

# PYRENEAN STRATEGY

## Working Community of the Pyrenees

### 2018 - 2024





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# INTRODUCTION

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# INTRODUCTION

## 1.1. Scope and goals of the strategic document

Since its creation in 1983, the Working Community of the Pyrenees (CTP) has been based on a cross-border approach and on cooperation amongst its members. The CTP's creation, supported by the Council of Europe, was an innovative undertaking prior to European Territorial Cooperation Policies. After the start of the Interreg I to III initiatives in 1989, the CTP saw the introduction of new variables and fields of action. In 2005, the CTP became a Consortium to be able to manage the cooperative programmes between Spain, France, and Andorra known as POCTEFA IV (2007-2013) and POCTEFA V (2014-2020). Motivated from its inception to foster the building of Europe and, specifically, the Pyrenees border, the CTP was created as a network with an evolutionary nature.

In order to respond to the developmental challenges of the territories around the Pyrenees, the CTP must adapt. The CTP's strategy is posed in a particular way: because of its status as a Consortium, something which allows it to act as manager for POCTEFA, the CTP is more like a programme strategy than a strategy specifically geared towards the Pyrenees, as the CTP's founding guidelines state. This territorial (re)focusing must, however, contemplate the know-how gleaned from the financial tools of Europe's Cohesion Policy.

Thus, the strategic scope of the work undertaken is twofold: on the one hand, to identify the strategic elements of cross-border development; on the other hand, to reflect internally upon the CTP's mission as the body responsible for a global approach to the Pyrenean Massif (currently, the Pyrenean Climate Change Observatory -OPCC- leads in the field of climate). Thus, this is an approach that is both

territorial and organisational in nature and that involves strategic development. This work is more enriching if one stops to think that the CTP is not the only body dealing with the cross-border approach. The two Euroregions present in the Pyrenees (the European Groupings of Territorial Cooperation -EGTC- and the CGET-Massif des Pyrénées) have their own vision and strategy for cross-border development that should be included in the overall view of the Pyrenees.

This "relational" approach to the Pyrenees through the different structures present is possible thanks to the adoption of the notion of a "Pyrenees macro-region" to act as a common thread. The methodology used to draft this Pyrenean Strategy (EPI) is described in detail in Chapter II. The macro-regional dimension aims for the idea of integrating the varying degrees of cross-border development. This approach was proposed by European authorities following the example of the Alps.

## 1.2. The CTP's historic approach and planning tools

Rather than go into too much detail about the historic evolution of the CTP, several relevant aspects that affect the current strategic outlook are mentioned here. Historic analysis shows that cross-border policy is a dynamic construct that is fully aligned with the evolution of the CTP over its lifetime (in terms of policy decisions and tendencies) and it is important to cite possible changes to better support a forward-looking view.

This part of the analysis has been enriched through exchanges with representatives of the CTP and with the Scientific Committee that was heavily involved in the methodological approach. Below, the governing principles that have always guided the CTP's strategic approach are presented.

**1) The issue of the cross-border region's perimeter**

The selection of the territorial borders for cross-border development shows significant evolution in terms of the lines of action as the border area has passed from the "Massif area", as defined by the French Mountain Law of 1985, especially covering the high mountain area (MOPU-DATAR Agreement), to a more extensive area of action that is comparable to the level of NUTS III Cross-Border Regions, as stipulated by POCTEFA (07-13 and 14-20), and including the territories of the Pyrenees foothills.

The broadening of the scope of action for cross-border programmes has notable consequences because, in addition to the environmental and tourist considerations, it affects the matter of territorial planning – an essential factor in the ability of the Pyrenees to attract; likewise, it affects the issues of cross-border mobility and connectivity in the Pyrenees region. For all these reasons, the adoption of the current POCTEFA 2014-2020 perimeter has been considered reasonable for the development of a Pyrenean strategy in accordance with the Executive Committee's decision of June 2017, including –however– slight modifications: to include the Province of Teruel and the Department of Aude, and to exclude the Autonomous Community of La Rioja.



**2) The principle of cross-border development: cohesion and complementarity**

The French Mountain Law of 1985 led to a type of "self-development" of the mountain, designating it as a specific territory, and the Spanish Constitution of 1978 notes in Article 130 that mountain areas will receive special treatment. Nevertheless, neither of these legal bodies contemplate the unique, relational nature of these spaces – spaces defined

by exchange, as has been seen in the historical analysis. This means that, currently, the notion of cross-border development is conditioned to the idea of Europe's Territorial Cohesion.

The notion of cross-border development, then, goes further than merely noting the autonomy of the mountain areas as a goal. The principle adopted in the drafting of the Pyrenean Strategy is not so much to bring together similar aspects but instead to

combine differences so as to bring about a greater added value based on the complementary nature of the cultures in the Pyrenees.

In 2016, a new French law was passed, Law No. 2016-1888, dated December 28, 2016, for the modernisation, development, and protection of mountain regions.

Considering all this, the CTP urges the recognition of the mountain as an asset and argues for a model with a balance between conservation and development and which features active participation by public agents. Hence the insistence and need to find good structures that bring about mountain policies that are adapted to the specific territory and that are transferable to its nuances.

### **3) The issue of territorial planning in the Pyrenees**

The CTP's initial position does not involve understanding the Pyrenees in terms of its geographic boundaries but instead it involves accompanying the border-region society in its constant evolution and, thus, measuring all the wealth of the areas around the Pyrenees. All of this is to be accomplished through direct, clear dialogue not only involving valleys but also cities, thus making regional metropolitan areas players in the cross-border region.

So as to not look at the mountain and coast in terms of mere environmental and touristic challenges, the strategic approach is to reflect on cross-border employment sites and the notable role of the foothill cities as regards the accessibility of mountain territories. With no urban and metropolitan connectedness, the Pyrenees has challenges in terms of ensuring its financial and touristic development. Likewise, it faces the risk of isolation from the centre-area territories. Reflection on territorial planning thus questions the massif's ability to attract inhabitants and visitors, likewise questioning population mobility through public transport. This is a focus for intervention to be included in the Pyrenean Strategy (this approach is already present in the Euroregion strategies for both coastlines, but it must be put under analysis in the interior territories).

### **4) The matter of relationships with regional metropolitan areas**

The regional planning strategy also includes the important role of the regional metropolitan areas in the relationship with the Pyrenees. Unlike other mountain regions which include the metropolitan areas within their perimeter (e.g., the Alps), the Pyrenees Mountains have these metropolitan areas outside of their perimeter, with the exception of Andorra. The POCTEFA 14-20 perimeter has allowed for the majority of the metropolitan areas to be included; however, much work must be done in order to put a system of cultural and financial relationships into motion between the metropolitan areas and the Pyrenees.

It seems important, in this day and age, to consider the metropolitan dimension along with the approach to territorial management for the Pyrenean Massif, as this ensures the credibility of a cultural, social, economic, and environmental policy for the area over the medium and long term. Thus, paramount are the accurate, common management of the Pyrenees in the interests of sustainability, as well as support for regional and local policies (in particular in France, due to governmental changes) in terms of co-financing European programmes. This approach, based on fostering dialogue between the metropolitan areas and the mountain areas, has been present at the CTP since 2005 and currently has become a principle to be promoted in the future POCTEFA territorial cooperation programmes.

### **5) The inclusion of the Mediterranean and Atlantic coasts in the intervention area**

In terms of complementarity of spaces, it is necessary to cover the areas adjacent to the mountain and share the common themes between the Massif and the coastal areas (Atlantic and Mediterranean) so as to forge a global view. It is a question of forming a social relationship between the mountain areas and the coast, as this will increase the possibility of common cooperative efforts and cross-border income sources.



The Strategy aims to be the instrument that combines all geographical, social and economic realities to address these territorial challenges.



## 6) OPCC model for work

The OPCC is regarded as a model for organisation and governance in terms of developing/undertaking the CTP's strategic guidelines. Its cross-cutting and multi-disciplinary position in terms of the climate helps to highlight the global view of the Pyrenees and it gives the region more legitimacy as a space for the scientific observation of climate impact. The support of universities and research centres favours decision making for the mountain activities dependent on the evolution of the natural environment.

The OPCC is, therefore, a remarkable example of a set of strategic competences that are useful for the Pyrenees.

## 7) The participatory principle and the principle of engagement with regional players

Among the guiding principles of the Pyrenean Strategy, there should be mention of the participatory principle and the principle of engagement with the local government, the socio-economic players, as well as the local territory. It should be emphasised that it is precisely this idea of engagement and participation at the local level

that can bring about legitimacy and added value, as well as real application of intervention strategies in the territory.

## 1.3. CTP's mission and vision

This document aims to adopt a straightforward, firm, and specific position for the Pyrenean Strategy based on cooperation with different public and private agents and partners in the CTP's territories. The goal is to achieve efficient cooperation among the different territories that make up the CTP Consortium, based on complementarities and the value of diversity, so as to grow together while avoiding competition.

The document provides a series of proposals to implement over the short, medium, and long term. These ideas are the result of analysis and reflection not only by CTP members but also during participatory meetings held with key players from the territory and organised by the respective territorial governments, as well as being the result of a survey sent to all the beneficiaries of projects under current POCTEFA programming – these projects are considered by the Executive Committee to be a type of “incubator” that is extremely representative of the Massif and the coasts.

Likewise, one of this document's main aims is to contribute –from the angle of cross-border cooperation– to reflections that are currently taking place about Europe's future and, especially, about the way forward for the Multiannual Financial Framework (MFF) for the period after 2020. Said contribution is reflected in a separate document entitled "Policy Statement by the Consortium of the Working Community of the Pyrenees on Cohesion Policy after 2020".

### 1.3.1. What type of CTP do we strive for?

One of the CTP's priorities is to promote economic, social, and regional cohesion between the different states and regions in line with Europe's Cohesion Policy and with the Sole Investment Instrument for Regions on the EU Level.

With the passing of the years, and as Operational Programme management has progressed, the CTP is currently in its comfort zone in terms of being able to provide a proper response to Operational Programme management, but it has not been able to develop a line of work allowing for advancement and progress towards a Pyrenean Strategy, as discussed in its founding guidelines. That is to say that the management of Operational Programmes has "absorbed," so to speak, the other policy initiative (Pyrenean Strategy), which would guarantee a better perspective and projection into the future by generating solutions for matters that still need to be solved (in terms of health, safety, and the environment, among others).

As indicated by the European Commission in its Communication dated September 20, 2017 and entitled "*Boosting Growth and Cohesion in EU Border Regions*"<sup>1</sup>, EU border regions:

- Cover 40 % of EU territory.
- Represent 30 % of the population (150 million people).
- Generate 30% of the EU's GDP.
- Are home to almost 2 million cross-border commuters who represent 0.6% of all those employed in the EU (for example, 450,000 in

France, 270,000 in Germany, 140,000 in Poland, and 135,000 in Slovakia).

The French and Spanish border with Andorra in the CTP's territory offers significant data in similar proportions – data which will be looked at in detail below.

Article 174 of the Treaty on the Functioning of the European Union recognises the challenges faced by border regions and stipulates that the EU must pay special attention to these regions when developing and pursuing activities designed to reinforce its own economic, social, and territorial cohesion.

To this end, the European Commission notes that the main achievements of Interreg Programmes include increased trust, better connectedness, environmental improvement, improvements to health, and economic growth. From interpersonal projects to investments in infrastructure and support for institutional cooperative initiatives, Interreg has been truly decisive for border regions and has contributed to their transformation.

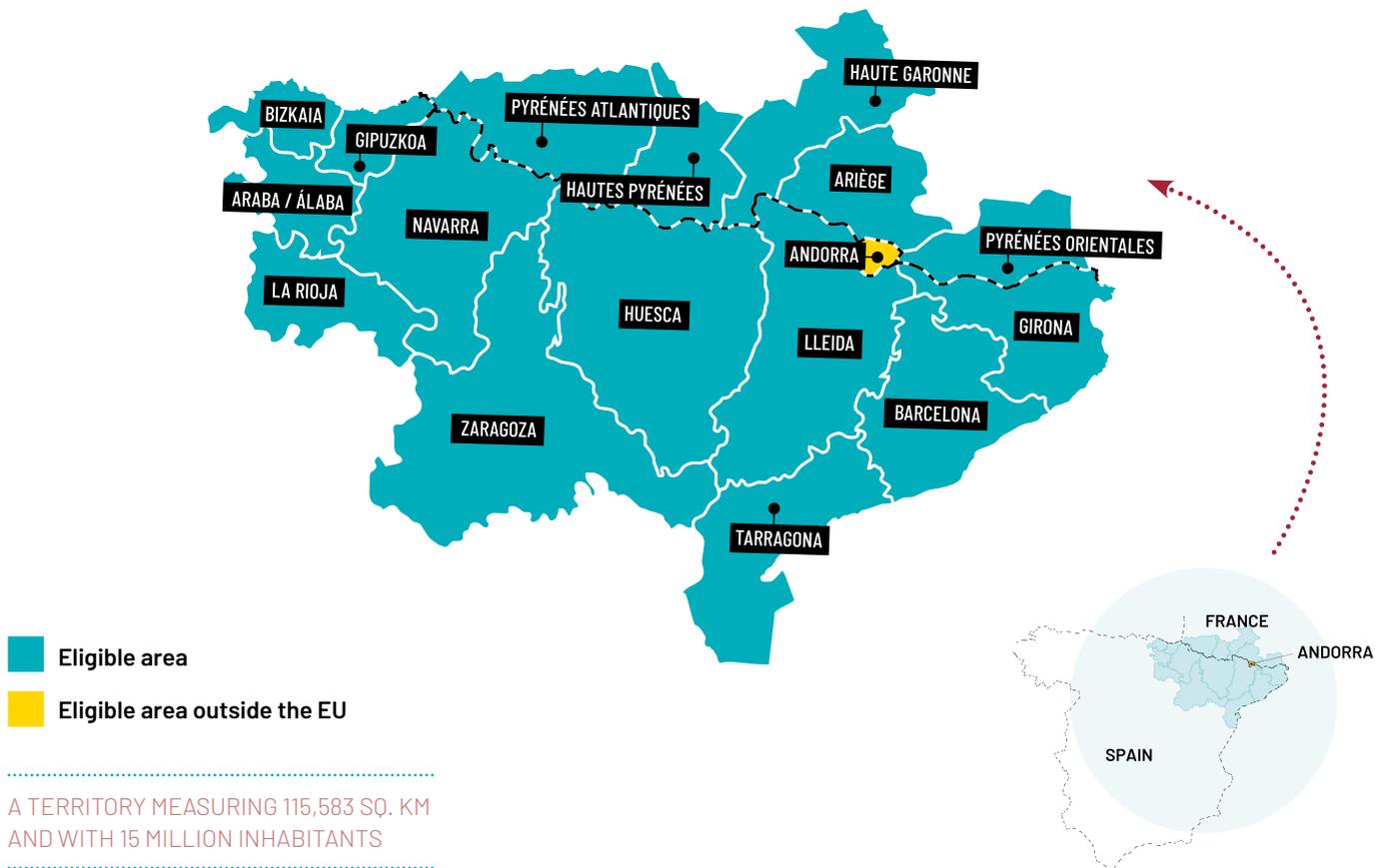
Taking the aforementioned into account, this document aims, therefore, to identify the most relevant aspects for implementation of the Pyrenean Strategy over the short and medium term, as well as to define the line of programming over the long term under the new 2021-2027 Multiannual Financial Framework for the European Union.

Within this context, the Pyrenean Strategy will bring about an added value that goes beyond the management of the Operational Programme, thus guaranteeing cross-border development in the direction of European cohesion.

### 1.3.2. The operational management of POCTEFA (2007-2020).

The POCTEFA-eligible area includes all the departments and provinces of the border region between France and Spain and the Principality of Andorra. Within the area that is eligible for the cooperative programme, there are 17 NUTS III belonging to the participating States of Spain, France, and Andorra.

1. COM(2017)534 final



During the 2007-2013 period, a total of 168,641,485 euros were allocated to finance 152 projects carried out by 638 beneficiaries.

During the 2014-2020 period, a total of 189,341,397 euros will be allocated to finance projects. To date, during the first call there were 58 projects scheduled for a total of 71,192,036 euros. During the second call, there were 62 projects for a total of 71,100,000 euros.

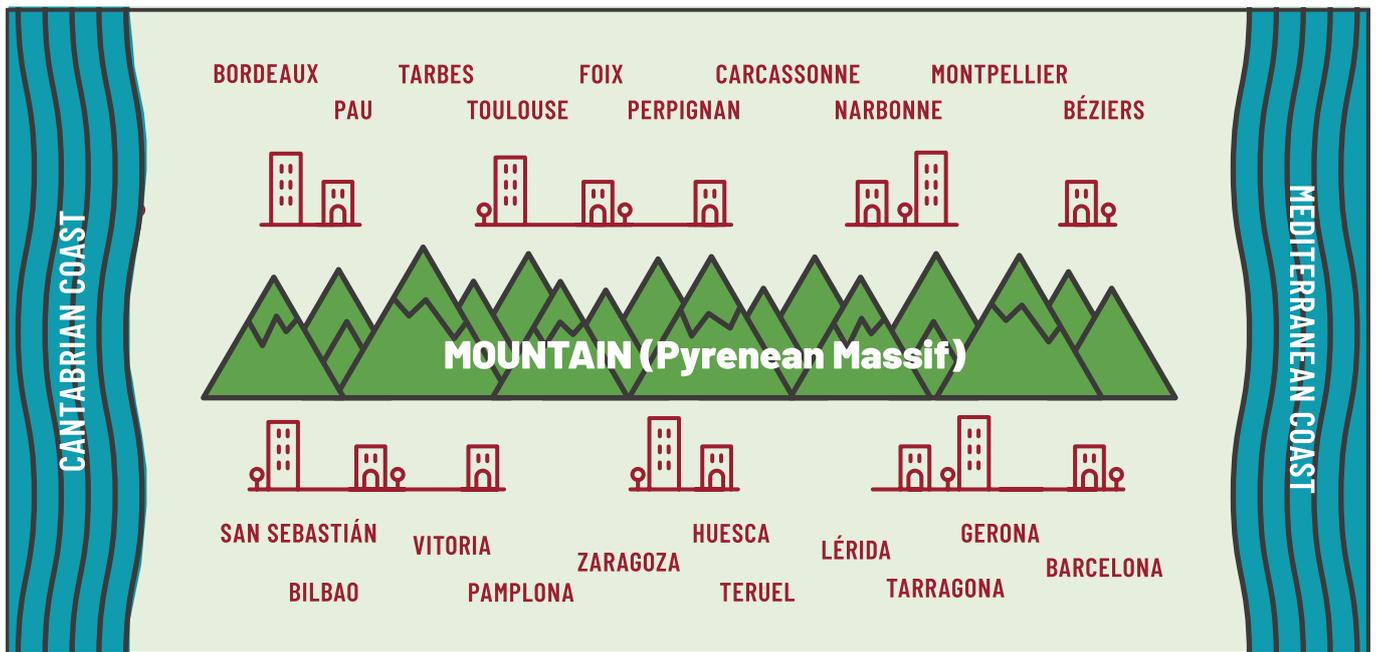
### 1.3.3. Elements under territorial analysis

The Pyrenean Strategy is considered to be a framework agreed upon by all the members of the CTP, allowing for the common challenges faced by the 15 million individuals<sup>2</sup> (2.92 % of the population of the EU) who live in the Pyrenean Strategy perimeter, in 7 regions of three countries to be dealt with. Amongst said regions are two EU Member States (Spain and France) and one Non-EU State (Andorra). This geographical area is especially suited

to benefit from reinforced cooperative efforts for the success of the economic, social, and territorial cohesion policies.

The strategy must be conceptualised as an optimal instrument for use under conditions of diversity in which urban and rural mountain dynamics come together, without forgetting the Pyrenean foothills, as well as the geographical and financial realities – realities which are quite different in nature; for example, the coast and the mountain. All actions undertaken by the CTP must focus on these four significant levels, and the projects or future actions of the strategy must clearly benefit the synergies of these four areas, doing so wherever the members of the CTP, in addition to the territories that make it up, are underrepresented.

<sup>2</sup>. 14,821,645 people, according to data from 2018-2019.



■ Coast    ■ Urban    ■ Mountain    ■ Rural

These four aspects, which are so different in nature, can achieve a whole that is both unique and diverse at the same time – a whole in which the mountain and the coast, as well as the urban and rural environments, have a certain “necessary interdependence” so that the success of one guarantees that of the other.

The Pyrenean Strategy must consider, in the analysis prior to its actions and projects, these four dimensions that are clearly different in terms of implementation: coast-mountain-urban-rural.

**1.3.4. Challenges and opportunities of cross-border cooperation in the Pyrenees**

Like in the INTERREG VA Programme, the cross-border cooperation undertaken by the CTP since its creation aims to tackle the common challenges identified jointly in the border regions, as well as to explore the potential for growth that has not yet been exploited in the border areas and, at the same time, to improve the cooperative process so as to achieve the harmonious development of the entire EU.

In addition to the challenges mentioned in the analyses of the last two Operational Programmes (2007-2013 and 2014-2020), the following **challenges** can also be identified:

- Difficulties in terms of access, especially in terms of connectedness, use of IT, cross-border infrastructures, local sectors in decline (with business environments that are not conducive to local business activities), and the need for improved connectivity between governmental administrations.
- Heterogeneous levels of research and innovation.
- Pollution of the environment and risk prevention.
- A long-term strategy to improve quality of life (attractiveness) is lacking. Such a strategy would –through actions undertaken in terms of tourism, the food sector, culture, and language–guarantee provision of local services.

As noted by the Commission in its Communication, COM(2017)534 final, access to public services, such as hospitals and universities, is normally lower than

average in border areas. Often, working through the different governmental and legal systems continues to be complex and expensive.

The aim is to identify, based on the results of the cooperative projects in the 2007-2013 and 2014-2020 programming, the most significant actions. The projects that have achieved the greatest impact and continuity in the territory are sought; as well as those that have been considered emblematic for the CTP due to their high level of institutional participation, their funding, their social interest, and their degree of technological innovation, as well as due to the added value that they contributed to the territory.

To that end, for the CTP it is crucial to delve deeper in terms of work in the following areas representing **growth opportunities** for the Pyrenees:

### a) Agriculture

It is felt that enhancing the professionalism, competitiveness, and internationalisation of small- and medium-sized agricultural businesses in the CTP's territory through varied measures such as the promotion of local food sources and the creation of commercial and tourism services on both sides of the border can be very beneficial for the food sector in the Pyrenees.

### b) Circular economy

In a circular economy, the value of the products and materials is kept for as long as possible, waste and resource use are reduced to a minimum, and the resources are kept within the economy when a product has reached the end of its useful life – doing so aiming for their reuse and, thus, creating value. Recommending and implementing this model in the CTP's territory –and doing so in accordance with the recommendations of the EU– can create jobs, promote innovations that bring about a competitive advantage, and improve people's level of protection and the environment. It can also offer consumers lasting and innovative products which facilitate savings and a better quality of life.

### c) Tourism

Promoting agricultural products through the development of physical and online markets and through gastronomic tourism, as well as coming up with an eco-tourism plan that allows for touristic and leisure activities related with the high natural and cultural value of the area to be practised are just some of the ideas that are already being implemented within the CTP's territory and which can help to promote lasting tourism that will allow visitors to enjoy the resources while also ensuring that future generations can do the same.

### d) Transport and connectedness

As noted by the European Commission itself<sup>3</sup>, transportation is a key facilitator for exchange between regions across national borders. Public transport services not only contribute to integration processes, but they also increase cross-border sustainability. The lack, insufficiency, and/or poor quality of the public transport services are still a reality for many citizens of the border regions. Therefore, the CTP is committed to continue working in this area to offer citizens improved public transport services that are better integrated.

Competition cannot be established as a factor for progress in the design and programming of border intervention. The CTP must be an instrument to improve the quality of life of its citizens and in its territories – and this is what is expected of it.

In addition, considering that mobile and wireless connectivity for all citizens is becoming more and more important<sup>4</sup> because new services and applications can be used anywhere, infrastructure becomes a key factor for development in the Pyrenees as it provides new opportunities for connectivity.

The territory will benefit from the transformations of the digital economy if priority is given to the deployment of a digital infrastructure.

3. COM (2017) 534 final  
4. The European Parliament Resolution of June 1, 2017, on Internet Connectivity for Growth, Competitiveness, and Cohesion: European Gigabit Society and 5G

### e) The environment and the preservation of cultural, natural, and linguistic heritage

The environment offered by the Pyrenees is important because of its natural wealth, as well as its great number of protected areas. Its care and protection, as well as the sustainable use of its resources, allows for joining efforts and exchanging experiences for the sustainable management of the whole of the Pyrenees' natural heritage.

Its water resources, its diversity in terms of flora and fauna, and its forests make it imperative to measure and assess the possible common risks for both sides of the territory. Likewise, the region also has a high potential for the development of renewable energies, such as biomass energy, wind energy, solar energy, marine energy, and hydroelectric energy.

This is a territory with great diversity in terms of climate, ecosystems, uses, and customs. In this territory, there lives an intercultural population that strengthens multiculturalism through its plurilingual wealth. It would be a good idea to think about the information that should be shared with the citizens of the CTP, taking into account cultural and linguistic diversity, so as to bring them closer to the results of the projects. This should be done in such a way that they will value the territories and their natural, cultural, and linguistic heritage over the long term.

### f) Climate change and risk prevention

The impacts of climate change are already clearly observable (heat waves, milder winters, episodes of drought, floods, etc.), and this is especially true in the Pyrenees. Therefore, the CTP (under the Presidency of Midi-Pyrénées), decided to launch the OPCC in 2010 – a cross-border cooperation initiative on climate change aimed at rigorously quantifying these impacts. To achieve this, the first thing that was done was to make a call to the scientific community.

Through the OPCC, the CTP has the ability to work in a network with the research centres and socio-

economic players of the territory. It currently mobilises more than 80 research centres and organisations amongst its collaborators.

Specifically, in the first and second call of POCTEFA 2014–2020, the OPCC led an innovative governance effort involving partners: the coordination of 5 thematic projects under a joint cooperative view in the area of climate change. These projects make up the **Coordinating Committee** and offer specific scientific knowledge on the impact of climate change in the following areas: climatology, forests, lakes and high-mountain bogs, flora, and water resources.

Subsequently, **the territorial leaders from the governments which are members of the CTP** created the **OPCC Technical Committee**, and it was them who proposed actions to the CTP's Executive Committee.

In short, **the OPCC is a meeting point between science, public policies, and territorial players; therefore, it is an example of good governance and of work through a network.**

### g) Innovation and SMEs

The CTP must strengthen cross-border integration by valuing the complementary nature of business activities, innovation, and human capital.

To this end, the CTP has identified some success stories among the projects approved under the POCTEFA framework, but further progress in this area is being sought by encouraging investment in R&D&I, promoting technological development and innovation, developing ties and synergies between companies, research centres, and higher education, and improving the competitiveness of its SMEs at the international level. The Pyrenean Strategy understands innovation as a cross-cutting concept that is applicable to all of its axes.

To this end, the Pyrenean Strategy will consider Component 5 of the Regulations for European Territorial Cooperation, which refers to "interregional investments in innovation through

the commercialisation and the expansion of interregional innovation projects that can encourage the development of European value chains”.

#### **h) Promoting greater sharing of healthcare facilities and greater co-ordination of the emergency services; as well as security services**

As already indicated by the European Commission<sup>5</sup>, sometimes the emergency and rescue services have problems when undertaking cross-border actions.

The Commission proposes encouraging cooperation between Member States in order to increase the complementary nature of health services in cross-border regions.

Emergencies do not recognise borders. To that end, the CTP has introduced a pilot project on medical emergencies in the Pyrenees in which the 7 territories will participate.

It is important to remedy the difficulties identified (governmental obstacles, obstacles linked to differences in the health organization in each State, and problems related with patient assistance), as well as to better develop synergies along the border in order to optimise patient care and allow the populations of the affected areas (which reside permanently or temporarily in the border regions subject to this pilot project) to have access to emergency care that is efficient, quick, and of high quality. This could be a first step towards a much broader project to reduce medical voids in the Pyrenees.

In terms of security, understood from the perspective of civil protection, the CTP can also work with the results of various POCTEFA projects that have already been undertaken or that are being undertaken currently.

#### **i) The CTP's political role**

All members of the CTP feel that the institution should regain the political role that it had in its origin; therefore, it is their intention to establish the CTP as a lobby, using both the Pyrenean Strategy

and the positioning document mentioned above as the basis for developing this new role.

In addition –and more generally– the CTP seeks to put the Pyrenees on the political agenda and to strengthen coordination between the parties involved, ensuring consistency between existing initiatives, bridging the gaps, avoiding duplication, and harmonising funding.

### **1.3.5. Content and goals of the 2018-2024 Pyrenean Strategy**

The Pyrenean Strategy will be launched as a living action plan that is open to adjustments and which will be structured around three strategic axes and one cross-disciplinary axis, as well as around a series of operational actions that will be agreed upon through the Strategy's reprogramming process, which the seven territories are currently immersed in.

These are the goals and actions of each axis:

#### **1. Climate action**

The goals of this axis are twofold:

- To strengthen actions undertaken.
- To make the OPCC more operational, impacting the population more, in order to face other areas of action for the conservation and development of the environment as a factor for sustainable development in the Pyrenees. For example, the circular economy, the development of environmentally friendly agricultural methods that do not harm the territory, the snow, and the forest – all of which are very affected by climate change. This could be completed within Axis 2's scope of action.

The **OPCC**, as a flagship CTP project, has gained strength as a useful, operational tool in the European context and it is an example of capitalisation on the Operational Programme. Therefore, said instrument must continue, and it should be extended to new environmental protection challenges in addition to climate change.

5. COM (2017) 534 final

In addition, its exemplary governance model defines it as a good practice that could be used in other themed projects managed by the CTP.

## 2. Promotion of initiatives and attractiveness of the territory

The goals of this axis are:

- To replicate models of success through projects identified within the framework of POCTEFA and in other programmes to teach and inform territories about good practices in the areas of tourism, agriculture, circular economy, innovation, diversity and inclusion, cultural heritage, natural heritage, and linguistic heritage, proximity services, and security (civil protection).
- To obtain new sources of financing for the Multiannual Financial Framework other than cohesion policy.

To accomplish this, the CTP's Unit for Development and Drive will be put into place, UD2, as an instrument to reach the service targets for the Pyrenees region's population.

It will also be put into place to experience new funding forms for small projects that are not sufficiently large to qualify for larger programmes like cross-border cooperation programmes. The implementation of this action must be explored thoroughly, and it cannot be conditioned to possible managerial difficulties that would discourage potential players. Instead, it should be conditioned to whether or not its establishment is beneficial for the inhabitants of the territory.

## 3. Mobility, connectivity, and accessibility

The main goal of this axis is to restart the work of the Commission for Infrastructure, Transport, and Communications – just as it was before the CTP became a POCTEFA Managing Authority; incorporating digital and energy connections.

## 4. Governance, capitalisation, and communication

The main goal of axis 4, or the cross-cutting axis, is to make sure that the CTP becomes a lobby on the European level and to promote its role as a permanent leader for cross-border cooperation with the aim of becoming an increasingly influential source of pressure in terms of European territorial cooperation – doing this with the ultimate aim of capturing new funding sources, as well as to participate regularly in territorial focus groups and to make its actions more visible. To accomplish this, the CTP must firstly secure support for its Pyrenean Strategy from the European Commission.

Before becoming a lobby, the CTP must find out if there are already other structures with a similar purpose and analyse the legal instruments necessary. Likewise, the CTP must determine its goals clearly – goals which will guide it towards a role of coordination and cooperation with the rest of the agents who work towards governance in the Pyrenees. Said governance must be defined from a multi-scale perspective and taking into account the agreements and/or previous actions (for example, the Málaga Summit of 2017 and the agreements reached for civil protection).

The members of the CTP consider this to be the best way to be able to work together to benefit the people, territories, and institutions that make up the CTP.

## 5. General goals of the Pyrenean Strategy

After consultation with the representatives designated by each territory, the Pyrenean Strategy must, also, work towards the following general goals:

- The CTP must adopt the role of a facilitator and encourage capitalisation on good practices among projects, taking into account all kinds of cross-border cooperation initiatives – not only POCTEFA. This work must be carried out in close collaboration with the members of the CTP.

- The CTP must adopt an informational role for other sources of funding beyond POCTEFA, always from a cross-cutting perspective so as to include all regions and territories, taking into account their particularities and without focusing on technical support to potential beneficiaries, which will be assumed by the CTP-member technical offices.
- The instruments for the Pyrenean Strategy axes must be constructed in accordance with an ambitious and long-term perspective. Their role will be to bring together projects and, secondarily, to act as disseminators and gatherers of information for the axes. Action should only be taken once their operability has been ensured.

### 1.3.6. Financing

By supporting this strategy, and regardless of the resources that may be contributed by the European Structural and Investment Funds (ESI Funds), the governments of the member territories agree to take advantage of other pertinent funds and instruments of the EU to achieve the goals of the Strategy, forming synergies and complementarities with ESI Funds.

Financial contributions stemming from ESI Funds, and, similarly, financial contributions received by macro-regions, are an opportunity to be explored. This and other tactics can be used to establish working platforms for governance that are multi-sectoral, multi-level, and multi-regional – something completely innovative in the European context.

To this end, the European Committee of the Regions approved, in its 106th Plenary Session, the Charter for Multi-Level Governance in Europe. This charter establishes a set of common values and defines the specific principles and processes for proper European governance. The CTP, through the Pyrenean Strategy, will take its inspiration from the principles set forth in said Charter which, although it is not binding, commits those who sign it to using multi-level governance for the management of public policies, as well as to the launching of projects in partnership with public and private

sectors, the undertaking of territorial cooperation, and the modernisation of their administration.

The CTP understands co-funding for European programmes and projects as an opportunity to increase added value – as a way towards mutual cooperation since some of the organisation’s own resources go towards the achievement of goals. In particular:

#### ESI Funds

- **EAFRD and EMFF**  
All of these can contribute to the Strategy’s goals and actions. The measures of the Rural Development Programmes in rural and fishing areas can contribute to the creation of employment and to innovation.

#### Other EU Funds

- **H2020**  
This is the programme that funds research and innovation projects in various themed areas in the European context. CTP researchers, companies, technological centres, and public entities can benefit from this program.
- **Connecting Europe Facility (CEF)**  
The Connecting Europe Facility allows for the preparation and execution of common interest projects within the framework of Trans-European Network Policy for the transport, telecommunications, and energy sectors.
- **COSME**  
COSME is an EU programme for the competitiveness of companies and SMEs. With this programme, the European Commission promotes entrepreneurship and improves the business environment for SMEs, allowing them to release their potential into the global economy.
- **LIFE**  
LIFE is the EU financial instrument that supports the environment, the conservation of nature,

and the protection of the climate throughout the EU.

- **Creative Europe**

This framework programme under the European Commission supports the cinema and European cultural and creative sectors. Considering the terrain explored by the CTP in terms of programming projects for the revitalization of the circus sector (among others) –projects that represent the diversity of POCTEFA and its proven results in terms of cultural employment–, it is thought that the CTP could work on building projects for the Creative Europe Programme, which tens of thousands of artists, professionals, and cultural and audio-visual organizations for the performing arts, the fine arts, publishing, film, television, music, interdisciplinary arts, heritage, and the videogame industry in the EU could all benefit from.

Thanks to this funding, actions can be taken throughout Europe, new audiences can be reached, and necessary knowledge can be acquired in the digital era. By helping European culture to get to publics in other countries, the programme will also contribute to safeguarding the cultural and linguistic diversity of the region of the Pyrenees.

- **Interreg SUDOE**

The Interreg SUDOE programme supports regional development in southwest Europe, financing **transnational projects** through ERDF. Thus, it promotes **transnational cooperation** to tackle problems that are common to the regions of said territory, such as low levels of investment in research and development, a low level of competitiveness for small and medium-sized businesses, and exposure to climate change and environmental risks. Nevertheless, the European Commission’s proposal for the future of trans-national programmes in the next programming period could completely change the current content.

- **Interreg MED**

The main aim of the Interreg MED Programme is to promote sustainable growth in the Mediterranean through the promotion of innovative concepts and practices, as well as the promotion of reasonable resource use and the support of social integration through an approach that consists of integrated cooperation and a territorial foundation.

- **Interreg Atlantic Area**

This is a European programme that promotes cooperation in the fields of Innovation and Competitiveness, Resource Efficiency, Territorial Risk Management, and Biodiversity, as well as Natural and Cultural Heritage.

- **Interreg EUROPE**

Interreg EUROPE is a programme that was created to help local and regional governments across Europe to develop and implement better policies. Any actions undertaken with the financial support of Interreg Europe must fall within one of the following four categories:

- Research and innovation
- Competitiveness of SMEs
- Low-carbon economy
- Environment and resource efficiency

### Other sources of funding

It is also possible to turn to other sources of funding, especially the European Fund for Strategic Investments –commonly known as Plan Juncker<sup>6</sup>, as well as the European Investment Bank (EIB) and other international financial institutions.

It is possible that –before or during the negotiations for the adoption of the 2021-2027 programmes between the Member States and the European Commission– the regions that are members of the CTP may have to decide how to readjust the Pyrenean Strategy for the new programmes. Both during the drafting of these programmes, and during their undertaking, it would be desirable for the future POCTEFA Monitoring Committee to

6. [https://ec.europa.eu/commission/priorities/jobs-growth-and-investment/investment-plan-europe-juncker-plan/european-fund-strategic-investments-efsi\\_es](https://ec.europa.eu/commission/priorities/jobs-growth-and-investment/investment-plan-europe-juncker-plan/european-fund-strategic-investments-efsi_es)

take the CTP's Pyrenean Strategy into account to maintain a certain logical "territorial coherence" – something which can only be beneficial to all.

For example:

- Prioritise the projects of interest for the Strategy's axes by organising specific calls for those projects (these could be in the form of "replicas of models of success") and identify the operations that can be funded jointly with different programmes.
- Establish an axis for interregional development and transnational cooperation.
- Identify projects and potential partners for cooperation in the operational programmes.
- Introduce criteria for project selection that would give priority to projects with a clear

strategic impact on the macroregional level and which could also contribute to the goals and to the implementation of any of the Strategy's operational actions.

- Allocate a specific amount of budget to activities / projects that are relevant to the Strategy.
- Include a separate paragraph describing how the goals and priorities of the Pyrenean Strategy are reflected in the programmes' implementation.

The Strategy also has to take advantage of the work done in the context of other macroregional strategies in terms of innovative financing, as well as to establish lines of work that are complementary to Interreg SUDOE, Interreg Europe, etc.



# METHODOLOGICAL APPROACH

2



# METHODOLOGICAL APPROACH

The methodological approach of the CTP's territorial and organizational strategy is part of a certain "duality" of logic from deliberation with the members of the CTP and through queries to a panel of qualified experts appointed by CTP members.

This regular interaction has allowed for:

- An analysis of the potential of Pyrenean border policy based on the analytic and strategic approaches undertaken by the different programs.
- An analysis of the structure of the CTP itself, its history, and its positioning – both current and future.

Although these analyses are complementary, they use different methodological approaches because the cross-border strategies that are currently underway are supported by different perimeters and systems of governance (EGTC, Euroregions, Massif Agreement, etc.). On the one hand, it has been sought to understand the elements that justify the dynamics of common Pyrenean development that is cross-border in nature; on the other hand, there has been reflection on the CTP's strategic goals for its positioning (historical and future evolution in terms of its mission).

Generally speaking, these two approaches enrich each other and help us to get an overall, functional view of the area that is the Pyrenees – a view that transcends the current perimeters of intervention and allows for the emergence of unique, local elements to respond to the common challenges. This is a view that seeks to promote strong awareness of the cross-border realities.

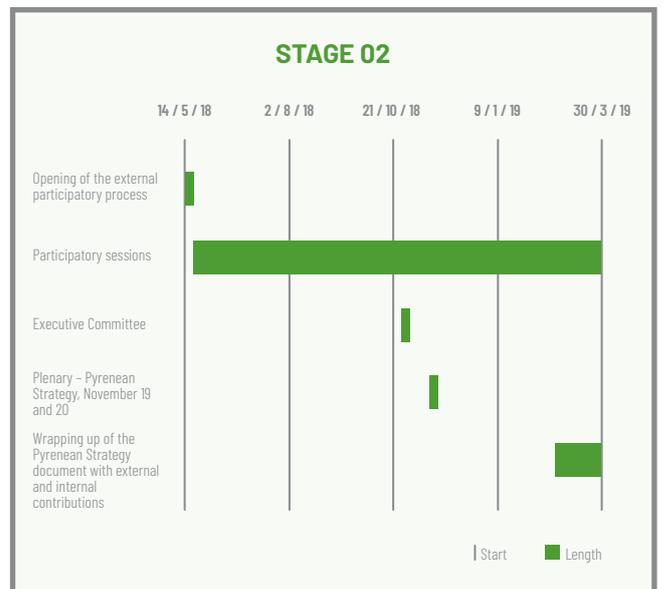
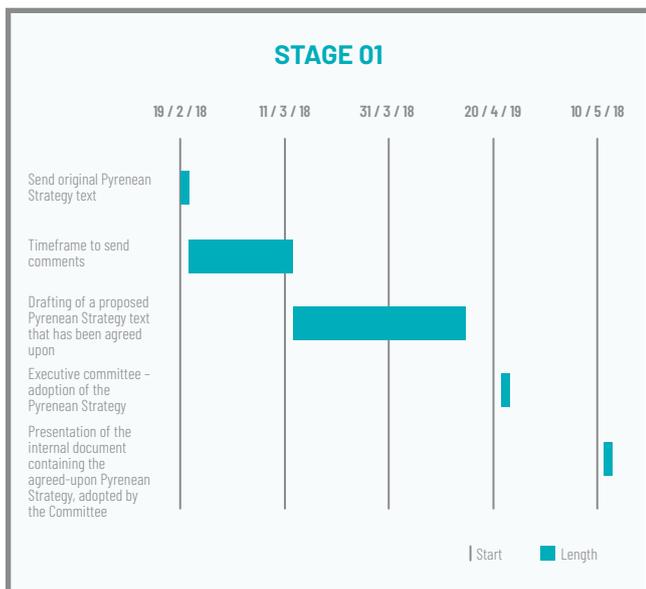
Additionally, also essential for drafting a proper methodological scheme to be taken into account from a cross-cutting point of view has been the gender perspective, which will be taken into account for the implementation of the strategic axes (especially axis 2) and in the external participatory process.

In accordance with the provisions set forth in Community Regulations on the observations of Article 4, paragraph 7, point C of Regulation No. 1299/2013 of the European Parliament and of the Council, dated December 17, 2013, which regulates the European territorial cooperation goal in relationship with the gender perspective, projects should have special information for dealing with this issue – an issue that significantly affects some eligible areas.

The methodology was as follows:



**STAGES OF THE REPROGRAMMING PROCESS FOR THE PYRENEAN STRATEGY**



## STAGE 1: Assessment

Assessment has been based on analysis of the context, as well as on the query process with key players and on the internal organization of the CTP.

### Analysis of the context

The strategies and programmes pertinent to the territory of the Pyrenees and its regions were compiled and analysed, in particular:

- a) Analysis of the CTP intervention area.
- b) Interregional strategies for cross-border cooperation (common funds) between border regions and autonomous communities
- c) Euroregional strategies within the CTP's space.
- d) Strategy of the 2014-2020 Spain-France-Andorra Cooperative Programme, as well as a comparison of evolution from 2000-2006 and 2007-2013.
- e) Strategies for CTP initiatives, especially the Pyrenean Climate Change Observatory (OPCC).
- f) Macroregional strategies that go beyond the CTP's area of action, especially the Alpine region.
- g) RIS3 innovation strategies for the regions and autonomous communities making up the CTP's Executive Committee. Special attention to the common points on the subject of innovation.
- h) In France, the different types of territorial strategies; especially, the 2014-2020 Interregional Massif Agreement (CGET-Massif des Pyrénées) and the 2014-2020 POI Massif des Pyrénées.
- i) Regional ERDF and ESF strategies for the French regions and Spanish autonomous Communities that undertake cooperative aspects in their Operational Programmes.

### Participatory process and queries with key CTP players

A mapping of key players was undertaken, starting with the CTP members and expanding to sub-regional entities (Departments, Metropolitan Areas, and NUTS3 Entities in Spain), Euroregions in the

Pyrenees, as well as the Commissariat de Massif Pyrénées in France – as a representative of the NUTS1 level. Likewise, the European Commission (DG REGIO and Macro-regions) and a representative from the Alpine Macro-region were added to the query system.

### CTP's organisational structure

Not only was the structure itself analysed but also there was comparison with the EGTCs in the territory. Likewise, a short legal analysis of the advantages and disadvantages of turning the Consortium into an EGTC was undertaken in accordance with the requirements.

### Preparation of a SWOT matrix

A matrix with strengths, weaknesses, opportunities, and threats (SWOT) was prepared as a form of support and a starting point for the construction of the stages to follow.

## STAGE 2: Identification of key thematic challenges

During the query phase with the key players in the area, their answers were prioritised and classified in terms of topics of priority interest for their territories. In relationship with that basis, there was a weighting of the responses to obtain a ranking of the topics that generated the most interest.

Based thereon, the Executive Committee was able to select a list of thematic strategic challenges in its meeting in June of 2017. That working base was discussed and perfected during the Scientific Committee meeting of July 2017.

Subsequently, and as a result of said analysis, the CTP's Executive Committee decided to base the Pyrenean Strategy on the axes that are listed in the following section.

## STAGE 3: Selection of strategic axes for 7 years

The Strategy has been constructed based on the

identification of the challenges that arose through the SWOT analysis (based on the assessment and the interviews conducted). The strategic approach consisted of combining both the reinforcement of strengths and the rectification of weaknesses.

This strategic approach draws equally from the exchanges and the methodological contribution made by the Scientific Committee during the consultation and query phase. In this regard, the logic of the distribution of the major development axes, confirmed during the reflection period, has been respected.

Likewise, it has been considered necessary to differentiate between things that arise out of the strategic axes themselves (territorial approach) and things that would imply a new organisation of the CTP missions (organisational and cross-cutting approach). Although both approaches are to be treated jointly, each of them has an analysis at a different level.

The proposed Strategy revolves around three themed strategic axes and a cross-cutting axis.

1. Climate action
2. Promotion of initiatives and attractiveness of the territory
3. Mobility, connectivity, and accessibility
4. Governance, capitalisation, and communication

### STAGE 4: Preparation of an Action Plan

Taking into account the Strategy's timeframe (set at seven years), priority was given to actions that could be undertaken in that period of time without said period being an impediment for actions over the medium or longer term.

The action plan is pragmatically oriented with a number of intentionally small-scale actions to allow CTP members to really work within the Strategy's timeframe. Each action was agreed upon with the representatives from the Executive Committee and also through subsequent exchanges before proceeding to a more detailed definition of the content, the potential sources of funding, the expected results, etc.

The guiding principles taken into account to determine the scope of the main actions were as follows:

1. Complementarity with actions existing at present
2. Adequacy for the territorial environment/situation (the degree to which the actions are relevant for the territory)
3. Governance tailored to the specific theme

The sources of finance identified help to address financial mobilisation. Some of the proposed actions are of a limited scale and linked more to reinforced coordination and deliberation/exchanges, with a dimension that would not be eligible for funding under classic community frameworks (like POCTEFA) - except if a new category of "small projects" were to be established, as exists in other border areas of Europe.

If the European Commission continues its support for "small projects" through thematic goal 11 or through other fields of intervention (employment, training, social innovation, etc.), it could be a good idea to analyse the specific requirements and restrictions for these types of projects in more detail.

### EU macroregional strategies as a source of inspiration

For reminder's sake, a "macroregional strategy" is an integrated framework endorsed by the European Council that allows for the common challenges faced by a defined geographical area to be faced within the context of the Member States (MS) and of the Non-Member States, as applicable, while likewise allowing for enhanced cooperation which, in turn, brings about the success of the economic, social, and territorial cohesion policy. Support can be received from ESI Funds. The four strategies currently adopted offer a platform for multi-sectoral, multi-level, and multi-national governance open to third countries. They can play an important role in helping countries to move forward in their cohesion with the EU and mitigating possible negative effects on borders outside of the EU.

The notion of a “macro-region” appears in a 2005 report by the CTP and the Generalitat de Catalunya entitled, “The Future of the Pyrenees in the European Context.” Said report looked at the question of territorial geographic scale –and, therefore, the perimeter– as a basis for a future “Strategic Plan for the CTP,” as stated by the terminology specific to said report.

Even if the CTP territory does not need to be formally involved in the dynamics of a macro-region, it can be supported by several points of these strategies, such as the following:

To actively involve the pertinent sector administrations from the competent governments for the strategic axes adopted.

To include other territorial players and players from civil society within the framework of **discussion** platforms.

To better capitalise on the experiences of several members and facilitate the reuse of good practices to be included under the logic of a “Learning Region.”

To benefit from a reinforced/strengthened ability and use it to favour the legislative *lobbying* actions on a Community level.

The idea would be to create an “integrated territorial space” aligned with what is promoted for the new European territorial perspective.

# STRATEGIC ASSESSMENT

3



# STRATEGIC ASSESSMENT

## 3.1. Documents analysed

In the first phase of the strategy's preparation, a set of documents and information that is listed in the bibliography was collected and analysed. Special attention has been paid to the assessment of the eligible area in terms of its different approaches and the existing strategic guidelines - both of a regional nature and for the EGTCs and/or NUTS3 regions. From that extensive literature, the cross-border strategic challenges have gradually arisen. A comprehensive strategic approach for the CTP has been constructed, considering a SWOT analysis as the basis. This analysis compiles the main orientations and guiding principles followed in the building of the strategy.

## 3.2. Main challenges identified from assessment and exchanges with the Scientific Committee

The proposed strategy was built based on identification of challenges from a SWOT matrix. Following those general principles for the strategic focus, the aim was to reinforce the strengths and compensate for the weaknesses. The construction of the strategic axes and their related actions has followed those two principles and provides continuity to the prior analysis work undertaken and the cross-border development challenges.

This strategic approach draws from the exchanges and the debates with the Scientific Committee. This work was undertaken considering the recommendations and advice of the Scientific Committee, which have notably enriched the

Strategy. The strategic axes proposed by the Executive Committee were confirmed and detailed by the Scientific Committee.

From a practical point of view, the CTP's roadmap requires scheduled actions to fit within the foreseen period of seven years (2018-2024). Respecting the Strategy's timeframe, the aim has been to offer and put into perspective certain developmental actions that, from a pragmatic point of view, are included in the action plan.

For clarity in terms of the reasoning undertaken, the main aspects of the SWOT analysis that define the three strategic themed axes have been summarised in the tables below. Likewise included are tables of the key elements that provide the foundation for this analysis and which are common to the reasoning and the strategic approach.

**AXIS NO. 1: CLIMATE ACTION**

CHALLENGES	STRENGTHS / OPPORTUNITIES	WEAKNESSES / THREATS
Defined on the basis of analysis and fieldwork	<ul style="list-style-type: none"> <li>• <b>Diversity of environmental resources</b> (wealth of biodiversity, certified territories, national and regional parks, UNESCO spaces, abundance of natural resources, water reservoir in Southern Europe, complementary nature of the coast and the mountains, image of the Pyrenees).</li> <li>• <b>Cross-cutting thematic organisation by the OPCC</b> (innovative experience from an approach of the effects of climate change on environmental resources and economic activities).</li> <li>• <b>Quality agricultural production</b>, based on proper biomass management (grazing management, forest management, fire risk management, etc.).</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Sensitivity to natural resource climate change</b> (grazing areas, forest use, water/electricity, snow/tourism).</li> <li>• <b>Territorial planning has not been taken into account in environmental challenges</b> (consider the real estate/ property aspect in the mountain area).</li> <li>• <b>Risk of exacerbation of territorial disparities due to a lack of maintenance of environmental resources</b> (maintenance of grazing areas, pressure on the environment, increasing risk of fire, etc.).</li> <li>• <b>Decrease of agricultural production.</b></li> <li>• <b>The development of tourism requires environmental education.</b></li> </ul>

**AXIS NO. 2: PROMOTION OF INITIATIVES AND ATTRACTIVENESS OF THE TERRITORY**

CHALLENGES	STRENGTHS / OPPORTUNITIES	WEAKNESSES / THREATS
Defined on the basis of analysis and fieldwork	<ul style="list-style-type: none"> <li>• <b>Multicultural dimension of the Pyrenees</b> (importance of languages, heritage, artisan pieces, quality agriculture, climate approach for adaptations to be undertaken, etc.).</li> <li>• <b>Importance of the rich heritage in the Pyrenees.</b></li> <li>• <b>Wealth of diversity in terms of specific trades and human resources</b> (environmental value of the Pyrenees and the internationalisation of cross-border tourism), allowing for the creation of a model for the development of new professions.</li> <li>• <b>Strong identity of the Pyrenees.</b></li> <li>• <b>Better quality of life.</b></li> <li>• <b>Development of educational exchange</b>, especially vocational training.</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Weaknesses of the geographical dynamics</b> (inequality in terms of the development and productive capacities with regard to the strong regional and metropolitan dynamics).</li> <li>• <b>Pronounced decline in population, even with entire villages being abandoned</b> (especially in the area of the Pyrenees around Aragon).</li> <li>• <b>Very unequal abilities to attract of the Pyrenees territories:</b> development items need coordination on the scale of the cross-border environments.</li> <li>• <b>Absence of a brand identity for the Pyrenees.</b></li> <li>• <b>Absence of cross-border cooperative economic models.</b></li> <li>• <b>Notable wage differences.</b></li> </ul>

**AXIS NO. 3: MOBILITY, CONNECTIVITY, AND ACCESSIBILITY**

CHALLENGES	STRENGTHS / OPPORTUNITIES	WEAKNESSES / THREATS
Defined on the basis of analysis and fieldwork	<ul style="list-style-type: none"> <li>• <b>Involvement of urban planning agencies</b> in the accessibility of the Pyrenees, work that is still pending from a cross-border perspective, especially in Spain, as this is a French model.</li> <li>• <b>Merging of French regions with a territorial approach that is more similar to the Spanish Autonomous Communities</b> (accentuation of the role of the metropolitan areas in connections with the Pyrenees – airports, train, etc.).</li> <li>• <b>Development of cross-border tours</b> – both tours that are new and those that are already in place (for example, the AECT Project, HPHP, etc.).</li> <li>• <b>Exciting opportunities with European freight traffic corridors.</b></li> </ul>	<ul style="list-style-type: none"> <li>• <b>Insufficient accessibility to the Pyrenees by means of transport that is shared between territories, and slowdown of sustainable development</b> (stock shortages, poorly adapted schedules, etc.).</li> <li>• <b>Risk of exacerbation of territorial disparities due to very different abilities to attract</b> (problems in terms of accessibility of the Pyrenees and redistribution of cross-border rail and road traffic).</li> <li>• <b>Lack of consideration of the urban pattern in the organisation of the Pyrenees</b> (reflect on mobility and accessibility to the Pyrenees, the use of the train, relationship with metropolitan areas, innovation, the complementary nature of employment sites, etc.)</li> <li>• <b>Insufficient digital connectivity in the Pyrenees</b> (online reservations, digital application for highlighting heritage, use of augmented reality, etc.)</li> <li>• <b>Risk of isolation of the central part of the Pyrenees due to the absence of a cross-border urban infrastructure and structured train connections</b> – analyse the future of the railway system in the Pyrenees: Toulouse-Barcelona, Pau-Canfranc, Cerdagne Yellow Train, repair and maintenance of Bielsa-Aragnouet, etc.</li> <li>• <b>Lack of development of new technologies for employment, for the fostering of new companies, and to encourage cross-border vehicle sharing initiatives.</b></li> </ul>

**CROSS-CUTTING AXIS T: GOVERNANCE, CAPITALISATION, AND COMMUNICATION**

CHALLENGES	STRENGTHS / OPPORTUNITIES	WEAKNESSES / THREATS
Defined on the basis of analysis and fieldwork	<ul style="list-style-type: none"> <li>• <b>Position as a management and organisational authority for European networks</b> (POCTEFA, strategic positioning, driver for development, responsibility of programming/planning, etc.).</li> <li>• <b>The perimeter of the Pyrenees</b> has been confirmed as a strategic perimeter.</li> <li>• <b>Rich cross-border history in common for the territories.</b></li> </ul>	<ul style="list-style-type: none"> <li>• <b>Absence of an overall strategy on the level of the Pyrenees as a whole</b> (absence of an observatory for territories, risk of fragmentation of cross-border development, etc.).</li> <li>• <b>Weakness of strategic capitalisation on cooperative projects</b> (going beyond administrative management and extracting strategic information, etc.).</li> <li>• <b>Weakness of the overall image of the Pyrenees</b> (marketing not discussed at a cross-border level, interest for a “Pyrenees” brand, etc.)</li> <li>• <b>Absence of a Centre for Strategic Resources</b> to contribute to the leadership of the challenges and policies developed in the Pyrenees.</li> </ul>

2018-2024  
STRATEGIC ACTION PLAN

4



# 2018-2024 STRATEGIC ACTION PLAN

The 2018-2024 Strategic Action Plan revolves around three far-reaching, themed, strategic axes and one cross-cutting axis. For each one, a strategic instrument has been created to facilitate their implementation in the context of the CTP bodies. The action plan is pragmatically and operationally oriented with a number of small-scale actions to allow CTP members to really work within the Strategy's timeframe. That is to say, two or three guiding actions would have to be prioritised and focused on.

The 2018-2024 Strategic Action Plan revolves around three general areas of action:

1. One or two *flagship* CTP projects.
2. Develop or boost small cooperative projects both under POCTEFA and in new programmes.
3. Act as a lobby on the European level in terms of cross-border cooperation by launching new projects and capitalising on good practices undertaken in the past.

These work areas are to be supported by Axis 2, the main axis of the Strategy, and supervised by CTP's directors.

## STRATEGIC AXIS NO. 1. CLIMATE ACTION

### Instrument: OPCC

This axis must include the strategy proposed by the OPCC and be coherent therewith, extending it progressively.

### OPCC mission

To be the leading platform for climate change so as to influence in decision making by acting as an intermediary between the scientific world, socio-economic sectors, and governmental administrations.

### Goal 1:

To improve knowledge on climate change in the Pyrenees: climate foundations, vulnerabilities, impacts and risks on natural and human systems (sensitive ecosystems, forests, biodiversity, water resources, natural risks, infrastructure risks, tourism, agropastoralism, energy, population, and health).

### Goal 2:

To promote innovation through specific actions in terms of climate change, doing so by capitalising on successful results.

### Objetivo 3:

To ensure the transference of recommendations

and results from OPCC work to the related sector players so as to allow for better adaptation and resilience for the territory of the Pyrenees.

### Goal 4:

To increase the visibility of the Pyrenees in terms of climate change and to participate in European and international networks.

### Goal 5:

To ensure the continuity of the work of the Observatory, consolidating the existing governance structures, such as the OPCC Technical Committee, and the basic activities of the Observatory, such as the OPCC internet platform and the geoportal, the dissemination activities and institutional representation activities.

### Operational actions:

A 1.1. Draft recommendations for improvement in relationship with the collection of weather data, phenological data, land use data, and other information related to territory adaptation (green infrastructure, ecological connectivity).

A 1.2. Promote the analysis of vulnerabilities, impacts, and risks to be able to define the appropriate measure to that end.

A 1.3. Get to know the informational needs of key players.

A 1.4. Promote and participate in projects for the implementation of innovative actions for adaptation and/or mitigation of climate change in the Pyrenees, especially in the key socio-economic sectors of the Pyrenees.

A 1.5. Become familiar with and disseminate good practices on climate change in the Pyrenees and other mountain ranges.

A 1.6. Promote the widespread inclusion of climate change in actions undertaken by other axes of the Pyrenean Strategy; for example, in the circular economy and innovation in axis 2.

A 1.7. Draft reports or publications of an informative nature based on the needs detected so as to allow for effective appropriation of scientific knowledge by the territory's players.

A 1.8. Make the contents of the geoportal and informational portal known to all territory players.

A 1.9. Undertake participatory workshops on key topics.

A 1.10. Prepare graphic materials for dissemination and awareness campaigns aimed at players and the general public.

A 1.11. Disseminate the Observatory's activities and project advancement within the CTP's territory so that the population and players are made aware. Work on environmental education actions.

A 1.12. Actively participate in international networks and projects with other mountain areas. Support and work in cooperation with management and environmental education networks.

A 1.13. Establish relationships of mutual interest with players and European institutions connected to our activities.

A 1.14. Link the OPCC portal with other portals that belong to regional entities, governments, networks, and international initiatives to give visibility to information of value.

A 1.15. Diversify financing sources to provide the OPCC with more resources and projects: SUDOE, LIFE+, H2020. and others.

### Results

1. Correlation between the goals of Axis 1 and those of the OPCC.
2. Advances in the OPCC's progressive development.
3. Improvement of results dissemination.
4. Good analysis of areas that have the greatest impact on the population.

## STRATEGIC AXIS NO. 2.- PROMOTION OF INITIATIVES AND ATTRACTIVENESS OF THE TERRITORY

### **Instrument: CTP's Unit for Development and Drive (UD2)**

#### **Goal 1:**

To replicate models of success through projects identified within the framework of POCTEFA and in other programs, as well as to teach and inform territories about model good practices in the areas of tourism, agriculture, circular economy, innovation, diversity and inclusion, cultural heritage, natural heritage, and linguistic heritage, proximity services, and security (civil protection).

#### **Goal 2:**

To obtain new sources of financing for the Multiannual Financial Framework other than cohesion policy.

#### **Operational actions:**

A 2.1. Implementation of the CTP's Unit for Development and Drive – UD2.

A 2.2. Creation of CTP Youth, geared towards undertaking activities related with young people – part of UD2. To prioritise cross-border occupational and educational mobility through knowledge and/or standardisation of regulations; recruitment of, and coordination between, players, services, and professionals (youth services); promotion of activities and initiatives.

A 2.3. Creation of the Scientific CTP Specialised in Bioscience, Biohealth, and Energy (part of UD2); connection of production with the different smart specialisation strategies.

A 2.4. To work on strategies that bring about a greater presence of women while avoiding

phenomena such as invisible entrepreneurship in the family business in the rural environment.

A 2.5. To propose activities through UD2 for cooperation with local and economic development to improve the current level of the territory. To accomplish this, undertake benchmarking by looking for and analysing experiences that are outside of the territory and have to do with similar situations, as well as taking advantage of the context of the POCTEFA projects. Additionally, to include what has been learned in the Ulysses Project to design activities that ensure policy implementation and sustainability.

A 2.6. Identification of new sources of employment, identification of the professions of the future for the mountain and coast, the creation of a cross-border employment network with the aim of combating the seasonal nature of jobs. Creation of a model for the development of new professions (see SWOT).

A 2.7. To increase the networking opportunities of cross-border cities, working in particular on their attractiveness and their role in the redistribution of tourist flows towards the massif.

A 2.8. To strengthen cross-border cooperation in terms of creativity and social innovation by and for the territory (for example, in the cultural and creative industries; the joint activities undertaken to place value on natural and cultural heritage, including non-material heritage), as well as linguistic diversity and to strengthen cooperation in the field of sustainable tourism, as well as the promotion of the consumption of local products and the circular economy – doing so to bring together the mountain and the sea.

A 2.9. To create a brand that represents a cohesive image of the Pyrenees and that includes the identity of the territory and its characteristics.

A 2.10. To put in place new cooperative projects through POCTEFA management, as well as new tools for the Pyrenees' revitalisation – for example, small cooperative projects.

**Results:**

1. Contribution of coherence and structure to the Strategy.
2. Increase in the efficiency and complementary nature of the operational activities set forth in the rest of the axes.
3. Development of cross-border cooperative projects to fit the true demands of the regional and local players; for example, small cooperative projects.

## STRATEGIC AXIS NO. 3.- MOBILITY, CONNECTIVITY, AND ACCESSIBILITY

**Instrument: Infrastructure, transport, and communications working group.**

**Goal 1:**

To restart the work of the Commission for Infrastructure, Transport, and Communications just as it was before the CTP became a POCTEFA Managing Authority; incorporating digital and energy connections and the concept of *slow mobility*.

**Operational actions:**

A 3.1. Updated list of linear and nodal transport infrastructures in the Pyrenees; as well as a list of trans-Pyrenean collective transport services. Improved knowledge on the flow of people and goods that facilitate economic and human activities.

A 3.2. Analysis of communications infrastructure needs—including mobile and wireless connectivity—and telecommunications needs over the short, medium, and long term, ensuring that the interests of citizens in the Pyrenees are above financial interests.

A 3.3. Analysis of infrastructures related with health issues and matters of civil protection when

difficulties in terms of service accessibility are detected; identification of the key challenges for effective cross-border cooperation – a majority of said challenges are related with the difficulties of handling common services.

A 3.4. Planning and, if applicable, development of cross-border infrastructures that are tools for economic and touristic development amongst local players in the Pyrenees. These infrastructures should be linked to the proposal by the Regulation of the European Parliament and of the Council that establishes the Connecting Europe Facility and which repeals Regulations (EU) 1316/2013 and (EU) 283/2014.

A 3.5. To study the possibility of launching European cross-border projects that improve energy connections (both electric and gas) for the States that comprise the CTP's territory.

A 3.6. To study the possibility of implementing activities that address the energy transition.

A 3.7. Evaluation of connectivity needs in the Pyrenees for 2018-2019.

A 3.8. Boost of inter-governmental agreements that favour mobility between territories.

**Results:**

1. Achievement of a dialogue and consensus that allows for connectivity, mobility, and accessibility between territories.
2. Promotion of effective, operational communication in all areas of cross-border cooperation.

## CROSS-DISCIPLINARY AXIS.- GOVERNANCE, CAPITALISATION, AND COMMUNICATION

### Instrument: *CTP Lobby*

#### Goal 1

TA 1.1. Establishment of the CTP as a lobby, ensuring a bottom-up structure.

TA 1.2. Strengthening of the continuity of actions undertaken by the CTP, coordination, and governance bodies.

TA 1.3. Establishment of a working group to study the relationship between the Strategy and the future 2021-2027 Community Framework, as well as to include regional goals in future POCTEFA programmes.

TA 1.4. Participatory revitalization of the CTP's governance.

TA 1.5. Training in the analysis, proposition, and securing of funds (competitiveness, lobby, and funding sources).

TA 1.6. In-depth analysis of regulatory and administrative discrepancies.

TA 1.7. Adoption of the Pyrenean Strategy by the institutional players involved.

TA 1.8. Drafting and updating of the CTP's 2018-2024 Dissemination Plan to improve the notoriety and recognition of the CTP.

TA 1.9. Dissemination of good practices and the results from the projects promoted.

TA 1.10. Capitalise on POCTEFA projects and other Pyrenean Strategy projects in order to increase the visibility of the CTP's network of initiatives and projects.

#### Results:

1. Familiarise European institutions with the CTP's *lobby*.
2. Request that the European Commission publish a COM about the "Pyrenean Strategy."
3. Fund securing.
4. Impact on the drafting of public policies in the territories.
5. Presence of CTP initiatives in European documents and strategies.



Pyrenean Observatory of  
Climate Change (OPCC)



CTP's Unit for Development  
and Drive (UD2)



Infrastructure, transport,  
and communications  
working group

**CROSS-DISCIPLINARY AXIS**  
GOVERNANCE, CAPITALISATION AND COMMUNICATION

CTP Lobby



# MONITORING AND EVALUATION

5



# MONITORING AND EVALUATION

This chapter describes the monitoring and evaluation system for the 2018-2024 Pyrenean Strategy (EPI). Its aim is to reflect achievement of the outcomes set forth in the different strategic axes and cross-cutting axis based on the system of milestones set forth therein and the additional indicators suggested in the chapter.

The system is twofold in nature:

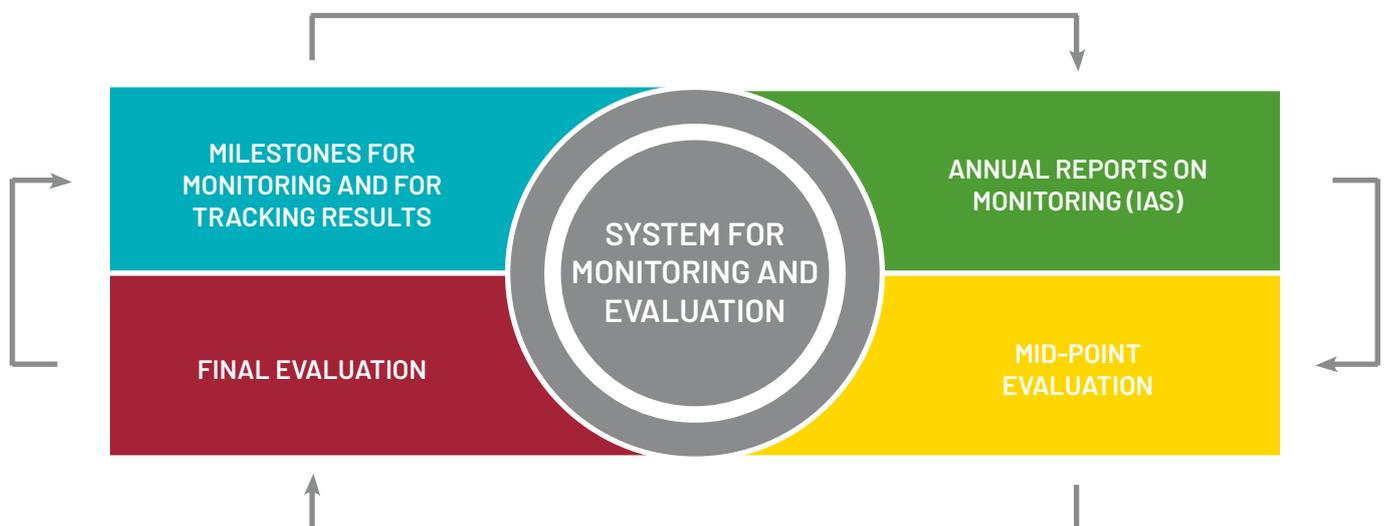
- The monitoring and tracking system
- The Strategy evaluation system

The first part includes the milestones that are reflected in each strategic and cross-cutting axis. These milestones will be key in the monitoring and evaluation process, both on a continuous basis (through annual monitoring reports) and on a periodic basis: mid-point evaluation and final

evaluation (in 2023-2024 at the Strategy's close, as a type of summary of results).

## 5.1. Monitoring and tracking system

The monitoring and tracking system for the Strategy is supported, mainly, by **the key development stages and goals of the strategic and cross-cutting axes**. This set of stages (described in chapter II of the methodological approach) represents the main elements to achieve. These are not, therefore, indicators to measure the degree of compliance but instead modules that report on results achieved. This system was preferred in this initial comprehensive Strategy by the CTP (EPI) because it makes the tracking process easier on the one hand and allows for emphasis to be placed on the main stages and results on the other.



In addition to the gathering of information on the strategic and cross-cutting axes a small battery of general management indicators has been designed to measure the overall achievement thereof and to facilitate the mid-point and final evaluation processes. These indicators are, as in the case of the strategic and cross-cutting axes, to be considered more as milestones to be achieved.

Therefore, the Strategy is to have a **logical framework** that will include the main aims identified for each axis, as well as the proposed actions and the foreseen results and indicators. This logical framework will likewise aim to be an agile, flexible, and supportive guide for examining the impact that is desired from the Strategy, as well as a source of information for the territories undertaking the Strategy and their managers designed to improve management.

Each year, CTP management will draft an **Annual Monitoring Report (IAS)** for the Strategy that will summarise aspects such as:

- Degree of the Strategy’s achievement
- Description of the work undertaken by each instrument
- Milestones achieved/reached
- Issues arising in the strategy’s implementation
- Modifications to the Strategy
- Forecasts for the following year
- Results from Evaluations (mid-point evaluation, in the year 2022, and final evaluation, in the year 2025)

The IAS, in addition to being descriptive in nature, are an important tool in order to ensure the Strategy’s transparent execution, and they help with the understanding of the Strategy’s activities and of the CTP for the public at large. Therefore, much attention will be paid to their drafting and presentation so that they can be of use for all entities and inhabitants of the Pyrenees.

MONITORING MILESTONE	TIMEFRAME
Constitution of the Technical Committees and Working Groups	T3 2020
Organization of participatory events	T4 2020 T4 2021 T4 2022 T4 2023 T4 2024
Presentation of IAS	T1 2021 T1 2022 T1 2023 T1 2024
Start of mid-point evaluation	T3 2022
Start of final evaluation	T1 2025

## 5.2. Evaluation System

The continuous evaluation method, by means of a system which tracks milestones and indicators for the axes, includes two exhaustive moments for review in its methodology.

The first, halfway through the Strategy's period (2022), will be a **mid-point evaluation** whose aim is to offer operational improvements and, if applicable, a review of the Strategy as it was originally planned. The basic goals for evaluation revolve around the following points:

- **The strategy's relevance and pertinence:** analysis of the design for implementation and its ability to tackle the challenges and difficulties in a changing environment.
- **Consistency and coherence:** analysis of the adequacy of the Strategy's actions and how said actions fit with other actions planned in the region of the Pyrenees (Euroregions, AECTs, Europe's Cohesion Policy, etc.), as well as an analysis of the complementary and additional nature of different actions, their coordination, etc.
- **Effectiveness:** analysis of the proper execution of actions in accordance with initial forecasts. The milestones of each axis (strategic and cross-cutting) are essential in this regard. Special attention will be paid to how the effects of the proposed actions are explained, both in terms of foreseen effects and unforeseen effects – as well as any deviations from the goals.
- **Efficiency:** this is to be measured based upon the resources used. Special attention will be paid to the ability to generate resources in addition to those originally planned as potential.

- **Involvement** of regional players in terms of familiarity with and undertaking of the CTP's actions.

The second evaluation will be a **final evaluation** which is foreseen to be carried out at the end of the Strategy's period, in 2025. This evaluation may also touch upon the points of the mid-point evaluation, although from an approach of proposals for improvement for the next period of the strategy. Special attention will be paid to the lessons learned and to how to capitalise on the results. In this section, the work undertaken by the Infrastructure, Transport, and Communications Working Group will be fundamental. The main aim of this final evaluation is to assess the results achieved by the Strategy, its scope, and the elements that must be strengthened, modified, or decreased in the future.

Results must centre around the strategic and cross-cutting axes, as well as any substantial modification that may have arisen since the Strategy's initial drafting or since the mid-point evaluation.

Likewise, the final evaluation will analyse the feasibility and sustainability of approved actions. The idea is to discover what effects from intervention will last, as well as their causes.

In both types of evaluation (mid-point and final) qualitative tools are to be used (queries, focus groups, questionnaires, etc.) and quantitative.

# ANNEXES

6



# ANNEXES

## ANNEX I: Conclusions from Phase I of the participatory process

After having analysed the results from the 52 questions on the survey sent out during Phase I, we can conclude that **the sample of answers received is representative of all the 2014-2020 POCTEFA beneficiaries**. Additionally, distribution by axes aligns with POCTEFA distribution.

Although the Pyrenean Strategy will be directed to a broader public than POCTEFA beneficiaries, they, as experts in Pyrenean cross-border cooperation, are the perfect population for study to assess many of the positive and negative aspects of this Strategy.

Thus, based upon the results obtained, the Phase I report proposes a series of hypotheses or goals from the Pyrenean Strategy and a list of problems to face and try to solve.

### Hypotheses or goals:

#### 1. The CTP must adopt the role of a facilitator and encourage capitalisation on good practices and results of projects.

POCTEFA projects are transferable and suitable for capitalisation on results.

More than 9 out of every 10 beneficiaries (94%) feels that their projects could be undertaken in other geographic areas different from those in which they are currently acting. This conclusion, which has been taken from the survey, is also one of the main goals under Axis 2 of the Pyrenean Strategy: to replicate models of success from POCTEFA and other examples and to convey and inform territories and the rest of the Pyrenean Strategy instruments on models for good practices.

That is to say, if the POCTEFA projects are transferable and suitable for capitalisation on results, future Pyrenean Strategy projects (which replicate POCTEFA) will also be transferable and suitable.

Likewise, an average of 90% of beneficiaries (Q29, Q36, and Q46 on the survey) would like for the CTP to put them in touch with other projects. The survey posed this matter in blocks of questions related to axes 1, 2, and 3 of the Pyrenean Strategy, doing so with the aim of finding out if the need for networking was more or less pressing depending on the theme/scope of the project. It has been determined that the projects call for (and need) contact with similar projects regardless of their scope/field.

#### 2. The CTP must adopt a role of providing information on other sources of financing beyond POCTEFA.

98% of the beneficiaries who responded would like to see the CTP provide information on other funding programmes, as the need to find new sources of funding forces them to keep looking continuously for new means.

The majority of the beneficiaries are already familiar with other programmes, particularly other Interreg transnational programmes that, like POCTEFA, also use ERDF funds. Taking into account that another of the fundamental goals from Axis 2 of the Pyrenean Strategy is to obtain new sources of financing for the Multiannual Financial Framework other than cohesion policy, it is perfectly in line with the interests of the beneficiaries in terms of receiving more information about other European financing programmes.

### 3. The CTP should be set up as a lobby.

Almost 9 out of every 10 beneficiaries (88%) feels that the CTP should be set up as a lobby as regards cross-border cooperation on the European level.

97% of the beneficiaries would like the CTP to be a more important player in terms of negotiating EU budgets for cross-border cooperation (Q20), and 91% think that the way to achieve this is to make the CTP a lobby (Q21).

The CTP would thus have a greater influence on the European countries which could attract new sources of funding (a key goal under Axis 2 of the Pyrenean Strategy), as well as make the actions undertaken more visible and get the European Commission's support for the Pyrenean Strategy.

When asked the question, "What is the most positive aspect of the Pyrenean Strategy?," the most frequent response had to do precisely with providing a certain "strategic sense" to the CTP, acting as a lobby, and improvements in future development, reinforcing this aspect.

### 4. The instruments for the Pyrenean Strategy Axes must act as information disseminators and gathers, as well as points of contact.

Answers from questions 31 and 32 (Axis 1 of the Pyrenean Strategy), 37 and 38 (Axis 2 of the Pyrenean Strategy), and 47 and 48 (Axis 3 of the Pyrenean Strategy) come to the same conclusions: beneficiaries feel that the different instruments (OPCC, UD2, and the infrastructure, transport, and communications working group) must act as points for information (disseminating it and gathering it) as well as a point of contact.

When asked the question, "What do you think this instrument can offer you?," the response was, for the three axes, "information." Information in the form of data, results, experiences, or tools.

Likewise, when asked the question, "What do you think your project can offer this instrument?," the response was once again, for the three axes, "information." In this case, "field" information; that is

to say, the data that each project could bring to this instrument for data collection and processing.

It can be concluded that a sort of "virtuous circle" would appear amongst the projects, benefiting all involved.

Additionally, in all cases, after the need for information came the need for contacts. Just as the projects expect the instruments to advise them, accompany them, and help them in the search for new contacts, they also are willing to share their own network of contacts.

#### Problems:

##### 1. The Pyrenean Strategy's communication has to improve.

Only 6 out of every 10 beneficiaries are familiar with the Pyrenean Strategy (64%). In addition, only 5 out of every 10 read the documentation that accompanied the survey.

Even so, the majority of the beneficiaries are very interested in the Pyrenean Strategy and 91% would like more information about it, as they consider it to be greatly beneficial for their project and an opportunity for growth.

Therefore, it can be concluded that the CTP needs to address the Pyrenean Strategy's communication problems in order to make it more accessible. In addition, the fact that 76% of the respondents watched the video (compared to 53% who read the documentation) confirms the necessity of working on more accessible communications methods.

##### 2. The Pyrenean Strategy does not include certain subject matters and does not provide enough information on some aspects.

The majority of the beneficiaries feel that the content of the Pyrenean Strategy is "good" or even "excellent." Even so, the results of this analysis show the discontent of some beneficiaries because the Strategy leaves out some subject matters. In particular, it needs more thorough mention of social issues (mainly young people and health).

Likewise, several responses show the beneficiaries' concern because the Pyrenean Strategy does not have a sufficient legal grounding, or because it does not represent the three countries that comprise it equally.

### 3. Axis 3 and Axis 4 need to be defined better

Although most of the respondents see the structure of the Pyrenean Strategy in a positive light, Axes 1 and 2 are overrepresented among the beneficiaries, which makes the questions relating to Axes 3 (mobility, connectivity, and accessibility) and 4 (governance, capitalisation, and communication) have a much lower response rate.

It should be noted that the configuration of the Pyrenean Strategy differs from that of POCTEFA and that the POCTEFA projects are framed mainly in the Pyrenean Strategy's Axis 1 (environmental protection and adaptation to climate change) and Axis 2 (promotion of initiatives, and attractiveness of the territory) because they are the ones that best align with the 2014-2020 POCTEFA programme themes. The Pyrenean Strategy has four axes that span a much broader spectrum, as one of its aims is to reach as many players as possible.

If, additionally, it is taken into account that some responses referred to by this report point out that the most positive aspects of the Pyrenean Strategy are Axis 1 and/or Axis 2 (but not Axis 3 and/or Axis 4), this sensation that Axes 3 and 4 may require more details and more attention is reinforced simply because the CTP has less experience in those areas.

### 4. The Jaca office does not have sufficient means to face the management of new European projects.

The Pyrenean Strategy's approval would involve new projects that need managing. Although many beneficiaries have shown prudence in this area and a good part of the answers do indeed assess positively the work that the staff at Jaca currently does, what is certain is that the results show that 53% of those surveyed feel that the office in Jaca does not have enough means to deal with the management of new European projects – either due to a large volume of work or a lack of human resources.

## ANNEX II: Conclusions from Phase II of the participatory process

Phase 2 of the Pyrenean Strategy's external participatory stage was focused on an expert conference that took place on October 23rd and 24th of 2018 at the EGTC "Espacio Portalet." Each of the CTP's territories and the CTP's Consortium could choose from a number of experts as representatives.

The aim of these sessions was to obtain the technical perspective of the different territories in terms of the strengths and weaknesses of the Pyrenean Strategy so as to have a record thereof and, thus, be able to home in on the final Pyrenean Strategy document as a result.

### Pyrenean Strategy Goals

After debate and analysis of the Pyrenean Strategy's Phase 2, it can be concluded that the Pyrenean Strategy has several clear goals:

1. The CTP must adopt the role of a facilitator and encourage capitalisation on good practices among projects, taking into account all kinds of cross-border cooperation initiatives – not only POCTEFA. This work must be carried out in close collaboration with the members of the CTP.
2. The CTP must adopt an informational role for other sources of funding beyond POCTEFA, always from a cross-cutting perspective so as to include all regions and territories, taking into account their particularities and without focusing on technical support to potential beneficiaries, which will be assumed by the CTP-member technical offices.
3. The CTP should be set up as a lobby. To accomplish that, the CTP must find out if there are already other structures with a similar purpose and analyse the legal instruments necessary. Likewise, the CTP must determine its goals clearly.
4. The instruments for the Pyrenean Strategy axes must be constructed in accordance with an ambitious and long-term perspective.

Their role will be to bring together projects and, secondarily, to act as disseminators and gatherers of information for the axes. Action should only be taken once their operability has been ensured.

### Pyrenean Strategy Problems

After debate and analysis of the Pyrenean Strategy's Phase 2, the following solutions for the Strategy's problems can be noted (in order of priority):

---

#### 1. The Pyrenean Strategy's communication has to improve.

- |   |
|---|
| 1.- Create a communication plan for the life of the Pyrenean Strategy (2018-2024).  |
| 2.- Appoint someone to carry out the communication plan and work on the Pyrenean Strategy document so that it can be made more attractive and understandable. |
| 3.- Organise participatory dynamics with the CTP members.   |

#### 2. The Pyrenean Strategy does not include certain subject matters and does not provide enough information on some aspects.

- |  |
|--|
| 1.- Make the CTP an intermediary for the ECBC initiative.  |
| 2.- The subject matters to be developed in the Axes must be prioritised and work must be undertaken so as to capitalise on good practices. |
| 3.- Include mention of biodiversity from the point of view of climate change in Axis 1.  |

#### 3. Axis 3 and Axis 4 need to be defined better

- |  |
|--|
| 1.- Strengthen the CTP's role as a lobby.  |
| 2.- Take advantage of the conclusions from Phase 2 to re-define Axis 4.  |
| 3.- The CTP must be set up as a meeting point for territories and not be limited to the role of onlooker – it must also act. |

**4. The Jaca office does not have sufficient means to face the management of new projects.**

1.- Take advantage of the experience of territory experts, coordinated by the CTP.

2.- Increase the CTP's staff.

3.- Expand the CTP's goals and tasks.

**Other Strategy modifications**

The participatory sessions from Phase 2 to complete the Pyrenean Strategy's axes can be summarised as follows:

**Axis 1: Environmental protection and adaptation to climate change.**

- A. Include mention of biodiversity from the point of view of climate change.
- B. Include goals dealing with raising public awareness. Work on environmental education actions.
- C. Support and strengthen management and environmental education networks.
- D. Promote the circular economy.
- E. Change the term "trama urbana" to "ordenación del territorio" in the Spanish version.
- F. Include a comprehensive human being/ environmental overview.
- G. Modify, the term "protection" so that it reads "rational use of resources" to the extent possible.
- H. Position the CTP as a platform for capitalisation and not for action for all the areas.

**Axis 2: Promotion of initiatives and attractiveness of the territory**

- A. Modify the SWOT "need for specific jobs and human resources" Opportunity to include a model for developing new professions.
- B. Clearly include the areas of tourism and wealth in terms of heritage.

- C. Work towards developing services for the population.
- D. Promote educational exchanges.
- E. Develop a brand for the territory.
- F. Include proposals on entrepreneurship.
- G. Including plans for economic diversification.
- H. Include policies to develop territory attractiveness.

**Axis 3: Mobility, connectivity, and accessibility**

- A. Clarify the SWOT "development of cross-border tourist routes" Opportunity with the concept of "historic steps."
- B. Include the development of new technologies for employment, for the fostering of new companies and to improve transport (car sharing).
- C. Include the creation of working groups to boost inter-governmental agreements that favour mobility between territories.
- D. Ensure that citizens' interests are above economic interests in terms of digital connectivity.
- E. Include the "slow mobility" concept.

**Axis 4: Governance, capitalisation, and communication**

- A. Ensure the establishment of a bottom-up governance structure.
- B. Take advantage of the CTP's prior experience managing European projects for communication activities.
- C. Act upon CTP branding to improve brand notoriety.

D. Ensure that the political forces involved unequivocally support the Pyrenean Strategy.

E. Clearly specify the role of different players in the Pyrenees in terms of governance, capitalisation, and communication.

F. Ensure capitalisation on all projects, not just POCTEFA projects.

### ANNEX III: Conclusions from Phase III of the participatory process

Phase 3 of the Pyrenean Strategy’s external participatory stage revolved around inter-agency meetings in all the CTP’s territories. During the month of March of 2019, a meeting was held in each of the member territories.

Aiming to receive ideas for the Pyrenean Strategy’s application while guaranteeing its continuity, these meetings sought to get recommendations about

what the CTP should do to apply the Pyrenean Strategy effectively.

The format was the same for all meetings: they were approximately three hours in length and they began with a Pyrenean Strategy review and presentation by means of a game. Next, a moderated debate ensued in which the same matters were raised for all territories.

#### Matters to give priority to in Axis 2

The institutional representatives appointed by the seven member territories of the CTP raised numerous aspects to take into account for the future application of the Pyrenean Strategy.

Below the topics proposed during said meetings for development under Axis 2 of the Pyrenean Strategy are listed in order by the number of times they were mentioned:

TOPIC	NUMBER OF MEETINGS IN WHICH IT WAS MENTIONED
Promotion and dissemination of the cultural and natural heritage. Interculturality	6
Develop innovation in a cross-cutting way, across the board	5
Encourage micro-projects	5
Promote the role of local players (coordinate their activities, create opportunities, etc.). Relationship with micro-projects	4
Promotion of education and training	3
Address the problems of ageing and depopulation (rural areas)	3
Encourage multilingualism	3
Promote economic activity and the circular economy	2
Eliminate administrative barriers (different laws, accessibility)	2
Promotion of employment	2
Need to establish a common goal for Axis 2	2
Take advantage of RIS3 to identify common interests	2
Link innovation undertaking to the Sustainable Development Goals	1
Strengthen the identity of the Pyrenees (Pyrenees brand)	1
Public/private cooperation	1

Positively discriminate border areas	1
Promote industrial development as a method for economic revitalisation	1
Include sustainable development in all Pyrenean Strategy Axes	1
Define the concept of "safety" in Axis 2	1
Promote agriculture and farming	1
Rethinking the methodology of Axis 2	1
Rethink microprojects to align them with certain themes	1

It must be taken into account that many of these ideas are related; therefore, this classification is open to interpretation.

It can be said that **the innovation themes proposed by CTP's General Secretariat have been mostly accepted**, with the add-on that they must be undertaken in a cross-cutting way across all the board. Likewise, the matter of **cultural and natural heritage development**, which has not been specifically contemplated amongst the priorities of Axis 2, is noteworthy as a fundamental issue to be developed under this Axis of the Pyrenean Strategy.

The **issues of health and youth have not been refuted** nor rejected; instead, the matters raised during these meetings handle them indirectly through other problems such as ageing and depopulation, employment, promotion of economic activities, elimination of administrative barriers, etc. It can be said, then, that these meetings have homed in on **the approach** proposed for both issues.

As regards **micro-projects**, support is **unanimous** and reference was made to them on three occasions as a way to open up possibilities for cross-border cooperation to new players and smaller, local players. It is worth noting that at least once the question was raised as to whether these micro-projects are suitable for all thematic areas.'

### Establishment of the CTP as a lobby

The seven territories unanimously agreed about the advantages of making the CTP a lobby. In all meetings, the CTP's role as a lobby has been emphasised as a driving force to provide cohesion and a link between other institutions that already exist in the territory. Additionally, it has been noted that the Pyrenean Strategy must be complementary to other cross-border cooperative programmes that are already in existence.

### The notion of a Pyrenean "macro-region"

In general, the idea of changing from a lobby to a Pyrenean "macro-region" —at least in its methodological and managerial sense— is not being considered as feasible over the short or medium term. It can be stated, therefore, that those participating in Phase 3 of the Pyrenean Strategy's external participatory process propose working first to establish a CTP lobby and then consider a "macro-region" management system in the future.

### Other proposals

In all the meetings held during phase 3, other proposals that go beyond the issues raised have also been made. The CTP's Executive Committee must consider if they should be carried out, as well as when and how.

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PYRENEAN STRATEGY (2019)  
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