agribusiness
- tourism

During this study seven business rounds (of entrepreneurs from Misiones (AR), Paraguay, and Uruguay) took place, but again resulting in individual actions and not in an overall strategy/programme.

An interesting feature, especially in the economic field, is the role of consultants and agencies developing own capacity to draft projects and organise cooperation.

The gradual implication of the following universities in the area is quite relevant: the Argentinean UNaM, the National University of Misiones; the University of the Republic (Uruguay); and the Brazilian Universities of Pelotas, São Paulo and Rio de Janeiro, amongst others. It should be explored the role of groupings of universities, as the Group of Montevideo, in promoting integration in general, and CBC in particular. The Association of Universities Grupo de Montevideo is a network of public universities working since 1991 in favour of educational integration and cooperation, and defending public high education as a universal human right and a public social property.

This cross-border area cooperates with external partners like:

- The Brazilian Public Agency to Support Entrepreneurs and Small Enterprises (SEBRAE) has a branch CDT-AL, operated by SEBRAE-Paraná in partnership with Itaipú Binacional, the Itaipú Technology Park and the Inter-American Development Bank. The CDT-AL facilitates technology generation and transfer amongst cross-border organisations and institutions to promote productive integration for Brazilian and Latin American micro- and small-sized enterprises.
- The Spanish Agency for International Cooperation for Development (AECID), promoting several actions regarding CBC.

¹⁶ Quoted in Osório Machado, L. (2009), op. cit.

- The *Centro Studi di Politica Internazionale* of Italy (CeSPI), already mentioned in this report. The CeSPI is conducting research and promoting cooperation of Italian public bodies regarding CBC and decentralization processes in Latin America.
- European regional partners, as some regional governments and specialized institutions, like the Extremadura (ES) Centre for Studies and Cooperation with Ibero America (CEXECI), promoting knowledge and capacity building for CBC in Latin America.
- The Association of European Border Regions (AEBR).

Bi-national border Uruguay-Brazil

The border between Brazil and Uruguay is 1.600 km long, 70% is a wet border (rivers and important lakes like the Lagoa Mirim), dividing the land into grassland and wetland. On both sides of the border cattle ranching, rice production and small cities (with slowly moving economy) are dominating.

The rural areas are sparsely populated on both sides of the border. On the Brazilian side landowners prevail. The same applies with mine owners on the other side of the border. There is a lack of hierarchy of cities despite the depopulation in rural areas.



Departments of Uruguay
Image by Tvpm (Wikipedia), 2005
GNU Free Documentation License

The new policy of Brazil in favour of regional development, giving priority to the border strip (PDFF) and encouraging cross-border cooperation has introduced favourable conditions for the cooperation with Uruguay.

The main issue at the Brazilian-Uruguayan border is to improve the infrastructure¹⁷. There are no highways, no motorways, or railways, although Brazil is favouring a railway project. For security and economic reasons most of the existing roads have been constructed to link border cities with their respective capitals Montevideo and Porto Alegre (Brazilian State of Rio Grande do Sul).

Only very small airports, like the one in Santana do Livramento (BR), with 1,200 m landing strip (sand), are related directly to this border area. Montevideo (UY) and Porto Alegre are the most important surrounding airports, but they are at long distances.

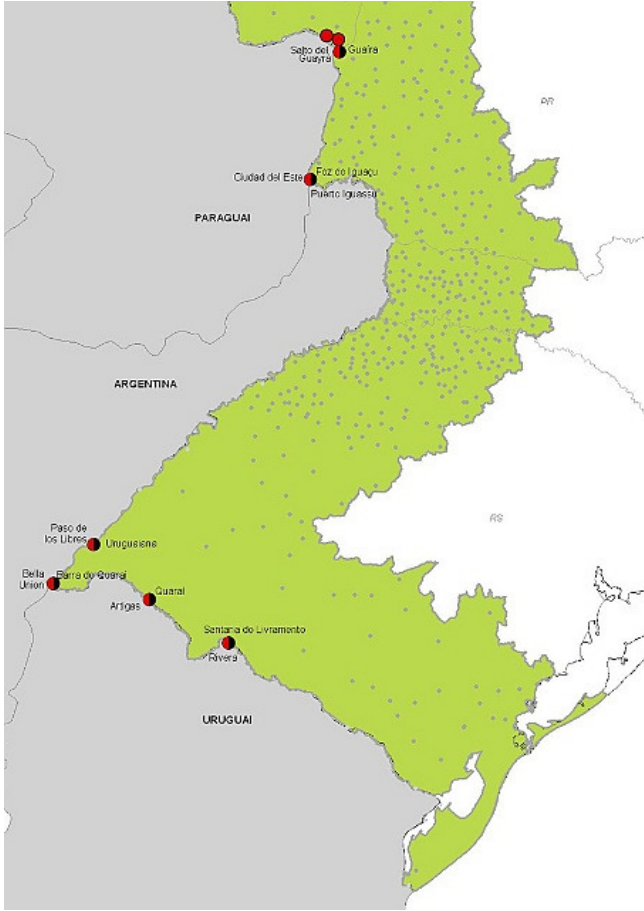
Trade between Brazil and Uruguay is growing since the creation of MERCOSUR (with a slowing down because of currency issues, economic crises and global challenges).

¹⁷ Osório Machado, L. (2009), op. cit..

Both national governments are not investing sufficiently in border areas, but the economic sectors and territories along the border benefit from MERCOSUR. These border areas mostly take profit of some private companies (internal development). Cereal production, particularly rice, and sawmills along the river Uruguay are important for the economy in this border area. The mobility of rice production in Rio Grande do Sul and in Uruguay shows how they have made a strategy to gain profit of the border (lower land prices and lower wages in Uruguay). These differences on both sides of the border have created new opportunities. Large Uruguayan and Brazilian companies decided the location of mills and dominate the economy. The growth of rice production on both sides of the border increased the exports (to the USA, Europe and Africa) with consequences for global trade flows by using the ports Rio Grande and Montevideo. Land purchase in Uruguay by Brazilian rice producers and cattle ranchers contributed to increase the fear of denationalization of land by the Uruguayan government. At the same time Uruguayan border regions encouraged Brazilian firms and investors to come into these areas. This people also brought know-how and expertise which helped border regions' development and allowed producers to intensify rice production.

Special attention has to be paid to city twinning along the borders. Unlike the weak cooperation between other cities in these border regions, twin cities have strong cross-border interactions. Local commercial links are the main reason for the relationship between twin cities, some of them strongly related to the border. US dollar and other currencies are accepted in many shops, and currency differences are part of the daily live and income. In the 1980s Uruguay encouraged foreign investment and trade by creating free trade zones in border towns. Goods and services re-imported from these zones are exempted from taxes. Licenses for import/export, shops and casinos can be obtained in any border town. Therefore, shopping, labour mobility and small businesses contribute to the local economy, especially on the Uruguayan side. Social and cultural ties develop. The role of twin cities as commercial gateways (cargo warehouse, customs clearances) has been strengthened by new trade routes as consequence of free trade in MERCOSUR and migration from Brazil to Uruguay. Uruguay is very attractive as tourist destination as it is very stable and safe. Gambling is also very popular amongst tourist from neighbouring countries).

City twinning has been seen by national governments as laboratories with appropriate size to prove integration measures. In this sense, Santana-Rivera is one of the five city twinning processes prioritized by the Brazilian Government for coordinated action with a Uruguayan



Southern Arc of the Brazilian Border Strip
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 Federal University of Rio de Janeiro (UFRJ) / CNPq

Inter-ministerial Working Group. They are developing multiple projects with cross-border management and impact on education, social protection, energy infrastructure, culture, capacity building, farming research, sustainable tourism, “solidarity” economy, etc.

Thanks to MERCOSUR, mobility for cross-border working was reinforced due to an agreement between Brazil and Uruguay, but it takes years to implement it. As regards to veterinary and food control, a programme to strengthen the activities as well as a special capacity building programme for people involved in this field are available.

Although border areas are included in bilateral treaties, agreements, etc., between Brazil-Argentine¹⁸ and Brazil-Uruguay, cross-border cooperation is not a main point on the national political agenda. But the land border between Uruguay and Brazil, as many other borders in the American continent, is also characterized by illegal immigration, smuggling, drug traffic and related crime. So, there is a strong demand from the local population to act.

Nowadays, this border area is considered to move from informal to a more formal cooperation without undermining national sovereignty. In fact, there are more and more bilateral meetings between different state institutions in order to develop border issues. Anyway, the implementation of concrete measures still goes very slowly, as it is the case of the integrated control areas in check points. Dry harbours and new bridges are on the bilateral agenda, as well as new regulations to protect the Guaraní Aquifer, one of the world’s largest aquifer systems (estimated to contain 37,000 km³ of fresh water) located beneath the surface of Argentine, Brazil, Paraguay and Uruguay. These Uruguayan and Brazilian institutional attitudes, plus the support of Mercosur, lead to a “new agenda” for UY-BR cooperation in border areas since 2002¹⁹. Four working groups (Health, Sanitation and Environment, Police and Justice, and Integral Development) were implemented with the final objective of establishing a “Border Statute”. These has produced some fruits already, as the 2005 agreement for residence, study and labour for border citizens (within 20 km at every side of the border) with access to social benefits. Another important agreement is the bilateral implementation of the Mercosur residence agreement, which means a strong step towards the freedom of movement for citizens within both countries. Border Committees and Local Development Committees have been also constituted in this framework.

The Uruguayan Government (Ministry of Social Development) has established a Border Programme with the main objective of “operating integrally and inter-institutionally in border territories in order to ameliorate their population’s living conditions, strengthening institutional and organizational capacities at local, national and international level”. Within this programme, there is an interesting and very promising project on “Border Social Economy”.

¹⁸ Brazilian-Argentinean Agreement on *Localidades Fronterizas Vinculadas* (Linked Border Municipalities), 2009

¹⁹ Navarrete, M. *Región Fronteriza Uruguayo-Brasileira. Laboratorio social para la integración regional: cooperación e integración transfronteriza* (Master thesis). University of the Republic, Faculty of Social Sciences, Montevideo, 2006

It is also very interesting to follow the different typologies for border relationship developed by researchers from both sides^{20, 21}. Some highlight the relationship between formal and operational integration, while others stress the relationship between the populations across the borders (Osório Machado).

The Uruguayan-Brazilian cooperation aims to develop border areas as “free-trade zones” and they have proposed to create a “border citizenship” (a border statute), which means: free movement of people, manpower, goods, services and capitals; common services for urban infrastructure, more flexible controls, single customs in check points, tax exemptions for personal goods, simplification of trade, elimination of double taxation for citizens, cultural integration, etc. This is the general feeling, but still there are many juridical, institutional, financial and structural gaps. This process can be seen in twin cities, authentic laboratories for integration, where very important lessons can be learned and new actions can be planned.

3.2 Initial report on cross-border areas in Central America

In Central America there is an ongoing and very stimulating integration process since many years. In fact, seven countries in half a million of square kilometres, where almost 4 million people (out of 41 million) live in border areas. It is worth mentioning that Central American border areas host most of indigenous ethnic groups, 40% of all protected areas and 20 international river basins. Thus, there are some strategic plans for the integral (and cross-border) management of these basins.

The AEBR has kept an eye for a long time in this process by agreeing with regional platforms in the area. This has been the case of the CONFEDELCA (Conference for Local Development in Central America), FUNPADEM (Foreign Service Foundation for Peace and Democracy) and the IDELCA (Institute for Local Development in Central America), amongst other partners. There is a periodical exchange of information about developments in Europe and Central America regarding specifically cross-border cooperation (CBC).

The Ford Foundation promoted in 1997 a CBC Project in Central America with the main objective of facilitating spaces for inter-municipal meetings in border areas in order to:

- Diagnose main border problems
- Favour dialogue between local governments
- Establish relationship and communication across borders
- Develop border populations and settlements
- Encourage active participation of local leaders

²⁰ Machado de Oliveira, T.C. *Tipologia das Relações fronteiriças: elementos para o debate teórico-práticos*. En: Machado de Oliveira, T.C. (coord.) *Territorio sem limites: estudos sobre fronteiras*. Ed. UFMS, Campo Grande, 2005

²¹ Osório Machado, L. et alii. *O desenvolvimento da faixa de fronteira: uma proposta conceitual-metodológica*. En: Machado de Oliveira, T.C. (coord.) *Territorio sem limites: estudos sobre fronteiras*. Ed. UFMS, Campo Grande, 2005

To this end, the project has strengthened a related research institution (Unit for Central American Border's Research, School of Geography, University of Costa Rica), carrying out research on cross-border relationship, limitations, etc., and some specific case-studies. It has achieved a wider scope at Central American level through the CSUA (Confederation of Universities in Central America).

Many interesting initiatives have been promoted by the Central American Integration System (SICA) and the Organization of American States (OAS/OEA), although most of them involve a more "transnational" approach and involve national ministries.



Nations of Central America and capitals.
Image by Alex Covarrubias (Wikipedia), 2007
GNU Free Documentation License

However, border municipalities in Central American countries are increasingly demanding instruments for CBC, being a growing field under permanent development. In this sense, it is worth mentioning the Trifinio Process, which began as early as in the 1970s in a region shared by El Salvador, Guatemala and Honduras. CBC and Central American integration meet in the Trifinio Process, contributing to preserve shared natural resources, peacekeeping processes in the region and tri-national integration. The Italian "Open Borders" project is quite active as well. One of the most relevant achievements of the Trifinio Border Regional Development Plan, being implemented since 1989, is the consolidation of a Tri-national Commission to develop concrete actions like making possible sustainable agriculture models, increasing commercial links between border municipalities from three countries and, the most important element, increasing the participation of civil society through the ATRIDEST, civil organizations of farmers, teachers, cooperatives and development entities²².

Other cross-border initiatives in Central America are dealing mainly with the need to manage natural resources jointly, as it is the case of the Gulf of Fonseca (El Salvador, Honduras and Nicaragua). Under the input of some European development agencies, like the Spanish AECID (Spanish Agency for International Cooperation for Development), or the Italian Development Cooperation, some agreements have been signed to promote CBC, with pilot actions funded by the European Official Development Assistance. This has paved the way to bilateral cross-border agreements, as it has recently been the case of the Ataco Declaration between El Salvador and Guatemala (22 October 2009) for the joint management of River Paz Basin.

²² Hernández, Jiménez and Picón, op. cit.

4 SWOT-ANALYSIS

4.1 Overall analysis

Strengths	Weaknesses
<ul style="list-style-type: none"> growing awareness of the importance of cross-border areas for the future of South America 	<ul style="list-style-type: none"> borders keep somehow their role of separation and military areas national peripheral location of border areas
<ul style="list-style-type: none"> a set of political declarations, laws and instruments for cooperation (bilateral/trilateral treaties, agreements, associations) 	<ul style="list-style-type: none"> too many different instruments implementation rather weak
<ul style="list-style-type: none"> numerous studies, publications, and other papers on cross-border cooperation (CBC) 	<ul style="list-style-type: none"> mainly national approaches bi- or multi-national studies rather exceptional
<ul style="list-style-type: none"> mostly rural areas with a dominating agricultural sector (big farms, large enterprises) 	<ul style="list-style-type: none"> weak economic structures danger of mono-structure
<ul style="list-style-type: none"> development of SMEs and small businesses 	<ul style="list-style-type: none"> often strong dependence on border related services and activities
<ul style="list-style-type: none"> importance of twin cities 	<ul style="list-style-type: none"> positive single effects are too small places of illegal activities
<ul style="list-style-type: none"> capitalization of differences along the border 	<ul style="list-style-type: none"> borders only poorly controlled
<ul style="list-style-type: none"> several cross-border areas cooperate 	<ul style="list-style-type: none"> no definition of a cross-border area
<ul style="list-style-type: none"> numerous "one-off activities" to establish contacts for cooperation 	<ul style="list-style-type: none"> no coordinated activities
<ul style="list-style-type: none"> numerous single cross-border projects 	<ul style="list-style-type: none"> too much depending on concrete individuals
<ul style="list-style-type: none"> economic and social partners active in CBC (informal cooperation) 	<ul style="list-style-type: none"> no coordinated activities potentials for CBC hardly exploited in economic and social terms
<ul style="list-style-type: none"> consultants dominate the process 	<ul style="list-style-type: none"> regional/local authorities depending on consultants

Opportunities	Threats
<ul style="list-style-type: none"> increasing favourable framework conditions for CBC 	<ul style="list-style-type: none"> long distances weak infrastructure
<ul style="list-style-type: none"> favourable MERCOSUR rules for free trade 	<ul style="list-style-type: none"> transport still difficult long waiting time at the border
<ul style="list-style-type: none"> strong export of agricultural products 	<ul style="list-style-type: none"> pending on large enterprises and big farm taking profit from low wage level
<ul style="list-style-type: none"> twin cities as a laboratory for CBC 	<ul style="list-style-type: none"> up to now twin cities often places of illegal activities
<ul style="list-style-type: none"> some positive developments on the labour market due to big firms 	<ul style="list-style-type: none"> national governments in favour of implementation of sensitive projects in border areas
<ul style="list-style-type: none"> a common bank for Latin America some integration funds 	<ul style="list-style-type: none"> not many specific funds for CBC or transnational activities
<ul style="list-style-type: none"> raising awareness of the need for regional development 	<ul style="list-style-type: none"> depending very much on political developments, weak subsidiarity

<ul style="list-style-type: none"> • strong feeling, that CBC requires a bottom-up approach 	<ul style="list-style-type: none"> • lacking knowledge capacity at regional and local levels • conditions very different in political, historical, economic and geographical terms
<ul style="list-style-type: none"> • support of national governments to encourage CBC at regional and local levels 	<ul style="list-style-type: none"> • national governments playing a dominating role • decentralisation of financial resources rather weak
<ul style="list-style-type: none"> • starting dialogue between national and sub-national level 	<ul style="list-style-type: none"> • missing distribution of tasks and responsibilities
<ul style="list-style-type: none"> • economic and social partners ready to cooperate 	<ul style="list-style-type: none"> • no coordinated activities • up to now sustainable implementation rather weak
<ul style="list-style-type: none"> • political will at all levels to support CBC 	<ul style="list-style-type: none"> • border regions not at the top of the political agenda • politicians hardly involved on a regular basis
<ul style="list-style-type: none"> • strong interest in a more strategic and sustainable approach 	<ul style="list-style-type: none"> • no experience in developing decentralized cross-border strategies and programmes
<ul style="list-style-type: none"> • growing awareness of the need of cross-border structures 	<ul style="list-style-type: none"> • networks and permanent cooperation structures missing
<ul style="list-style-type: none"> • languages favourable 	<ul style="list-style-type: none"> • prejudices prevailing (media)
<ul style="list-style-type: none"> • starting contacts with the EU and European organisations experienced in CBC 	<ul style="list-style-type: none"> • no systematic training of regional and local actors to do it by themselves (like in the EU)

4.2 Tri-national border Argentina, Brazil, Paraguay

Strengths	Weaknesses
<ul style="list-style-type: none"> • bilateral/trilateral treaties and agreements between AR/PY/BR 	<ul style="list-style-type: none"> • implementation up to now rather weak • lack of information
<ul style="list-style-type: none"> • long and large rivers 	<ul style="list-style-type: none"> • only 2 bridges across the borderline on river Paraná (AR/PY)
<ul style="list-style-type: none"> • many border crossings AR/BR 	<ul style="list-style-type: none"> • few border crossings AR/PY
<ul style="list-style-type: none"> • 4 airports named International, but mainly national with few international flights (no intercontinental) (1 in BR, 2 in AR, 1 in PY) • Many small facilities for private flights 	<ul style="list-style-type: none"> • no international connections enough
<ul style="list-style-type: none"> • regional roads in normal/good condition 	<ul style="list-style-type: none"> • no highways • no railways
<ul style="list-style-type: none"> • important transport on roads 	<ul style="list-style-type: none"> • long waiting time at border crossings
<ul style="list-style-type: none"> • simplified system for export 	<ul style="list-style-type: none"> • separate border facilities
<ul style="list-style-type: none"> • some important cities on both sides of the border 	<ul style="list-style-type: none"> • mostly large rural areas
<ul style="list-style-type: none"> • city-centres are improving 	<ul style="list-style-type: none"> • low attractiveness of many cities and villages
<ul style="list-style-type: none"> • growing accommodation capacity in large cities (also improved quality) 	<ul style="list-style-type: none"> • business and touristic travel still weak
<ul style="list-style-type: none"> • strong agricultural sector as a source for export 	<ul style="list-style-type: none"> • exports depending on one sector • difficult export/import between AR/PY (customs clearance)

• <i>SMEs and innovation sector developing</i>	• <i>weak service sector</i>
• <i>interaction between decentralised CBC and the national/multi-national level</i>	• <i>weak involvement of regional/local authorities in national activities</i>
• <i>many cross-border activities</i>	• <i>mainly one-off activities</i>
• <i>relatively strong cooperation at project level (e.g. BR/PY = energy cluster)</i>	• <i>isolated activities</i> • <i>no long term approach/ strategy</i>
• <i>regional/local level and social partners involved in CBC on the ground</i>	• <i>no permanent structures</i> • <i>voluntary structures doubled</i> • <i>missing legal instruments for cooperation</i>
• <i>growing tourism development in border areas</i>	• <i>mostly national promotion</i>
• <i>good consultancy</i>	• <i>lack of own knowledge at regional/local level</i> • <i>potentials of regional/local actors poorly developed</i>

Opportunities	Threats
• <i>triangle AR/BR/UR a test case for successful CBC in South America</i>	• <i>Illegal activities</i>
• <i>programme for education in border areas (bilingual schools) (only in Brazil)</i>	• <i>cross-border education mostly absent</i>
• <i>development of cross-border health (agreement AR/BR)</i>	• <i>health system in Brazil overloaded because of many patients coming from Paraguay</i>
• <i>promotion of technological products, business corridors, services and innovation</i>	• <i>special institutions involved, but only on one side of the border</i>
• <i>in principle open labour market</i>	• <i>high unemployment rate</i> • <i>weak mobility</i>
• <i>good potential for cross-border tourism</i> • <i>starting cooperation between tourist authorities and operators</i>	• <i>cross-border touristic infrastructure rather weak</i>
• <i>development of twin-cities to commercial gateways</i>	• <i>improvements only in the border area and not in the whole region</i>
• <i>universities more and more active in CBC</i>	• <i>no systematic/strategic involvement in cross-border development</i>
• <i>Bi-national Committees, as the Paraná one (regional development and cross-border strategy)</i>	

4.3 Bi-national border of Uruguay with Brazil (plus Argentine)

The complexity of the Triple Border makes necessary to consider Uruguayan borders with Brazil (and Argentine). This border was considered bi-national in the Inception Report, but looking at the size of Uruguay and the evidences found during the study visit, it is very difficult to differentiate the impact of Uruguayan borders with both two giants separately. All in all, the territories comprised by these two tri-national borders can be considered as a border continuum, and an integral approach for the whole area would be crucial for its sustainable development. The role of Mercosur seems to be indispensable.

Strengths	Weaknesses
<ul style="list-style-type: none"> • many bilateral treaties, agreements, associations 	<ul style="list-style-type: none"> • implementation up to now rather weak • information missing
<ul style="list-style-type: none"> • border with social and cultural ties 	<ul style="list-style-type: none"> • difficult and expensive border crossing (for 70% wet borders)
<ul style="list-style-type: none"> • International Montevideo and Buenos Aires airports, or national Porto Alegre, at long distances 	<ul style="list-style-type: none"> • lack of airports (only minor facilities for small airplanes)
<ul style="list-style-type: none"> • Good roads (for this area) 	<ul style="list-style-type: none"> • no highways or railways
<ul style="list-style-type: none"> • centres like Montevideo and Porto Alegre connected by new trade routes 	<ul style="list-style-type: none"> • mostly rural border areas • low population density
<ul style="list-style-type: none"> • strong agricultural sector 	<ul style="list-style-type: none"> • lower wages level in UR
<ul style="list-style-type: none"> • twin cities with commercial links 	<ul style="list-style-type: none"> • lack of hierarchy of cities • illegal activities
<ul style="list-style-type: none"> • benefit from international economic development (export) 	<ul style="list-style-type: none"> • depending on the global market
<ul style="list-style-type: none"> • reinforced migration (agreement BR/UR) 	<ul style="list-style-type: none"> • one way road from Brazil to Uruguay

Opportunities	Threats
<ul style="list-style-type: none"> • potentials of a wet border (Mirim lake) 	<ul style="list-style-type: none"> • expensive bridges and/or ferries needed
<ul style="list-style-type: none"> • growing role of MERCOSUR 	<ul style="list-style-type: none"> • few national investments in border areas
<ul style="list-style-type: none"> • free trade zone (UR) 	<ul style="list-style-type: none"> • only benefits one side of the border
<ul style="list-style-type: none"> • railway project under planning (BR) 	<ul style="list-style-type: none"> • improving infrastructures is a main issue
<ul style="list-style-type: none"> • starting up of joint border control (training programmes, veterinarian control) 	<ul style="list-style-type: none"> • still weak border control • illegal activities (drugs, smuggle, crime-related, illegal migration)
<ul style="list-style-type: none"> • twin cities with a gateway function, and connecting metropolis trade routes 	<ul style="list-style-type: none"> • development limited to the border
<ul style="list-style-type: none"> • growing economic and technical knowledge, particularly from agro-industries 	<ul style="list-style-type: none"> • strong dependency on agriculture
<ul style="list-style-type: none"> • cross-border labour market in principle agreed (MERCOSUR) 	<ul style="list-style-type: none"> • slow implementation • weak labour migration because of low population density
<ul style="list-style-type: none"> • strong feeling of the need of CBC 	<ul style="list-style-type: none"> • long distances (very much time-consuming) for CBC
<ul style="list-style-type: none"> • attractive touristic conditions in UY 	<ul style="list-style-type: none"> • weak security at the borders • fear of corruption and criminality
<ul style="list-style-type: none"> • well developed public health care system in Brazil 	<ul style="list-style-type: none"> • one-way migration from UY to BR

(specific for AR-UY)	
<ul style="list-style-type: none"> • good ferry connections with excellent custom facilities (AR/UY) • three international bridges 	<ul style="list-style-type: none"> • long time (3-4 hours) for a ferry trip
<ul style="list-style-type: none"> • 20 million inhabitants in the triangle AR-BR-UY 	<ul style="list-style-type: none"> • no strategy for the area of River Plate
<ul style="list-style-type: none"> • cooperation changing from formal to informal 	<ul style="list-style-type: none"> • (environmental) conflicts involving border citizens

5 CONCLUSIONS

5.1 Lessons learned

The geographical, historical and political preconditions for regional development and cross-border cooperation (CBC) differ strongly from European experiences. The total border lines of South America are less than in the EU, while the surface of the European Union covers only half of Brazil. With the exception of Buenos Aires the economic centres in Latin America are settled more in the interior of the states. Also important ports and metropolises at the seaside are far away from the borders. In Europe some important economic centres are located close to the border (Vienna, Bratislava, Berlin, and Copenhagen), being some of them already established cross-border metropolitan areas. Compared with Europe, distances are much longer, while transport infrastructure is less developed. Most common transport means are cars, trucks, ships and aircrafts. Railways exist only incidentally. So, travelling from one point to another is very time-consuming. In general, this has an impact on the mobility of citizens, workers and transport of goods. This mostly affects border areas and CBC, because border regions in the respective areas are usually less developed than more central regions; and border controls need sometimes hours, above all for goods. Nevertheless, people are familiar with these realities and accept even long distances and travel time, when it comes to CBC.

It can be concluded that geographical areas for CBC are much larger than in Europe, mostly rural with a low population density and a weak economy. The sub-national level is playing an increasingly important role. Relevant statistical and political levels are the states (BR), the provinces (AR) and departments (PY and UY), as well as municipalities in all countries involved.

Due to historical developments, national governments in Brazil, Argentine, Paraguay and Uruguay are the most important political players up to now. Regions, provinces and departments depend on national governments in political, financial and planning terms. This top-down approach is gradually shifting to a bottom-up one, including elements of South-South cooperation. Regionalisation and CBC are more and more on the political agenda of all MERCOSUR countries, particularly in Brazil. The leading role of Brazil as the biggest, politically influential, and economically strongest country should be taken into account with regard to future developments in Latin America. But integration processes are running informal and not well structured in this area. However, there is a clear need and political will for change.

The development of CBC is linked to supranational, as well as to national and sub-national processes, where multi-level governance and subsidiarity are key issues. The role of regional and local authorities and other actors on the ground is growing. City twinning plays a major role in this process.

In the EU, the creation of the Single Market was very important for the development of CBC. Border regions are considered to fulfil a bridge function, to create added value and to contribute significantly to European integration. At the same time, several processes of national integration have begun in Latin America, also with the objective to integrate peripheral border areas in national and supranational markets.

As a consequence, in the course of modernisation and improving the situation of border areas, from a national point of view, informal cross-border activities were strongly “disturbed”. The reasons lied, in many cases, in the fact that, suddenly, national governments were present in peripheral border areas and tried to control the (often illegal) cross-border activities.

Like in the EU, it can also be observed that national governments tend to support the implementation of sensitive infrastructural and economic projects in border areas. But currently the tendency (with the support of MERCOSUR) is more to change national development policies in border areas in favour of supporting genuine CBC.

5.2 Obstacles identified

The historical consideration of borders as lines of separation and militarized areas, traditional national policies and the generally peripheral location within national frameworks, impeded border areas to become meeting places. Instead, in most of the cases people were living “back to back”.

As already explained, long distances, the lack of common border control facilities, weak infrastructures (compared with European standards) as well as the fragile economies would have a strong impact on the development of a sustainable CBC which has to be strengthened in the future. Financial resources do not seem to be the main problem, but using national funds for cross-border activities does (national funds are devoted to national projects only). Up to now there is no common funding. As in many other fields, Brazil can play a leading role in the preparation of Regional Development, Subsidiarity and Territorial Cohesion in South America, thus creating favourable framework conditions for CBC.

Despite the MERCOSUR process cross-border transport remain difficult (e.g. export to Europe seems to be easier than from Paraguay to Argentine or Brazil: waiting time at border control up to 24 hours!).

In some parts large international enterprises in the agricultural sector and landowners are dominating the economic situation, while in other parts (twin cities along borders) only some small businesses are settled up to now, depending on the existence of the border and its services. Illegal immigration, smuggling, drug traffic and related crime are part of daily life and somehow considered as a source of income.

While CBC is increasingly present on national political agendas, a clear strategy, specific or common financial resources and a distribution of tasks and responsibilities are missing. One-off activities, which in principle are welcome, depend too much on the commitment of individuals, organisations or institutions (there is danger that these activities will finish if persons leave). They are not part of a regional development or even an overall cross-border development concept or strategy, and sometimes compete against each other. Permanent cross-border institutions or structures, which could channel the cooperation in a more strategic and permanent way, are missing as well.

While politicians are in principle in favour of CBC, a strong political support at every level is not the rule. The reason could be that politicians usually need concrete proposals on how barriers can be overcome and problems can be solved in practice. This knowledge (especially on practical solutions without time consuming agreements or treaties) can hardly be found at national level (it is not the task of a ministry to think in cross-border terms), but should be available at regional and local level in the border regions themselves.

On the other hand, advisers and consultants are playing an increasingly crucial role in border areas, offering services mainly for one-off activities.

CBC therefore faces multiple challenges:

- The traditional concept of sovereignty;
- own national priorities;
- lack of subsidiarity;
- the consideration of border areas as marginal (only few national investments);
- long-lasting border disputes;
- the need to increase autonomy of territorial authorities;
- the need to ameliorate citizens' life conditions;
- low local capacities;
- permanent and temporary migrations control;
- the need to protect natural and cultural heritage.

Up to now there is no targeted staff training for CBC in regional and local authorities to develop common programmes or strategies, to organise permanent cooperation, and to establish cross-border institutions/structures for cooperation and, in this way, create necessary added value for the citizens living along the border.

With a view to *targeted training*, the AEBR identified a series of challenges to be addressed:

- to avoid the terms "administration level" and "competences" for a cross-border structure. It is only about "practicable instruments" to cooperate and the "execution of necessary cross-border tasks";
- not to compare structures, competences, legislation, etc., on both sides of a border (they will never be or become comparable);
- to overcome the lack of expertise and skills of the regional/local administrations and relevant organisations in the field of CBC;
- to build up communication and exchange mechanisms based on a system of trust and to contribute to change people's attitudes, perceptions and approaches;
- to encourage a bottom-up approach in regional/local development (in close partnership with the respective national authorities), involving all key actors and taking into account the targeted regional specific conditions (geographic, economic, social, cultural and political);
- to build up trust as the main element for future successful CBC.

5.3 Good examples

Triple Border in Foz do Iguacu (BR), Ciudad del Este (PY) and Puerto Iguazú (AR)

The more complex urban cross-border example in Latin America is close to the Iguazu Falls, a favourite world tourist destination. Three national airports connect with main International airports in Brazil, Argentine and Paraguay, and there is a good accommodation offer.

Ciudad del Este is the third largest free-tax commerce zone in the world and generates more than half of Paraguay's GDP. The economy in the area relies on Brazilian economic health (95% of Paraguay's share of the energy generated by the Itaipu Dam is sold to Brazil). Every day many Brazilians cross the border to buy less-expensive products, mostly electronics, although there is a local say: *Anything you want, you can buy here. Legal, illegal, whatever.*



(Source: Google maps)

According to many sources, smuggling is a major occupation in the city, with some estimates putting the value of this black market at five times the national economy. Reports in the US indicate that some of the revenue generated by smuggling may support criminal organizations based outside the region, including terrorist organizations. Drug and weapons trafficking, money laundering, ... seem to be main businesses in a city where 90% of what is sold is counterfeit and there is an almost total absence of government regulation. It is also the battlefield in a dispute between American companies protecting their patents, licenses and trademarks, and many entrepreneurs from Asia who live from cheap imitations. There is a long tradition of smuggling here, but Washington has threatened Paraguay with economic sanctions if it does not take steps to protect intellectual property. There are strong efforts to counteract this image and even the governments of the three countries involved had protested against Kathryn Bigelow's next film, set in the Triple Border and using smuggling, drug traffic and the relationship with international terrorism in its plot.

The economy in Puerto Iguazú is concentrated in tourism, as it is the case of Foz do Iguacu, the headquarters of the bi-national enterprise managing the nearby Itaipu dam. This enterprise (*Itaipú Binacional*) has a strong impact in cross-border cooperation between the Brazilian and Paraguayan side, extended far beyond the urban areas with even up to the Argentinean territory. Putting sustainable water management in the centre of its activity, *Itaipú Binacional* promotes a strong involvement of small municipalities, cooperatives of producers and indigenous communities, with a genuine participative approach.

The name of this socio-environmental programme is *Cultivando Água Boa*²³ (Growing Good Water). Main sectors of cooperation²⁴ are: water quality, recovery of environmental corridors, fishing (production and extraction), protection of biodiversity, and organic agriculture. 1,000 families work in 19 small agro-industries dealing with medicinal plants, apiculture (beekeeping), *cachaça* (local liqueur), and handicraft). Around 800,000 people collect waste and make selection/recycling. They gather in 23 associations forming one cooperative.

Amongst other initiatives they are implementing, it is worth mentioning the following:

- A new transnational high education centre: the University for the Integration in Latin America (UNILA), with its headquarters in Itaipú.
- The Itaipú Technological Park, associated to UNILA, to be installed in the former residence for single workers in Itaipú (it was prepared for 8,000 workers).
- A Platform for Renewable Energies.
- A Working Group on “Health at the Border”, where the Argentinean side is involved as well.
- A Forum of Majors of the Dam (BR + PY).

Latin American Cross-border Route of Jesuit Missions

At the seminar in Posadas (AR) on border and productive integration, the AEBR presented the political goals of the EU Baltic Strategy as an excellent European example of cross-border and transnational cooperation in the framework of the ERDF regarding cultural heritage in a wide geographical area.

After its general presentation, the AEBR discussed the possibilities to realize a comparable cross-border and transnational cultural tourism project in an area covering the Brazilian Federal States of Rio Grande do Sul and Santa Catarina, the Argentinean provinces of Misiones and Corrientes, and Southern Paraguay. The *Latin American Cross-border Route of Jesuit Reductions* (Missions), settlements for indigenous people created by the Jesuit Order during the 17th and 18th centuries to Christianize, tax and govern them more efficiently. However, indigenous people were converted to Christianity in these reductions, but not necessarily to European culture.

This circumstance, its controversy and intense history are particularly interesting for academicians but also for visitors. Cities and landscapes in this cross-border and even transnational area offer the great culture heritage potential of Jesuit missions and a unique historical development. A potential not efficiently exploited yet.

²³ Itaipu Binacional. *Cultivando Água Boa. Um novo modo de ser para a sustentabilidades. Metodología e Resultados 2003-2009*. Foz do Iguaçu, 2010.

²⁴ The AEBR team interviewed Mr Nilton M. Friedrich, Director of Coordination of ITAIPU Binacional. Mr Friedrich provided the following data



Guaraní Jesuit Reductions
 Image by Leandro (Wikipedia), 2005
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The ruins of 15 missions in Argentine:

3 in the Province of Corrientes:

1. Yapeyú
2. La Cruz
3. Santo Tomé

11 in the Province of Misiones:

11. Apóstoles
12. Concepción
13. Santa María la Mayor
14. San Javier
15. Mártires
16. San José
17. San Carlos
18. Candelarias
19. Santa Ana (1637)
20. Nuestra Señora de Loreto
21. San Ignacio Mini (1632)
22. Corpus

UNESCO World Heritage Site

UNESCO World Heritage Site
 UNESCO World Heritage Site
 UNESCO World Heritage Site

The ruins of 7 missions in Brazil:

8. São Miguel Arcanjo (das Missoes) (1687),
 the chief mission of the seven in Brazil

UNESCO World Heritage Site

Close there were the missions of:

4. São Francisco de Borja (1682)
5. São Nicolau
6. São Luiz Gonzaga
7. São Lourenço Martir (1690)
9. São João Batista (1697)
10. Santo Angelo (1706)

The ruins of 8 missions in Paraguay:

23. Jesus de Tavarangué (1685)
24. Santísima Trinidad de Paraná (1706)
25. Itapúa (today Encarnacion)
26. San Cosme y San Damián (1652) (it has also an astronomic observatory)
27. Santiago (1651)
28. Santa Rosa de Lima (1698)
29. Santa Maria da Fé (1647)
30. San Ignacio Guazú (1609)

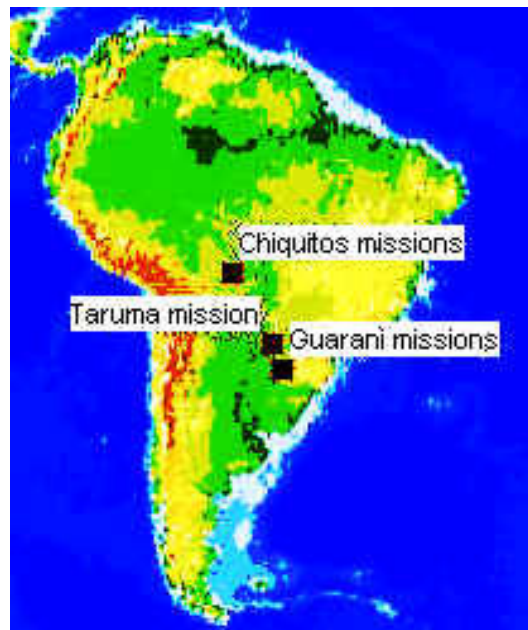
UNESCO World Heritage Site
UNESCO World Heritage Site

Apart from the *Guaraní* main group of missions, another one was established in Paraguay, in the Tarumá, where the mountain *Guaranies* were “reduced” in new settlements.

Taruma missions:

- Sao Joaquin (1747),
San Estanislao (1747) (PY)
Belen (1760).

The missions in the Bolivian *Chiquitanía* are another particular group, being six of them declared World Heritage Sites. Unlike in Argentinean, Paraguayan and Brazilian reductions, works have been kept until today in most Chiquitos’ missions. It is worth mentioning that evangelization was also done using renaissance and baroque music, which is very popular in the region even today.



Geographical Location of main groupings of Jesuit missions in South America

Chiquitos missions (Bolivia)
declared UNESCO World
Heritage Site:

- San Francisco Javier
- Concepción
- Santa Ana
- San Miguel
- San Rafael
- San José



Jesuit Missions of the Chiquitos in Bolivia
Image by Bamse (Wikipedia), 2008
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The Latin-American Cross-border Route of Jesuit Missions is not a „Holiday Route“ such as the Romantic Road in Germany or a “Pilgrim Route” such as the “Camino de Santiago” in Spain; but a multi-destination network to use and to offer this cultural heritage for cross-border local and regional development. The cross-border route of Jesuit missions could become a brand of an association of cities (and even villages), regional authorities and private tourist agencies.

A huge cross-border and transnational cultural tourism project opens many possibilities for these territories. Argentinean, Paraguayan and Brazilian cross-border cooperation in tourism, environment, infrastructures, etc., could strengthen this potential. Further research could be done to extend the project area towards Bolivia.

“Comisión Mixta Administradora del Río Paraná (COMIP)

The Bi-national Joint Commission of River Paraná promotes the integration of rural communities along the river in both sides of the wet border silhouetted by the River Paraná (Argentinean provinces of Misiones and Corrientes, and six departments in Paraguay). This will provide the basis for a better coordination of all private and public actors dealing with cross-border problems and potentials of the river, its exploitation for social and economic development, and for a better preservation of the environmental conditions.

Twin Cities

City twinning could be the base of a strong cross-border cooperation process at local and regional level. Existing processes with great potential are indicated in **bold** in the following tables. Low population, lack of diversification, absence of bridges (both physical and psychological), criminality impact and strong military presence are hindering factors.

URUGUAY-BRAZIL				
City UY	Inhabitants	Connection	City BR	Inhabitants
Rivera	57.000	Plaza Internacional	Santana do Livramento	84.779
Artigas	41.687	De la Concordia Bridge	Quaraí	24.987
Chuy	10.401	International Road	Chuí	5.500
Rio Branco	13.456	International Barón de Mauá Bridge	Yaguaraõ	31.293
Aceguá	1.493	country road	Aceguá	4.312
Bella Unión	13.187		Barra do Quaraí	4.196

URUGUAY-ARGENTINE				
City UY	Inhabitants	Connection	City AR	Inhabitants
Salto	118.013	Salto Grande Bridge	Concordia	131.450
Fray Bentos	25.031	Liberador General San Martín Bridge	Gualedaychú Puerto Unzué	76.220
Paysandú	90.251	General José G. Artigas International Bridge	Concepción del Uruguay Colón	64.954 26.000
Bella Unión	13.187		Monte Caseros	22.273

ARGENTINE-BRAZIL				
City AR	Inhabitants	Connection	City BR	Inhabitants
Puerto Iguazú	32.038	International Bridge Tancredo Neves	Foz do Iguazú	350.000
Paso de los Libres	40.494	International Bridge President G. Vargas and President A.P. Justo	Uruguayana	133.481
Santo Tomé	20.166	Integración Bridge	São Borja	66.000
Alvear	6.934	river, no bridge	Itaqui	41.902
La Cruz	6.025			
Bernardo de Irigoyen	5.576	dry border	Dionisio Cerqueira	15.399
Alba Posse	481	river, no bridge	Barraçao	8.976
San Javier	8.500	river, no bridge	Porto Mauá	2.724
El Soberbio	3.732	river, no bridge	Porto Xavier	11.321
Panambí	1.005	river, no bridge	Tiradentes do Sul	6.703
Garruchos	3.936	river, no bridge	Porto Vera Cruz	2.266
Cruce Caballero	319	Comm. Rosales Bridge	Garruchos	788
Andresito	8.338	Comm. Andresito International Bridge	Paraiso	3.908
			Capanema	18.103

BRAZIL-PARAGUAY				
City BR	Inhabitants	Connection	City PY	Inhabitants
Foz do Iguazú	325.000	Friendship Bridge	Ciudad del Este	350.000
Porto Mendes	n.d.		Puerto Adela	n.d.
Guaira	27.668		Salto del Guaira	11.298
Paranhos	10.592		Ypéjhú	7.109
Ponta Porã	75.941	(conurbation)	Pedro Juan Caballero	110.866

ARGENTINE-PARAGUAY				
City AR	Inhabitants	Connection	City PY	Inhabitants
Puerto Iguazú	32.038	Foz do Iguazú (BR), 2 International Bridges across Foz	Ciudad del Este	350.000
Posadas	252.891	San Roque González de Santa Cruz Bridge	Encarnación	98.134
Eldorado	47.556		Carlos A. López	n.d.
Montecarlo	16.300		Puerto San José	n.d.
Puerto Rico	14.520		Puerto Triunfo	n.d.
Clorinda (Formosa)	47.000	San Ignacio de Loyola Bridge	Puerto Falcón	3.808

Ferry between Buenos Aires and Montevideo (across River Plate)

The River Plate (*Río de la Plata*) is not considered as a river by some, but it is the widest in the world (48-220 km), forming part of the Argentinean-Uruguayan border and involving the capital cities and major ports Buenos Aires and Montevideo. It is related to most of the borders mentioned in this report, formed by the rivers Uruguay and Paraná and their tributaries, as the Paraguay River (see map in page 34). The basin drained by all of these rivers is one fifth of South America, including SE Bolivia, Southern and Central Brazil, the whole Paraguay, most of Uruguay and Northern Argentina. The estuary receives almost 60 million cubic meters of silt, and its muddy waters are stirred up by winds and the tides. The shipping route from the Atlantic to Buenos Aires and the ferry route Buenos Aires-Colonia-Montevideo are kept open by constant dredging.

A customs clearance (passport and customs inspection) at departure by Argentinean and Uruguayan officers is enabling to manage all formalities faster and without problems. Controls at arrival cease to apply. These common customs clearances proved that much time can be gained for travellers. Occurring problems can be solved better and faster, as officers from both states are together on-site (with their databases) and can communicate directly. These joint border offices have been proposed (and agreed) in other border areas, but implementation goes very slowly.

5.4 Relevance of the European Experience

In Europe, there is a long experience on what to do, and what not to do in the practise of the cross-border cooperation (CBC) processes. European border and cross border regions (Euroregions and similar structures) cumulate an enormous expertise on it. The European experience has taken decades to develop a number of measures and programmes, and especially permanent structures for cooperation amongst local and regional authorities.

In Latin America the European experience in cross-border and interregional cooperation is becoming particularly relevant. Latin American stakeholders wish to use all of this unique set of experiences in order to take profit of the best practise available to develop real CBC amongst most of the countries involved. This concerns above all the border areas between Argentine, Brazil, Paraguay and Uruguay, far the most dynamic continental area in this regard.

One specific European experience is that territorial cooperation actions are fundamental for the development of regional integration processes and progress.

In South America, Brazilian authorities have already begun a process of regionalisation and exchange of information with the EU, developing the concept of border areas with shared competences between national and sub-national governments.

But, as described before, political, historical, geographical, social and economic framework conditions in Latin America are different, sometimes even much more different, than European ones. The relevance of European experience is explained in this chapter from the point of view of best practice, while key messages, adapted to the needs and capacities in Latin America, are included in the recommendations.

In Europe, inside and outside the European Union, successful CBC is based on:

- a step by step development (first the tasks, then the structure);
- a strategic/programmatic approach;
- real joint projects;
- permanent working structures (joint decision making bodies, joint secretariat and staff);
- own financial resources.

In Europe it turned out, that the regional/local level is the most suitable to implement CBC (in partnership with the national authorities on both sides of a border and the EU), because:

- the actors on site are the most familiar with the cultural, social, geographical, economic and political conditions as well as with obstacles and problems for cooperation;
- they do not only know about barriers and problems, but are also able to offer very practical solutions;
- they have the strongest interest in successful CBC, as their daily life is concerned;
- they are more interested in practical cooperation based on partnership than in clarification of questions of competence (always on table when the national level is involved);
- step-by-step development of CBC.

One-off activities are found at the beginning of each type of cooperation. They pave the way for networks, which can be used to establish contacts between the actors benefiting from cooperation in a cross-border area (entrepreneurs, trade unions, universities, tourism agencies, public sector). Networks as platforms to promote generalised CBC have a multiplier effect.

In a second step, a more strategically and development oriented cooperation occurred in Europe. This requires a long term approach, based upon analysing the existing situation and the potentials for social and economic development. Objectives, priorities, key issues and activity fields have to be defined, resulting in a cross-border strategy/programme.

Advantages of a cross-border strategy/programme

It will become very clear for the actors what they want to achieve in the next 10-15 years. Furthermore, the added value of cross-border cooperation will be visible.

Based on the cross-border strategy/programme, it has to be decided which part of the regional development objectives have to be done with national/regional/local resources and which part will be supported by supranational funds (especially INTERREG in the case of the EU).

Particular role of the EU-Programme INTERREG

The EU-Programme INTERREG, established in 1990, introduced for the first time in Europe the possibility to cooperate with a long term perspective. It is divided in three strands: A = cross-border cooperation, B = transnational cooperation, C = interregional cooperation. Also in the EU, the main focus is on national development with the result that only 3% of the total ERDF funds are allocated to territorial cooperation. Despite these small financial resources, good and even excellent results have been achieved with regard to European integration, regional development of peripheral areas and decentralisation of regional policy.

The key advantages of INTERREG from the regional/local point of view are:

- CBC is defined as a political objective of the EU;
- within the European Regional Development Fund (ERDF), a fixed percentage is devoted to territorial cooperation, but with a clear priority for CBC;
- a programming period with about 60 operational programmes covers along 6-7 years, guaranteeing for the same time the financial contribution of the EU;
- each programme has to be co-financed (20-25%); this has to be guaranteed by the Member States concerned;
- in practice this rate of co-financing is out of the political debate on annual budgets at national or regional level over 6-7 years;
- CBC is not depending anymore from the political situation in a member state or a single ministry.

The conditions for successful INTERREG-Programmes and genuine cross-border impact and results can be described as follows:

- a joint programme does not mean two national programmes “stuck together” or drawn up on one side of the border and then submitted to the partner for comments;
- cross-border programmes have to develop together right from the outset, this is the only way to avoid legal, financial and psychological barriers from the beginning;
- joint implementation/management requires partnership. All partners within the cross-border area and at national level have to be taken on board;
- joint monitoring/steering committees have to be established for each programme taking joint decisions;
- a joint bank account for the EU-funds (in most advanced cases even for the national/regional co-financing rate) guarantees genuine cross-border projects;
- genuine cross-border projects require joint development, joint implementation/management (Lead Partner Principle), joint staff and joint financing.

Advantage and role of a cross-border structure (Euroregion-like or similar structure)

To establish a cross-border structure is not an objective by its own. A structure should always follow the task identified before and not vice versa.

The need of a cross-border structure becomes evident because:

- sovereignty rights of two neighbouring states meet at the border;
- but no state has a cross-border sovereignty;
- different competences, structures, laws, social systems, spatial planning remain to exist, and collide at the borders;
- no state will ever change its competences, structures etc. only on behalf of border regions or continental integration (asymmetries will remain);
- even if a state wants to do so, it will not be able to succeed (even if everything is harmonised with one neighbour, this does not mean this solution can be adopted by other neighbours).

It can be concluded that it makes no sense to compare competences, structures etc., or trying to harmonise them. Actors would only lose years without concrete results. Because there is a need to cooperate, it has to be done despite those barriers that continue to exist.

The advantage of a cross-border structure is to be an instrument responsible for cooperation with a single objective "cross-border cooperation". This structure is able to take joint decisions and serves as a platform to offer solutions for all partners on both sides of a border. It is equipped with more administrative and legal capacity as well as liability (important to implement EU-programmes in a decentralised way) than any organisation based on private law.

One mistake which can be encountered in the EU very often is to consider such a cross-border structure from a national point of view and to compare it with an administration with competences. A cross-border structure is not a new administrative level, but only an instrument to cooperate, a catalyst to balance different competences and structures on both sides of the border. And CBC is not a question of competences. Its aim is to perform necessary cross-border tasks (in close partnership with the national authorities concerned) for the benefit of the people living in the border regions. This understanding of CBC is a great help to avoid misunderstandings on the role of a cross-border structure and to overcome legal barriers.

The establishment of a legal cross-border structure can hardly be achieved in a short time period. In Europe bilateral/trilateral treaties for CBC needed 5-7 years, especially if they allow cooperation based on public law. The whole process to develop a legal instrument applicable in all states like in the European Union (the case of the EGTC, the European Grouping for Territorial Cooperation) lasted even 30 years.

So, practical arrangements are needed for cross-border structures. They can be concluded in a short time based on private law. This is possible by setting up two associations (with regional and/or local authorities as members) on both sides of the border following public law, with their registered offices in the states concerned. These two associations can conclude a cross-border agreement in line with private law to allow CBC.

The role of cross-border structures (whether based on private or public law) can be described as follows:

- they serve as a platform, turntable, and motor for all cross-border tasks and contacts, keeping cooperation alive in a permanent way;
- they advocate all cross-border issues and daily border problems;
- they offer solutions for cross-border problems;
- they focus on cross-border services for citizens, public services, economic and social partners;
- they mobilise and strongly involve all politicians at all levels;
- they are responsible to implement cross-border strategies/programmes;
- they have to look for the necessary joint financial resources to implement programmes and projects.

Taking joint decisions (whether in a private or public structure) means, in practice, that these decisions have to be implemented by the partners within their respective already existing national competences and structures on both sides of a border.

This working method always depends on a functional partnership. Partnership within a decentralised structure requires:

- External partnership with the national governments on both sides of the border, because of political, strategic and financial reasons. National plans/programmes have to be taken into account. Political and financial support is needed.
- Internal partnership in order to involve all actors within a cross-border area (economic, social, cultural actors, public authorities and equivalent bodies, NGOs) to mobilise already available knowledge at national level for CBC.

Handling partnership in this way will avoid any conflict of competences and will not build up new bureaucratic structures.

The definition of a cross-border area is not purely depending on administrative and geographical factors. In Europe most partners cooperate because they have identified joint interests/concerns, joint issues and problems.

6 RECOMMENDATIONS

Cross-border cooperation (CBC) will create sustainable added value and contribute to Latin American integration becoming therefore the cement of a “Latin American House”. In order to succeed, the existing back-to-back situation in this process of integration must be transformed into a “face to face” relationship, while respecting the national sovereignties. Barriers have to be overcome and prejudices too.

Decentralised CBC at regional/local level in partnership with national governments and supra-national organisations is the most suitable instrument to pave the way for a new quality of borders as meeting places offering a wide range of opportunities. At the same time there is a chance to transform the national peripheral situation of border areas in Latin America into a more favourable internal position within the continent. CBC is not about abolishing borders, but reducing them to administrative limits like those between provinces and departments.

Based on this background, in the recommendations short-term objectives (concrete projects, need of decentralised cooperation, establishment of partnerships, informal structures for CBC in general); mid-term objectives (to increase local/regional/national capacities for sustainable CBC, to elaborate joint strategies/programmes and projects, as well as strengthening cross-border institutions); and long-term objectives (with a view to a regional integration process throughout Latin America) are developed.

Many current and potential key actors in the process have been identified:

- National, regional and local authorities, from both side of the (selected) borders;
- supranational structures;
- universities and research institutes,
- enterprises from selected economic sectors,
- social and cultural organisations,
- trade unions and employers organisations(as feasible),
- third sector organisations in concrete cases;
- organisations responsible for infrastructures.

CBC depends many times on individuals who can belong to the groups listed above, but they can also act on behalf of other entities, or even on an individual basis, to promote concrete CBC activities. In annex III there is a comprehensive list of contacted individuals.

6.1 Action plan specific for the two case studies

The recommendations given in this chapter can be implemented in the short-, mid- as well as in the long-term.

6.1.1 Concrete projects

Cross border route of Jesuit missions

Based on existing national promotion of a route of Jesuit missions by organisations in Paraguay and Argentine, the objective of the project is to transform it into a cross-border and later into a transnational route (corresponding to its historical background). Due to lack of human, technical and financial resources in the characteristic small cities around Jesuit missions, this attractive touristic idea cannot be further developed and realised by them alone. Moreover, it is unrealistic that they have the capacity to position themselves in an increasingly competing and global touristic market. The seminar organized in Posadas in March 2010 showed that there is a clear need of international assistance. It was agreed by all participants to present this project proposal in the Final Report.

As a first step, the cross-border cultural-historical route of Jesuit missions has to be developed only for a project with touristic purposes. At the same time it should serve as a motor for CBC in the field of tourism in general. As a second step, the route of Jesuit missions has to be transformed into a transnational route that should be established throughout other countries.

The historical and cultural heritage of the Jesuit missions should be used for cross-border and transnational touristic objectives by creating an own brand of associations involved (regional/local authorities, private tourist agencies). As a good example for such a transnational network could serve the INTERREG IIC/IIIB project "European Route of Brick Gothic" (one of the most successful tourism and heritage related projects around the Baltic Sea).

Based on the cultural-historical background of the Jesuit missions (architecture, music, heritage of medieval times, landscape, history of colonial processes, immigration), the project has to achieve the following aims:

- to balance different standards in quantitative and qualitative terms in touristic development related to the project;
- to achieve a minimum standard of common presentation and marketing promotion;
- to create an own brand and touristic strategy for the cross-border and later a transnational route;
- to develop a mid-term touristic strategy with a view to international marketing.

Target Groups will be:

- culture-oriented tourists;
- people from the cross-border area (AR/PR/BR);
- people from South America;
- people from North and Central America and overseas coming for different purposes to this area.

Mid-term/long-term objectives should be:

- to strengthen cross-border tourism in this route as a first step for further cross-border touristic development;
- to serve as an example for other initiatives;
- to prolong the regular tourism season to cultural and heritage sites, allowing to visit the region outside the regular season;
- to establish the cross-border region as a long-term destination.

Outputs and results that could be achieved are:

- a cross-border map of Jesuit missions (later transnational);
- a project guide describing key destinations, locations for overnight stay, recommendations to visit the Jesuit missions and other interesting points along this route;
- a route manual based on the experience with this project, describing the key points and methodology for touristic development as well as how to implement touristic routes as an element for cross-border and transnational development (multi-level governance);
- touristic tours like “culture and cities”, “nature and old architecture”, “historical sites”;
- cooperation with already existing sportive tours such as riding, hiking, walking and cycling.

Initial partners of the project could be the Paraguayan Chamber of Tourism of Jesuit Missions, the Foreign Chamber of Commerce of Misiones (AR), the Junior International Chamber of Encarnación (PY) and others. Strong cooperation is recommended with the non-profit association European Route of the Brick Gothic, with 28 member cities around the Baltic Sea.

Bi-national Joint Management Commission of River Parana – COMIP (AR/PR)

The main objective of the Commission is to extend the up to now existing more technical cooperation to control the river into a more political and strategic cooperation for the development of these territories, involving public and private stakeholders along the river Parana in practical CBC.

In order to achieve the objective as soon as possible and in the most successful way, the COMIP asked for support (advice and small financial resources) in order to develop CBC and to enhance social, cultural, economic, and environmental sustainable development along the river Parana under active participation of regional and local actors, as well as NGOs, that can contribute to future developments. In the last decade numerous public and private actors from both sides of the border undertook wide-spread activities to capitalise the potentials of the river that have to be coordinated in the future.

To this end, the COMIP has proposed a first stage study made by two experts (one Latin American and one European) in close coordination with the COMIP to:

- Identify actors in the area, their competences, structure, and activities.
- Verify obstacles for CBC that can be better solved through a bi-national action.
- Determine future initiatives and potential benefits of coordinated bi-national action.
- Produce a preliminary report with the activities performed, including action proposals and general recommendations.
- Discuss the report with Argentinean and Paraguayan delegations in the COMIP.
- Produce a final report for this first stage.
- Propose working lines for a potential second stage.

Therefore, it is recommended to use the framework of the binational administration commission of the river Parana as a bilateral commission for integrated and sustainable development (Parana axis development).

Twin cities

A starting point for the development of CBC along the Brazilian-Uruguayan border could be to strengthen the role of the twin cities. At present they are gateways connecting larger cities/metropolis apart, and places for small activities contributing to the development of the local economy. Despite still existing border problems (e.g. illegal activities), the socio-cultural ties and economic activities can be used as a starting point to implement CBC in a more sustainable way.

The advanced cooperation between Santana do Livramento in Brazil and Rivera in Uruguay is a good example how CBC can be implemented. Between those cities the local border is open in practice. No visa or other documents are needed to cross, as border controls are abolished since 2006.

It is advisable to use this example for other twin cities along the Brazilian-Uruguayan border as well as for the borders Uruguay-Argentina, Uruguay-Brazil, Brazil-Argentina and Brazil-Paraguay to facilitate border control. Even if a completely open border like between these two cities cannot be achieved in all cases, it is suggested that in the framework of existing MERCOSUR and bilateral regulations the question of visa and border documents should be further extended and facilitated, at least in favour of people living in the border area and tourists. It is strongly recommended to implement joint integrated border facilities with staff from both sides with a view to reduce waiting times for individuals and transport.

Other cross-border projects can be implemented in twin cities like joint services (health facilities, innovation centres, business clubs), social and cultural investments or common schools.

But a cross-border policy exclusively focussing on twin cities will be insufficient. Strengthening the cooperation in twin cities should at the same time be a starting process to develop the cross-border region as a whole on both sides of the border (the area of provinces and departments) and to further increase the capacity and knowledge of regional/local and private actors in CBC.

Transnational project Río de la Plata (River Plate)

The triangle of River Plate (AR/BR/UR) should become an area for transnational cooperation and serve as an example for others in Latin America. The 2005 established "Dialogue of the Plata" could be a suitable platform (some adaptation needed) to draft an overall and sustainable strategy for this transnational area with at least 3 countries involved, many (autochthonous) languages and one *lingua franca* (Spanish), with more than 20 million inhabitants. First objective would be to start a political process building up the transnational La Plata Metropolitan Region, surrounded by a network of intermediate cities, regional centres and rural communities working together under the conditions of a fruitful urban-rural partnership. Within this strategy priority measures are of key importance for joint actions with impact like improving accessibility, greening transport links and motivating creativity and economic interest. The historical main element could be water as the first integration factor. One of the major infrastructure projects to be dealt with is the discussion to build a bridge across the Plata (may be comparable to the cross-border Øresund bridge between Denmark and Sweden).

Further development of the *Faixa de Fronteira* in Brazil

The different initiatives undertaken by the Brazilian Federal Government and the States should be underlined and supported by any means. Particularly relevant are the studies developed by the RETIS Group at the Federal University of Rio de Janeiro on the Brazilian Border Strip. As it was already mentioned in previous chapters, this was the base to update Brazilian policy for border territories. RETIS and the AEBR have agreed to exchange views with the Brazilian Government and the European Commission in order to extend these studies with the participation of neighbouring countries in the whole process.

6.1.2 Short-term and mid-term action plan

The growing interest in cross-border cooperation (CBC) in Latin America and the information about the prior results achieved in many European border areas pave the way along the borders of Argentine, Brazil, Paraguay and Uruguay. The main objective is to enhance CBC in this area by exchanging information and staff and securing the transit from individual cross-border activities to a more strategic programmatic approach (sustainability). The tasks to implement an integrated and sustained activity in order to protect and develop cross-border initiatives in this area should be done by institutions at regional/local and national level (multi-level governance and subsidiarity), if possible with the support of supra-national organisations like MERCOSUR as well as other non-public actors (partnership). The stronger involvement of sub-national and non-governmental actors will speed up the process in a favourable way, because the potentials of border regions are far away from being fully used, neither in socio-cultural or socio-economic terms.

While giving advice based on the European experience, it has to be taken into account that the framework conditions in Latin America differ in political, historical, economic, bilateral, social and geographical terms. But there are key elements for successful CBC in Europe that can be adapted to the needs on the ground and can also be used in the area of the case studies:

- Step-by step development (first the tasks, then the structure).
- Strengthening of regional and local tasks and responsibilities.
- Strategic/ programmatic approach.
- Real joint projects.
- A permanent working structure per cross-border area (informal, later formal) as the main player (with joint decision making bodies, joint secretariat and staff).
- Own joint financial resources).

This requires the following framework conditions and steps:

- The political will of all states concerned.
- Bottom-up approach, where regional/local actors are playing the main role in partnership with the national government (external partnership, avoiding conflicts of competences).
- Involvement of politicians at all levels from both sides of the border to build up lobby in favour of CBC.
- Hands-on participation of all actors in both sides of the border (public/private and public-equivalent bodies, NGOs, etc.) in order to create a solid basis for CBC by using already existing knowledge on both sides of the border (internal partnership, avoiding conflicts of competences).
- The awareness that socio-cultural cooperation is as important as economic cooperation (and often a precondition for successful CBC as a whole).
- In the starting phase, informal cooperation based on private law.
- At the end, creation of permanent cross-border structures based on public law.

By introducing these key elements and establishing the framework conditions, it has to be underlined again that a cross-border structure is not a new administrative level, but only an instrument for CBC to balance existing and remaining differences at national level along a border (laws, competences, structures, etc.). And CBC is not a question of competence but of implementing necessary cross-border tasks for the benefit of the population living at the border area and, at the end, for the benefit of the national governments concerned as well.

The idea to harmonise existing differences at national level has to be rejected, because like in the EU, also in Latin America this will not be possible, and it will only produce frustration and loss of time to start with the CBC process.

The AEBR recommends using the following instruments:

- permanent advisory support and training;
- exchange of experiences on best practices and information;
- workshops/seminars, including targeted training;
- international conferences.

Permanent advisory support and training should last over 3-5 years. It has to be secured by a team of experts with European-wide practical and strategic expertise in CBC (drafting and implementing joint cross-border programmes and projects, cross-border legal aspects and structures, evaluation) together with Latin America experts. Without this practical and European-wide experience the aim “to help actors at regional/local level to help themselves” cannot be achieved and consultants will remain the main actors in the field of CBC.

A multi-annual approach is needed as well. The experience in Europe shows that, in the “old” EU, CBC developed quite fast with targeted training by qualified experts over more than one decade. Under the regulation of PHARE-CBC and TACIS-CBC programmes in the new member states and third countries, the period for training and advice lasted only a few months, while the need for support was much stronger. And many different experts with strong varying ideas for CBC have been involved. As a result advice and training were not consistent, stopped after one year at most, and were not completed. People on the ground contributed with some new expertise, but also very different practices, and were always expecting a new contract. Most of them finally left to other jobs where they could capitalise their knowledge. And, when advice and training started up again after the break, they have to be implemented from zero.

In the following text, a consistent training programme to enhance regional and local competences and to achieve a more strategic approach in CBC involving all partners from both sides of the border is described.

Priorities

- Short missions to the individual border regions in order to work out a Position Paper with an Action Plan for the individual border areas as soon as possible.
- Short-term creation of bilateral/trilateral Working Groups in every border area.
- Training of the working groups in basic CBC questions using best European practice.
- Systematic training of working groups to develop common projects and applications.
- Training of working groups with regard to the elaboration of common strategies and programmes.
- Development of common cross-border structures as well as a joint secretariat.
- Creation of vertical and horizontal partnerships, i.e. with national governments and social partners on both sides and across the border.

Activities

- The main activities are to be developed by the border regions themselves. The objective is to establish CBC based in cross-border structures and working groups, which is able to become active permanently. Own activities are a precondition to obtain external assistance.
- Work concentrated on the needs of the regional and local partners on the ground.
- During the period 1990–2001, the AEBC advised and trained practically all partners in INTERREG-, PHARE-CBC- and TACIS-CBC-programmes with the support of EU Funds. Therefore, specialists with a unique knowledge of CBC are available. Furthermore, practitioners from border regions could be mobilised in special cases.
- Working groups and structures should stay active themselves in those periods when external experts are absent. External experts need to be on the ground especially at the starting period for a systematic training during several days.
- The coordination with other partners will be secured in a Steering Committee.
- Association(s) for Cross-Border Cooperation should be promoted in Latin America, like the AIDELTRA (*Asociación Iberoamericana para el Desarrollo Local Transfronterizo*), as well as their cooperation with related platforms such as OLAGI (*Organización Latinoamericana de Gobiernos Intermedios*), national associations of municipalities and regions, and similar structures in other continents.

Brief description of the instruments:

- *Networking*: range of activities with practitioners, experts, social partners at local and regional level and other representatives of border regions actively exchanging experience. This includes feedback from the border regions concerning strategies, programmes, financial engineering, projects and cross-border structures/organisations; and information advice to the border regions regarding good practice.
- *Information, training activities and technical assistance*: transfer of know-how, advisory missions, workshops, seminars, annual conferences, publications (e.g. handbooks, practical guides, info-sheets) concerning development of actions (e.g. cross-border concepts, structures, projects).

- *Management*: could be done by the AEBR in close consultation and partnership with the partners involved. The management functions include work planning, coordination, monitoring, etc.

Besides, capacity building at regional/local level and a more sustainable and strategic CBC the following practical results can be achieved step by step:

- stronger bottom-up approach;
- better distribution of tasks and responsibilities,;
- genuine cross-border programmes and projects;
- solutions for daily border problems;
- solutions for social problems;
- improving CBC of SMEs;
- development of new CBC between manufacturers and suppliers;
- intensified cooperation in sectors like health, environment, innovation and research; and tourism;
- improved cooperation in education, especially bilingual schools (borders with Brazil);
- stronger role of universities through cooperation in targeted analyses and studies (cross-border infrastructure, environment, diversification of economy, service sector, development of city centres, spatial planning);
- creation of a network for a cross-border labour market through cooperation between workers, trade unions and public authorities;
- promotion of cross-border vocational training and the mutual acknowledgement of national qualifications;
- creation of cross-border commercial sites;
- long-term cross-border development plans taken into account in national programmes;
- CBC between police, customs and border police departments.

In the first phase it is recommended to initiate a parallel process, because targeted training and the elaboration of cross-border strategies/programmes takes time. In the meantime, concrete cross-border projects (see 6.1.1) and other actions coming out from the SWOT analysis can be drafted and implemented. Otherwise nothing will happen in this phase and as a result there would be a strong frustration of actors and citizens on the ground coming with high expectations.

The whole process has to be accompanied by a range of concrete steps to be taken at local/regional, national and supra-national level.

In the extended Triple Border area (AR/BR/PR) and along the Brazilian-Uruguayan border a cross-border organisation/association (having as members regional and local authorities) has to be established for each area in order to avoid duplication of structures. It will be responsible for managing and coordinating all cross-border activities (political responsibility). The objective will be not to do everything by oneself, but to establish a strong external and internal partnership, to build up a political lobby and to mobilise all actors (and their knowledge) from both sides of the border in favour of CBC (e.g. forming bilateral working groups in all fields of activities where private actors are playing a major role).

In each province/department being a member of such a cross-border organisation/association, one full time person has to be responsible exclusively for CBC.

At national level one department should be the overall responsible body for territorial cooperation with the main focus on CBC. Also, in this department one person has to be designated to deal exclusively with CBC and coordinate all cross-border activities within the government. National funds earmarked for border and cross-border activities have to be provided on a multi-annual basis.

The departments responsible for customs and border control have to secure, together with the respective ministry in the neighbouring country, a joint training programme for staff, to provide the necessary electronic equipment, to allow joint border facilities, etc.

The role of the EU is to encourage and facilitate the whole process through intensifying political contacts and allocation of some financial resources enabling the implementation of the recommendations. In a first step the EU-activities will be concentrated on providing advice, training, exchange of staff and politicians. But, in the long run, advice and training will not be enough to cover the high expectations placed in Europe

6.2 Road map for the development of cross-border cooperation in Latin America

Integration is one of the main objectives of many supra-national organisations and associations existing in Latin America. It goes without saying that integration needs regional development taking into account social and economic conditions. And integration is closely connected to cross-border cooperation (CBC), a laboratory for integration at continental level, and the instrument to implement development along borders. At the same time, the development of CBC is closely linked to supra-national, national and sub-national processes in Latin America where Multi-level Governance and Subsidiarity are key issues.

CBC in Latin America should be implemented at local, regional, and national level with the support of supra-national organisations as well as by the participation of the economic sector (e.g. Chambers of Commerce) and non-public actors (civil society) following the Principle of Partnership. But the relevance of the sub-national level still needs to grow within the whole development cycle of this regional integration process (bottom-up approach).

There is a need of genuine cross-border programmes, projects and structures to strengthen social and economic cohesion without affecting sovereignty rights. Actually, South and Central America are great working fields in knowledge and training, as well as in the implementation of permanent structures for CBC. Europe has cumulated an enormous experience in this regard (EU institutions, Member States, participating border and cross-border regions, EGTCs, associations, etc.), therefore a stronger process of cooperation in territorial development between the EU and Latin America would be very helpful.

As in many other fields, Brazil, with its more than 16.000 kilometres of borders with almost all South American countries (with the exception of Chile and Ecuador), can play a leading role in the promotion of Territorial Cohesion and Subsidiarity by CBC in the continent. The

dialogue between Brazilian and EU authorities should be followed by some practical implementation.

This road map needs a territorial vision to enhance Latin American integration and regional development by CBC. It describes step-by-step how to proceed with CBC in Latin America through short-, mid-, and long-term activities.

Short-term (by the end of 2010 and 2011)

- At the very beginning concentration on the area of MERCOSUR and its members having already regional development and cross-border cooperation (CBC) in their agendas.
- Realisation of concrete cross-border projects (with external assistance):
 - Bi-national Joint Management Commission of River Paraná;
 - Touristic Route of the Jesuit Missions;
 - Twin-Cities;
 - Transnational Strategy for La Plata (River Plate);
 - Cooperation of Universities on Cross-border Studies.
- Exchange of politicians and staff.
- Establishment of a cross-border organisation/association and targeted training in the area of the two case studies (see chapter 6.1.2 for a proposed way to proceed).
- In parallel, stronger bilateral relations between the EU (Commission, Parliament, Committee of the Regions) should be established (like up to now with Brazil) with other MERCOSUR members (Argentina, Paraguay, and Uruguay) and associated (Bolivia, Chile, Colombia, Ecuador, and Peru) in order to prepare the ground for further implementation of regional development and CBC in South America.
- First seminars and conferences in the area of the Andean Community of Nations (Bolivia, Colombia, Ecuador, and Peru), offering quite favourable conditions for CBC among themselves and also with Argentina, Brazil, Uruguay and Paraguay, focussing on information, initial capacity building, European experiences and best practice coming from the two case studies.
- Elaboration of cross-border statutes based on private law.

Central America needs a specific approach, as it develops an own integration process. Some long-lasting conflicts are in their way to be solved, with the intervention of the International Court of Justice, but other obstacles do not. In any case, there is a general feeling that CBC will generate sustainable benefits for people living in border areas, with the added value of joint protection of natural resources, and subsequent benefits for participating countries. There are already bilateral and multi-lateral agreements, showing a strong institutional commitment at national level, but the participation of the sub-national level is still too reduced. A stronger support to ongoing processes of local development, stressing decentralization and CBC interventions, is needed within their main development strategies.

Mid-term (2012-2014)

- Targeted training (see chapter 6.1.2) will be organised in selected areas:
 - Chile-Argentine;
 - Brazil-Bolivia;
 - the triangle Northern Chile, Southern Peru and Western Bolivia (the traditional areas of the Aymara ethnic group).
- First cross-border initiatives and concrete activities in the following areas:
 - Bolivia-Peru (Bolivian path to the sea);
 - Chile-Peru (dispute on the maritime border);
 - Venezuela-Colombia;
 - in regions where the preconditions for CBC from the geographic point of view and regarding the population density are rather unfavourable: the river basins of the Amazonas and Paraguay.
- The legislation of border activities in all countries has to be ensured.
- Bi- and trilateral treaties between national governments concerned in favour of territorial cooperation.
- Strengthening of a “Latin American Cross-Border Association” all over the continent as a platform and lobby for all border regions.

Long-term (end 2014-2016)

- Further strengthening of the role of MERCOSUR on the implementation of free trade and free movement of persons, goods, services and knowledge.
- A supra-national financial framework for territorial cooperation in South and Central America with a main focus on CBC (like INTERREG), assuring multi-annual implementation of territorial programmes.
- Elaboration of a legal instrument for territorial cooperation, applicable throughout Latin America (voluntary, not obligatory).
- Building of sub-national authorities’ capacities to manage cross-border programmes and projects by themselves.

Annex I

Key Questions for the SWOT for Latin-America

1. Quantitative factors (if possible please indicate “strength” and “weakness”)

- Geographical conditions, e.g. mountains, lakes, rivers and their influence on the border.
- Basic statistics of the border area (on both sides) like surface, inhabitants, urban structure, length of the border, number of border crossings.
- Development indicators (Literacy, Infant Mortality Rate, GDP per capita, Human Development Index, etc.).
- Infrastructural conditions especially related to the border: roads, railways, airports, broadband cable.
- Economic structure (agriculture, industry, service sector) and labour market.

2. Qualitative factors

- Existing bilateral and multilateral agreements (e.g. MERCOSUR, on cross-border relations, etc.).
- Role of public authorities (national, regional, local) in cross -border cooperation and distribution of tasks (not competences!): Examples for existing cross-border contacts / cooperation.
- Role of private actors, NGOs, etc. on both sides of the border.
- Competitiveness and sustainability of the economy and economic cross-border relations.
- Touristic potential on both sides of the border and already existing forms of cooperation.
- Amount of cross-border commuters (professional, tourists, private travel).
- Buyer behaviour on both sides of the border and the effects of different currencies and purchasing power.
- Plans to improve the cross-border infrastructure (roads, railways, touristic routes, new border crossings).
- Quality of customs clearance (Are there special regulations for inhabitants in the border area?).

3. Threats and Opportunities

Generally, the opportunities and threats can be derived from the answers under 1. and 2. as well as of the additional remarks and assessments from the interviews. Nevertheless, some additional remarks and suggestions are given below:

- Cross-border differences in income.
- Daily border problems due to the different legal systems and procedures.
- Cross-Border Risk Factors/Threats e.g. Paper Factory in River Uruguay (environmental risk and border sensitivity) and special sectors with low growth potential.
- Cross-Border Favouring Factors/Sectors, existing economic potential with special dynamic of growth (like energy supply e.g. Itaipu Binacional Damm and related projects) and innovation potential for R&D (opportunities).

4. Areas under Study

Brazilian side proposes:

- **Foz do Iguacu (BR) – Ciudad del Este (PY) – Puerto Iguazú (AR)**
- **Santana do Libramento (BR) - Rivera (UY)**
- Tabatinga (BR) - Leticia (CO) - Santa Rosa (PE)

Another possibility proposed by us:

- **CL-PE-BO (Aymara territories)**

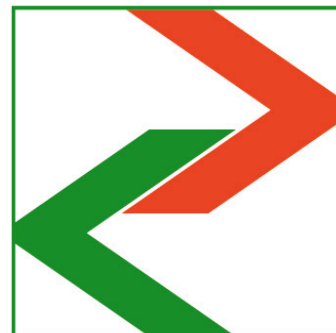
Central America:

- Central American Integration System (SICA)
- Trifinio process (SV-GT-HN)
- Gulf of Fonseca (SV-HN-NI)

Areas to study:

1. The Triple Border Brazil-Paraguay-Argentina,
2. Uruguay-Brazil (plus Argentine)
3. Central American Cross-Border Cooperation

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



Annex II

INTERVIEW GUIDE

CROSS-BORDER COOPERATION IN LATIN AMERICA: Contribution to the regional integration process

**Association of European Border Regions
(AEBR)**

27 February 2010

Interview Guide

In general, the interview guide follows the key questions elaborated by the AEBR, especially on the occasion of the visit to South America (Brazil/Argentina/Paraguay/Uruguay) from 5 to 18 March 2010.

The interview guide is the basis for the interviews with the key actors, offering the partners in Brazil, Argentina, Paraguay and Uruguay to prepare themselves for the interviews and understand by means of the explanations the whole purpose of the questions.

The interview guide ensures that all interviewers are asking the same questions and the explanations are consistent. As there are different interviewers, a common standard is assured, subsequently allowing a SWOT analysis and elaboration of the Final Report on a solid and statistically correct basis.

There is scope for additional information to be provided and this should be noted separately.

Explanations to the key questions for the SWOT analysis for Latin America

Please give to each of the following points not only the data requested, but indicate if possible also strengths and weaknesses.

No studies or long papers are helpful! Just give the data in a very brief overview per border/cross-border area, if possible in a table summarising the information.

The data are needed for each administrative unit involved in cross-border cooperation on both sides of the border. Please provide also information on the respective national data, so we will be able to put them in the right relation.

In any case, the lowest sub-national level available would be the better.

1. Quantitative factors

Geographical conditions

Please provide information on geographical features important for cross-border cooperation, like mountains, lakes, rivers, etc.; and their practical influence on the border.

Basic statistics of the border area

The main data requested are

- surface,
- inhabitants,
- urban structure (if it is a more rural area, please describe),
- length of the border,
- number and type of border crossings.

Please add also any additional data which could be of importance.

Development indicators

Please provide information on

- GDP per capita,
- demographic /human development index,
- literacy,
- infant mortality rate.

Please provide also any additional data which is considered to be of importance.

Infrastructural conditions related to the border

The main data requested are

- roads (highways, interregional and regional roads),
- railways,
- airports (international, national, regional),
- broadband cabling infrastructure.

Please provide also any additional data which is considered to be of importance.

Economic structure

The main data requested are (percentage of total employment by sector)

- agriculture,
- industrial sector,
- service sector (including tourism and culture),
- labour market (distributed per main sector, unemployment rate).

Please provide also any additional data which is considered to be of importance.

2. Qualitative factors

Existing bilateral and multilateral agreements

Please list existing bilateral and/or multilateral agreements.

At what level have they been concluded (national, regional, local)?

Related to national agreements, has there been any information before?

If there are no agreements at regional or local level, are they desirable or even needed in the future?

Role of public authorities

Please describe briefly the regional/local authorities' structures.

Explain the legal and practical role of national, regional and local authorities in cross-border cooperation.

Are there any legal or practical obstacles for regional/local authorities to conclude agreements across the border?

If yes, which one?

Can you give an example of distribution of tasks between national, regional or local authorities (voluntary or even based on agreements)?

Please list examples of existing cross-border cooperation/contacts and name the key actors.

Please also comment on what is running well and why, and what could be improved.

Role of private actors, NGOs, etc.

Private actors, NGOs, etc., can be

- associations of employers and employees,
- chambers of commerce,
- associations of specific business sectors,
- social associations,
- cultural institutions,
- churches, etc.

Please give an indication of the involvement of these actors in the process of cross-border cooperation.

What could be improved in the future, why and how?

Competitiveness and sustainability of the economy

Please compare the economic situation in the border regions with the national level. Is the existing economic structure at regional level prepared to meet the new challenges (e.g. globalisation, climate change)? Please give an overview, based on facts and personal experiences.

Please list existing cross-border economic relations, if possible per sector (both between business organisations, e.g. chambers of commerce, and individual enterprises, e.g. cross-border selling of sourcing of materials or labour) What could be improved for the future, why and how?

Touristic potential

Please describe the existing and future touristic potential on both sides of the border (only key messages). Is there any cooperation in this field? If yes, which one? If not, why? What could be the cross-border perspective and potential impact of the future touristic potential on both sides of the border?

Amount of cross-border commuters

If possible, please distinguish between professional and private commuters within the cross-border area as well as tourists. What are the reasons for cross-border travel? Is there a special impact of cross-border illegal activity?

Consumer behaviour

Please explain the situation on both sides of the border. What are the effects of different currencies and purchasing power? Are there any cultural or family reasons for cross-border activity? Or is it just interesting to travel to the neighbouring country?

Plans to improve the cross-border infrastructure

Based on the data on existing state of infrastructure in the different border areas, what are the main needs for improving the situation from the point of view of a border/cross-border region (in the short-, mid- and long-term)?

Can you indicate priorities per type of infrastructure (road, railways, waterways, broadband cabling infrastructure, touristic routes, new border crossings)?

Quality of customs clearance

Due to the importance of customs clearance for the overall mobility of the citizens in border regions, what is the current situation? Are there relevant migration issues? Are there common customs facilities (facilitating and accelerating transports and individual travel)?

Are there special regulations for citizens or tourists in a border region (e.g. to cross the border during daylight also at non official border crossings, if they have a passport and do not smuggle)?

What should or must be improved to strengthen mobility?

Other cross-border activities or opportunities

Are there any other cross-border contacts or activities, e.g. in the fields of culture, education, health, environment, emergency and rescue services (e.g. fire brigades)?

Are there any major opportunities for cross-border initiatives in the above sectors (e.g. environmental monitoring of cross-border rivers, access to hospital or university facilities on the other side of the border).

Annex III: Table of Contacts

Level (Nat/Reg/Loc) (Univ/ Ent/ NGO)		Entity	Name	Comments
Multi-national (UY)	Uruguay	MERCOSUR	Lic. Margarita Navarrete	
National (UY)	Uruguay	Parliament	Felipe Michelini	
National (UY)	Uruguay	MAAEE	Dr. Julio Benítez	
Multi-national (BR)	Brasil (BR)	BID	Ismael Grilio	
National (BR)	Brasil (BR)	Presidencia de la República	Alberto Kleiman	
National (BR)	Brasil (BR)	Min Integr Nac Sª Pols Des Nac	Ubajara Berocan Leite	
National (BR)	Brasil (BR)	Min Integr Nac Sª Pols Des Nac	Fabio Eduardo de Mello Cunha	Director Dept Programmes North and North East
National (BR)	Brasil (BR)	Min Integr Nac Sª Pols Des Nac	Rafael Gomes França (Bola)	
National (BR)	Brasil (BR)	Consul General BR in Guyane	Ana Lélia Benicá Beltrame	
State (BR)	Brasil (BR)	CODESUL Gobierno de Paraná	Santiago Martín Gallo (Secretario CODESUL)	Consejo de Desarrollo e Integracion del Sur
State (BR)	Brasil (BR)	Agencia de Des Reg Extrem W de Paraná	Sebastião Cláudio Santana (Presidente)	
Local (BR)	Brasil (BR)	Confederación Nacional de Municipios (CNM)	Andreza Aruska Santos	
University (BR)	Brasil (BR)	RETIS - Univ Rio	Rebeca Steiman	
		RETIS - Univ Rio	Lia Osório Machado	
University (BR)	Brasil (BR)	Uni Sao Paulo	Wanderley Messias da Costa	
University (BR)	Brasil (BR)	Uni Sao Paulo	Circe Inês Dietz	Master Thesis: "Contemporary scenarios at the BR-AR borders"
University (BR)	Brasil (BR)	Uni Pelotas	Antonio Cesar Gonçalves Borges (Rector)	
Bi-national (BR-PY)	Brasil (Triple border)	ITAIPU Binacional	Nelton Miguel Friedrich	Director of Coordination

Enterprise (BR)	Brasil (BR)	SEBRAE	Carla Russi (Presidencia)	Brazilian Service to support SMEs
Enterprise (BR)	Brasil (Triple border)	SEBRAE	Luiz Antonio Rolim de Moura (Regional Oeste)	CDT-AL (Technology Dev't Centre for CB Integration of SMEs in Mercosur and Lat Am)
Enterprise (BR)	Brasil (Triple border)	SEBRAE	Augusto Cesar Stein (Regional Oeste)	
Enterprise (BR)	Brasil (BR)	RT Brasil	Gerson Miguel Lauermann	Regional Trade Comercio Ltda. Consultoría Import and Export
NGO (BR)	Brasil (Rio Grande do Sul)	CILAM	Mosar da Costa	Centro de Integración Latino Americana. President. Promotor Desarrollo e Integración MERCOSUR y Am Lat
Multi-national (AR)	Argentina	IICA	Carlos A. Basco	Instituto Interamericano de Cooperación para la Agricultura
Multi-national (AR)	Argentina	MERCOSUR	Hugo V. Varsky	Coordinación Nacional Integración Productiva MERCOSUR - AR
National (AR)	Argentina	Min Ind y Tur	Julieta Pesce	Red de Agencias Subsecr. PYMEs y Des Reg
National (AR)	Argentina	Info Networks	Lic. Rubén A. Daffinoti	Network Argentina info points for public and private networkers
National (AR)	Argentina	Comisión Mixta Paraná	Dr. Eugenio O. Valenciano	Comisión Mixta AR-PY del Río Paraná
National (AR)	Argentina	Comisión Mixta Paraná	Lic. José Antonio López	Comisión Mixta AR-PY del Río Paraná
National (AR)	Argentina	Fed Arg Municipios	Pablo Checura	
National (AR)	Argentina	Asoc LA Instit Garantía	Dr.Miguel Gaya	Latin-American Association of Guarantee (Standards) Institutions
Provincial (AR)	Misiones	Ministra Coop, Comercio e Integr	Fabiola Bianco	Minister of the Province of Misiones
Provincial (AR)	Misiones	Coop y RR II	Sergio G. Conde	Dtor Integr y Prom Des Reg
Provincial (AR)	Misiones	Comercio Exterior	Lic. Gabriela Rios Gottschalk	
Provincial (AR)	Misiones	Com e Integr	María Martha Oria	
Provincial (AR)	Misiones	Gestión Calidad	Dra. Cármen M. Florida de Gross	Dpt. Quality Management (Commerce and Investments)

Provincial (AR)	Misiones	Subsecr Ord Terr	Ing. Daniel Fernández Catá	Sub-Secretariat Spatial Planning Director for Management and Financing (necesita info infraestr)
Provincial (AR)	Misiones		Violeta Lucila Prates	
Provincial (AR)	Misiones	Cámara de Representantes	Dip. Elsa Fabiana Perié	Provincial Parliament, MERCOSUR and Reg Integr Committee
Provincial (AR)	Misiones	Cámara Comercio Exterior	CPN Ana Luz Celman	Foreign Commerce Chamber of Misiones
University (AR)	Misiones	UNaM (Universidad Nacional de Misiones)	Antonia E. Godoy	Doctor in Administration
University (AR)	Posadas	Universidad Gastón Dachary	Lic. Claudio Ariel Aguilar	
Local (AR)	Posadas	Municipality, DG Des Econ	Lic. Claudio A. Aguilar	
CB Infrastructure (AR-PY)	Posadas	Centro Fronteras Puente Int'l	Lic. Santiago Jacobo Atencio	Coord Centro Control Integrado Posadas (AR) - Encarnación (PY)
Enterprise (AR)	Posadas	Ventaja Competitiva	Javier Borges do Canto	Entrepreneurial Solutions (Marketing)
Researcher	Posadas	CEDIRMER	Enrique Mario Cappagli	Centro de Estudios para la Integración Regional y el MERCOSUR - journalist
Enterprise (AR)	Posadas	DEXTRA	Ing. Fermín Bernasconi	Empresa Sistemas de Información Geográfica, Bases de Datos, Gestión Territorial de los Estados, Gobierno Digital, Deudas en Mora
Local (AR)	Clorinda, Formosa (AR)	Intendente	Juan Federico Crivelli	
Local (AR)	Ituzaingó, Corrientes (AR)	Development Strategy	Ana María Arija	Gabinete Técnico para la Planificación de la Estrategia del Desarrollo Jurisdiccional
Local (AR)	Wanda (AR)	Intendente	Jorge Frowein	Mayor
Multi-National (PY)	Paraguay (PY)	MERCOSUR	Emb. Juan Esteban Aguirre (MRE)	Coordinación Nacional Integr Prod MERCOSUR - PY
Multi-National (PY)	Paraguay (PY)	MERCOSUR	Zonia Miño	id.

National (PY)	Paraguay (PY)	Dpto. de Itapua y Alto Parana Min. RR EE, Asunción	Susana Morinigo T.	CoordinatorGIP Misiones Viceministerio RR económicas e integración
National (PY)	Paraguay (PY)	Cámara Paraguaya de Turismo Misiones Jesuíticas	Olga B. Fischer Ar. (Gerente)	
Local (PY)	Paraguay (PY)	Cámara Jr Int'l Encarnación	Verónica Stéfani T. (S ^a 2010)	
University (MX)	Mexico	UNAM (Universidad Nacional de México)	Federico Morales	Researcher
Europe	Europe	European Route of Brick Gothic	Christoph Pienkoß	Geschäftsführer/ CEO

PROGRAMAÇÃO TÉCNICA - SEMINÁRIO INTERNACIONAL **Annex IVa**

SOBRE FRONTEIRA

11 de março de 2010

PAINEL 1 – DISCUTINDO FRONTEIRAS

08h30 – 09h00	Credenciamento
	Local: Arvoredo 2 – 2º Piso
09h00 – 11h40	<i>Tema: Situação atual e perspectivas para a integração fronteiriça na União Européia e América do Sul.</i>
	<i>Moderador: Ministro João Luiz Pereira Pinto – Chefe do Departamento de América do Sul I – Ministério das Relações Exteriores</i>
	<i>Debatadora: Professora Lia Osório Machado - UFRJ</i>
	<i>Palestrantes:</i>
	<ul style="list-style-type: none">▪ <i>Moira Paz-Estensoro – Representante da Corporação Andina de Fomento.</i>▪ <i>Moray Gilland - Membro do Gabinete da Comissão Europeia para o Desenvolvimento Regional.</i>▪ <i>Alberto Kleimam – Chefe da Assessoria Internacional – Secretaria de Assuntos Federativos – Presidência da República</i>▪ <i>Professor Wanderley Messias da Costa – Professor Titular do Departamento de Geografia da Universidade de São Paulo.</i>
	Local: Arvoredo 2 – 2º Piso
11h40 – 12h00	Debate
12h00 – 14h00	Intervalo

PAINEL 2 - GENTE E FRONTEIRA

14h00 – 16h00	<i>Tema: A fronteira e suas relações sócio-culturais.</i>
	<i>Moderador: Ministro Clemente de Lima Baena Soares – Chefe do Departamento de América do Sul II - Ministério das Relações Exteriores</i>
	<i>Debatador: Professor Tito Carlos Machado Oliveira - Coordenador do Centro de Análise e Difusão do Espaço Fronteiriço - CADEF/ Universidade Federal do Mato Grosso do Sul - UFMS</i>
	<i>Palestrantes:</i>
	<ol style="list-style-type: none">1. <i>Ana Lélia Beninca Beltrame – Cônsul-Geral do Brasil na Guiana Francesa</i>2. <i>Ismael Giglio - Especialista Setorial do Fórum Multilateral de Investimentos</i>

	<p>do BID.</p> <p>3. Martín Guillermo Ramirez, Secretário Geral da Associação Europeia de Regiões Fronteiriças (AEBR).</p> <p>4. Fábio Eduardo de Mello Cunha – Diretor de Programas das Regiões Norte e Nordeste – Secretaria de Programas Regionais - MI</p> <p>Local: Sala Arvoredo 2 – 2º Piso</p>
16h00 – 16h20	<i>Debate</i>
16h20 – 16h40	Coffee Break

PAINEL 3 – MERCADO E FRONTEIRA	
16h40 – 18h40	<p><i>Tema: Entraves e oportunidades ao desenvolvimento comercial na fronteira.</i></p> <p>Moderador:</p> <p>Debatedor: Wang Hsiu Ching - Gerente da Unidade de Acesso a mercado do SEBRAE Nacional</p> <p>Palestrantes:</p> <p>5. <i>Marcos Antônio Pereira Noronha – Auditor Fiscal da Receita Federal Brasileira.</i></p> <p>6. Reinaldo Penner , Diretor Executivo USAID Paraguay.</p> <p>7. <i>Secretário Carlos da Fonseca – Chefe da Divisão de América Meridional IV - Ministério das Relações Exteriores.</i></p> <p>8. <i>Suzel Vaider – Diretora Executiva ADEMI – Agência para o Desenvolvimento Econômico de Missões – Argentina.</i></p> <p>Local: Sala Arvoredo 2 – 2º Piso</p>
18h40 – 19h00	<i>Debate</i>



SEMINARIO “PROPUESTAS PARA LA INTEGRACIÓN FRONTERIZA Y PRODUCTIVA DEL MERCOSUR”

Fecha: 15 y 16 de marzo 2010

Lugar: Centro de Convenciones y Eventos – Ciudad de Posadas

Instituciones Involucradas

Organizadoras

Grupo de Integración Productiva del MERCOSUR
Grupo de Integración Productiva de las Misiones
CEXECI
ARFE

Invitados:

Gobernadores

de los estados de Río Grande do Sul, Santa Catarina y Paraná de la República Federativa del Brasil, de Alto Paraná e Itapúa, de la República del Paraguay, Gobernadores de Chaco, Formosa, Corrientes, de Argentina (...)

Organismos Nacionales:

Grupo de Integración Productiva del MERCOSUR
Responsables Nacionales de Aduana / Recetas (GTM Nro 2)
Responsables Nacionales de Migraciones
Subsec. de Gestión y Política Comercial Externa (Ministerio de la Producción - AR) y contrapartes en Brasil y Paraguay
Coordinadores Nacionales del Foro de Estados, Provincias, Departamentos y Municipios

Intendentes

Foro de Integración Municipal Transfronteriza (23 intendentes)
De la región de frontera (a definir)

Temas a considerar:

- Regímenes simplificados para el comercio fronterizo
- Facilitación de la circulación de personas
- Adecuación de la infraestructura de los pasos de frontera: Controles Integrados para tráfico vecinal y turístico. (Aspectos de Implementación, financiación de obras, etc)
- Acuerdo de Localidades Fronterizas Vinculadas
- Integración Productiva: Centro de Asociativismo Empresario
- Transferencia de Buenas Prácticas en CTF Europa-América Latina
- El impacto de la Cooperación Territorial (en particular la CTF) en el Desarrollo
- Estructuras para la CTF: espacios para el encuentro a través de las fronteras
- Integración de la CTF descentralizada en las relaciones entre los Estados Europeos: Una perspectiva para América Latina

PROGRAMACIÓN

Domingo 14 de marzo	
20.00 hs	<ul style="list-style-type: none"> - Arribo Delegaciones a Aeropuerto de la ciudad de Posadas - Traslado y alojamiento - Cena Libre
	-
Lunes 15 de marzo	
SEMINARIO “PROPUESTAS PARA LA INTEGRACIÓN FRONTERIZA Y PRODUCTIVA DEL MERCOSUR”	
08.30 hs.	Acreditaciones
09.00 hs	Acto apertura <ul style="list-style-type: none"> - Palabras Coordinador PT Grupo de Integración Productiva del MERCOSUR - Palabras Representante delegación europea - Palabras Ministra de Acción Cooperativa, Mutual, Comercio e Integración, Dra. Fabiola Bianco
09.30 hs	Intervalo - Café
09.40 hs	Inicio de los paneles: <i>“El impacto de la Cooperación Territorial (en particular la CTF) en el Desarrollo”</i> <u>Disertante:</u> Martín Guillermo - Secretario General Asociación de Regiones Fronteriza Europeas Tiempo: 30 min <i>“Estructuras y Buenas Prácticas para la CTF en Europa y América”</i> <u>Disertante:</u> D. Jens Gabbe, Coordinador del Consejo Científico de ARFE (miembro Honorario de la ARFE y anterior Secretario General) Tiempo: 30 min <i>“Procesos de integración transfronteriza en Europa”</i> <u>Disertante:</u> José Luis Gurría Gascón – CEXECI Tiempo: 30 min
11.15 hs	Intervalo - Café
11.20 hs.	Ponencia Representante MERCOSUR <u>Disertante:</u> ... Tiempo: 30 min <i>“El rol de los gobiernos locales en la construcción de Desarrollo Local Transfronterizo”</i> <u>Disertante:</u> Pablo Checura - Federación de Municipios de Argentina, Tiempo: 30 min <i>“Integración de la CTF descentralizada en las relaciones entre los Estados Europeos: Una perspectiva para América Latina”</i> <u>Disertante:</u> D. Welf Selke, Experto en Ordenación del Territorio y Cooperación Territorial del Gobierno Federal alemán (ret.) Tiempo: 30 min
13.00 hs	Almuerzo - Lunch

14.30 hs	<p>Ponencia Representante MERCOSUR Disertante: ... Tiempo: 30 min</p> <p>“Aprendizajes y nuevas apuestas en DLT” Disertante: Javier Masiglia - Presidente de la Asociación Iberoamericana de Desarrollo Local Transfronterizo Tiempo: 30 min</p>
15.30 hs	Intervalo - Café
15.40 hs	<p>“Herramientas que dan soporte al desarrollo local: Economía Social en Iberoamérica” <u>Disertante:</u> Manuel Aguilar Yuste - CEXECI Tiempo: 30 min</p> <p>Ponencia Representante MERCOSUR Disertante: ... Tiempo: 30 min</p> <p>“Institucionalidad y Concertación, dos pilares del Desarrollo Local Transfronterizo” <u>Disertante:</u> Alberto Enriquez – AFAN Consultores Internacionales. El Salvador Tiempo: 30 min</p>
17.30 hs	<p>Cierre de las exposiciones Rueda de debate</p>
18.30 hs	Cierre
Martes 16 de marzo	
08.30 hs	Traslado de los miembros del Grupo de Integración Productiva y de las Misiones y comitiva europea al Parque Tecnológico de Misiones (Sede del Centro de Articulación Empresaria –CAE-)
09.00 hs	<p>Conformación de mesa de trabajo</p> <ul style="list-style-type: none"> - Identificación de líneas de trabajo - Identificación de oportunidades para la cooperación entre las subregiones - Identificación de posibles fuentes de financiamiento para proyectos de cooperación
12.00 hs	- Lunch