

Annex 2

ESPON-INTERACT Thematic Study on Cross Border Cooperation

Case Study II

Southern Spain

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1 Introduction to the Southern-Spain INTERREG Case Studies

1.1 Methodology

This is a qualitative case study regarding the activities carried on in the Southern Region of Andalusia in Spain (NUTSII) within the framework of the European Programme Interreg IIIA, concerning Cross-border Cooperation and included in the European Development Fund (EDF). This study consists in a brief introduction to the general terms of the implementation of Interreg IIIA in Spain and several illustrative case studies of individual projects within both sub-programmes Andalusia-Algarve-Alentejo (Spain-Portugal) and Andalusia-Morocco (Spain-Morocco)

1.1.1 Selection process

The criteria for selection of the projects have been:

- They are from both sub-programmes.
- They belong to different priority areas and measures, as scheduled in the Spanish and Portuguese Operative Programmes.
- Their lifespan is at least of two Interreg IIIA calls.
- Availability of information.

As well, during the selection process, involved officials in the Andalusian Administration have been consulted for appointing those experiences that might be of interest.

1.1.2 Issues addressed

The case studies have been conducted so that they could provide information on the following questions:

- Who are the partners, and to what extent do they participate in the project.
- On what themes do they cooperate.
- What are the primary objectives of the project and what are its major achievements.
- What kinds of activities have been taken on and which have yielded the best results.

- What can be learnt from concrete results for the shaping of further projects.

Understanding that Interreg IIIA is a model of Decentralised Cooperation, information has been retrieved, whenever possible, regarding its performance as such:

- The project's ability to create or reinforce horizontal linkages between partners.
- The project's ability to establish vertical linkages by jointing criteria from different institutional levels.
- The projects capacity to bring to lower institutional levels the objectives of large-scale policies.
- The project's ability to generate a sustainable thrust in CBC.

1.1.3 Information retrieval

The information retrieval has been made by consulting documentation and dissemination literature from the relevant institutions and by doing semi-formal interviews with representatives of the different project leaders:

The National and Regional Administration levels have been consulted for the Sub-programmes' Operative Programmes and general statistics regarding number and sector-wise distribution of the projects.

The project leaders have provided primary information on the projects in the shape of technical documentation or additional data. In other occasions, only dissemination material was made available. Further on, involved officials have been contacted for further information on their procedures and results.

1.2 Limitations

This is merely an exemplary study. There are hundreds of projects within the studied sub-programmes, and establishing relevant comparisons and conclusions is beyond its capacity. The study is largely restrained to the Andalusian perspective and the public sector, i.e. most of the projects have Andalusian public institutions as project leaders. Also, the information retrieved is often incomplete or irregular, and sometimes was not even made available by the institutions addressed. It is therefore difficult to draw meaningful linkages between the different sources. The diversity of the application procedures necessary for accessing the information has increased these handicaps, as well as the time constraints of the study.

2 Introduction to the Interreg IIIA Spain-Morocco and Spain-Portugal Programmes

This case study deals with the activities developed within the Interreg IIIA Programme in region of Andalusia (NUTS2) in the South of Spain. Its corresponding areas for the Spain-Portugal sub-programme are the province of Huelva in Andalusia and those of Algarve (NUTS2 and 3) and Baixo Alentejo (NUTS3), in Portugal. The covered provinces by the Andalusia-Morocco sub-programme are Cadiz and Malaga (NUTS3).

2.1 Spain-Morocco

2.1.1 Basic characteristics of the Andalusia-Morocco Region¹.

The economic structure of the Andalusia is characterised by a modest primary sector mainly focused in intensive agriculture and fisheries and a feeble industrial tissue. Most of the economy relies upon the services sector, particularly tourism, though lately efforts have been made towards a diversification by means of developing technological parks, leisure activities and telecommunication and transport infrastructure.

Still Andalusia remains underdeveloped in comparison to the rest of the European Union; population and investment are very much concentrated in the Mediterranean coast in detriment of the Atlantic and especially of the inland, which is underpopulated, impoverished and rapidly ageing. Additionally, the region bears one of the highest unemployment rates in the Union -around 29%- and constitutes both a destiny and a transit zone for high flows of immigrants from sub-Saharan Africa and the Mahgreb.

In spite of all these handicaps, there is currently an increase in the relationships with Morocco, based in the role of immigrants, exchange of tourist flows and the relevance of the European market as a target and origin for commercial exchange.

The North of Morocco spans over a surface of 49.444 sq. Km, and faces the Mediterranean Sea and the Atlantic Ocean, separated from the rest of the country by the Rif ridge. It includes the regions of Larache, Tanger-Assilah, Fahs-Bni Makada, Tetouan, Chefchaouen, Al Hoceima, Nador, Taounate, Taza, Berkane, Taourit y Oujda-Angad. It is highly populated, concentrating the 21% of the Moroccan population (5.9 million) in 7% of the national

¹ Unless indicated otherwise, source is: Dirección General De Fondos Comunitarios Y Financiación Territorial Direcção Geral Do Desenvolvimento Regional. Documento Único De Programación Interreg III 2.000-2.006 Cooperación Transfronteriza España-Portugal.

territory. The income level is very low and emigration, especially towards European countries, is deeply rooted among the population.

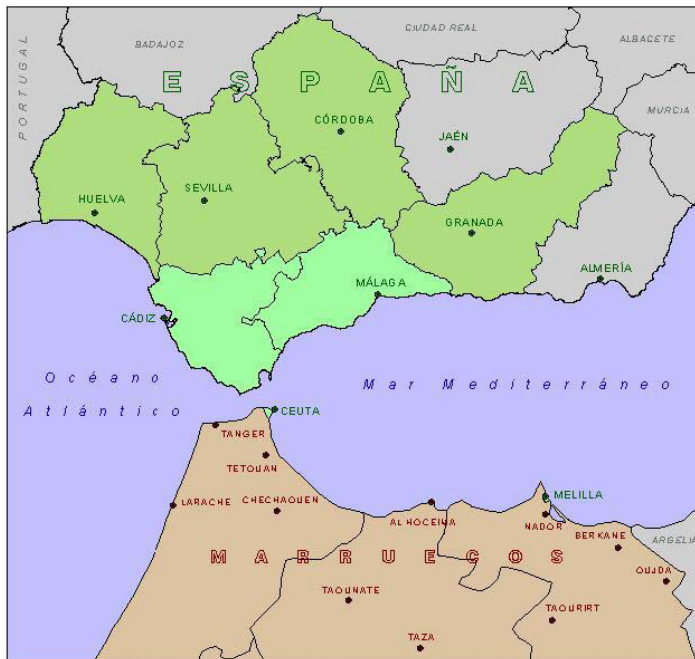
During the last years important urban centres such as Nador and Tanger have experienced higher growths due to vegetative growth and rural immigration. Nevertheless, the urban structure consists mostly in small rural centres, which combined with high population density results in high pressure over natural resources. The main hazards for the environment are erosion and degradation of water resources.

Regarding infrastructure, the North region remains isolated from the rest of the country and inland rural and mountain areas are poorly interconnected. This is a situation that has been tackled during the last years by the Moroccan Government, improving the road connections with Rabat and approaching the necessary enhancements for the port and airport of Tanger. Water infrastructure is currently lacking although the area is privileged in its resources in comparison with the rest of the country.

Hence the area trusts largely in irrigated agriculture for its development. Other potentialities include fisheries and the consolidation of textile industry for exports –for which the EU and Spain are very relevant-, mainly in the accessible coastal areas. Increasing tourism revenue has become also one of the main goals for the region, being stagnated well below its potential.

It has been only recently that the development of the North Region has become a priority for the Kingdom of Morocco. The *Agency for the Economical and Social Development of the Prefectures and Provinces of the North of Morocco* was created for this purpose by means of following an integrated development plan prepared with the help of the Spanish International Aid Agency. The priorities for this programme are (1) to reinforce the productive tissue and foster employment; (2) to better integrate in the Euro-Mediterranean context; (3) to achieve a better intra- and interregional balance and (4) to ensure sustainable development.

2.1.2 The Spain-Morocco Sub-programme



Primary (lighter green) and secondary (darker) eligible NUTS3 areas for the Spain-Morocco Sub-programme.

Source: Consejería de Economía y Hacienda, Junta de Andalucía.

Map 1 The Spain – Morocco Sub-Programme Area: Primary (lighter green) and secondary (darker) eligible NUTS3 areas for the Spain-Morocco Sub-programme.

The programming document prepared by the Spanish national managing authorities² establishes the following thematic structure similar to the Spanish-Moroccan sub-programme:

1. Creation of infrastructure, rural planning and development in cross-border areas.
 - 1.1 Basic infrastructure of cross-border relevance
 - 1.2 Urban and territorial planning and coastal cross-border areas.
2. Enhancement, promotion and conservation of the environment heritage and natural resources.
 - 2.1 Environmental sustainability, natural spaces, water resources and forest management.
 - 2.2 Cultural sustainability, historical and ethnographical heritage and local identity.

² Dirección General de Fondos Comunitarios y Financiación Territorial del Ministerio de Economía y Hacienda.

- 3. Socioeconomic development and promotion of employability.
 - 3.1 Socioeconomic and entrepreneurial dynamisation.
 - 3.2 Cooperation in technological development, research and enhancement of information.
 - 3.3 Training, education and job availability
- 4. Promotion of cooperation and social and institutional integration.
 - 4.1 Institutional structures, cooperation and social and labour integration.
 - 4.2 Joint development of services and social facilities.
- 5. Technical assistance.
 - 5.1 Technical assistance

The following table shows the correspondence between the Spanish-Moroccan priority areas and the objectives described by the EU for Cross-Border Cooperation:

Table 1 Correspondence between Spanish-Moroccan priority areas

Priority Areas	Measures	EC Priorities (Guidelines INTERREG III 2000/C 143/08-annex II)
1	1.1. Basic infrastructure of Cross-border relevance	6. Basic infrastructure of Cross-border importance
	1.2. Territorial, Urban and Cross-border Coastal areas Planning	1. Promotion of urban, rural y coastal development
2	2.1. Environmental sustainability and renewable energy sources	1. Promotion of urban, rural y coastal development
	2.2. Cultural sustainability, historical and ethnographical heritage and local identity	5. Protection of the environmental, energy efficiency and renewable energy sources.
3	3.1. Socioeconomic and entrepreneurial dynamization	1. Promotion of urban, rural y coastal development
	3.2. Cooperation in technological development, research and enhancement of information	2. Development of the business spirit and SMEs, tourism and local development and employment initiatives
	3.3. Training, education and employability	3. Integration of labour market and promotion of social inclusion. 4. Cooperation on research, technological development, education, culture, communications, health and civil protection.
4	4.1. Institutional structures, cooperation and social and labour integration.	3. Integration of labour market and promotion of social inclusion.

	4.2.	Joint development of services and social facilities.	4. Cooperation on research, technological development, education, culture, communications, health and civil protection. 7. Cooperation in the legal and administrative fields.
5	5.1.	Technical assistance	8. Cooperation between citizens and institutions. 9. Technical Assistance.

Source: PIC Interreg IIIa Cooperacion transfronteriza España-Marruecos 2000-2006 (FEDER)

A total public expenditure of 225.867.000 € is committed. 25% of the total is faced by the Spanish institutions and partners, the resting 75% is in charge of the European Development Fund (EDF). The breakdown of the expenses by priority areas is as follows:

- Area 1: 19,1 %
- Area 2: 7,7 %
- Area 3: 26,5 %
- Area 4: 44,9 %
- Technical Assistance 1,7 %

The Regional Government of Andalusia is in charge of 85,46% of the programme, being the rest destined to the autonomous cities of Ceuta and Melilla on the African coast. The distribution of the Andalusian budget over the priority areas follows a slightly different pattern, having area 1 some more weight (34,0 %) in detriment of area 4 (27,9 %)³A total of 114 projects have been approved over the three Interreg IIIA calls for the whole Spain-Morocco Programme⁴; the following charts show the distribution of projects along the priority areas and the three Interreg IIIa calls.

³ Documento descriptivo INTERREG IIIA P.O. España-Marruecos. Consejería de Economía y Hacienda, Junta de Andalucía. PDF available at www.juntadeandalucia.es/economiayhacienda

⁴ Source: Ministerio de Economía y Hacienda de España.

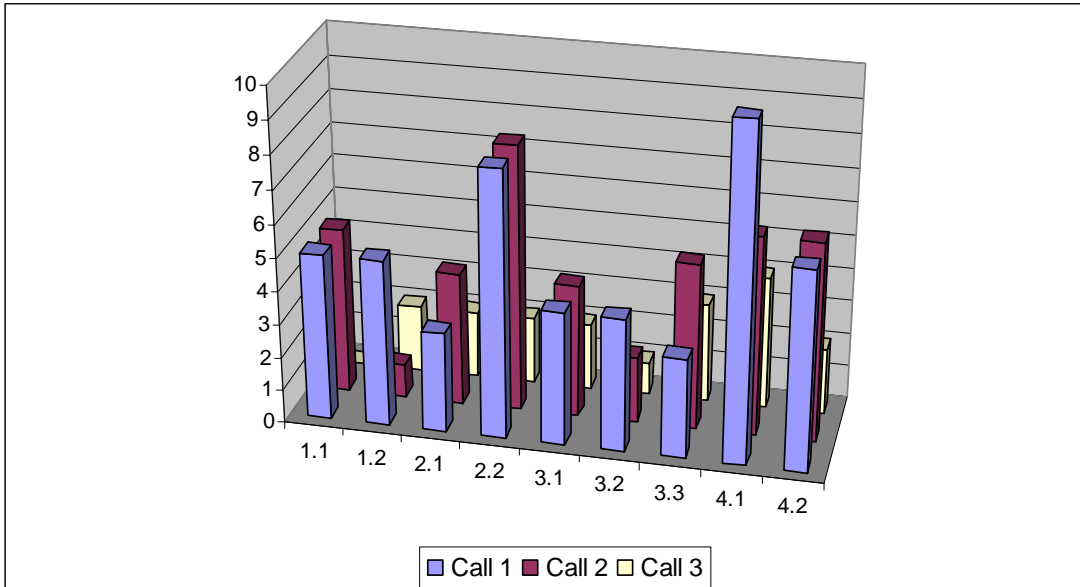
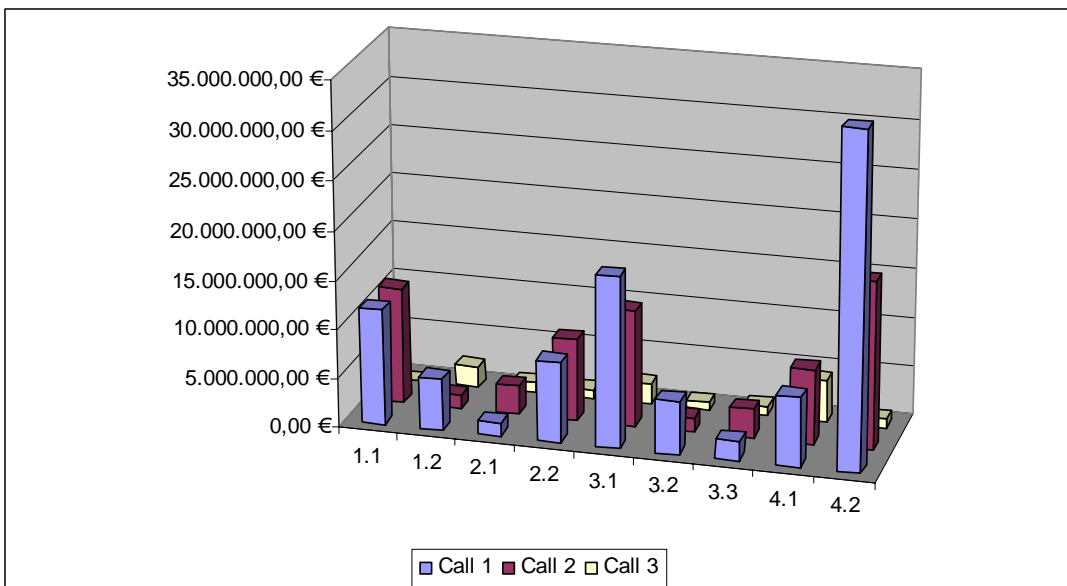


Figure 1 Distribution of Projects along priority areas and the three Interreg IIIA calls

If we consider that the distribution of the number of projects shows in which areas has there been more interest, i.e. partners have been more proactive, we can draw some basic conclusions. The sector of social and institutional cooperation (4.1 and 4.2) has gathered a large share of the activities, followed by the care of cultural heritage and resources and local identity.



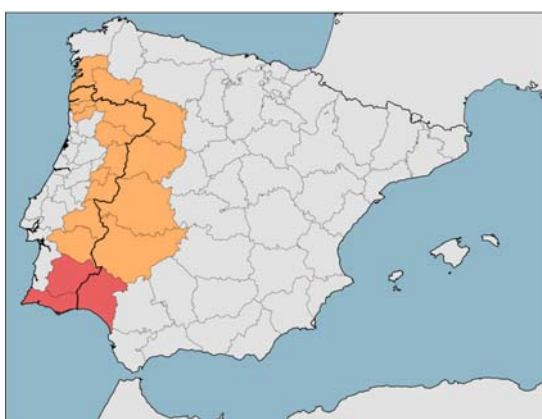
Source: Ministerio de Economía y Hacienda de España.

Figure 2 EDF distribution over each priority area/measure.

Considering, as a basic analysis, that budget allocation shows the most prioritised areas of cooperation, we can say that social and institutional cooperation has been very prominent. Following, there has been a concern for fostering entrepreneurial activity and addressing socioeconomic issues. The combined consideration of both charts brings forward a prioritisation of those activities that can build capacity at the social, institutional and private sector levels. Hence we can assess as a general conclusion that the sub-programme is built upon a core of *soft* activities and aims to lay the foundations for the development of the region and future interaction.

2.2 Spain-Portugal

The Spain-Portugal programme is structured in six sub-programmes, namely Galicia/Norte, Castile-Leon/Norte, Castile-Leon/Centro, Extremadura/Centro and Alentejo and Andalusia/Alentejo and the Algarve, being the latter the one in which this study will focus. A sixth national sub-programme covers the technical assistance, for which national governments are responsible.



NUTS3 target areas for the Spain-Portugal Programme. In red, those under the Andalusia-Algarve-Alentejo Sub-programme.



NUTS2 Areas in Spain and Portugal.

Source: Instituto Nacional de Estadística de España

Map 2 NUTS 2 and NUTS 3 Regions participants in the Spain-Portugal Programme

The 2000-2006 Programming Document prepared by the Spanish and Portuguese managing authorities⁵ establishes a break-down of several *measures over five priority areas*, as following:

1. Creation of infrastructure, rural planning and development in cross-border areas.
 - 1.1 Basic infrastructure of cross-border relevance.
 - 1.2 Urban and territorial planning and coastal cross-border areas.
 - 1.3 Cross-border rural development.
2. Enhancement, promotion and conservation of the environment heritage and natural resources.
 - 2.1 Environmental sustainability, natural spaces, water resources and forest management.
 - 2.2 Cultural sustainability, historical and ethnographical heritage and local identity.

⁵ Dirección General de Fondos Comunitarios y Financiación Territorial del Ministerio de Economía y Hacienda, in Spain; and Direcção Geral do Desenvolvimento Regional, in Portugal.

- 2.3 Energetic efficiency and renewable energy sources.
- 2.4 Tourism-wise valorisation of heritage.
- 3. Socio-economic development and promotion of employability.
 - 3.1 Promotion and development of enterprises and of the productive base.
 - 3.2 Technological development, research and enhancement of the information society.
 - 3.3 Local socio-economic dynamizing, agro-industry and services.
 - 3.4 Training, education and job availability.
- 4. Promotion of cooperation and social and institutional integration.
 - 4.1 Cooperation and social, labour and industrial integration.
 - 4.2 Joint development of services and social facilities.
 - 4.3 Institutional structures for cooperation.
- 5. Technical assistance.
 - 5.1 Management, execution and monitoring expenses.
 - 5.2 Studies, seminars, information and dissemination activities and external evaluations.

A total public expenditure of 1.075.883.200 € is committed. 25% of the total is faced by the region's administrations and partners, the resting 75% is in charge of the European Development Fund (EDF). In sum, approximately 64% of the European support to the programme comes from EDF assigned to Spain and the resting 36% from that to Portugal.⁶ The breakdown of the expenses by priority areas is as follows:

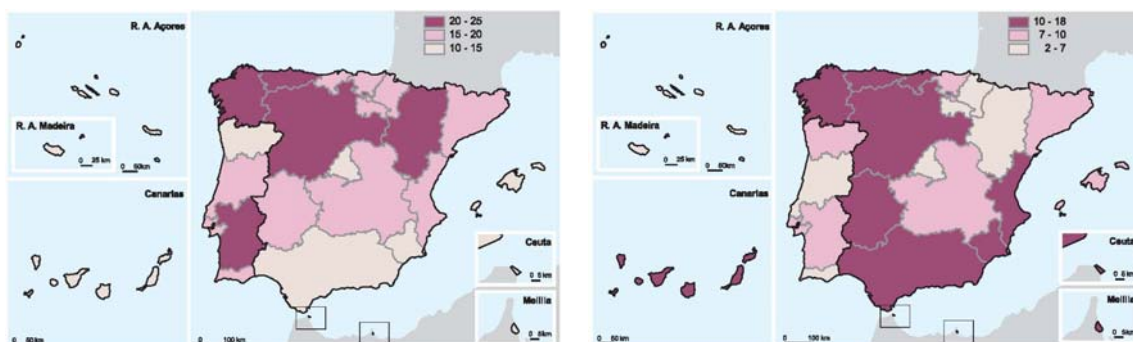
- Area 1: 34.1 %
- Area 2: 29.8 %
- Area 3: 22.1 %
- Area 4: 10.7 %
- Technical Assistance, up to a maximum of 3.3 %

⁶ *Dirección General De Fondos Comunitarios Y Financiación Territorial Direcção Geral Do Desenvolvimento Regional. Documento Único De Programación Interreg III 2.000-2.006 Cooperación Transfronteriza España-Portugal.*

2.2.1 Basic characteristics of the Andalusia-Algarve-Alentejo Region⁷.

This area is characterised within the European context by being apart and peripheral to target regions for its services and products. This situation has historically led to a development model based in the exploitation of natural resources and little added value. Nowadays, the decline of both the mining and the agricultural sectors has originated socio-economic problems, added to the environmental impact that these activities have caused over the years.

The frontier between Portugal and Andalusia has a physical expression in the Rivers Guadiana and Chanca, a circumstance that has brought a historical issue on its permeability to cross-border infrastructure. The recent connection between Huelva and Faro by a bridge over the Guadiana has improved the situation, but the road network is still lacking: there are still 60 Km. of cross-border area bearing no human or economic flows. The railroad networks of each country are arranged in-bound and cross-border public transport is not up to its potential. Port and airport infrastructure at both sides of the border are complementary, but the lack of connections handicaps their combined use. Regarding public services, such as health and education, specific bottlenecks hamper their full utilisation.



Source: Instituto Nacional de Estadística de España

Map 3 Percentage of population over 65 years old (2003) and Unemployment Rate (2004) in NUTSII regions in Spain and Portugal.

The area's production is mainly based in the production of raw materials for external markets (minerals, agricultural products and fish), and the industrial activity is reduced and concentrated in Huelva. The tertiary sector

⁷ Unless indicated otherwise, source is: Dirección General De Fondos Comunitarios Y Financiación Territorial Direcção Geral Do Desenvolvimento Regional. Documento Único De Programación Interreg III 2.000-2.006 Cooperación Transfronteriza España-Portugal.

employs 75% of the total labour force, 5% less than the EU average. In general, there is little entrepreneurial dynamism in the region, with the exception of the tourism industry in the coastal area. There, also the inception of irrigation techniques fostered the development of new production techniques and some added value in their output. Nevertheless, this has occurred to a less extent in the Portuguese side.

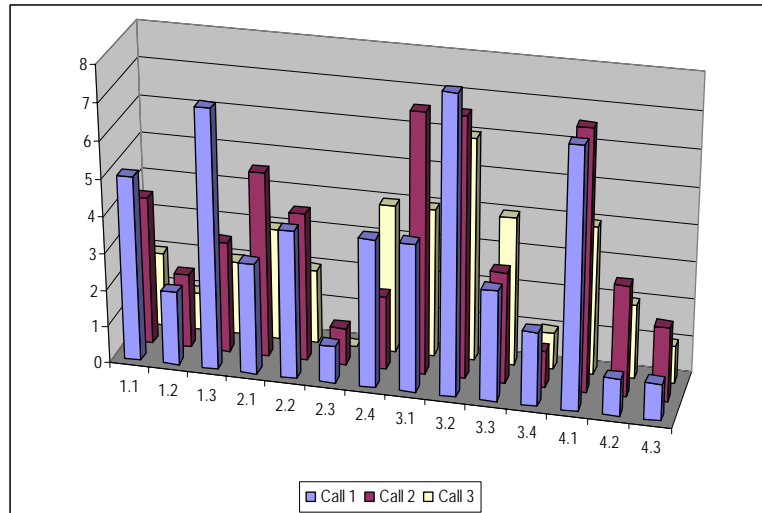
In general, the economic and demographic capacity of the area is well below the average of the Iberian Peninsula and the EU. Population growth has kept a negative ratio, compensated only in the coastal areas due to the attraction of industrial and tourist activities. Nevertheless, this has increased the ageing problem inland. The population is structured mainly in small (2.500 to 10.000) urban nuclei and mid-size cities are poorly articulated within the urban network. The most important centres are concentrated in the coast: Huelva (pop. 142.000), Faro (39.600), Olhao (28.300), Portimao (31.200) and Lepe (16.000). Both agricultural activities and tourism-related services are highly seasonal, and bring about a relevant share of foreign labour force. The area's unemployment rate reaches 15%: 1,5% over the Peninsula's average and 6,5% over the EU's

The lower Guadiana has an outstanding environmental value and has important resources mainly in the shape of wetlands. However there are degraded and endangered areas due to former and future tourist developments. Other hazards are related to the agricultural activities, such as deforestation, and risks for the sustainability of water resources. Abandonment of unprofitable land brings risks of fire and urban degradation in towns of Algarve and Alentejo.

2.2.2 The Andalucía-Algarve-Alentejo Sub-programme

A total of 551 projects have been approved over the three Interreg IIIA calls for the whole Spain-Portugal Programme⁸. The Andalusia/Alentejo and Algarve sub-programme stands for 141.81 M€, around the 13% of the Spain-Portugal budget. The following charts picture the distribution of the projects within the sub-programme and their budgets over the measures.

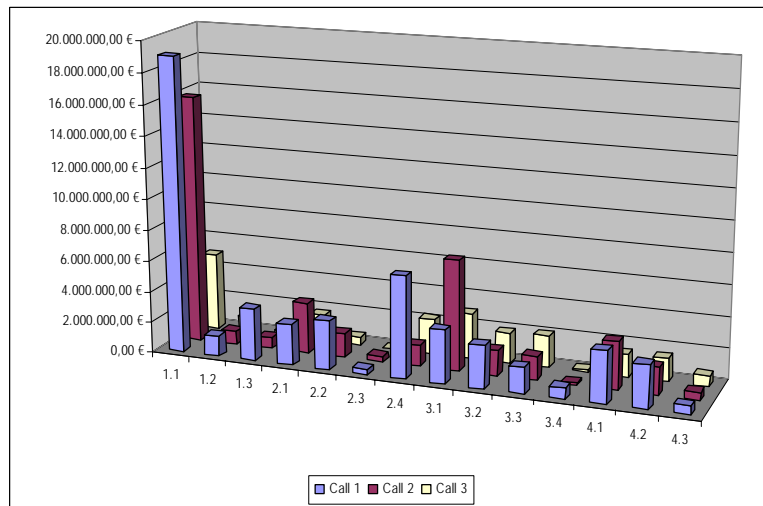
⁸ Source: *Ministerio de Economía y Hacienda de España.*



Source: Ministerio de Economía y Hacienda de España.

Figure 3 Number of projects in each priority area/measure.

The sector of Socio-economic Development and Promotion of Employability has gathered a bigger share of actions, particularly the development of enterprises and R+D. Following, cooperation on social, labour and industrial integration has been very popular.

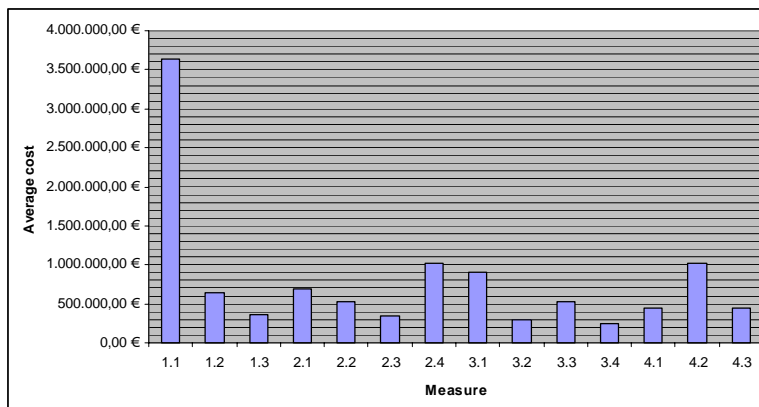


Source: Ministerio de Economía y Hacienda de España.

Figure 4 EDF distribution over each priority area/measure.

Regarding budget allocation, cross-border infrastructure has been awarded capital importance for the area. Following, there has been a concern for fostering entrepreneurial activity and addressing social issues and employment. Finally, attention has been paid to the development of cultural

tourism, in an attempt to add value to the tourism industry and diversify the economy.



Average cost of projects by measure.

Figure 5 Average cost of projects by measure

Still, these data need to be taken carefully, since the different characteristics of the projects regarding their subject can be misleading. By this means, the number of Cross Border Infrastructure (1.1) activities does not show as overwhelmingly preponderant as its assigned budget. This is due to a higher price per project in this area. On the other hand, we can appreciate a higher number of (cheaper) projects regarding urban and territorial planning, under a relatively modest budget. But in general we can assess that a combined appreciation of both charts hints that the activity of Interreg IIIa has followed the main areas of interest diagnosed in the programming document.

3 Spain Morocco Projects

3.1 MA'ARIFA

3.1.1 Project basis

Realm

The province (NUTS3) of Cadiz and the region of Tanger-Tetouan. The project leader is the *Diputación de Cadiz*. The Spanish administrative figure of a province's *Diputación* is roughly that of a "commune of communes", a corporation where all communes within a *province* (NUTS3) are represented. The Moroccan counterpart is the *Conseil Regionale de Tanger-Tetouan*.

Problem

This project is destined to coordinate and facilitate a variety of actions of local agents and institutions in the framework of the European interests. Thus there is not a specifically targeted problem, but a set of criteria that bring the actions together:

- Effective socio-economic integration of the immigrant collectives in Cadiz, aiming at turning them into a socio-cultural bridge between both shores. As well, provide with transferable experiences for the integration of rural collectives in the urban environments of Tanger-Tetouan.
- Taking advantage of the natural characteristics of the Tanger-Tetouan region and the province of Cadiz for the development of sustainable economic activities.
- Fostering institutional and entrepreneurial cooperation between the Tanger-Tetouan region and the province of Cadiz.
- Taking advantage of the common historical and cultural history existing between the Tanger-Tetouan region and the province of Cadiz, for achieving coherence within the socio-economical development activities in the Gibraltar Strait area.
- Establishing stable and durable channels for communication and cooperation between the Tanger-Tetouan region and the province of Cadiz, for the development of joint activities.

General objectives

MA'ARIFA is a comprehensive project for the improvement of competitiveness and development capacity for the Tanger-Tetouan region and the province of Cadiz. It is elaborated by the *Diputación de Cádiz*, through its Institute for Employment and Technological Development, which

has taken on the task facilitation, coordination and integration of the different activities and partners. These activities have been structured along the following axes:

- Urban Development,
- *Andalusí*⁹ culture and crafts,
- Cooperation between universities,
- Tourism and Heritage,
- New technologies and entrepreneurial development.

3.1.2 Project Data

The *Diputación de Cádiz* is a direct partner of the Spanish Economy Ministry, in charge of assigning the EDF funds. The *Diputación* receives, manages and assigns the funds to the partners. These are the ones in charge of identifying and preparing the projects along the guidelines of the Ministry for the Spain-Morocco Interreg Programme. In this particular case, the *Diputación* takes care of the 25% of the budget supposed to be paid by the partners. This is, the whole project is paid by FED (75%) and the *Diputación* (25%):

The total budget allocated amounts to:

- First Interreg IIIA call: 12.575.911,90 €
- Second Interreg IIIa call: 26.436.114,37 €

Activities

294 activities have been taken on within the Ma'arifa project, according to the following structure:

- Development of strategies for urban and territorial planning and coastal areas.
 - Creation of an urban renewal programme in neighbourhoods with high immigrant population.
- Development of strategies for sustainability and fostering of renewable energy.
 - Creation of centre for research, restoration and environmental education for the Cadiz coastline.
 - Renewable energies laboratory

⁹ The term *Andalusí* refers to those cultural features stemming from the Islamic tradition in Spain and therefore currently common to both Spanish and Moroccan cultures.

- Development of strategies for cultural sustainability, historical and ethnographical heritage and local identity.
 - *Andalusí* music promotion centre.
 - Towns and ports in the Gibraltar Strait
 - Restoration and rehabilitation of historical and archaeological heritage in both sides of the Strait
- Inception of strategies for socio-economic development and fostering access to labour market.
 - Fostering Business and Tourism Resources
 - Start-up of a Project for Awareness and Impulse for Micro-enterprises
 - Industrial Areas Management
 - Start-up of a Centre for Business Fostering
- Development of cooperation strategies on technological development, research and enhancement of the information society.
 - Technical assistance to enterprises towards adaptation to the new economy
- Development of cooperation strategies on training, education and access to labour market.
 - Creation of a multifunctional information centre
- Social and institutional cooperation programme between IEDT (*Diputación de Cádiz*) and the *Conseil Regional de Tanger-Tetouan*.
 - Social and Institutional Cooperation Programme
 - Institutional Cooperation for Valuation of Environmental Endogenous Resources.
 - Management and Planning Under the Principle of Sustainability: Local Agents Development
 - Training and Capacity Building of Local Administrations' Technicians: Technical development
 - Programme for the Acknowledgment of Documental Heritage in Both Shores of the Strait

Partners

Around thirty institutions have participated in the project, hence the list and relations between them are extensive and complex. To clarify this, the following list breaks down the partners by type of institution and territorial

range. For the local level, all participants are either communes or dedicated agencies depending on them. The term *meso-level institutions* refers to those that have a broader territorial scope than local institutions, coordinating them but hierarchically inferior to the Andalusian regional authorities. In this case, it relates to the concept of *Diputación* as explained above and that of *Mancomunidad de Municipios*, which refers to the *ad hoc* associations of communes that share common interests.

Representing the private sector, entrepreneurs are represented by local chambers of commerce as well as two of their regional coordination bodies, for the province of Cadiz and for Andalusia. Other civic associations are included in this category. The academic sector is represented by the University of Cadiz and the province's representations of the main Spanish labour unions are also included:

Public-mesolevel:

- Diputación De Cádiz.
 - Instituto De Empleo Y Desarrollo Tecnológico (IEDT) Project Leader
 - Fundación Provincial De Cultura
 - Área De Políticas De Igualdad, Juventud, Solidaridad Internacional
 - Fondo Andaluz De Municipios Para La Solidaridad Internacional
- Mancomunidad De Municipios De La Sierra De Cádiz
- Mancomunidad De Municipios Del Bajo Guadalquivir
- Mancomunidad De Municipios Del Campo De Gibraltar
- Mancomunidad De Municipios De La Janda
- Conseil Regionale Tánger-Tetuán (Moroccan)

Public-Local level:

- Commune of Cádiz:
 - Instituto De Fomento Empleo Y Formación De La Ciudad De Cádiz
- Commune of San Fernando:
 - Instituto Municipal De Promoción De La Ciudad De San Fernando
 - Instituto Municipal De Promoción De La Ciudad De San Fernando
- Commune of Puerto Real

- Instituto Municipal De Promoción Fomento Socioeconómico Y Formación.
- Commune of Sherry
 - Instituto De Promoción Y Desarrollo De La Ciudad De Jerez
 - Gerencia De Urbanismo
- Commune of El Puerto De Santa María
- Commune of Setenil De Las Bodegas
 - Centro De Recursos Del Olivo
- Commune of Olvera
- Commune of Algeciras

Labour Unions:

- Unión Provincial De Comisiones Obreras De Cádiz
- Unión General De Trabajadores Cádiz

Private:

- Confederación De Empresarios De Cádiz
- Cámara De Comercio, Industria Y Navegación De Cádiz
- Cámara Oficial De Comercio, Industria Y Navegación Del Campo De Gibraltar
- Cámara Oficial De Comercio e Industria De Jerez De La Frontera
- Consejo Andaluz De Cámaras
- Asociación Cardijn
- IFECA

Academical:

- Universidad De Cádiz
 - Aula Universitaria Del Estrecho
 - Grupo De Investigación TAM (Tecnología Del Medio Ambiente)

3.1.3 Analysis

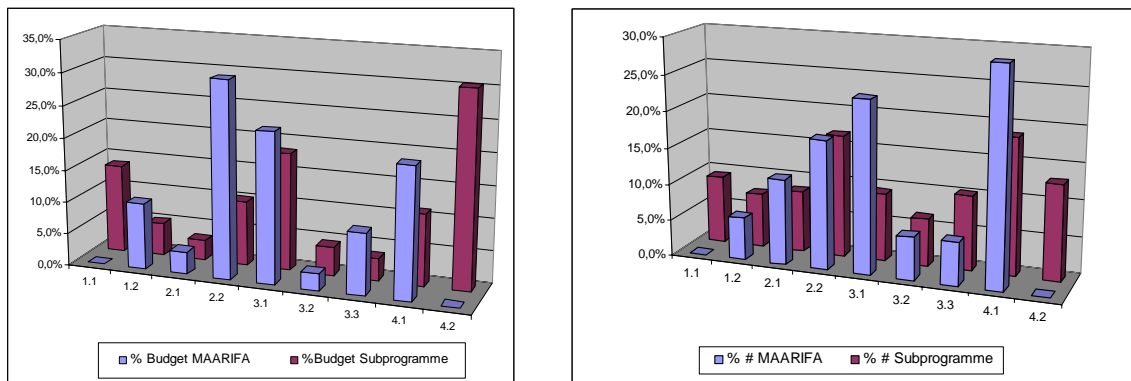
Table 2 Analysis of MA'ARIFA Project

CALL	call 1	call 1	calls 1 and 2			calls 1 and 2				calls 1 and 2	calls 1 and 2					call 2	
MEASURE	1.2	3.2	2.2			3.1				3.3	4.1					2.1	
ACTION	1.2.1	3.2.3	2.2.1	2.2.3	2.2.3	3.1.1	3.1.2	3.1.4	3.1.5	3.3.3	4.1.1	4.1.2	4.1.4	4.1.5	4.1.6	2.1.2	2.1.5
PARTNER																	
Instituto de Empleo y Desarrollo tecnologico de la excma. Diputacion de Cadiz																	
Area de Politicas de Igualdad, Juventud, Solidaridad Internacional - Diputacion de cadiz																	
Asociacion Cardijn																	
Area de Politicas de Igualdad, Juventud, Solidaridad Internacional - Diputacion de Cadiz																	
Aula Universitaria del Estrecho-Universidad de Cadiz																	
Ayto. De Algeciras																	
Ayto. De Olvera																	
Ayto. Del puerto de Sta Maria																	
Camara de Comercio e Industria de Jerez de la Fra.																	
Camara de Comercio, Industria y Navegacion de Cadiz																	
Camara Oficial de Comercio Industria y Navegacion del Campo de Gibraltar																	
Centro de Recursos del Olivo del Ayto. De Setenil de las Bodegas.																	
Confederacion de empresarios de Cadiz																	
Consejo Andaluz de camaras																	
Consejo Regional Tanger-Tetuan																	
Fundacion provincial de Cultura - Diputacion de Cadiz																	
IFECA																	
Instituto de Fomento de Empleo y Formacioin de la Ciudad de Cadiz																	
Instituto de Promocion y Desarrollo de la ciudad de Jerez																	
Instituto de Promocion y Desarrollo de la ciudad de Jerez - Gerencia de Urbanismo del Ayto de Jerez																	
Instituto Municipal de Promocion de la Ciudad de San Fernando - Ayto de San Fernando																	
Instituto Municipal de Promocion Fomento Socioeconomico, y fprmacion del excmo. Ayuntamiento de Puerto Real																	
Instituto Municipal del Promocion de la Ciudad de San Fernando																	
Mancomunidad de Municipios de la Janda																	
Mancomunidad de municipios de la sierra de Cádiz																	
Mancomunidad de municipios del Bajo Guadalquivir																	
Mancomunidad de Municipios del Campo de Gibraltar																	
Unión general de Trabajadores de Cádiz																	
Unión provincial de Comisiones Obreras de Cádiz																	
Universidad de Cádiz- Grupo de Investigación TMA																	
% BUDGET CALL 1	32,26%	7,98%	31,04%			9,06%				14,55%	5,12%						
% BUDGET CALL 2			30,14%			30,06%				7,28%	27,44%					5,08%	

Unfortunately the information available on the development of the project is limited to the correspondence between partners and activities. But the data do not show the relations between partners. Especially important is the missing information on the participation of the *Conseil Regionale de Tanger-*

Tetouan. Out of an interview with the responsible of the projects¹⁰, I have been informed that their participation took place mostly in the identification of projects, and that they have been informed of the activities all through the project.

A primary analysis of the data shows that many action lines are shared by the partners, as well as most partners participate in more than one line. Hence the coordination work of the *Diputación* regarding spreading Interreg's criteria and fostering cooperation has been remarkable. The amount of activities (294) yields an average of 130.000€ per project, and social and cultural issues, institutional cooperation and access to labour market are the most popular categories: This approach succeeds in bringing Interreg's objectives and methods to small-scale actors and their immediate needs, and is a good complement for projects of larger range.



Source: Ministerio de Economía y Hacienda de España.

Figure 6 Distribution of projects and budget over each priority measure, in comparison with that of the whole Spain-Morocco Programme.

By comparing the allocation of resources with that of the whole Spain-Morocco Programme, we can realise how a decentralised approach like Ma'arifa's can affect the cooperation's thematic span. No projects were proposed by the partners in the fields of Cross-border Infrastructure or the development of joint services and facilities (1.1 and 4.2). This might mean that infrastructure projects are out of the scope of small-scale institutions with a limited budget. There is a larger share of resources for activities within the realms of culture, socioeconomic and entrepreneurial promotion and social and institutional integration (2.2, 3.1 and 4.1). This not only matches the trend appreciated in the general overview of the programme, it is here more clearly defined. Thus, a decentralised approach, addressing

¹⁰ Phone interview with Pedro Yeste, 20/04/2006

small-scale institutions brought together by *meso-level* administration can rather foster cooperation in *soft* projects than *hard* or infrastructure ones.

3.1.4 Remarks

The Moroccan task is limited by their reduced means and by the very nature of the Interreg programme, which does not allow fund allocation in non-European partners. Still, the task of the *Diputación de Cádiz* in this project is reinforced by their own budget for Direct Development Aid, run by their Cooperation Unit, which is used to supplement these lacks.

The IEDT therefore exercises an outstanding example of decentralised cooperation, bringing together a broad scope of stakeholders from the administration, the civil and the private environments, and facilitating horizontal exchange between them and with the Moroccan side. Beyond this, the cooperation of the IEDT with the Moroccan institutions is enhanced by having an agent on the field, working within the *Conseil*, and who is born Moroccan.

The fact of the *Diputación* being in charge of the whole funding (assuming the 25% of the budget meant to be afforded by each partner) arises doubts regarding the *ownership* of the projects. Being inquired about this, the responsible of Ma'arifa stated that some of the partners already had their own cooperation schemes with Morocco (e.g. twinning initiatives) and others are taking them up now. On the other hand, the projects are formulated exclusively by initiative of the partners that apply for financial support. Being the second part of the project still in the implementation stage, it is yet difficult to assess externally its effect on rising awareness among the partners.

3.1.5 Follow up

The Ma'arifa project is regarded from the *Diputación de Cadiz* as a pilot programme that is now followed up by their new project ARRABT, approved in the IIIa third call. This new project is to focus more in cooperation with the Moroccan, being all of the activities arranged along with the *Conseil de Tanger-Tetouan*, which is expected to have additional European funding from the Neighbourhood Instrument now being prepared. The development of this project proves Ma'arifa to have been a healthy experience.

3.2 RENALIT

3.2.1 Project Basis

Full title: Preservation of Natural Resources of the Coastline and Sea Environment.

Realm

The project focuses in the Alboran Sea ecosystem, the confluence of Mediterranean and Atlantic waters, between the Gibraltar Strait and Oran, in Algeria. The project is intended to have an effect over those Andalusian communes near to and on the coastline of Cadiz and Malaga.

Problem

The Spanish coast to the Alboran Sea has had a strong urban development, having a strong effect on its ecosystem and landscape. Construction of infrastructure has altered the natural dynamics of geological materials. Highly populated urban areas generate strong flows of waste water into the sea, affecting the ecosystem and the fisheries, which are also over-exploited. This situation has a reflection in the Moroccan coast, where the new tourism-related growths and infrastructural developments are not accompanied by the appropriate protection measures.

General objectives

- To preserve and foster the sustainable use of natural resources and the improvement of environmental quality, and particularly the efficient and rational use of energy, in the 27 affected communes of Cadiz and Malaga. To settle experiences on inter-administrational cooperation and best-practice exchange, in the prospective of enhancing them towards a cross-border scale.
- Information, training, awareness-raising and promotion of environmental-sensitive behaviours.
- To ameliorate protection and management of species and natural areas of special relevance and fragility in the surroundings of the Strait of Gibraltar.
- To foster social and associational participation in preservation and environmental education on the coastal environment.

3.2.2 Project Data

The Project is included within the chapter 2.1 of Interreg III Andalusia-Morocco, concerning Environmental Sustainability and Renewable Energy Sources. It consists on the provision of equipment, elaboration of studies and immaterial actions, and technical assistance.

The total budget allocated amounts to:

- RENALIT (First Interreg IIIA call): 1.189.160,00 €, being FED 891.870,00 (75%)
- RENALIT 2nd Phase (Second Interreg IIIa call): 1.521.502,00 €, FED 1.141.126,50 (75%)
- RENALIT III (Third Interreg IIIa call): 1.125.338,00 €, FED 844.003,50 (75%)

Activities

- Preservation and sustainable use of the natural resources and amelioration of the environmental condition in 27 municipalities related to the coastline of Malaga and Cadiz to the Alboran Sea.
 - 1st phase:
 - Diagnosis of the municipalities.
 - Energy efficiency and renewable energy's use policy.
 - Information and awareness for citizens.
 - 2nd phase:
 - Pre-diagnosis of the energy premises in the covered communes: analysis of alternative sources and optimisation plans.
 - Actions on energetic saving and fostering renewable energies.
 - Analysis and evaluation of the urban water cycle in the provinces of Cadiz and Malaga.
- Programme of environmental awareness, education and communication for the population.
 - 1st phase:
 - Qualified educators and animators team.
 - Spanish-Moroccan volunteers network.
 - Campaigns for civic participation.
 - Communication elements and dissemination material.

- 2nd phase:
 - Dissemination and awareness materials.
 - Updating and follow up of actions for environmental education.
- Fostering social and associational participation.
 - Only in the 1st phase:
 - Dissemination material.
 - Information and awareness campaign.
 - Training seminars for volunteers.
 - Training seminars on preservation of sea species.
 - Information campaigns in the fisher sector.
- Restoration of habitats and preservation of biodiversity.
 - Only in the 1st phase:
 - Technical management plan.
 - Restoration and preservation of vegetal formations.
 - Consolidation of endangered species nuclei.
- Management and protection of fragile eco-systems and endangered species in the area of the Strait.
 - Only in the 2nd phase:
 - Actions for the preservation of the Spoonbill.
 - Control and survey of the Buttonquail.
 - Surveillance boat for the Strait´s Natural Reserve.
- Monitoring and evaluation.
 - Monitoring reports.
 - Final technical report.
 - Dissemination brochure.

Partners

The Andalusian Regional Government stands alone in funding the Project, through its Regional ministry of Environment's Head Office for Planning (Consejería de Medio Ambiente: Dirección General de Planificación). This project is framed within a broader agreement between the Andalusian Ministry of Environment and the Moroccan Ministry of Territorial Planning,

Urbanism, Housing and Environment¹¹. This programme was signed to foster environmental protection and sustainable development during the 2001-2005 period in several realms, and it is mainly binding the partners to joint activities in the identification of projects. The RENALIT project comprehends those activities that suited the Interreg IIIa Andalusia-Morocco criteria for funding: those related to natural environment, urban environment and environmental education. By these means, repercussion on the Moroccan side is granted, despite not having a direct involvement in the project as formulated.

3.2.3 Analysis

Table 3 Analysis of RENALIT Project

Activities	Moroccan Participation	Call 1		Call 2	
		Budget	%	Budget	%
Preservation and sustainable use of the natural resources and amelioration of the environmental condition in 27 municipalities related to the coastline of Malaga and Cadiz to the Alboran Sea.	No	361.735,00 €	30,42%	300.074,00 €	19,72%
Programme of environmental awareness, education and communication for the population.	Yes	157.276,00 €	13,23%	176.720,00 €	11,61%
Fostering social and associational participation.	Yes	262.998,00 €	22,12%		
Restoration of habitats and preservation of biodiversity.	No	383.184,00 €	32,22%		
Management and protection of fragile eco-systems and endangered species in the area of the Strait.	No			948.808,00 €	62,36%
Coordination, Monitoring and Evaluation.	No	23.975,00 €	2,02%	95.900,00 €	6,30%
	Total	1.189.168,00 €	100,00%	1.521.502,00 €	100,00%

Source: Project Documentation and Interview with Luis Sarasúa.

Note: No data for call 3

Regarding exclusively the performance of the RENALIT project, it is worth remarking the weight that is given to the components of education, awareness and promotion of civic involvement. The bulk of the objectives of the project regard the soft component but amounts to around a third part of the hard for the whole project. Hence the budget's the main line is infrastructure, but it is supporting soft activities and goals.

¹¹ Secretariat of Environment.

This is as well the main field in which cooperation with Morocco has been performed, optimising their otherwise modest contribution by applying it to a chapter that adds value to the project. There have also been joint activities between schools and exchanges between universities and associations of both sides. Especially remarkable has been the participation of the *Aula del Mar* Research Group from the University of Malaga.

3.2.4 Remarks

Some remarkable features of this project, concerning its implementation procedure and partnership model, are to a great extent shared with the CRBT project, which is also included in this study. One important circumstance is these projects, as often happens with those run by the Andalusian Administration, are tailored according to the Interreg budget assigned by the National Economy Ministry for the whole 2000-2006 period. The fact that they are broken down into three phases responds exclusively to administrative reasons.

Both of them are done in cooperation with the Moroccan Ministry of Territorial Planning, Urbanism, Housing and Environment, within the framework of a former political agreement for joint spotting cooperation projects on environmental issues. Given the handicap of Interreg not allowing allocation of funds in the partner country, the combination of different initiatives improves the participation of the third country. In these cases, some costs can be faced by the Moroccan administration, and often are related to another European funding tool, the MEDA programme. Thus, an open use of the Interreg tool brings about positive synergies in already existing cooperation activities.

Another common feature is that the bridging between both Spanish and Moroccan institutions relied largely in a Moroccan technician who developed his studies in Spain. This has been perceived as very helpful, especially for facilitating the initial stages of the cooperation process.

3.3 CRBT

3.3.1 Project BASIS

Full title: Creation of the Andalusia-Morocco Transcontinental Biosphere Reserve (TBR).

Realm

The provinces of Cádiz and Málaga, in Andalusia, and the thirteen provinces North of Morocco

General objectives

This project attempts at supporting and fostering the creation of a Transcontinental Biosphere Reserve (TBR) allowing, on the one hand, to help the development of both countries' networks of natural spaces¹²; on the other hand, this will contribute to the preservation of the natural resources and the spreading of their sustainable use in the benefit of the local population. The actions carried on are:

- Preliminary delimitation and zoning of the TBR, along with the necessary actions towards application for the UNESCO MaB (Man and Biosphere) programme.
- Elaboration of the management directives for the TBR and establishment of criteria for planning the management of its natural resources.
- Actions for the preservation of bio-diversity.
- Support for socioeconomic development in the area, based in eco-tourism and forestry resources.

3.3.2 Project Data

The Project is included within the chapter 1.2 of Interreg III Andalusia-Morocco, concerning Urban and Territorial Planning and Coastal Cross-border Areas. It consists on infrastructure building (in its first edition), elaboration of studies and immaterial actions, and technical assistance.

¹² SIBE (*Sites d'Interêt Biologique et Ecologique*), in Morocco, and the *Red de Espacios Naturales Protegidos*, in Andalusia

The total budget allocated amounts to:

- CRBT (First Interreg IIIA call): 1.517.000,00 €, being FED 1.137.750,00 (75%)
- CRBT II (Second Interreg IIIa call): 1.850.000,00 €, FED 1.387.500,00 (75%)
- CRBT III (Third Interreg IIIa call): 333.000,00 €, FED 249.750,00 (75%)

Activities

The project is varied in its activities, remaining the core action that of achieving the declaration of the Andalusian-Moroccan TBR. Other than that, it is composed of soft and hard components, as well as pilot actions. In this case, a pilot project is carried out during the first phase along with studies and management plans that would shape the activities for the second phase. It is therefore a tool for testing the project regarding its continuity.

- Supporting the declaration and creation of the Andalusian-Moroccan TBR:
 - First Edition:
 - Environmental, cultural and socioeconomic studies
 - Preliminary management plan
 - Eco-tourism products
 - Second edition
 - Joint studies and works of the Moroccan and Andalusian teams
 - Definitive zoning of the TBR
 - Definitive writing of the proposal for the creation of the TBR
 - Management plan for the TBR
 - Training programme
- Actions for preservation of biodiversity, and enhancement of forestry resources in the TBR realm
 - First Edition:
 - Pilot Project for the restoration of the *Barbate* river wetlands
 - Management plan for endangered species
 - Studies on species' migration phenomena
 - Second Edition

- Management, restoration and re-inception plans for endangered species or habitats
- Preservation of wetlands in Cádiz
- Preservation and restoration of species of a ecological and scientific interest, especially those common for both regions
- Work plan for the preservation and management plans for the Cadiz coastline, inventory of critical natural habitats
- Studies on cork oak groves and cork in the TBR area
- Development of toolkits for planning, evaluation and management of natural resources
 - First edition
 - Reference cartography base
 - Preliminary zoning
 - Second edition
 - Quality control
 - Edition works for future publication
- Actions of support to rural communities socioeconomic development
 - First Edition
 - Promotion of the *Dos Bahías* green corridor
 - Second edition
 - Uses and activities programme for the *Dos Bahias* green corridor
- Monitoring and evaluation
 - First edition
 - Monitoring report
 - Dissemination brochure
 - Second edition
 - Coordination meetings
 - Monitoring reports
 - Final evaluation

Partners

The Andalusian Regional Government stands alone in funding the Project, through its Regional ministry of Environment's Head Office for Planning and

the Head Office for Environmental Participation and Information (Consejería de Medio Ambiente: Dirección General de Planificación, Dirección General de Participación e Información Ambiental). Despite not being financially involved in the project, thorough contact has been established with the Moroccan authorities for the joint identification of actions and later on for their necessary collaboration the delimitation and zoning of the future reserve. Also a seminar was conducted in Seville (October 2003) for coordination with the Moroccan counterpart and information for other Andalusian interested parties (NGOs, Academical...).

3.3.3 Analysis

Table 4 Analysis of CRBT Project

Activities	Moroccan Participation	Call 1		Call 2	
		Budget	%	Budget	%
Supporting the declaration and creation of the Andalusian-Moroccan TBR	Yes	354.250,00 €	23,35%	470.750,00 €	25,45%
Actions for preservation of biodiversity, and mise en valeur of forestry resources in the TBR realm.	No	442.220,00 €	29,15%	612.500,00 €	33,11%
Development of toolkits for planning, evaluation and management of natural resources.	No	562.965,00 €	37,11%	402.508,00 €	21,76%
Actions of support to rural communities socioeconomic development	No	145.470,00 €	9,59%	243.337,00 €	13,15%
Monitoring and Evaluation.	No	12.095,00 €	0,80%	120.905,00 €	6,54%
Total		1.517.000,00 €	100,00%	1.850.000,00 €	100,00%

Source: Project Documentation and Interview with Luís Sarasúa.

Note: No data for call 3

The project is targeted towards preparing the Reserve for application to the UNESCO processes. This main activity takes around 25% of the budget and is the chapter in which cooperation with Morocco has been arranged. The other activities are regarded complementary of this core purpose. Nevertheless, the infrastructural component, even regarded as a side-activity, takes on most of the budget.

Though it does not show in the available data, the activities have been complemented with information and consultation to interested actors, including the affected municipalities, associations and universities. This has proved to be a valuable initiative for the provision of external feedback.

Information contacts with the Moroccan side have been conducted regularly even when there was no direct participation scheduled on their side¹³.

3.3.4 Remarks

The general features regarding implementation and partnership with the Moroccan are the same as those in the RENALIT project. There are nevertheless several differences between these two, being the CRBT project more technical in its approach.

Specifically, rather than having a direct outcome the project is supposed to fully bring its benefits when the area is declared a TBR, as a result of the possibilities that this implies. Again, this is a free use of the Interreg criteria, seeking for coordination and synergies with other institutional (in this case international) programmes.

¹³ Interview with Luis Sarasúa, 25/4/06

4 Spain Portugal Projects

4.1 GUADIANA

4.1.1 Project basis

Full title: Prevention of drug-addiction. Fostering inclusion of dependant people: Social and labour inclusion of excluded people or in risk of exclusion.

Realm

The 79 communes of the province (NUTS3) of Huelva; the communes of Chiclana de la Frontera, Puerto de Santa María, La Línea de la Concepción, Puerto Real, Tarifa, Arcos de la Frontera, Pueblo Nuevo Castellar, from the province (NUTS3) of Cadiz; and the commune of Faro in the Algarve (NUTS2 and 3) region of Portugal.

Problem

The large exchange of population in the border area along with the affluence of foreign/immigrant population, largely related to agricultural activities, stresses the chances of existence of social exclusion processes the realms of gender, health, labour, dwelling, within the welfare system and assistance procedures and regarding specific social groups.

General objectives:

- To detect, assist and incorporate excluded groups or groups in the risk of exclusion.
- To foster awareness and cross-border cooperation.
- To inform and assess these groups on the public and private means and resources at their disposal.
- To incorporate new technologies for stimulating cooperation processes.
- To organise information networks, practice-exchange and knowledge in the issue of social inclusion.
- To improve life conditions of these groups.

4.1.2 Project Data

The project is within the Andalusian Government's Interreg IIIA's 4th axe, concerning fostering cooperation and social and institutional integration. It is mostly consisting on immaterial actions and studies. Due to good reports on

its results¹⁴, has been extended over the second and third Interreg IIIA calls. In the second edition of the project, the core of immaterial actions and studies was supplemented by including activities for infrastructural improvement.

The Budget allocated amounts to:

- Guadiana (first Interreg IIIA call): 784.541,34 €, from which 75% are FED: 588.406,01 €.
- Guadiana 2 Inclusion (second Interreg IIIA call): 620.002,66 €, 75% FED: 465.002,00 €
- Guadiana III Cohesion (third Interreg IIIA call): 1.153.247,20 €, 75% FED: 864.935,40 €

Activities

Seventeen groups of activities implemented, operatively structured in two lines:

Towards the Assistance and integration into the labour market of the excluded or in risk of exclusion groups. This is the *soft* component of the project, mainly consisting in raising awareness, dissemination and information, training and experience exchange. Nonetheless, in advanced stages of the project, it has been enhanced with some infrastructural activities, such as upgrading shelter centres. Although the participation of the partners is intertwined, the data show a higher involvement of civic associations in this part of the project.

For the creation of an integrated information system. This is the *hard* component, and its mainly concentrated in partners from the administration. It is mainly directed towards designing the appropriate IT tools to help assistance and support of disadvantaged social groups. Emergency systems have also been developed and run by the local administrations of Cartaya and Faro.

The figure of the *pilot project* is present as well. One regarding assistance for sex workers was carried on during an early stage of the project for later developing a care programme for prostitutes.

The range of activities follows the types (not exhaustively):

¹⁴ Lole Rincón Romero, Servicio de Voluntariado Social de la Consejería para la igualdad y Bienestar Social de la Junta de Andalucía. (e-mail)

Guadiana:

- Awareness campaigns,
- Creation of a multi-language guide of resources,
- Support to shelter and assistance centres,
- Pilot programme for assistance to prostitutes,
- Identification and contact with the target population and private stakeholders,
- Design of digital tools,
- Networking, dissemination and training activities.

Guadiana 2 *Inclusión*:

- Support and information for the homeless outcast,
- Support to shelter and assistance centres, including material actions (upgrading),
- Design of digital tools,
- Care Programme for prostitutes,
- Emergency response systems during high farming seasons,
- Identification and contact with the target population,
- Training and experience-exchange activities for social workers,
- Dissemination of the Programme at local, national and European scale.

Guadiana III *Cohesión*:

- Support and information for excluded groups and the homeless,
- Awareness campaigns,
- Social inclusion programmes,
- Studies on the homeless,
- Training and experience-exchange activities for social workers,
- Temporary accommodation for season workers,
- Emergency response systems
- Dissemination.

Partners

Administration at a regional level:

- Project Leader: Servicio de Voluntariado Social de la Consejería para la igualdad y Bienestar Social de la Junta de Andalucía. (Andalusian Regional Government, Regional Ministry of Equity and Welfare: Service of Social Volunteering)

Administrations at local level:

- Commune of Faro (NUTS III), Portugal.
- Commune of Lepe, in Huelva (NUTS III), Spain.
- Commune of Cartaya, in Huelva, Spain.
- Agencia para o Desenvolvimento Económico de Faro S.A, AmbiFaro, is a public enterprise depending on the Commune of Faro, Portugal, focused in the economical development of the Province. (Guadiana 3)

Private sector/Associations:

- Cáritas Diocesana de Huelva. Caritas is a Spanish non-profit organisation focused on excluded groups.
- Cáritas Diocesana de Sevilla (Guadiana 3)
- Cáritas Diocesana de Jerez (Guadiana 3)
- Federación Andaluza de Alcohólicos Rehabilitados (FAAR). Spanish non-profit organisation based in the sector of alcohol and drug addiction.
- Santa Casa da Misericórdia de Faro (Guadiana)
- Movimento de Apoio a Problemática da Sida (MAPS). Portuguese private institution focused in the AIDS problem and its social causes and consequences. (Guadiana 1, 2)
- Grupo de Ayuda a Toxicodependientes (GATO). GATO is a Portuguese NGO for the care and rehabilitation of drug-addicts. (Guadiana 2, 3)

4.1.3 Analysis

Table 5 Partners' Contribution in the GUADIANA Project

GUADIANA

Partner	Nationality	FED	Contribution	%
Project Leader (JA) (regional)	ES	293.099,08 €	97.699,69 €	49,81
C. Faro (Local)	PO	15.909,79 €	5.303,26 €	2,7
Ayto Lepe (Local)	ES	20.167,78 €	6.722,59 €	3,42
Ayto Cartaya (Local)	ES	20.167,78 €	6.722,59 €	3,42
Cáritas (Private)	ES	99.226,59 €	33.075,53 €	16,86
FAAR (Regional Ass.)	ES	43.205,91 €	14.401,97 €	7,34
Casa Misericordia (Private)	PO	63.787,52 €	21.262,51 €	10,84
Mov. A. SIDA (Private)	PO	32.841,56 €	10.947,19 €	5,58
Total		588.406,01 €	196.135,33 €	100
% Total		75	25	

GUADIANA 2 Inclusion

Partner	Nationality	FED	Contribution	%
Project Leader (JA) (regional)	ES			34,64%
		161.087,00 €	53.695,67 €	
C. Faro (Local)	PO	80.000,00 €	26.666,67 €	17,20%
Ayto Lepe (Local)	ES	24.375,00 €	8.125,00 €	5,24%
Ayto Cartaya (Local)	ES	30.375,00 €	10.125,00 €	6,53%
Cáritas (Private)	ES	100.000,00 €	33.333,33 €	21,51%
FAAR (Regional Ass.)	ES	9.165,00 €	3.055,00 €	1,97%
GATO (Private)	PO	30.000,00 €	10.000,00 €	6,45%
Mov. A. SIDA (Private)	PO	30.000,00 €	10.000,00 €	6,45%
Total		465.002,00 €	155.000,67 €	100,00%
% Total		75	25	

GUADIANA III Cohesion

Partner	Nationality	FED	Contribution	%
Project Leader (JA) (regional)	ES			17,10%
		147.935,40 €	49.311,80 €	
C. Faro (Local)	PO	400.000,00 €	133.333,33 €	46,25%
Ayto Lepe (Local)	ES	38.157,29 €	12.719,10 €	4,41%
Ayto Cartaya (Local)	ES	23.211,45 €	7.737,15 €	2,68%
Cáritas Huelva (Private)	ES	84.436,08 €	28.145,36 €	9,76%
Caritas Sevilla (Private)	ES	52.702,04 €	17.567,35 €	6,09%
Caritas Jerez (Private)	ES	21.405,06 €	7.135,02 €	2,47%
FAAR (Regional Ass.)	ES	17.088,08 €	5.696,03 €	1,98%
GATO (Private)	PO	50.000,00 €	16.666,67 €	5,78%
Ambifaro (Private)	PO	30.000,00 €	10.000,00 €	3,47%
Total		864.935,40 €	288.311,80 €	100,00%
% Total		75	25	

Table 6 Partners' involvement in the GUADIANA Project

GUADIANA	Partners							
	JA	C.Faro	C. Cartaya	C. Lepe	MAPS	Caritas Huelva	Casa de Misericord	FAAR
Programme management.								
Exchange seminar								
Diagnose, analysis, identification of needs and campaign.								
Elaboration, traslation, printing and distribution of the guide.								
Shelter centres, Prostitution Programme and Emergency System								
Labour market accession. Results reports.								
Analysis, adaptation y dotation of resources. Elaboration and programme inception. Data analysis.								
Resource Analysis, inception of computer software and results evaluation. Dissemination Seminar and practice exchange.								

GUADIANA 2 Inclusion	Partners							
	JA	C.Faro	C. Cartaya	C. Lepe	MAPS	Caritas Huelva	FAAR	GATO
Project management								
Refurbishing of shelter centre. Coordination, Execution and Consulting. Dissemination. Socio-cultural mediation.								
Assistance to women marginated due to prostitution.								
Intercultural encounters and experience exchange.								
Assistance programme for homeless outcast.								
Building of a shelter centre for the homeless.								
Information software on temporary labourforce.								
Emergency systems during high farming seasons.								
Training activities and experience exchange.								

GUADIANA 3 Cohesion	Partners									
	JA	C. Faro	C. Cartaya	C. Lepe	Caritas Huelva	Caritas Sevilla	Caritas Jerez	GATO	FAAR	Ambifaro
Project management										
Support and information for excluded groups and the homeless										
Awareness campaigns										
Social inclusion programmes										
Studies on the homeless										
Training and experience-exchange activities for social workers										
Temporary accommodation for season workers										
Emergency systems during high farming seasons										
Dissemination										

Regarding the involvement of the partners, private associations take on 30-40% of the budget through the different calls, while the Project Leader and the commune of Faro lead with more than 50%. Thus the weight of the project is balanced between the two sides of the border. The participation of civic associations is both varied and meaningful, as they come from different

backgrounds and are engaged in the project according to their particular expertise.

The project's bringing together a variety of actors, especially from the associational realm, is of high relevance considering its focus on social issues. The project leader has been asked¹⁵ about this and the apparent evolution towards a higher ownership in the distribution of budget and activities; the answer was that throughout the implementation process the relationship between the partners has evolved from being based on mere information exchange to full cooperation. Ownership is also enforced by being the partners fully in charge of their costs, temporarily lending funds for the first phase has been the only support on behalf of the project leader.

4.1.4 Remarks

This project was originally tailored for the full 2000-2006 period and then divided into three phases, meaning that the strategical approach of the Regional Ministry consisted on concentrating its participation at the start-up of the implementation and gradually release it upon the partners later. Especially remarkable is the performance of the Commune of Faro in Portugal, which at the third phase takes charge of almost half of the budget.

¹⁵ Interview with Lole Rincón Romero 26/04/06.

4.2 TURSOS

4.2.1 Project Basis

Full title: Sustainable Tourism as a Development Factor in the banks of the Guadiana River.

Realm

Ten communes of the province of Huelva in the east of Andalusia, from which three are in the left bank of the Guadiana River. Six municipalities the regions of Algarve and Baixo Alentejo in southern Portugal, in the right bank of the River.

Problem

The area selected is considered to be disadvantaged in socioeconomic terms, being its economy based in the primary sector, consisting in low productivity activities and holding crisis in the mining sector and characterised by high poverty indicators. The region is in a peripheral situation in respect to market foci; there is a lack of connecting infrastructures and relations between both sides of the border. There are little complementarities between the economies on both sides of the border, and there are bad expectations in socioeconomic promotion, due to migration and a feeble, aging population.

General objectives

The project aims to contribute to palliate the socioeconomic problems and to raise the quality of life of the affected population by means of fostering tourism and leisure activities, based in the sustainable use of the available heritage:

- Historical and artistic,
- Cultural,
- Environment and landscape,
- Hunting.

4.2.2 Project Data

The Project is included within the chapter 2.4 of Interreg III Andalusia-Morocco, concerning adding value, promotion and preservation of heritage and natural resources, by means of tourism-wise valorisation. It consists on

construction of infrastructure, the elaboration of studies and immaterial actions, and technical assistance.

The total budget allocated amounts to:

- TURSOS (First Interreg IIIA call): 873.792,00 €, FED 655.344,00 (75%)
- TURSOS II (Second Interreg IIIa call): 764.240,00 €, FED 573.180,00 (75%)

Activities

In the formulation of the project, there has been made a division between those activities carried on in cooperation with Portuguese institutions and those taken on by the Andalusian administration solo. Roughly, this distinction identified the soft component of the project as joint activities, while the infrastructural aspects were kept as a unilateral initiative. A large share of the immaterial actions addressed the identification of cultural assets and the promotion of the area in tourism fairs. The infrastructure related to the equipment of the river banks with basic structures for leisure activities.

Multilateral activities:

- The border as a cultural realm with an economic appeal:
 - Creation of historical-cultural itineraries
 - Recovering ethnographical manifestations
 - Crafts fair
 - Hunting and natural products fair
 - Multicultural music festival
- Enhancing Historical Heritage.
 - Inventory of resources and publication of the book "The History of Smuggling" (sic)
- Tourism equipment
 - Signposting plan for resources.
- Marketing plan for the tourism offer and dissemination of the project.
 - Promotional material.
 - Tourism fairs and workshops
 - Publicity in regional and local media
 - Dissemination

Unilateral activities:

- The river as a stage of tourism activities, as well as leisure, sports and sight-seeing.
 - Construction of accesses to the River´s banks.
 - Sport quays in the access points to the river.
 - Sight-seeing spots.
 - Tourism animation.
 - Use-plan for the River.

Partners

- Andalusian Regional Government; Regional Ministry of Tourism, Commerce and Sport; Head Office for Tourism Planning (Junta de Andalucía, Consejería de Turismo, Comercio y Deporte, Dirección General de Planificación Turística).
- Região Turismo Planície Dourada. An institution supported by 13 municipalities of the Baixo Alentejo for the promotion of tourism on the area.
- Association for the development of Lower Guadiana, ODIANA (Associação para o Desenvolvimento do Baixo Guadiana). This is a non-profit organisation supported by three municipalities of the Algarve for their socio-economic development.

Although funding is 100% in charge of the partners, the execution of the project would rely in the *Mancomunidad del Beturia*, constituted by 8 communes from the province of Huelva.

4.2.3 Analysis

Table 7 Details of TURSOS Projects

TURSOS I							
Activities	Partners						Budget Act. / % Total
	Junta Andalucía		ODIANA		Planicie Dourada		
Programme management.	45.000,00 €	100,0%					45.000,00 € 7,0%
The river as a Common Stage for Tourism Activity	170.850,75 €	92,3%	3.722,08 €	2,0%	10.500,00 €	5,7%	185.072,83 € 28,8%
Enhancement of Historical Heritage	27.000,00 €	51,8%	21.402,46 €	41,0%	3.750,00 €	7,2%	52.152,46 € 8,1%
Tourism Equipment	135.219,00 €	84,9%	24.051,56 €	15,1%			159.270,56 € 24,8%
Marketing and Dissemination	95.250,00 €	47,5%	30.698,90 €	15,3%	74.399,25 €	37,1%	200.348,15 € 31,2%
Total partner / % total budget:	473.319,75 €	73,7%	79.875,00 €	12,4%	88.649,25 €	13,8%	641.844,00 €

TURSOS II							
Activities	Partners						Budget Act. / % Total
	Junta Andalucía		ODIANA		Planicie Dourada		
Programme management.	45.000,00 €	100,0%					45.000,00 € 7,8%
The river as a Common Stage for Tourism Activity	226.000,00 €	100,0%					226.000,00 € 39,1%
Enhancement of Historical Heritage	160.000,00 €	92,8%	12.333,33 €	7,2%			172.333,33 € 29,8%
Tourism Equipment	90.000,00 €	100,0%					90.000,00 € 15,6%
Marketing and Dissemination	29.907,00 €	67,6%	1.000,00 €	2,3%	13.333,33 €	30,1%	44.240,33 € 7,7%
Total partner / % total budget:	550.907,00 €	95,4%	13.333,33 €	2,3%	13.333,33 €	2,3%	577.573,66 €

4.2.4 Remarks

Though this project has encountered a variety of problems for its implementation, it is the perception of the responsible in the *Junta de Andalucía* that it has had a positive effect regarding the objectives originally considered¹⁶. During the execution it was noticed the budget had underestimated some parts, especially those regarding the construction of infrastructure. As well, the long application periods to the authorities in charge of planning of the river banks (national level) had not been considered. This situation led to a re-arrangement of the project's schedule, extending the same activities over the second Interreg IIIa call, exhausting the whole IIIa budget available.

4.2.5 Follow up

The most remarkable achievements of this initiative, being the first time that this kind of activities have been taken on in the area, have been those relating promotion and marketing of the Guadiana banks as an

¹⁶ Interview with Constantino Ramirez.

underdeveloped area with possibilities for leisure activities. This was gotten mainly by means of participating in eight tourism fairs both in Spain and Portugal and the publishing of dissemination material.

Currently, a large development plan is being prepared for the Spanish bank, including several golf courses –two of them PGA-standard- and hotel resorts, by three of the eight municipalities belonging to the *Mancomunidad del Beturia*, which implemented the project. The responsables of the TURSOS project believe that the project contributed to create the needed interest of the private sector to make these developments possible. This point was confirmed by the head of one of the planning offices involved in this development, who also stated that environmental and sustainability concerns had been thoroughly considered during the writing of the plans.

In spite of the implementation problems, the foreseen *hard* activities have proven to be fruitful in terms of clarifying criteria for following developments, bridging the gap between abstract indications and practice. Key issues can be tested and the administrations involved can get “a feel” of the main questions to be solved.

4.3 NAVEGUA

4.3.1 Project Basis

Full title: Amelioration of maritime accessibility, navigability conditions and upgrading of the Guadiana River banks.

Realm

The intervention area covers the riverside municipalities along the international section of the Guadiana River, between the Estuary and the town of Mértola: Vila Real de Santo António, Castro Marim, Alcoutim, Mértola, in Portugal, and Ayamonte, Isla Cristina, San Silvestre de Guzmán, Sanlúcar de Guadiana and El Granado in Spain.

Problem

The covered area is characterised by low population and low-return economical activities, largely due to the historical lack of connecting cross-border infrastructure. The construction of an international bridge between both countries meant a step towards solving this situation, but also a negative effect over those ports which had so far had an important role in connecting both banks of the river. Now there is a need for restructuring the port sector, towards leisure navigation and tourism, and based in longitudinal rather than transversal routes.

General objectives

Enhancement of the navigability conditions, the port infrastructures and services, for a better suitability for leisure activities. Increment in the use of both local and in-transit fleets, and establishing of associated nautical, tourism, industrial and service activities. The overarching objective is the sustainable development of the areas on the banks of the Guadiana River.

4.3.2 Project Data

The Project is included within the chapter 1.1 of Interreg III Andalusia-Algarve-Alentejo, concerning the creation of basic infrastructure of cross-border relevance. It consists on the construction and upgrading of infrastructure, as well as immaterial actions and studies. NAVEGUA I and II is actually the same project, broken down into two phases to adjust to the Interreg funding. NAVEGUA III applied for funding for the completion of the original project.

The total budget allocated amounts to:

- NAVEGUA (First Interreg IIIA call): 2.179.589,33 €, being FED 1.634.692,00 (75%)
- NAVEGUA II (Second Interreg IIIa call): 1.817.833,00 €, FED 1.363.374,75 (75%)
- NAVEGUA III (Third Interreg IIIa call): 3.880.162.39 €, FED 2.910.121,79 (75%)

Activities

NAVEGUA I and II:

Phase 1

- Infrastructures - Projects:
 - Construction and upgrading of existing port infrastructure for the support of the leisure fleet in the Guadiana River. Upgrading of the River banks.
 - Project for the "Alcoutim Nautical Centre".
 - Project for "Upgrading of the port area between the fishing and leisure quays in Vila Real de Santo Antonio"
- Navigability
 - Definition of the accessibility conditions from the ocean into the river, navigability up to Mertola, use opportunities and environmental sustainability criteria.
 - Issuing of the navigability studies
 - Technical definition and contracting of technical support
 - Development of technical studies and field work campaigns
 - Summary document of results and conclusions.

Phase 2

- Infrastructures
 - Definition of technical requirements and bid for tender for the Enhancement of Sport quays in Ayamonte
 - Implementation of the Enhancement of Sport quays in Ayamonte
 - Implementation of the Upgrading of the Riverside Front South of Vila Real de Santo Antonio.

- Dredging for recovering tie-up conditions between the fishing and leisure quays in Vila real de Santo Antonio.
- Project and construction of the “Alcoutim Nautical Centre”.
- Project and implementation works for upgrading of the port area between the fishing and leisure quays in Vila real de Santo Antonio
- Upgrading of the banks by Alcoutim bridge and construction of support facilities.
- Upgrading of the banks by Foz de Odeleite, Laranjeiras, Guerreiros do Rio and Pomarão bridges.
- Maintenance dredging of the riverbed by Pomarão.
- Dock and upgrading of the banks by Cais da Rocha.

NAVEGUA III:

- Dredging the river for safe navigation and signposting of the resulting channel.
- Recuperation and adaptation of existing maritime infrastructure or the mooring of light ships.
- Recuperation of *Perré* south of Vila Real do Santo Antonio.
- Equipment of the Alcoutim Nautical Centre
- Amelioration of accessibility and navigability of the River. Identification of opportunities for new infrastructure. Fostering recreational activities in the area.
- Amelioration of port infrastructures and services in the area. Identification of opportunities for new infrastructure.
- Dissemination.

Partners

- Project leader: Ports and Maritime Transport Institute of Portugal; Delegation of Southern Ports. (Instituto Português e do transportes Marítimos; Delegacion dos Portos do Sul). This institute was created by bringing together five port institutes of regional coverage. It is embedded in the National ministry of Public works, transport and communications, therefore keeping a both national and regional character.
- Commune of Vila Real de Santo António, Portugal.
- Commune of Alcoutim, Portugal.

- Public Enterprise of Ports of Andalusia (Empresa Publical de Puertos de Andalucía), this is depending on the Andalusian Regional Ministry of Public Works and Transport and is dedicated to the development and implementation of the regional policies regarding port infrastructure and freight.

Analysis

Unfortunately, the following chart had to be arranged out of an incomplete dataset. Nevertheless, taken cautiously, it may provide of an idea of the participation of the partners and the activities carried on:

NAVEGUA I, II		Partners				Total Activity	Total Chapter	
Activities		IPS	EPPA	C. Vila Real	C. Alcoutim			
Phase 1	Infrastructures - Projects	Construction and upgrading of existing port infrastructure for the support of the leisure fleet in the Guadiana River. Upgrading of the River banks:						
		Project for the "Alcoutim Nautical Centre".					27.804,00 €	
		Project for "Upgrading of the port area between the fishing and leisure quays in Vila real de Santo Antonio"					250.000,00 €	277.804,00 €
	Navigability	Definition of the accessibility conditions from the ocean into the river, navigability up to Mertola, use opportunities and environmental sustainability criteria:						
		Issuing of the navigability studies					0,00 €	
		Technical definition and contracting of technical support					0,00 €	
		Development of technical studies and field work campaigns					291.980,00 €	
Summary document of results and conclusions.					18.020,00 €	310.000,00 €		
Phase 2	Infrastructures	Definition of technical requirements and bid for tender for the Enhancement of Sport quays in Ayamonte					0,00 €	
		Implementation of the Enhancement of Sport quays in Ayamonte					540.000,00 €	
		Upgrading of the Riverside Front South of Vila Real de Santo Antonio.					1.580.257,00 €	
		Dredging for recovering tie-up conditions between the fishing and leisure quays in Vila real de Santo Antonio.					125.000,00 €	
		Project and construction of the "Alcoutim Nautical Centre".					414.000,00 €	
		Project and implementation works for upgrading of the port area between the fishing and leisure quays in Vila real de Santo Antonio					2.875.000,00 €	
		Upgrading of the banks by Alcoutim bridge and construction of support facilities.					400.000,00 €	
		Upgrading of the banks by Foz de Odeleite, Laranjeiras, Guerreiros do Rio and Pomarão bridges.					350.000,00 €	
		Maintenance dredging of the riverbed by Pomarão.					400.000,00 €	
		Dock and upgrading of the banks by Cais da Rocha.					350.000,00 €	7.034.257,00 €
Total Partner		4.950.000,00 €	650.000,00 €	1.580.257,00 €	441.804,00 €		7.622.061,00 €	
		64,9%	8,5%	20,7%	5,8%		100,0%	
						Total Activity	Total Chapter	
NAVEGUA III	Dredging the river for safe navigation and signposting of the resulting channel.							
	Recuperation and adaptation of existing maritime infrastructure or the mooring of light ships.					666.666,67 €		
	Recuperation of Perre south of Vila Real do Santo Antonio.							
	Equipment of the Alcoutim Nautical Centre					200.000,00 €		
	Amelioration of accessibility and navigability of the River. Identification of opportunities for new infrastructure. Fostering recreational activities in the area.					53.500,00 €		
	Amelioration of port infrastructures and services in the area. Identification of opportunities for new infrastructure.					100.000,00 €		
	Dissemination.					9.000,00 €	1.029.166,67 €	
Total Partner		666.666,66 €	162.500,00 €	0,00 €	200.000,00 €		1.029.166,66 €	
		64,8%	15,8%	0,0%	19,4%		100,0%	

4.3.3 Remarks

This is a very technical project, largely based in infrastructure and with little content regarding its enhancement. Still there are chapters regarding dissemination, spotting new development opportunities in line with the actions undertaken and the fostering of recreational uses in the area.

The initiative and the weight of the project rests on IPS, a relatively large-scale institution, and the rest are involved in complementary activities. It seems that the contribution offered by Spanish institutions has focused mostly on the share of technical resources. As it shows, this objective nature results in little need for institutional rapprochement.

Nevertheless, this project converges in its objectives with others, for instance TURSOS, which deploys a *softer* content towards similar goals, showing that there is coherence and complementarities within the Interreg sub-programme.

5 Conclusions

Who are the partners and how do they cooperate.

For the cases reviewed, we can assess that there is a large variety of partners benefiting from Interreg. This is especially meaningful considering that the sample of projects is quite homogeneously related to the Andalusian Regional Government, with some exceptions. Projects led by other institutions, for instance from the private sector or universities, have not been considered.

We can also appreciate that the type of institution involved in the project determines the scope, the methodology and the expectable results of a project. We can simplify, as a rule of thumb, that the higher the level of the institution, the more likely to undertake large-scale initiatives; and we can associate them to the hard components of the programme and particularly infrastructure. Local or small scale institutions and civic society agents focus more in small, close-to-the-needs projects, and are more likely to be found in relation with soft activities.

We have also found that there are good results when the nature of an institution makes some bridging possible between the general lines of the programme and small actors. This is the case of the figure of *Diputación Provincial*, as we saw in the Ma'arifa Project. The capacity of this project for gathering a variety of actors and creating horizontal links between them has also been remarkable. This case study hinted as well that this kind of approach focuses more in *soft* activities.

In the case of the projects within the Spain-Morocco sub-programme, the three of them had encountered an asset in employing individuals who could bridge between partners of the different countries. In these cases they were Moroccan technicians who had been in close contact with the Spanish culture and working environment. This seems a good asset in those cases when cooperation efforts encounter cultural barriers.

What kinds of activities have been undertaken and which have yielded the best results.

Apart from the project distribution detailed in the introduction, from the case studies conducted we can assess that soft and hard components of the projects are complementary regardless of which is the leading aspect. This is, although *soft* is traditionally considered a support for the implementation or sustainability of *hard*, also projects of a dominating soft component are often enhanced by means of some infrastructure.

Assessing the weight of soft and hard components can be problematic when using raw data. The participation of small actors in soft chapters of a project can be misread as of little relevance, due to the comparatively small weight in the overall budget. The fact is that even in projects having a dominantly *soft* orientation, infrastructural investments by nature show large figures.

We can also spot a third category between those two: that of the **pilot projects or activities**. These have proved to be fruitful in both soft and hard projects. They can be used for testing the project for follow-ups or following phases, within its own formulation. They can be as well a teaching tool, to enhance the cooperation's sustainability by means of bridging the gap between rather *abstract* or experimental results and further practice.