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Подходы к межрегиональному сотрудничеству Страны Басков и Каталонии: сравнительный анализ

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Аннотация: В работе проведен сравнительный анализ приоритетов межрегионального сотрудничества двух испанских регионов: Страны Басков и Каталонии. Исследуются основные стратегические документы, определяющие цели, задачи и направления межрегионального сотрудничества автономий. Дана краткая характеристика факторов, влияющих на формирование принципов межрегиональных связей регионов. Выявлены нормы испанского законодательства, на основании которых Страна Басков и Каталония осуществляют взаимодействие с другими регионами. Особое внимание уделено определению ключевых вопросов партнерства испанских и французских территорий в рамках двух Еврорегионов: Новая Аквитания-Страна Басков-Наварра и Пиренеи-Средиземноморье. Также приведены основные задачи, зафиксированные в Программе председательства Каталонии в межрегиональном объединении «4 мотора для Европы». Кроме того, в работе выявлено влияние, которое имеют 17 Целей Устойчивого Развития ООН в иерархии приоритетов трансграничной деятельности обоих регионов. В результате исследования определены схожие и отличительные черты подходов Страны Басков и Каталонии к межрегиональному сотрудничеству.

Ключевые слова: Страна Басков, Каталония, Испания, Франция, Средиземноморье, Еврорегион, межрегиональное сотрудничество, план трансграничной деятельности, устойчивое развитие

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Approaches of the Basque Country and Catalonia to Interregional Cooperation: Comparative Analysis

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Abstract: The paper focuses on a comparative analysis of the approaches to interregional cooperation used by two Spanish regions: the Basque Country and Catalonia. The main strategic
documents which set the goals, tasks and directions of the autonomous regions in interregional
cooperation are considered. Factors that shape the principles of the regions in developing interregional links are described. Spanish legislation which lays foundation for interregional action
of the Basque Country and Catalonia is reviewed. Particular attention is paid to the key vectors
of partnership between the Spanish and French territories in the framework of two Euroregions:
New Aquitaine-Basque Country-Navarre and Pyrenees-Mediterranean. In addition, the main
tasks stipulated in the Programme of the Catalan Presidency in the interregional association the
Four Motors for Europe are examined. Furthermore, the paper identifies the role of the 17 UN
Sustainable Development Goals in the hierarchy of priorities for interregional action in both regions. As a result of the research, similarities and differences in the approaches to interregional
cooperation used by the Basque Country and Catalonia are underscored.

Keywords: Basque Country, Catalonia, Spain, France, Mediterranean, Euroregion, interregional cooperation, external action plan, sustainable development

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INTRODUCTION

The conceptual framework with regard to cooperation at the regional level was defined by the Council of Europe at the ninth session of the Congress of Local and Regional Authorities held in 2002. The report "Promoting transfrontier cooperation: an important factor of democratic stability in Europe" [1] sets the difference between the two following terms: "cross-border" cooperation and "interregional" cooperation. The document stipulates that "cross-border"

cooperation" means partnership between the authorities of regions that share a common land or sea border (for example, the Basque Euroregion New Aquitaine-Basque Country-Navarre). Whereas "interregional cooperation" is defined as interaction of the authorities of regions that do not have a common border (for example, the Four Motors for Europe, the network which includes Catalonia, Baden-Württemberg, Lombardy and Auvergne-Rhone-Alpes) [1].

The beginning of a new era in the interregional actions of the Spanish regions dates back to the death of Francisco Franco, who was in power in Spain from 1939 to 1975. As a part of Spanish democratic transition, a shift from an authoritarian to a democratic political system, a number of regions got their autonomous status back. The statutes of autonomy determined the framework of relations between the regions and the center. The documents set the level of authority for regional governments. The Basque Country and Catalonia alike worked out their Statutes of Autonomy in 1979 [2].

The agreement of 1979 [2] granted the Basque regional government the right to develop interregional relations in the way that does not contradict the foreign policy of Spain. Moreover, institutions of the Basque Country do not have the authority to act as subjects of international law – "to carry out diplomatic activities or sign treaties on their own behalf", thereby encroaching on the exclusive competence of the Spanish Kingdom in the foreign policy [2].

The Catalan government, as its Statute of 1979 [3] envisages, enjoys the right to develop interregional relations with a similar set of limitations. The Statute emphasizes that external actions "must not under any circumstances constitute an assignment of competencies possessed by the subjects of international law" [3]. Catalonia does not have the authority to open diplomatic missions abroad and sign treaties in which it acts as an independent subject of international law.

GEOGRAPHICAL PRIORITIES OF THE BASQUE COUNTRY INTERREGIONAL COOPERATION

The External Action Plan [4] is the document that sets the main directions of interregional cooperation of the Basque Country. Interaction with the European regions tops the list of priorities for the Spanish autono-

my. The coordinating body responsible for the implementation of the tasks envisaged in the document is the Agency for Interregional Relations. The External Action Plan for 2018-2020 [4] emphasizes that the United Kingdom, Germany and France are "traditional partners of the Basque Country", with which the latter has "extensive trade ties" [4]. The "partner regions" are Wales, Scotland, Bavaria and New Aquitaine. The main spheres of cooperation are science, business, culture and tourism. The participation of the Basque representatives in the interregional decision-making bodies, for example, in the EU Committee of Regions, is "an important area of institutional partnership with the European Union" [4]. The document pays special attention to relations within the Euroregion New Aquitaine-Basque Country-Navarre, which is characterized as a "key geographical priority" [4]. This Euroregion includes three areas inhabited by the Basque people: two Spanish (the Basque Country and Navarre) and one French (New Aquitaine).

Two major factors that shape the priorities of the Basque Country in its strategy of interregional relations are: geographical proximity (The Euroregion New Aquitaine-Basque Country-Navarre) and a strong feeling of national identity embedded in the population of the regions (Wales, Scotland, Bavaria).

In Latin America such regions as Queretaro (Mexico) and Cundinamarca (Colombia) are declared the most important partners. The External Action Plan 2018-2020 underscores that these areas have "potential for growth", hence there are "prospects for enhanced business, academic and cultural ties, as well as joint projects in various fields" with the above mentioned territories [4].

In Asia the priority countries are Japan, China and India. The Plan emphasizes that the Japanese regions are "a reference point for best practices in innovative development, 2021;8(1);123-135

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gastronomy and culture" [4]. For its part China has "great investment potential combined with the size of the domestic market". In particular, the Basque document characterizes relations with the Chinese province of Jiangsu as a "strategic alliance". With regard to India, the Plan states that the regions of this country are "future potential partners of the Basques" [4].

GEOGRAPHICAL PRIORITIES OF CATALAN INTERREGIONAL COOPERATION

The white paper Europe Plan [5] sets the major tasks of the Catalan interregional strategy. In particular, the document defines the key priorities of the autonomy in the European direction. A specialized executive body in the field of interregional cooperation is the Ministry for Foreign Action, Institutional Relations and Transparency [6].

The main priority for Catalonia is the European Union, the same as for the Basque Country. The autonomy seeks to participate in various interregional formats. Barcelona, where the Secretariat of the Union for the Mediterranean is located, possesses the status of the "capital of the Euro-Mediterranean" [7]. It enables Catalonia to have a say in setting the agenda for expanding ties between the regions of the 42 states that make up the Union. The most important direction of cross-border cooperation for Catalonia is enhancing the partnership within the Euroregion Pyrenees-Mediterranean, in which Catalonia, the Balearic Islands and the French region of Occitania interact.

In Asia, similar to the Basque Country, Catalonia proclaims Japan, India and China as priority partners. The Catalan government pays a great deal of attention to the rapidly developing Asian economies, as well as to such giants as India and China due to the fact that "the Indians and the Chinese reside in Catalonia" [6].

In Latin America the Catalan government fosters links with countries that "share histor-

ical and cultural ties with Catalonia", along with those states that are "major centers of residence for Catalan immigrants": Argentina, Uruguay and Mexico [6].

In addition, special importance is attached to relations with the governments of the autonomous regions where local population has a strong feeling of national identity: Flanders and Quebec.

PRIORITY FUNCTIONAL AREAS OF THE BASQUE COUNTRY INTERREGIONAL COOPERATION

The External Action Plan of the Basque Country for 2018-2020 [4] sets five strategic objectives for the interregional activities of the autonomy:

- Promoting the attractiveness of the Basque Country abroad;
- 2. Promoting the interests of the Basque enterprises;
- 3. Contributing to the solution of global challenges enshrined in the UN Sustainable Development Agenda;
- 4. Contributing to the development of the European project;
- 5. Gaining expertise in innovative development [4].

The implementation of the first task is embedded in a set of successful actions of the Basque Country in the remaining four strategic areas. At the same time, particular attention is paid to innovative and sustainable development, where the Basque autonomy seeks to put into practice such policies that could serve as a benchmark for other regions [4].

The second objective is encompassed in the Basque Country Internationalization Strategy 2020 [8]. The document states that the region will continue attracting private investment in research and development (R&D). In this regard, the autonomy participates in various forums and cooperates with partner regions on the projects of mutual interest in the pri-

ority areas. In addition, a public-private fund of 250 million euros has also been set up to promote Basque enterprises, increase their competitiveness and support the international development of the Basque companies with high technological potential [8].

The Basque Country proclaims the need to form a positive image of a region that pursues successful policy in achieving the 17 UN Sustainable Development Goals (SDGs) as its third task. Special Secretariat has been set up which is now gathering expertise concerning international best practices in relation to the SDGs. This institution is also working with the Secretariat of the Spanish Prime Minister's Office to elaborate steps towards the implementation of the relevant policy in the autonomy. It implies the involvement of all stakeholders via a multi-level, public-private approach in order to effectively put into practice the Basque Country 2030 Agenda [9]. It consists of 15 goals that are in line with the UN Sustainable Development Goals. The Basque SDGs Plan for 2030 is expected to improve Spanish public policy and set priorities for actions at the regional level [10]. The project lays foundation for broad cooperation, as well as encourages the establishment and strengthening of both domestic and interregional partnerships.

To achieve the fourth objective the Basque Country is seeking to enhance its participation in European business forums. One of them is the Enterprise Europe Network, where issues related to innovative development and the introduction of "green" technologies are discussed. Moreover, the Basque Country aims to expand cooperation with the regions of the EU countries within the framework of COSME (the EU programme for the Competitiveness of Small and Medium-Sized Enterprises) [11].

In accordance with the fifth task the Plan for the Development of Science, Technology

and Innovation 2020 was worked out [12]. The document underscores the necessary steps to strengthen the position of the Basque Country as an innovative European region. The goal is to make the autonomy a leader in R&D, high-tech industries, green energy and biotechnologies [12].

The geographical location makes it possible to characterize the Basque Country as a "key link" of the Atlantic Corridor. The autonomy occupies a strategic position in the system of European transport communications by connecting the Iberian Peninsula with Central Europe [8]. In the field of transport, Basque companies seek to participate actively in international logistic projects. In particular, the region will play an important role in coordinating the construction of a new international railway network between Spain and France [10].

PRIORITY FUNCTIONAL AREAS OF CATALAN INTERREGIONAL COOPERATION

The development of interregional cooperation in Catalonia is based on four pillars:

- 1) expanding the presence of Catalan businesses abroad;
- 2) innovative development;
- 3) increasing influence in the EU;
- 4) creating an attractive image [5].

The Catalan government has elaborated a strategy for interregional relations, giving priority to strengthening ties with the European Union, the Mediterranean region, as well as international organizations. In addition, Catalonia is firmly committed to the UN 2030 Agenda for Sustainable Development and its 17 Goals [6].

The priority functional area for Catalonia is increasing its role in the EU interregional institutions. The white paper Europe Plan [5], which shapes the policy Catalonia pursues in its relations with the Union, sets two goals: to expand the influence of Catalonia in Europe and to promote the participation of citizens

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and businesses in the European project. The tools to reach these goals as identifies the Plan are "participation of civil society and dialogue" [5].

Among the main priorities the Plan declares: "strengthening the economic and monetary union", providing the EU with "a broad variety of tools to counter crises", along with "improving the functioning of the European institutions" [5]. In addition, in the document Catalonia calls for a review of the European Neighbourhood Policy (ENP), which should pay special attention to the role of the Mediterranean region. Catalonia maintains that it is crucial for the EU countries to be more active in pursuing policies aimed at achieving the UN Sustainable Development Goals 2030 [5].

The European Neighbourhood Policy aims to strengthen and improve the effectiveness of the EU relations with the countries of Southern Mediterranean and Eastern Europe. The ENP was updated in 2015 and strives for an area of "security and prosperity" [13]. The Union for the Mediterranean was proclaimed as one of the vital tools for "developing cooperation with southern neighbours". Indeed, it lays foundation for interaction between the southern regions on the implementation of joint projects [13].

Furthermore, Catalonia calls on the EU to prioritize relations with the Union's southern neighbours and the Mediterranean region within the framework of the ENP. This mechanism should become more flexible and involve dynamically regional governments. Catalonia seeks to contribute to the promotion of the new European project for the Mediterranean through a regional model that will be capable of dealing with the current challenges of the European Union [5].

In addition to the European Union, cooperation with the United Nations Educational, Scientific and Cultural Organization (UNESCO) is another equally important direction for

Catalonia. The relevance of the organization for the autonomy is determined by its work in humanitarian sphere which is "of great significance for Catalan interests" [14]. The regional government has maintained stable relations with UNESCO for more than thirty years. Three agreements on cooperation that underpin the partnership were concluded in 2003, 2006 and 2013. The latest memorandum of understanding was signed in Paris in June 2013 by then President of the Government of Catalonia, Artur Mas, and then Director-General of UNESCO, Irina Bokova. The agreement, which is currently being updated, has significantly deepened the existing links between Catalonia and UNESCO [15].

The Memorandum of Understanding dated 2013 envisages the following mechanisms of partnership: exchange of experts, direct cooperation on projects of common interest, translation of relevant UNESCO reports and documentation into Catalan, along with the organization of joint information campaigns [14].

COOPERATION OF THE BASQUE TERRITORIES WITHIN THE EUROREGION NEW AQUITAINE-BASQUE COUNTRY-NAVARRE

The Basque Country and Catalonia alike carry out cross-border cooperation within the framework of the relevant institutions of the European Union. It is worth emphasizing that Euroregions are the prior tool for this type of interaction within the EU. A Euroregion is a partnership of territories which share a cultural, linguistic or historical identity. These are the pillars that lay foundation for mutually beneficial socio-economic and cultural relations.

Currently Euroregions operate within the framework of the European Groupings of Territorial Cooperation (EGTCs) established in 2006. The main task of this institute is to promote cross-border cooperation between regional and local authorities of various EU

member states. At the same time, it should be emphasized that Euroregions do not possess any political power and, therefore, cannot set up new independent state institutions [16]. This condition implies that the administration of Euroregions requires the participation of the relevant regional authorities and the governments of the countries to which the cooperating territories belong.

In 2014 the General Secretariat for External Action of the Basque Country laid foundation for a new stage in cross-border cooperation between French New Aquitaine and the Spanish Basque Country. Key principles were enshrined in the Strategic Plan of the Euroregion for a six-year period [17]. The document outlines priority areas for joint action aimed at creating more favourable and close relations in economic and social spheres between the territories [18].

The Euroregion 2014-2020 Strategic Plan [17] focuses on the development of cross-border cooperation between the neighbouring regions in order to strengthen ties the Basque Country has with the Pyrenees-Atlantiques department and the French Basque territories that form a part of it. The Euroregion New Aquitaine-Basque Country-Navarre will also promote cooperation and joint projects between the government of the Basque Country and the Regional Council of New Aquitaine in areas where "the effect of interaction will become synergistic" and will strengthen the image of the Basque people in Europe [17].

The deepening of inter-sectoral relations tops the agenda of the Basque Euroregion. Furthermore, another goal is to enhance the ecosystem of business partnerships between Navarre, the Basque Country and New Aquitaine in such industries as innovative manufacturing, energy and agrifood. In addition, the Euroregion promotes forums on cross-border cooperation in order to identify potential strategies and methodologies that can boost

further development of interaction. The partnership in the Euroregion does not overlook historical and cultural aspects of the Basque people – four languages of the Euroregion: Occitan, Basque, Spanish and French constitute the "fundamental value" of this regional cooperation as enshrined in the Euroregion Strategic Plan 2014-2020 [17].

CATALONIA IN THE EUROREGION PYRENEES-MEDITERRANEAN

The Euroregion Pyrenees-Mediterranean, which is comprised by two Spanish territories (Catalonia and the Balearic Islands) along with a French one (Occitania) proclaims as its main goal the formation of an "area of cooperation with an emphasis on innovation and sustainable development" [19]. In addition, the central task is to strengthen the influence of the three regions in the European arena. In 2017 a document titled "The Post-2020 Pyrenees-Mediterranean Euroregion" was published [19]. It highlights the following priorities:

- 1. Development of the Euroregional ecosystem of innovative interaction between companies of the three regions;
- Promotion of sustainable development of territories;
- 3. Preservation and strengthening of cultural identity [19].

The Euroregion also aims to play an active role in the Mediterranean. The document notes that "this area is of particular importance for the Euroregion, as it has the potential for innovative growth and development, but at the same time is a source of new challenges for the European Union" [19].

Within the framework of this Euroregion, work on joint infrastructure projects aimed at the introduction of "green" transport is being carried out. It is accompanied by a set of measures to promote logistic cooperation between companies in order facilitate the movement of goods within the Euroregion. With

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regard to innovations, cooperation is carried out in telecommunications, "green" energy, as well as biotechnologies. The humanitarian dimension of the Euroregion is dynamically developing. In particular, there is an online platform Eurocampus, which unites more than 510 000 students and 45 000 scholars from the three regions. Additionally, in 2010 a network of start-up incubators was set up in order to stimulate the development of business cooperation between the territories [20].

CATALAN STRATEGY OF COOPERATION IN THE MEDITERRANEAN REGION

The Mediterranean is a crucial area for Catalan interregional cooperation. In 2018 the Catalan government issued a document titled MedCat 2030 (Mediterranean Catalonia 2030) [21] and the Action Plan for 2019-2022 [6]. Both strategic papers are meant to update the Catalan vision of the European part of the Mediterranean as well as to identify new approaches to interaction with the regions of the EU member states that are located along the coastline.

MedCat 2030 [21] defines three main directions and seven strategic goals to be implemented in three consecutive four-year action plans. Three key areas until 2030 are the following:

Commitment to the global agenda and promotion of a regional model aimed at seeking joint solutions to socio-economic challenges that effect the interregional actions of the autonomy.

Within the framework of this direction, the following three goals are emphasized. First of all, the document proclaims the need for Catalan active participation in the elaboration of the regional agenda for the Mediterranean. Secondly, Catalonia also calls for increased opportunities for interaction between civil societies that represent different territories of the Mediterranean states. Whereas the third

goal is to expand scientific and economic cooperation as a "driving force for inclusive growth" of the Mediterranean regions [21].

Promotion of a new European project for the Mediterranean. The implementation of this goal is based on a set of measures that will strengthen business partnership between Mediterranean companies and turn the region into one of the top priorities of the European policy [21].

Strengthening the position of Catalonia in the Mediterranean. There are two indispensable steps towards achieving this goal: firstly, promotion of the autonomy as a Mediterranean center, secondly, "internationalization of Catalonia" aimed at increasing its "attractiveness" [21].

Mediterranean humanitarian dimension plays a special role in the system of Catalan interregional cooperation. It is worth underscoring that 21% of foreign residents in Catalonia represent the European countries located along the Mediterranean Sea coast. Furthermore, almost 25% of academic mobility derives from the Mediterranean states. Additionally, Catalonia is the largest logistic center in Southern Europe and the Mediterranean countries account for 28% of the total passenger traffic in Catalan air and sea ports [6].

CATALONIA IN THE INTERREGIONAL NETWORK FOUR MOTORS FOR EUROPE

An important format of cooperation for Catalonia is the Four Motors for Europe [22]. Its foundation dates back to 1988. It is an interregional network for interaction between the territories of Spanish Catalonia, German Baden-Württemberg, along with Italian Lombardy and French Auvergne-Rhone-Alpes. The format is aimed at increasing economic, scientific, social and cultural potential of the four areas. The cooperation within the Four Motors relies on institutional flexibility and does not have its own governing bodies

or budget. The chairmanship is based on the principle of rotation and lasts for one year [22].

On September 25, 2020 Catalonia assumed the presidency in the network. The Spanish region put forward its Programme for the development of the block [23]. The proposed document focuses on the 17 Sustainable Development Goals until 2030 and the implementation of measures within the framework of the European "Green Deal" [6]. In addition, according to the Programme, the Catalan presidency is focused on the recovery of the regions from the aftermath of the COVID-19 pandemic [23].

The Programme of the Catalan chairmanship is based on three areas of sustainable development: economic, social and environmental. The elaboration of the document was a result of broad interdepartmental consultations with all the ministries of the Catalan Generalitat. The document includes more than thirty initiatives. Such a high number of proposals was not reached by any of the three previous chair-regions of the Four Motors [23].

CONCLUSION

Having completed the analysis of the strategic documents that shape the approaches to cross-border and interregional actions of the Basque Country and Catalonia, it is worth concluding that they have more similarities than differences. For both autonomies, cooperation with the regions of the European Union member states is a priority. The Basque Country and Catalonia alike participate in the Euroregions — New Aquitaine-Basque Country-Navarre and Pyrenees-Mediterranean respectively. Interaction in these formats is carried out in economic, business, social and cultural areas. The regional priorities of the two autonomies are shaped predominantly by the geographical location of each territory. However, interregional activities of the

Basque Country are also influenced by the common ethnic ground that unites the Spanish and French Basques. Cross-border interaction with the French regions, Occitania (for Catalonia) and New Aquitaine (for the Basque Country), tops the list of priorities for both Spanish territories. At the same time, a specific feature of Catalan interregional activities is their focus on the Mediterranean region, what potentially enables a broader involvement of partners in cooperation. In addition, unlike for the Basque Country, the Euroregion is not the only format of cooperation for Catalonia in the European area. The Spanish autonomy along with 3 other regions of Germany, Italy and France, takes part in the interregional network the Four Motors for Europe. Additionally, Catalonia is more actively interacting with the UN specialized agencies, in particular with UNESCO.

The priority functional areas of the interregional activities of both autonomies have the following similarities: the regions seek to create investment attractiveness and protect the interests of their companies abroad, as well as to enhance interregional cooperation in order to exchange expertise in innovative development.

The strategies of the interregional actions of each region are characterized by the desire to contribute to the implementation of the 17 UN Sustainable Development Goals until 2030. The Basque Country pays it a great deal of attention, since the region itself has elaborated the Plan for the fulfillment of the global agenda. The autonomy prioritizes the achievement of the Goals within its own territory and the Euroregion in order to become a benchmark for other regions to follow. For its part, Catalonia considers participation in multilateral institutions and broad interregional cooperation as the most effective mechanisms for fulfilling the agenda of sustainable development.

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