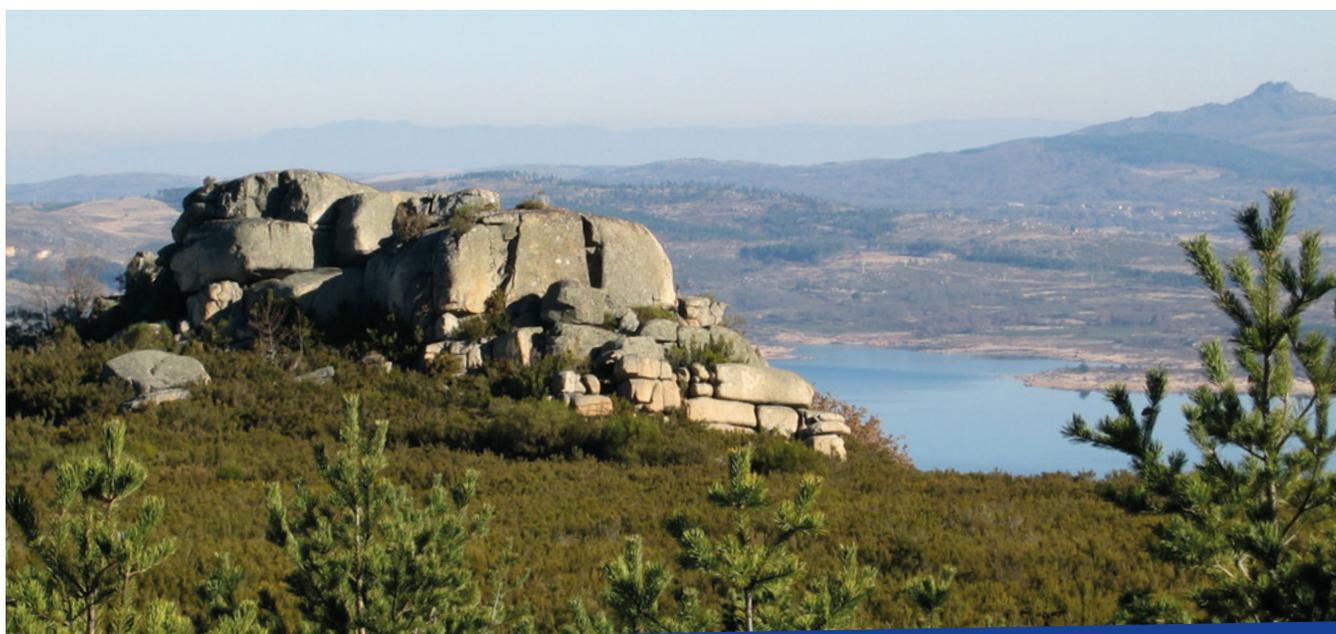


# ACTION PLAN FOR THE IMPROVEMENT OF THE REGIONAL POLICIES INSTRUMENTS FOR THE CULTURAL RESOURCES VALORISATION OF THE CROSS-BORDER MOUNTAIN AREAS



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Portugal



España

# Action Plan

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# REPORT

## INTRODUCTION

According to the agreed methodology for the elaboration of the Action Plan for the Improvement of Regional Policy Instruments for the Valorisation of Cultural Resources of Cross-border Mountain Areas, carried out within the scope of the CRinMA project, with the support of the Interreg Europe Program, with the presentation of this report, the provision of services is hereby terminated.

The access to relevant information for the preparation of the report, in terms of the analysis of the results and projects supported by the operative programs of cross-border cooperation Portugal / Spain, is mainly based on the resources and data available on the Internet sites of POCTEP and the Cross-Border Interreg.

The participation and animation of the cross-border and transnational workshops, whose conclusions constitute a very relevant basis of the work, have been of great relevance for the collection of information and for listening to the workshop partners' opinion.

Based on the diagnosis and contextualization of the cross-border territorial cooperation policy, the conditions were met in order to proceed with the most conclusive phase of work, that is, the formulation of proposals for the design of new public policy measures or the improvement of existing measures and programs in support of the cross-border cooperation with an impact on the enhancement of cultural resources in mountain areas.

The last chapter of this report brings a set of proposals for actions together, initiatives and targeted measures for the development of cross-border mountain regions based on the value of heritage and common cultural values, distributed on both sides of the border.

## THE POCTEP 2007/2013 PORTUGAL/ SPAIN

### Analysis of the Operative Program

The analysis carried out on the POCTEP – Operative Program of Cross-border Cooperation between Spain and Portugal 2007-2013 has aimed to study the evolution of the management given to the mountain areas, as well as to know what the focus of the culture sector is, in general.

For that purpose, it is necessary to mention that the word “mountain” does not appear, and therefore it is not mentioned in the text of POCTEP 2007/2013.

The document begins by recognizing the need to encourage the promotion of projects able to achieve a “*coordinated management of natural, environmental and architectural resources*”, assuming the intention of a strong commitment to the valuation of these resources during the support cycle. Likewise, but more moderately, support for the *creation and functioning of bodies and networks for cross-border cooperation* was understood as important.

The protection of the natural heritage and the recovery of the architectural heritage arise in the OP as priority dimensions that already come from the previous program, being maintained for this period. The issue of the CULTURAL CROSS-BORDER IDENTITY is approached as one of the most important work areas.

The tourism sector, in turn, does not appear clearly, but arises from a concern to achieve *an increase of the number of economic relations and visitors flows from both sides of the border*.

Other complementary areas that must be considered from the development of cultural projects perspective also emerge as priorities. When they refer to fields such as “*increase in the number of support equipment for families and people ...*”, “*qualification of services offer and specialization activities in border areas*”, “*promotion of tourism activity, ensuring protection and valorisation of the different aspects of heritage*”, “*... strengthening of the business network...*”

At the social level, the deepening of cooperation between the two sides of the border, very strong in some areas, and less relevant in others, can also be an important contribution.

The problem of the negative demographic evolution in the interior areas, even more serious in the mountain

territories, is clearly assumed in the consulted documents, and motivate specific actions.

The demographic structure together with the low qualification of these communities, hinders the dynamics of business or other development.

The national cross-border area has a significant contribution to the agricultural activity, representing close to 9%, considerably higher than the Iberian reality. However, issues related to the development of agriculture and activities related to this reality do not arise as a priority and they are considered in isolation.

In the final part of the document, the SWOT analysis includes:

- It is urgent to adapt the profiles of associates to markets that lack a certain profile and cannot find a response in the environment.
- There is a rather weak business structure and that must be qualified.
- New investments cannot be directed only to tourism.
- Notwithstanding the foregoing, the Northern Portugal/Galicia TER should be seen as a worldwide reference.
- It is important to pay attention to public transport services and the road map.
- It is necessary to promote real cooperation among entities, and not just a sum of individual interests.
- It would be an opportunity to explore the creation of common business strategies, which may include the existence of shared services.

THE COOPERATION PROGRAM HAS DEFINED AS PRIORITIES FOR THE NORTH OF PORTUGAL-GALICIA:

- Cooperation in terms of the Sea.
- Internationalization of SMEs and the Euroregion.
- Environmental protection and sustainable urban development.
- Promotion of cooperation and social and institutional integration.

The Program followed some principles such as:

- Concentration: restrict to a specific number of thematic areas of intervention.
- Selectivity: definition of objective criteria for the analysis of applications.
- Economic and Financial Sustainability, to ensure the future viability of the projects.
- Increase of the scale of intervention: it seeks that the projects have relevant impacts on an economical level and in terms of the conditions of cross-border life.
- Joint responsibility: assumes the agreement between the States for the definition of the cooperation instruments.
- Procedures simplification: measures aimed to improve management and simplify procedures.

This way, the axes of intervention for the period in question 2007/2013 have been determined, namely:

- Promotion of the entrepreneurship, tourism, culture and cross-border trade SMEs
- Environment protection and joint management
- Support the connection between urban and rural areas, reducing isolation by improving transport networks, communication, information, water systems, energy and cross-border waste management
- Encouraging the collaboration and the capacity for joint use of infrastructures, especially in health, culture and education sectors.

These axes are linked to those defined by the European Union, enhancing the results to be obtained. In the same way, the relationship between this definition of priorities and the Operative Program of Cross-Border Cooperation has been established. The following table shows the relationship between axes and the objectives established for the Northern Portugal-Galicia. The analysis carried out focuses on the areas that may be related to culture and the use of cultural resources for other sectors.



Axes	Northern Portugal / Galicia
<b>Competitiveness and the promotion of employment</b>	Improve and optimize R & D structures
	Modernisation of production facilities
	Expand the coverage of the information society
	Boost technological transfers (universities / companies)
	Internationalization of SMEs
	Reinforcement of the Atlantic Axis cities network
	Human Capital Mobilities
<b>Environment, cultural heritage and risk prevention</b>	Prevention and conservation of natural heritage
	Improve energy efficiency
<b>Spatial planning and accessibility</b>	Sustainable urban-planning
<b>Socio-economic and institutional integration</b>	Strengthen cooperation between entities of the regional public administration, economic, social and cultural agents from both sides of the border
	Foster increased social and cultural interaction among cross-border communities
	Common services development
<b>Competitiveness and the promotion of employment</b>	Construction and provision of research centres
	Cross-border projects between Research Centres and Companies
	Common scientific-technological equipment on both sides of the border
	Connectivity project, equipment and content development, public internet access points
	Projects for enhancing the value of local economic, job-creating resources
	Business association projects to support internationalization and business promotion abroad

The axes and objectives have finally been converted into typologies of interventions and here are those regarding cultural development.

Axes	Northern Portugal / Galicia
<b>Environment, cultural heritage and risk prevention</b>	Joint management projects for cross-border natural spaces
	Projects for enhancing the value of natural resources
	Natural resource management projects, river courses and reservoirs
	Drafting studies
	Projects for infrastructures and prevention and fire fighting equipment
	Joint management projects for the protection, rehabilitation and preservation of historical-cultural heritage.
	Cross-border joint management projects for the enhancement of historical-cultural heritage
<b>Spatial planning and accessibility</b>	Cross-border projects for the coordinated management of tourism resources and itineraries and the joint promotion of the border space.
	Joint projects for the preparation and coordination of urban planning plans, territorial structuring, information systems and cartography
	Sustainable development observatories creation and development
	Cross-border projects for the creation of small local communication infrastructures
	Improvement of urban transportation systems between villages
Drafting studies	
<b>Socio-economic and institutional integration</b>	Projects for the joint use of infrastructures, equipment and services
	Generating common standards that guide common management
	Exchange projects between groups and professionals
	Social assistance projects

The multiplicity of actions likely to benefit from support within the framework of the POCTEP 2007/2013, together with a extended intervention area practically to all of NUTS II, leads to a dissolution of the support for cross-border cooperation in a very large and undefined amount of projects and initiatives that would constrain and delay the possible and desirable impacts.

### **Thematic framework of the Investments and its relation with the culture and the mountain area**

As it is shown in the analysis of the Operative Program, the direct and simultaneous reference to culture and mountain area is almost non-existent. Culture always arises associated with the conservation of historical and cultural resources and never as a qualification of population, economic development, except that associated with touristic routes.

The mountain areas, as specific territories that – contrary to what happens in the sea area or with the cities - are not worthy of special treatment either, and it can be said that the concern is much more focused on the cross-border territories with a more urban profile, with partly shared concerns, but in many fairly different areas.

Economic development bears some concern for agriculture, but the strategic document grants little relevance to forestry activities.

The institutional approach, the promotion of collaborations, the deepening of the relationship between organizations on both sides of the border, on an appropriate scale, more micro than macro, may be a way to deepen future work, in issues such as education, social inclusion, and also with regard to the value of culture, cultural heritage and the development of artistic skills.

From the analysis carried out by the projects approved within the scope of the POCTEP, it can be concluded that the culture value in the mountain areas has not deserved specific attention.

The focus of projects supported within the POCTEP has had a much greater impact on cross-border interventions with a broad thematic and territorial spectrum.



## INTERREG Portugal-Spain 2014/2020

### Analysis of the Operative Program

The cross-border cooperation program highlights research and business development, the first two axes coming to the forefront. It differs from the previous programs in the emphasis placed on the climate change issue, which emerges as one of the areas of intervention and highlights the importance of adding value to ***the cultural and natural heritage as a support for the cross-border region's economic foundation.***

Of special concern for the mountain territories is that you should assume an important role in the process, focusing on the need for its preservation, good management and enhancement. The areas with less human intervention, where biodiversity is more preserved, should be predominant in the mountain area, where there is less territory occupation. It is a reality that does not seem to be reflected in the approved projects.

The areas / objectives of intervention of the program are:

- Promote research, technological development and innovation. More specifically:
  - To improve the scientific excellence of the area of cross-border cooperation and the lines of research with potential in order to become competitive at international level.
  - Improve the participation of the business sector in innovation processes and in the closest to the market R & D & i activities (technological development, testing and innovation) susceptible of commercial operation.
- Improve the competitiveness of small and medium companies. More specifically:
  - To improve the necessary and favourable conditions for the emergence of new business initiatives, guaranteeing their sustainability and promoting their growth.
  - Boost competitiveness in the sectors that present the most competitive advantages in the Cooperation Area.
- Promote adapting to climate change in all sectors, and also promote the increase in the recovery from cross-border natural risks.

The areas/ objectives of intervention of the program are:

- Protect the environment and promote resources efficiency. More specifically:
  - Protect and value the cultural and natural heritage, as a support for the cross-border region economic basis.
  - Improve the protection and sustainable management of natural areas.
  - Strengthen sustainable local development along the entire border line between Spain and Portugal.
  - Increase of the efficiency levels in the use of natural resources to contribute to the development of the green economy in the cooperation area.
- To improve the institutional capacity and efficiency of the public administration, consolidating new strategies of dialogue and interrelation, which allow to advance with new initiatives among the several actors that operate in the border

There are different types of the referred actions. In accordance with the information of the program, the following are included:

- For the Research and Development field:
  - Research and innovation activities, including the creation of networks.
  - Technology transfer and university-company cooperation, especially for the benefit of SMEs.

Research and innovation processes in SMEs.

- For the entrepreneurial and entrepreneurship field:
  - Promotion of the entrepreneur and entrepreneurship in SMEs.
  - Business development of SMEs, support for mentoring networks and support for entrepreneurs and business incubators.
  - Self-employment, entrepreneurial spirit and creation of companies, including micro-business and entrepreneurial SMEs.
  - Promotion of internationalization.
  - Workers, companies and entrepreneurs mobility.

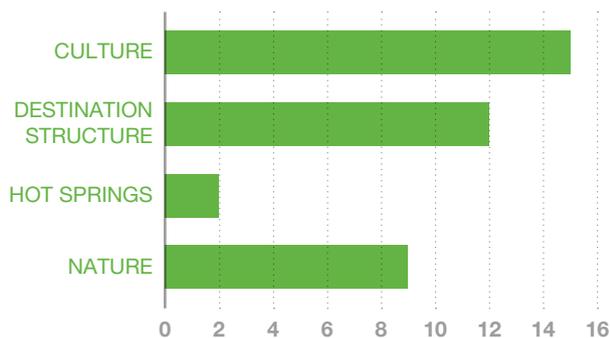
There are different types of the referred actions. In accordance with the information of the program, the following are included

- For the environment and energy and ecological infrastructures:
  - Adjustment to climatic alterations and prevention and risk management.
  - Development and promotion of the tourism potential of natural spaces.
  - Protection and promotion of the culture and natural heritage assets.
  - Domestic waste treatment.
  - Management and conservation of safe drinking water.
  - Integrated pollution prevention and control.

### Analysis of approved Projects

The following figure presents the results of the analysis of the approved projects during the current cycle of investment support. Analysis categories have been created to improve reading. The criterion of selection has been the relation of the mountain and/or the culture.

**Figure 1.**  
Approved projects in INTERREG 2020 - by subject area



The mountain areas show a special desire to continue with the development efforts by tourism, which today is one of the main sectors of activity for these regions.

The natural resources and the hot springs are the strong areas in the use of the existing potentiality, highlighting the importance that the thermal baths gain in this context.

The other big concern is to get to structure, rate and value the tourist destination. From reading the analysed projects one can perceive there is a huge concern for the

improvement of tourist enjoyment conditions that involve the qualification and valorisation of the territory and its endogenous resources.

The objectives established in the projects that are represented in the following Graphic will also be analysed.

**Figure 2.**  
Objectives of the approved projects in INTERREG 2020



One of the main aspects to consider is the growing concern in the areas of:

- management,
- specialization,
- value,
- promotion,
- participation,
- sustainability.

These are words that constitute slogans of some programs and that are limited by the very nature of the supports.

The next cycle of Community support can give greater emphasis to this area of real sustainability of the supported projects and, consequently, to the durability of its results and impacts.

The sustainability of the projects should not be approached only in its economic aspect, making it necessary to contrast it also through its social, environmental, cultural, etc. impact.

There are many and diverse activities of the approved projects so far. The following stand out from the identified activities:

**Figure 3. Actions of the projects**

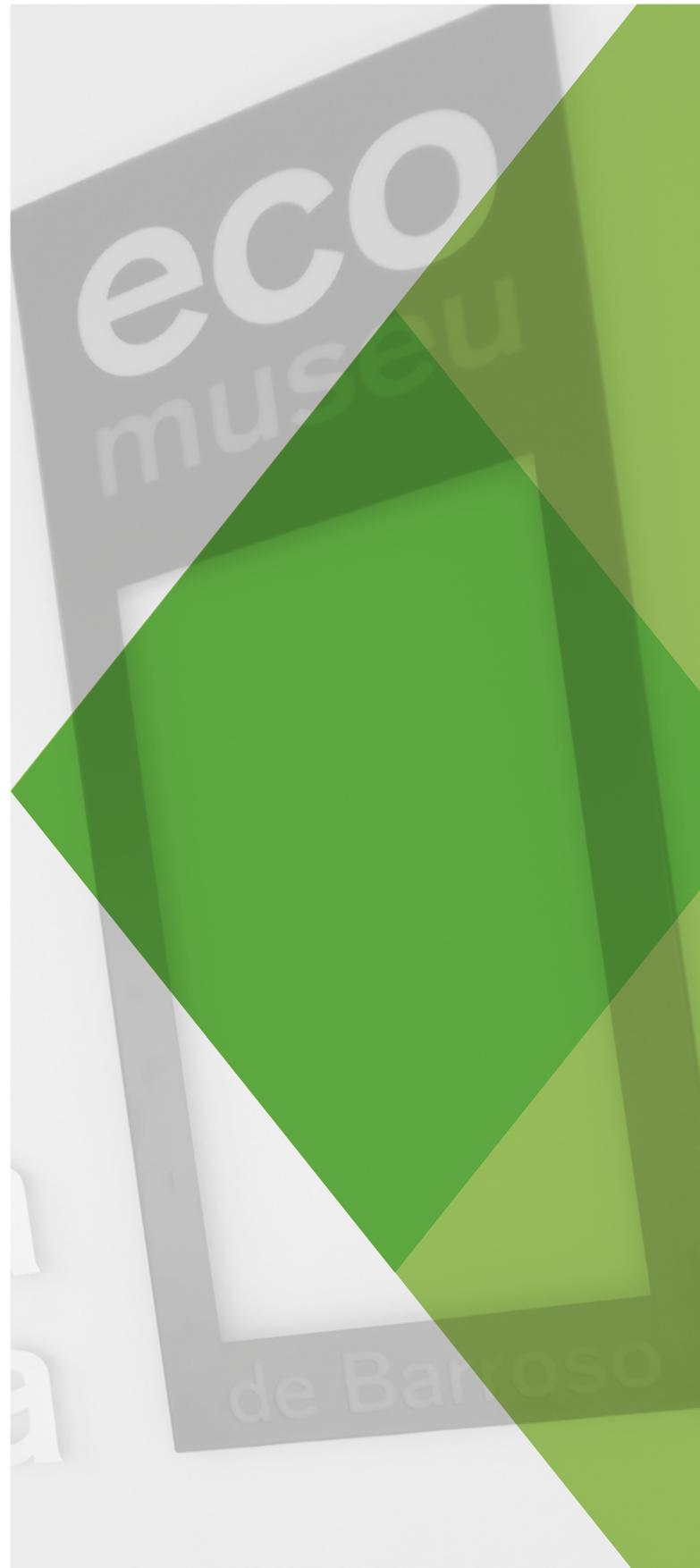


As previously mentioned, the enhancement of destinations is a significant concern in the territories, and it is reflected in the approved projects within the scope of INTERREG Portugal/ Spain.

The great question that must be raised in the future is about the functioning and the sustainability of the facilities and other supported structures, as well as the events that can be integrated into them.

According to these actions arises the concern for the Structuring and Consolidation of the Brands. Many areas, many projects, tend to have as a priority the creation of a new brand. The perception of the team is that a significant number of these brands do not withstand after the projects that supported them. The desire for its creation is great and sometimes determined by the support programs conditions that tend to bet on the new, at the expense of the value and/ or consolidation of the existing.

Animation of cultural heritage is one of the areas in which the participants of the workshops have shown a growing interest.



## Conclusions resulting from the activities of the network:

### Main outputs of the Workshop - local partners (Galicia/ North of Portugal)

The following table summarizes the results of the meeting with the local partners, trying to start a classification of the ideas discussed that may be important for generating proposals in the next report.

**Table 1. Workshop ideas with national partners**

<b>ENCOURAGE</b>	Tax incentives are important for the territories	Value the resident population	It is important that mountain populations are compensated for the “service” provided to urban territories: leisure spaces; ozone production areas...	Job creation vs. Social value (of people and their environment) is essential for the territories development	Neo-rural important in the process of rehabilitation of the area
<b>INNOVATE</b>	Be committed to the creative tourism	How to help business initiatives - support for small producers	Be committed to sharing and replicating good practices	Should not opt for buildings but for intangible development	
<b>PROGRAMMIG</b>	Cultural programming with involvement of the local community	Traditional techniques and cultures	Should not opt for buildings but for intangible development	Events that are becoming more and more important for these territories	
<b>KNOW</b>	Knowledge, innovation, development	The research projects must be related to the territory that allows access to the supports	Important to inventory and catalogue the territories and their heritage to be able to define development strategies	The projects serve to reflect and support the intervention of approved actions in plans and certification processes	Preservation of heritage at risk due to population exodus
<b>COMPROMISE</b>	Projects have to consider commitment after the project.	Projects should not be the sum of individual actions of each partner	Observe the records of entities and projects. Important to cross check data with other ongoing actions. Avoid duplication;	Encourage good human/ mountain relationship	Important to foster real cooperation

## Main outputs of the workshop - international partners (CRinMA Partners)

In the meeting between the partners of the network, the main resulting ideas, following the same logic of division by categories, are synthesized in the following table.

**Table 2. Workshop ideas with partners**

<b>ENCOURAGE</b>	Should try to value the people that stand out in the territory	Working with the student community is important (np: here it can be in rural areas and also in urban areas, to promote the rural as a quality alternative)	Cultural projects are important to create mirrors so that rural communities identify themselves and feel proud	
<b>INNOVATE</b>	The new technologies are relevant for the culture and involvement relationship of new generations	The immaterial memory must stand out (legends, orality, sounds ...)	The certification of the territories is important and can be a capital value	The guided tours to mountain villages are important
<b>PROGRAMMIG</b>	The leisure moments are important in the mountain areas	The immaterial memory must stand out (legends, orality, sounds ...)	The cultural promotion events that generate economic impact are important (example of montalegre)	Time and space are subjects to which the urban public is very associated
<b>KNOW</b>	Memory is very important	The heritage is a unifying element	Heritage> ancient processes> contemporary research	
<b>COMPROMISE</b>	Environmental education and cultural education can be combined because they are related	Culture is a means of feeling for the integration of culture and the feeling of belonging to the european union	Adaptation of spaces for diversification of functionalities and guarantee of sustainability	Important to work to transmit a new image of the territory

Source: own construction, 2019

Innovation is in fact a common point, although with different perspectives depending on the types of entities that address the issue.

Knowledge is another area considered important, being directly associated with the work of qualification and value of the territories. Without knowledge and training, particularly from the local institutional network, it will be difficult to unleash dynamics of development of the areas, especially the mountainous and low population

density areas. The shortcomings and the need to invoke technical and scientific knowledge were also recognized as important factors for attracting investment and employment creation.

But this knowledge should not focus too much on technical qualifications. There are many other areas that the partners identified during the meeting, which may limit the activity and development of the areas, in particular the tacit knowledge.

Cultural projects can play an active role in overcoming the challenges faced by mountain areas.

The population settlement, the qualification/ value enhancement of these territories, are relevant challenges for the coming years.

Please note that the tourism sector, in general, and creative activities (including here, in addition to traditional arts and products, some in the field of local products, new crafts, wine, etc.), are today factors of attraction

of visitors, new residents, new entrepreneurs, having a relevant and acknowledged role.

Cultural animation, particularly events, programming and cultural production, are increasingly understood as a form of enrichment of the territories that contribute to the reinforcement of its visibility and attractiveness. However, it is practically excluded from the types of actions foreseen in the program. This situation already occurred in the previous programming period, here analyzed.

### Good practices identified in the context of CRinMA partners

Based on secondary sources, an analysis was made of the projects that constitute the range of good practices identified in the CRinMA, which are related to the revitalization and cultural development of the mountain areas. For a better understanding of the results, analysis variables were established, defined by the technical team based on the available information.

**Table 3. Evidence of success of CRinMA projects**

Evidence of success	Public development	Stimulation of cultural involvement	Transnationality	Mountain spaces visitors	Entities and public database	Appeal of the destination	Social animation of the region	Inclusive accessibility	Cooperation, promotion and joint programming
Festival of the Children of Mountains - International Festival of Children's Folk Ensembles"	1	1	1	1		1	1		
Highlanders' Carnival	1	1	1	1	1	1	1		
Barrier free Castle in Stara Ľubovňa								1	
LETOHRAD (Lustschluss) – joint promotion of restored castles in Prešov region		1		1		1			1
Historical and cultural heritage as a capital of tourism in cross-border regions			1	1		1			1
International Mountain Museums Alliance IMMA									1

Source: own construction, 2019

The projects identified in the participant regions start from the resources, traditions and cultural elements that structure the territories' identity or are their icons, adapting and valuing them with a view to tourism but also the beneficial use and the cultural divulgation among the local populations.

Not constituting a very significant sample, it is understood that it have been considered more relevant the projects that:

- encourage cross-border cooperation;
- contribute to the increase in the number of visitors in the mountain regions;
- improve the tourist attraction;
- encourage cultural promotion and programming.

**Table 4. Projects Difficulties**

Encountered difficulties	Lack of infrastructure, services	Access and parking	Financing	Promotion and communication	Coordination between entities	Foreign languages knowledge
Festival of the Children of Mountains - International Festival of Children's Folk Ensembles"	1		1			
Highlanders' Carnival			1	1		
Barrier free Castle in Stara Ľubovňa						
LETOHRAD (Lustschluss) – joint promotion of restored castles in Prešov region	1	1			1	
Historical and cultural heritage as a capital of tourism in cross-border regions					1	
International Mountain Museums Alliance IMMA						1

Source: own construction, 2019

At the level of the encountered difficulties, a well-defined pattern is not observed, it is possible to express certain issues, which on the other hand, have been presented in the previous table.

The difficulties cover fields such as the reinforcement of the infrastructure part, and its management and financing, as it is shown in the table on the following page.

**Table 5. Learning potential and knowledge transfer**

Learning potential and knowledge transfer	Cultural crossroads	Important that there are tradition events	Creative impulse in the cultural region	Involvement of young audiences	Media visibility for working special audiences	Awards acknowledgment	Networking
Festival of the Children of Mountains - International Festival of Children's Folk Ensembles"	1	1					
Highlanders' Carnival			1	1			
Barrier free Castle in Stara Ľubovňa					1	1	
LETOHRAD (Lustschluss) – joint promotion of restored castles in Prešov region							1
Historical and cultural heritage as a capital of tourism in cross-border regions	1	1					1
International Mountain Museums Alliance IMMA	1						1

Source: own construction, 2019

Cultural projects developed in the cross-border mountain areas contribute to:

- the largest cultural cross-over in the European Union,
- cultural identity protection and enhancement of the tangible and intangible heritage knowledge,
- closer approach of younger audiences to their cultural roots,
- networking within the areas and in national and international collaborations.

A very important issue discussed within the collaboration has been the indirect impact of cultural events and facilities. Some events are today engines of economic and cultural dynamics that continue throughout the year.

The strategy must aim more and more the situations with greater permanence, avoiding the commitment to punctual events with ephemeral results and reduced coordination with the local cultural identity, that are often "consumers" of important municipal resources.

As for cultural facilities, especially those that involve the tourism, they should be important in the economic and cultural animation of the areas.

Several examples of situations were presented in which the facility have contributed to the output of local products of different types.

In areas where the producers have marked difficulties in the distribution, the existence of opportunities for local productions in short marketing chains is very important.

# BARBARA

## GENERAL INFORMATION

**Project:** CRinMA

**Social organizations:** Montalegre Municipality and INORDE

**Other Partner Organizations Involved:**  
Interreg Cross-Border Portugal and Spain Management Authority

**Countries:** Portugal / Spain

**NUTS II Regions:** Northern Portugal/ Galicia

**People for contact:**

Rocío Gómez Pérez - INORDE  
Email address: [rgp@inorde.com](mailto:rgp@inorde.com)  
Phone: +34 988317930

Fernando Moura- Municipality of Montalegre  
Email address: [fernandomoura@cm-montalegre.pt](mailto:fernandomoura@cm-montalegre.pt)  
Phone: +351276510202



## POLITICAL CONTEXT

The Action Plan seeks to influence:

- Investment Programme for Growth and Employment

European Territorial Cooperation Program

- Other instruments of regional development policy

Name of the policy instrument to which the Action Plan is directed:

- Interreg Cross-Border Portugal/ Spain

**The context of the policy and action plan should contribute to the improvement of the policy instrument in the following terms:**

The cultural resources of the cross-border mountain areas enhancement and use, as levers for their development, are not clearly reflected in the strategic priorities of the operational cross-border cooperation programs Portugal/ Spain, in the two programming periods to which this report refers to (207/2013 and, partially 2014/2020).

Little wonder therefore, that the approved projects in the Portugal/ Spain cross-border cooperation area have a reduced impact in this type of areas and options.

The absence of a shared and common strategy for mountain areas, the impact of cross-border cooperation Portugal/ Spain in these territories is, mostly, not very inclusive, dispersed and often disjointed.

Considering the content of the preceding chapters of this Report, a conclusive remarks of the main results of the work developed in Phase 2 is proposed in this section. Collection, Processing and Generation of information, structured around the following topics:

- It is essential to stimulate attention and the role of higher education institutions, with an important presence in the cross-border cooperation program, in the deepening of scientifically validated understanding about knowledge, traditions, specific culture and natural values that are present in cross-border mountain areas.
- Based on the knowledge resulting from the identification, listing, inventorying of cultural and natural heritage, it is important to define cross-border strategies that lead to protection, conservation, enhancement and promotion of these heritage.
- The authenticity of the areas is today a factor of major tourist attraction that must be preserved. Therefore, it is essential to train and work with the communities on issues related to the preservation of traditions and customs and cultural identity.
- The economic value of the services related to the ecosystem provided by the mountain areas should form a working base in terms of the next programming period of the European investment funds, particularly in the areas of cross-border cooperation.

- The creation of appropriate conditions conducive to settling and attracting residents in these areas should be a must.

\* For this it is necessary to find several answers, specifically:

- The support, promotion and development of a consolidated offer of creative tourism that enables tourists to “experience”, “feel”.
- A cultural program that includes local communities.
- The training and qualification of the communities for the diversification of activities and valorisation of local products.

\* As regards the preparation of the future Operative Program, it is essential to reflect on several issues:

- Fostering integrated interventions, proven in common strategies supported by bottom-up governance and management models, and therefore, more adjusted to the specifications of each territory.

- It is important to ensure continuity in interventions and cross-border projects, to avoid duplication and repetition of interventions of the same nature by different partners

- Thematic fragmentation of cross-border cooperation Operative Programs, contrary to the principle of concentration, contributes to the dissolution of the effects and the results of the projects. To this extent, it would be advisable to restrict the range of priorities and actions covered by the next cross-border cooperation program.

- Also from the geographical point of view, it would be important to recognize the specificity of the mountain areas and to enable the adoption of integrated strategies and interventions that enable a concrete and adequate response to the challenges facing those territorial areas.

In the following chapter the actions to be carried out within the scope of the Action Plan are structured.



# 3 PARTS

## CHARACTERIZATION OF THE ACTIONS

One of the key issues that arise in the field of the cross-border cooperation is the need to encourage the promotion of projects capable of achieving:

- *A coordinated management of natural, environmental and architectural resources.*
- *Support for the creation and functioning of organizations and networks for cross-border cooperation.*

There are already several areas where the relationship between Portugal and Spain is properly framed regarding the issues that influence the cross-border areas. The international waters flow management, the common river basins, the circulation of capital, people and goods (in the framework of the European Union), the cross-border natural areas relationship (for example the Parque Gerês-Xurês), the railway and the highway, initiatives and investments with environmental impact, are some examples.

In spite of some Iberian initiatives, the cultural/ natural heritage is not a priority issue in the cross-border agenda, going from a national level to the guidelines of the European Union (which has recently worked on the recognition of the elements of identity of Europe) and UNESCO's major standards relating to cultural and natural heritage. There is no clear concept of cross-border heritage, mountain cultural heritage, despite the growing number of situations where the relevance of this is evident, and there are examples as: the Routes of St. James, the Route of the Romanesque, the network of Iberian Northwest Castro, the Gerês-Xurês Natural Park, reintroducing of the Iberian lynx, the Mediterranean Diet, the Benedictine Monasteries, among many others. At a time when the tourist dimension was a relevant factor, because of the relationship with the cultural and natural heritage preservation, this work of combining priorities, concepts and methods is important. After having worked on them and are reflected in the political documents and future projects, they can become important in the cultural revitalization of mountain areas.

The execution of cooperation projects with an effect on both sides of the border must follow a pre-designed development strategy, with the aim of improving cross-border results and avoiding isolated actions in each country. The concept and construction of a common strategy will benefit from the lessons learned (good practices, transferable results of projects already executed) from the phase of experiences exchange with the other partners of the project, beyond the consultation of the stakeholders and other interested agents and institutions, through specifically designed tools. Depending on the work developed for the collection of information, thematic areas and projects framed within the POCTEP can be established. These projects, which should have an appropriate framework and are presented as the basis of the "cross-border strategy", will be assessed positively with an extra score in the evaluation criteria designed in the program, established based on the revision of the existing output table.

For the actions that we are going to propose, we rely on the analysis of the following good practices mentioned in the previous tables:

- Festival of the Children of Mountains - International Festival of Children's Folk.
- Highlanders' Carnival.
- LETOHRAD (Lustschluss) - joint promotion of restored castles in Prešov region.

These ones are the most appropriate to our criteria based on the analysis of the results evidence:

- Encourage cultural participation.
- Attractive tourism destination.
- Cooperation, promotion and joint programming.

**We consider that the Festival of the Children of Mountains is a good way to promote the cooperation and the mountain areas because it can involve all members of the family in the cultural activities included in the festival, promote the area, the cultural tradition and the cooperation between different institutions.**

**Highlander's Carnival is important to stimulate the cultural involvement and to improve the appeal of the destination**

**LETOHRAD, we find interesting because cooperation between institutions and joint programming and promotion. Is important the fact that it create a network of castles and the community is working in them, too.**

**Thus, these 3 Good Practices, give specific and real examples within aspects and criteria also very important in the cross-border mountain region of Portugal-Spain, here addressed with the Policy Instrument POCTEP.**

This way, the collaboration aims to develop the following initiatives in this action plan:

- Action 1 - Common Planning for the Design of a Specific Strategy for Cross-border Mountain Areas.
- Action 2 - Evaluation/ analysis of projects financed by cross-border cooperation programs.
- Action 3 - Results Monitoring.

These 3 actions are considered as answers to the identified problem.

In the scope of the work developed in this collaboration, it has also been possible to identify other actions that can generate and form potential projects and candidates for cross-border cooperation, and which have been considered, at present, as complementary actions, namely:

- Common Heritage for Common Events.
- Revive the Heritage.

The strategic objectives of the future actions within the scope of this Action Plan are the following:

- Plan, define priorities and cross-border advocacy strategies for the economic, social and cultural development of mountain areas based on their cultural and natural heritage resources.
- Enhancement and revitalization of cultural and natural heritage through the approximation of concepts and forms of evaluation, based on the practice of implementing cross-border projects;
- Creation of mechanisms in order to monitor the results of the projects developed, with follow-up on their execution.

## Action 1. Common planning for the design of a specific strategy for the cross-border mountain areas

### 1. Relevance

This action aims to develop a strategy for the protection, preservation and improvement and promotion of the cultural/ natural heritage, involving interested agents from both sides of the border.

Design, planning and execution of projects with effect on both sides of the border must establish and continue a previously designed strategy, with the aim of achieving better cross-border results and avoiding isolated actions, often disjointed and specific cases.

The design of this strategy will take into account good practices and transferable results of projects already executed.

For this action, the Good Practices that gave major contributions inspiring the elaboration of the action, were the “LETOHRAD and Festival of the Children of Mountains”, given their characteristics and analysis done, as written in previous sections.

The development strategy to be implemented in this context will provide the Management Authorities with a support table for the analysis and evaluation of the [application in the next programming period](#), thus contributing to adapt and improve the enforcement of the policy instrument Cross-border Cooperation Northern Portugal/ Galicia.

For this action it was take into account the specific contributions from SGM, namely the recommendations for the need of analyse the concluded projects undertake within POCTEP support.

## 2. Activities

The main necessary activities for its development are:

### \* Information collection:

- Carry out the collection of all information on planning and regional development related to cultural/ natural heritage.
- Collection of strategic studies and strategies already developed in the field of cultural heritage and in the cross-border cooperation area: catalogues and inventories of cultural goods, action strategies and promotion of cultural heritage.
- Collection of information on existing regulations (local, regional and national legislation).
- Cross-border mountain regions brands identification, perceive the impact of existing ones and see which ones have development potential in the future.
- If brands are not identified, study the possibility of creating (a) brand(s).

### \* Analysis of the documentation

Analysis of all the collected documents, understanding what the common points are and what are the fields in which proposals must be submitted with a view to obtaining an approximation to the way of proceeding on both sides of the border; guidelines for new legislation: other proposals.

### \* Proposal formulation

Proposals presentation for the improvement of cross-border cooperation, that will include procedures framed both in the daily life of organizations and individuals, as well as in legislative and normative proposals.

These proposals will result in the elaboration of a Matrix of analysis of the programs, regulations and norms of the natural and cultural patrimony management in the areas of cross-border mountain cooperation.

### **Matrix of analysis of the programs, regulations and norms of the natural and cultural patrimony management in the areas of cross-border mountain cooperation.**

The final document with proposals for intervention for cross-border cooperation in mountain territories, focused on the cultural heritage sector considered in all its aspects, tangible and intangible, mobile and immobile assets, will be structured from the 4 pillars of intervention for the future that the EU established in the context of the European Year of Cultural Heritage (2018):

- Engagement.
- Sustainability.
- Protection.
- Innovation.

These 4 pillars are distributed in different initiatives:

It is a set of initiatives that involves the way in which cultural heritage is managed and addressed, opening a source of hypotheses for future projects, some of which have already been identified by the European Union within the scope of this idea; others are included in the good practices disclosed and in the results of the work developed; others will also emerge as a result of the work that will be launched.

## 3. Partners/Participating entities

Project partners: Municipality of Montalegre and INORDE. Entities involved as stakeholders: Project Management Authority (Ministry of Economy); CCDR-N; ADRAT (PT); ICNF (PT); ADHIERE PG (PT); Xunta de Galicia (ES); rural environment, tourism and culture; Galicia-Northern Portugal Working Group; Universities; GAL (PT and ES); other specialists.

## 4. Schedule

Six months.

## 5. Costs

15.000 €.

## 6. Funding sources

The costs considered for the execution of this action refer to the technical work that will be carried out by the team of the Montalegre Municipality and Inorde.

Financially, support by their own budget.

## Action 2. Evaluation/ analysis of the projects financed through the cross-border cooperation programs

### 1. Relevance

As a complement to Action 1, focused on formal development tools, this action aims to address the history of executed projects with financial support from the cross-border cooperation programs, namely POCTEP (Cross Border Spain - Portugal).

It will have an impact above all on cross-border cooperation projects in the field of the enhancement of the Cultural and Natural Heritage in mountain areas, evaluating their results, with a view to improving the policy instrument and future projects, based on the Good practices identified.

For this, it is necessary to study the projects promoted by agents with intervention in mountain areas, as well as to evaluate the approved overall amount, to understand what is the percentage assigned to these projects in the whole program or what is the geographical area covered, among other evaluation criteria, which will be established in the design phase of the work methodology.

The evaluation of the results taking into account the parameters helps to improve the criteria considered in the next applications, under POCTEP programme.

All results will be submitted to the Programme Authority.

For this action it was take into account the specific contributions from SGM, namely the recommendations for the need of analyse the concluded projects undertake within POCTEP support.

## 2. Activities

The necessary tasks for the implementation of this Action include:

- Collection of studies and strategies developed in the field of cultural heritage and in the area of cross-border cooperation: catalogues and inventories, action and promotion strategies, existing and existing regulations at national, regional and local levels.
- Analysis of public visibility on the existence and impacts of POCTEP and the concept/ classification of “mountain areas”.
- Identification of the existing cross-border mountain regions brands and assessment of their potential benefits.
- Development and application of information collection tools, as well as interview scripts and questionnaires that will address existing projects.
- Survey management
- Conducting interviews.
- Preparation of final paper for analysis and interpretation of collected data.

## 3. Partners/ Participating entities

Project partners: Municipality of Montalegre and INORDE. Entities involved as stakeholders: Project Management Authority (Ministry of Economy); CCDR-N; ADRAT (PT); ICNF (PT); ADHIERE PG (PT); Xunta de Galicia (ES); rural environment, tourism and culture; Working Group Galicia-North of Portugal; Universities; GAL (PT and ES); other specialists.

## 4. Schedule

Eight months.

## 5. Costs

27.000 €.

## 6. Funding sources

The costs considered for the execution of this action refer to the work that will be carried out by the technical team of the Montalegre Municipality and Inorde.

Financially, support by their own budget.

- Collection and analysis of data on visitors from the surveys applied.
- Update the information on cultural heritage.

## Action 3. POCTEP. Results monitoring

### 1. Relevance

During the exchange of experience activities carried out, all the partners highlighted the importance of monitoring and follow-up of the execution of the project. The existence of a Commission to monitor the development and implementation of the Action Plan is relevant. Therefore, a Commission for Monitoring the Indicators of Execution and Results should be created. This commission should include CRinMA project partners (Municipality of Montalegre and INORDE), and potential stakeholders involved in the programme, for the Performance and Results Indicators.

### 2. Activities

The tasks inherent in this action are:

- Monitoring and updating of studies and strategies developed in the field of cultural heritage in the areas of cross-border cooperation, as presented in Action 1.
- Monitoring of the number of visitors to the heritage sites.

### 3. Partners/ Participating entities

Project partners: Municipality of Montalegre and INORDE. Entities involved as stakeholders: Project Management Authority (Ministry of Economy); CCDR-N; ADRAT (PT); ICNF (PT); ADHIERE PG (PT); Xunta de Galicia (ES): rural environment, tourism and culture; Working Group Galicia-North of Portugal; Universities; GAL (PT and ES); other specialists.

### 4. Schedule

Fifteen months.

### 5. Costs

15.000 €.

### 6. Funding sources

The costs considered for the execution of this action refer to the technical work that will be carried out by the technical team of the Montalegre Municipality and Inorde.

Financially, support by their own budget.



## Recommendations - Complementary actions

It is proposed to carry out in the future other actions/ projects that can benefit from support in the area of the cross-border cooperation political instrument, actions from which the basic concept of work is presented. These is based on the work realised for the analysis of the areas and the actions of the CRinMA project, especially that of the good practices identified.

The issue of the events was very relevant for the participating areas of various fields in which it was considered that there were very positive impacts.

Another important point of the analysis were the known difficulties, particularly: the lack of space and facilities, are some of the difficulties mentioned.

Thus, in addition to the 3 base actions of the plan, it was considered necessary to present other complementary proposals to be developed, such as pilot projects, with positive impacts on the revitalization of these regions. Thus, two additional proposals to be considered in the future are presented.

### Complementary Action 1. Common Heritage for Common Events

#### 1. Relevance

Some events/ festivals are becoming fundamental for the economy and identity of mountain areas. Throughout the year, these moments contribute to the cultural development of the populations, to the attraction of tourists and visitors and to the improvement of the local economy.

The analysis of local good practices and other regions grouped in the CRinMA, shows that these events are important for the local communities, for the promotion of cultural heritage and for its preservation.

For this action, the Good Practices that gave major contributions inspiring the elaboration of the action, were the “LETOHRAD and Festival of the Children of Mountains”, given their characteristics and analysis done, as written in previous sections.

#### 2. Activities

This action, which is now proposed, would seek to collect information on the cultural heritage and local products

related to it, for possible future use in strategic resources for cultural and economic development.

It would include the organization of a cross-border calendar of cultural events that happen on both sides of the border. The coordination of dates, the distribution of resources and the establishment of some joint actions for the promotion of cultural events in mountain regions could have future results. With this pilot action, the opportunity to organize events that occur simultaneously on both sides of the border is evaluated.

#### 3. Objectives

1. Organize and coordinate programs of cultural events in the cross-border mountain regions.
2. Encourage the local economy through this calendar of cultural events in the cross-border mountain regions.

#### 4. Partners/ Participating entities

Municipalities, associations of municipalities, county councils, regional and local development entities, local private associations, promoters of cultural events and festivals, social communication to support dissemination.

#### 5. Outputs

- 1 cross-border calendar of cultural events.
- 2 promotion campaigns of the calendar of cultural events.
- 1 report with identification of products and other resources capable of reviving local events and the economy.

### Complementary action 2. Revive the Heritage

#### 1. Relevance

The rural and mountain territories have buildings with historic value, both public and private property. Some of these places are in good state for the development of cultural events, tourist activities and other initiatives.

These are ways of preserving some, recovering others and contributing to the economic, social, cultural and environmental revitalization of the areas.

For this action, the Good Practices that gave major contributions inspiring the elaboration of the action, was the “Highlanders’s Carnival”, given his characteristics and analysis done, as written in previous sections.

## 2. Activities

Inspired by some good practices in this area, this action aimed to identify the built heritage, both public and private, without use or with a possibility of increasing its use or that may, in the future, be destined to cultural and/ or touristic purposes.

A team composed of technical experts from both sides of the border, qualified in the areas of tourism, heritage, architecture, engineering and planning, would identify possible interesting places, which would then undergo an assessment based on a model of previously approved procedure.

A form with basic information would be filled and depending on the development potential for its availability or improvement, the further complementary information would be acquired. The result would be a list of resources with basic information and then more detailed analyses would be developed for the cases with a potential for immediate evolution.

## 3. Objectives

1. Have a database with the availability of the built cultural heritage in the cross-border mountain regions.
2. Promote new business forms.
3. Preserve the built cultural heritage, and other patrimonial manifestations influenced by these processes.
4. Develop common cross-border strategies.

## 4. Partners/ Participating entities

The municipalities, associations of municipalities, councils, building owners, real estate, investors, associations and other cultural organizations, associations of local development.

## 5. Outputs

- 1 assessment of the situation of the built cultural heritage that is not in use or has a potential for development.
- 2 actions of dissemination of the project with the obtained results, with a view to giving visibility to the initiative and attracting more unidentified properties or those that have not proved willingness
- 1 digital promotion action for potential investors interested.



In the following table, are presented the main correlations of the actions here defined and presented and the Good Practices studied that most influenced the elaboration of the actions proposed within this Action Plan.

	Festival of the Children of Mountains	Highlanders' Carnival	LETOHRAD
<b>Action 1 - Common Planning for the Design of a Specific Strategy for Cross-border Mountain Areas.</b>	X	-	X
<b>Action 2 - Evaluation/ analysis of projects financed by cross-border cooperation programs</b>	X	X	X
<b>Action 3 - Results Monitoring.</b>	X	X	X
<b>Complementary Action 1. Common Heritage for Common Events.</b>	X	-	X
<b>Complementary action 2. Revive the Heritage.</b>	-	X	-



# Minas da Borralha

