

Development of cross-border regions

Klára Dr. Czimre

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Interdiszciplináris és komplex megközelítésű digitális tananyagfejlesztés a természettudományi képzési terület mesterszakjaihoz

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Előszó

A jelen digitális tananyag a TÁMOP-4.1.2.A/1-11/1-2011-0025 számú, "Interdiszciplináris és komplex megközelítésű digitális tananyagfejlesztés a természettudományi képzési terület mesterszakjaihoz" című projekt részeként készült el.

A projekt általános célja a XXI. század igényeinek megfelelő természettudományos felsőoktatás alapjainak a megteremtése. A projekt konkrét célja a természettudományi mesterképzés kompetenciaalapú és módszertani megújítása, mely folyamatosan képes kezelni a társadalmi-gazdasági változásokat, a legújabb tudományos eredményeket, és az info-kommunikációs technológia (IKT) eszköztárát használja.



Chapter 1. Introduction to the basic terminology related to cross-border co-operation

Borders are integral parts of our everyday lives from our birth – or even before. They can be personal, social, political, economic, mental, physical, natural or artificial, etc. It depends on us whether we see them as positive or negative, or we find them useful or useless. Some nations have more than one word for the “border phenomenon”, while others have only one. Some people feel the weight and burden of borders in their everyday lives, while on others they have no impact at all. In Europe, the issue of borders has become of special relevance as a result of the disappearance of the Iron Curtain and European Union’s goal of removing all borders that inhibit life and work in the common European space. Thus, there are parts of Europe where the population aged under 25 has never experienced what it is like not to be able to travel free around the continent.

Every nation has its own set of terms used for the borders of their country. The terminology, thus varies country by country. (Figure 1.1 – *animated map*)



Figure 1.1 Terms used for borders in Europe

Nevertheless, the meaning and contents of these terms are the products of history which have changed a lot as the integration processes accelerated on our continent. Therefore, in Europe – and slowly all over the world – more and more new border related terms are introduced which shift the original meaning of borders and add a new dimension to them. The nature of cross-border relations and co-operations is clearly produced by the will of people and powers, and strengthen the connecting nature of borders as opposed to their separating role.

1. Border, boundary or frontier?

The terms border, boundary and frontier seem to be regarded as interchangeable in our everyday conversations. Very often the various means of media (newspapers, magazines, radio, television, internet) also use these three

terms as synonyms. Besides the various meanings attached to the terms by the different disciplines, there are also several approaches which may be taken into consideration.[1] [186]

1) *Semantic approach*: In many European languages, including British English, the term **frontier** is a synonym for border. In the Americas, and especially in the United States, **border** means boundary, between countries, between the states of the United States, etc. **Frontier**, typically but not exclusively, refers to a historical boundary between expanding European settlements and indigenous settlements. Thus in English usage in the United States, frontiers and borders are very different concepts and refer to quite distinct social markers.

2) *Historical approach*: Since the founding of the first states in human history in Mesopotamia some five thousand years ago, boundaries or borders have generally been vague, imprecise zones in which political – and to a lesser extent economic, social, and cultural – control fades away. That is, borders, boundaries, borderlands, and frontiers are zones or regions with some dimension, where there is a shift, more or less gradual, from control by one state to another or to an absence of state control.

3) *Time and space approach*: At different times and in different places the above concepts had different meanings, and they have been implemented in different ways. Often a word translated as **border** from one language to another had behind it a different meaning, a different concept of markers, and even different ethical and political implications of what that “border” entailed.

4) *Connotation approach*: The meanings of the above terms and their implementation have changed over many millennia. Throughout these changes there have often been disconnects or divergences between their social reality and what various actors (individuals or states) thought they should be.

5) *Scale-based approach*: Almost any border or boundary zone, when viewed from a sufficient distance, appears as a sharp line. When viewed up close, however, it becomes a zone having some width and often having blurry edges. So from a central capital, a border or frontier may seem precise. Yet from the perspectives of those living on or nearby the boundary or frontier, or even from the perspectives of those charged with administering or controlling it, it can be quite vague and often contentious.

Prescott and Triggs, political geographers, make a clear differentiation between the three terms: “A *boundary* is a line while a *frontier* and a *border* are different kinds of areas.” They give an explanation for the two latter: “The term frontier has two meanings. Long ago political frontiers separated tribes or kingdoms or principalities throughout the world. These frontiers were not controlled by either side. They provided refugees for outlaws. ... The second meaning of frontier refers to the settlement frontier within a large country such as the United States of America or Australia. It represents the distinction between occupied and controlled land and unoccupied and uncontrolled land.” “The terms *border* and *borderland* are synonyms. They are both zones of indeterminate width that form the outermost parts of a country, that are bounded on one side by the national boundary.”[2] [186]

David Newman and Anssi Paasi, political geographers, remark that “Boundaries, by definition, constitute lines of separation or contact. This may occur in real or virtual space, horizontally between territories, or vertically between groups and/or individuals.” Besides, as Newman and Paasi suggest, they also focused on the definitions “distinguishing boundaries and borders from frontiers, boundaries from borders, borders from borderlands and political frontiers from settlement frontiers.” They concluded that “Boundaries and borders were initially conceived as being no more than lines separating sovereign territories, while frontiers were assumed to constitute the area in proximity to the border whose internal development was affected by the existence of the line.” [3] [186]

In his work “Studying international borders in geography and anthropology: paradigmatic and conceptual relations” Duška Knežević Hočevár in 2000 studied the terms in the geographic and anthropologic perspective, concluding – inter alia – that “we can agree with Cohen that the term “boundary” was used by geographers mainly to denote political boundaries...”.[4] [186]

In sum, we may establish that all disciplines and many authors have made and – still make – attempts to define the phenomenon distinguishing between borders, boundaries and frontiers.

2. Border region and cross-border region

In European terms, and more especially in terms of the EU policy, those NUTS level 3 regions are regarded **border regions** which lie along international borders. (Figure 1.2) That is, they share a common border with a

neighbouring country. We may also consider the definition provided by Jouni Häkli and David H. Kaplan saying "... it is sometimes relevant to understand borderlands as narrow strips around state boundaries, in other cases an entire national territory or ethnic homeland may emerge as a hybrid cultural borderland riddled by histories of political and military conflict."[5] [186]

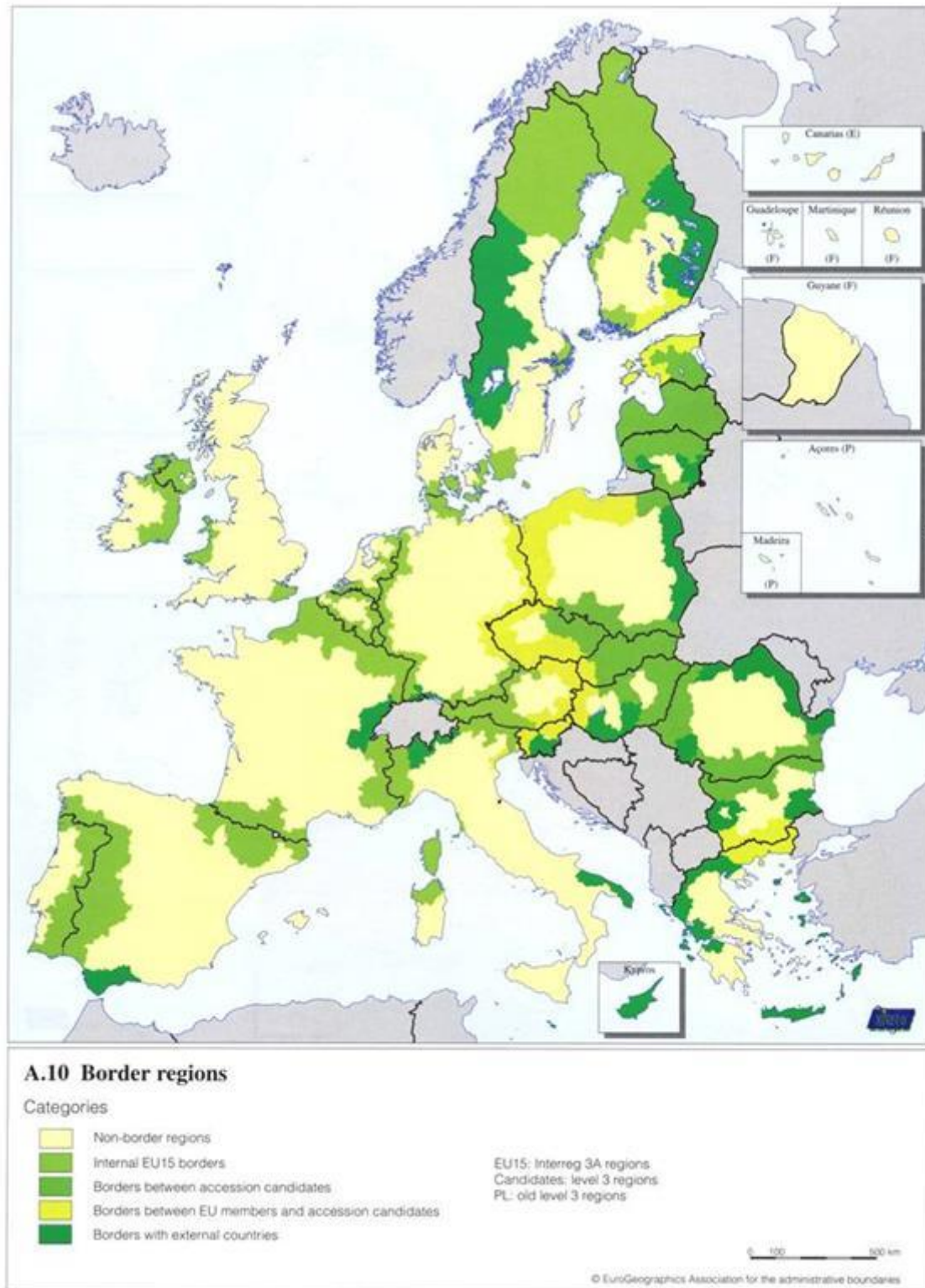


Figure 1.2 Border regions in Europe (Source: *Second Report on Economic and Social Cohesion*, 2001)

Cross-border regions are territorial entities that are made of several local or regional authorities that are co-located yet belong to different nation states. In Europe there are a large number of cross-border regions.

European cross-border regions are most commonly constituted through co-operation between border municipalities, districts or regions. (Figure 1.3)

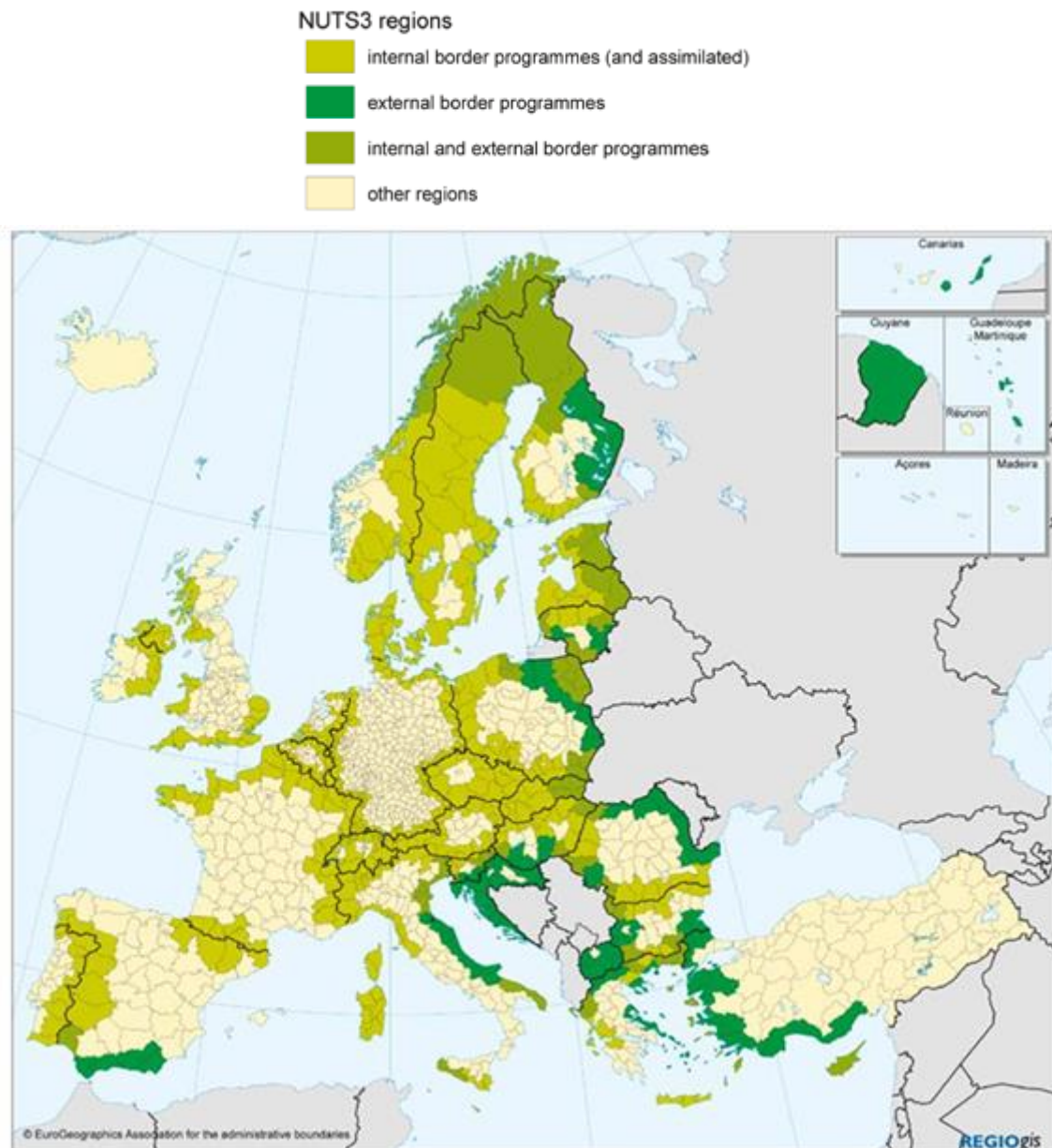


Figure 1.3 Cross-border cooperation programme areas (ERDF, IPA and ENPI), 2007-2013 (Source: http://ec.europa.eu/regional_policy/sources/docgener/focus/2011_01_typologies.pdf)

For the local and regional authorities engaged in cross-border regions means getting access to a role long reserved for central state actors. Legally, the first cross-border regions were based on agreements with varying degrees of formality and mostly relied on good will.

3. Complementary terms related to borders

It is worth to take into consideration all those terms and expressions which in a way contribute to the discussion of (cross-)border regions. R. Hartshorne in his work “Suggestions on the terminology of political boundaries” in 1936 introduced terms such as *antecedent* boundary, *pioneer* boundary, *subsequent* boundary, *consequent* boundary, *superimposed* or *discordant* boundary, and *relict* boundary.[6] [186] Peter Haggett (2001) also used some of the above expressions in his model set up in 1979 for visualising the evolution of boundaries, that is on the basis of when they originated in comparison with settlement. (Figure 1.4 – *animated model*) “*Subsequent boundaries* are those that are drawn after a population has become well established in an area, and the basic map

of social and economic differences has been formed. ... By contrast, *antecedent boundaries* precede the close settlement and development of the region they encompass. Groups occupying the area later must acknowledge the existing boundary. ... The third type, *superimposed boundaries*, is the converse of antecedent boundaries, in that they are established after an area has been closely settled. This type of boundary normally reflects existing social and economic patterns.”[7] [186]

4. EU internal border and EU external border

In our study of borders we relate to and concentrate on the European Union cross-border policy. Therefore, the terms internal border and external border are used in a geographical sense, that is **internal border** meaning the border *within* the European Union, and the **external border** being *along* the border of the European Union, and not as defined in the Schengen Agreement. We could also say that *internal borders* are those borders which separate two EU Member States, while *external borders* are those borders which separate an EU Member State from a non-member state.

This rather simple classification forms the basis of the typology used for the comparison of cross-border co-operations. As for deeper analysis we also need to differentiate between various subtypes of the internal and external borders. The internal borders may be further subdivided as internal borders between (1) old member states, (2) an old member state and a new member state, and (3) new member states. The co-operations along these three subtypes differ from one another not only geographically but also from the aspects of history, law or finance. The external borders may be also further subdivided depending on the year of the EU accession of the members. Thus the co-operations along the external borders of the European Union may be formed along the external borders constituted by (1) old member states or (2) new member states. Nevertheless, a third type appears here when taking into consideration the position of the non-member state since the external borders with candidate countries or potential candidate countries may be regarded as temporary external borders, while the external borders with non-candidate countries are regarded as permanent external borders.

5. Names of border sections

Geographically speaking the borders can have two names at the same time depending on which side of the border we live. For us living in Hungary, the borders with the neighbouring countries are named with the word *Hungarian* coming first. Thus, our common border with Romania is the “Hungarian-Romanian border”. Nevertheless, our Romanian neighbours call it Romanian-Hungarian border. For those who are not residents of either of two neighbouring countries, it might cause a dilemma which way to name the given border. For example, if we discuss a cross-border co-operation or cross-border project set up along the border between Portugal and Spain, then the question arises whether it is the *Portuguese-Spanish* or the *Spanish-Portuguese* border that we talk about. Many authors in these cases use the alphabetical order and would say Portuguese-Spanish. Another method for naming is to start with the name of that country from whose aspect we discuss a related issue. Although, in some cases the latter might seem to be more complicated to decide but it is more informative and more precise.

6. Cross-border co-operation

Cross-border co-operation is the process of working or acting together for a common purpose or benefit across borders of two or more countries. The European Commission in its Glossary related to Enlargement, defined cross-border co-operation as it follows: “Cross-border co-operation (CBC) under the Phare programme aims to encourage economic convergence through integration and thus to prevent the creation of economically less favoured peripheral zones. It concerns the management of the candidate countries’ border regions with neighbouring countries.”[8] [186] Furthermore, the European Commission makes a distinction between direct (or transnational) and indirect CBC. **Direct CBC** is a form of collaboration of different countries, regions sharing the same border intended to yield benefits and reach common goals, and **indirect CBC** is a form of collaboration of different countries, regions across borders that are not necessarily shared borders. Relying on the above, Sonya Gerfert proposed the following definition (2009): “Cross-border co-operation is a form of international co-operation exercised bilaterally or multilaterally between countries or regions across shared and non-shared borders to yield benefits or reach common goals.”[9] [186]

Based on the above, it may be established that taking into consideration of the European Union and the European integration processes, cross-border co-operation is understood as cooperation and collaboration between local and regional authorities on the two sides of a national border aiming at the joint management of

various activities. As Celata and Coletti found “The concept was first introduced in the 1950s, when a number of local authorities in border areas have initiated to collaborate practical issues regarding transborder activities, and with the more general idea of having to deal together with the economic marginalization that were experienced being physically and socially far from the political and economical centres of their national territories. An association of municipal authorities, on both sides of the Dutch-German border, have created in 1958 the euroregion *Euregio*, a joint body founded with the objective of pursuing regional cooperation.”[10] [186]

7. Euroregion or euregion?

In Europe the most active and most effective forms of cross-border co-operations are related to the co-operations mostly involving NUTS level 3 regions. These are the so-called euroregions or euregions. Nevertheless, the name for these cross-border co-operation forms is not standardised in Europe. It may be established as a tendency that while they are more likely to be called euregions in Western Europe, they more often bear the name euroregion in Central Europe. Both terms are used all over Europe but we must learn the pros and contras related to them.

When the first **euroregion** was created in 1958 (EUREGIO) the name did not bother since the first part of the term “Euro-” simply referred to Europe. However, after the introduction of the Euro, the common official currency, misunderstanding began and many thought that euroregions were regions which belong to the Eurozone. The development of regional policy and the growing importance of the regional level also evoke some misunderstanding. As the term **euregion** was often mistaken as a term used for EU regions, i.e. EU NUTS level 2 regions used for comparative analysis of the economic development of the European Union.

Now the question arises: which term should be used? To make it more simple and clear: both terms are used by the relevant cross-border co-operations as well as by the experts. It is only that we need to make sure that the audience or the readers are aware of the topic we discuss and do not make false associations. When it is not the official registered name of any concrete co-operations, the term euroregion is used consequently.

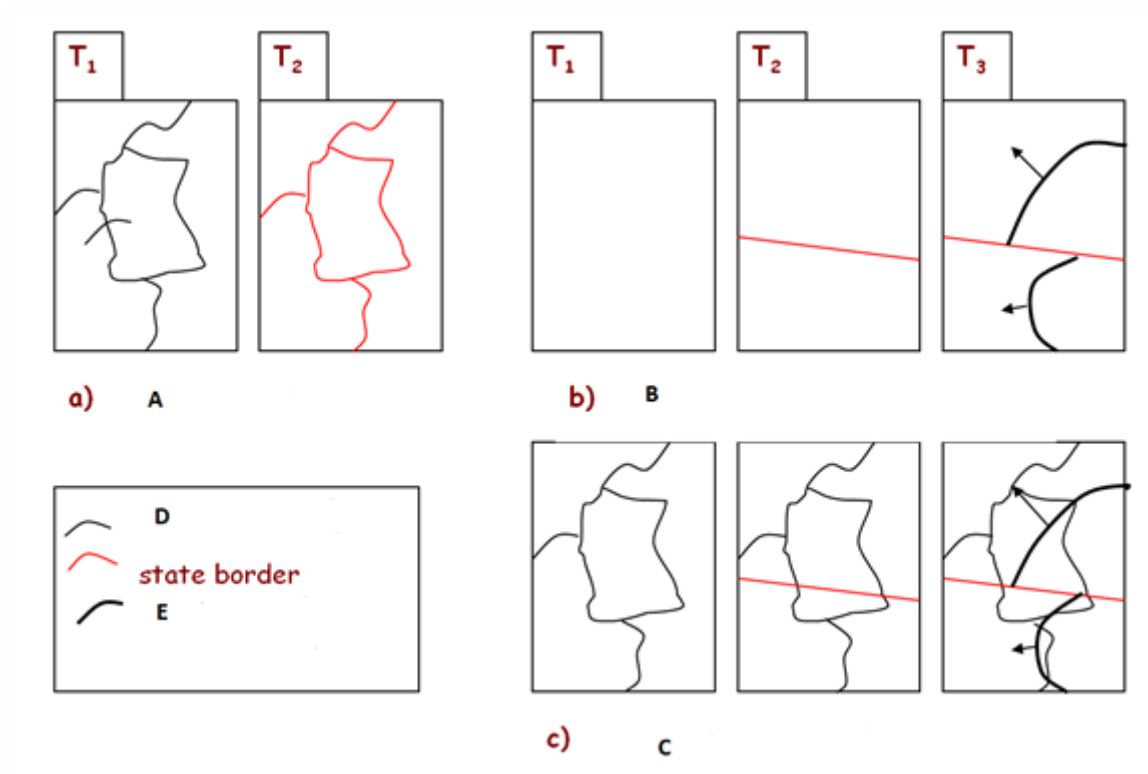
8. Test your progress

(online)

UserId: hallgato *Password:* Hallgato_12

I. Pair the letters on the Figure below with the numbers standing for the following words and expressions:

- 1) superimposed boundaries
- 2) border line of the settlement
- 3) antecedent boundaries
- 4) original cultural or ethnic separating line
- 5) subsequent boundaries



II. True or False?

- 6) Those NUTS level 2 regions are regarded border regions which lie along international borders.
- 7) Cross-border regions are territorial entities that are made of several local or regional authorities that are co-located yet belong to different nation states.
- 8) Indirect CBC is a form of collaboration of different countries, regions across borders that are shared borders.
- 9) In many European languages, including British English, the term frontier is a synonym for border.
- 10) The external borders may be also further subdivided depending on the year of the EU accession of the members.

III. Fill in the gaps using the following words:

- 11) border
- 12) national boundary
- 13) borderland
- 14) boundary
- 15) frontier

A A is a line while a B and a C are different kinds of areas.

The terms border and D are synonyms. They are both zones of indeterminate width that form the outermost parts of a country, that are bounded on one side by the E .

Correct answers:

- 1) C
- 2) E

- 3) B
- 4) D
- 5) A
- 6) F
- 7) T
- 8) F
- 9) T
- 10) T
- 11) C
- 12) E
- 13) D
- 14) A
- 15) B

Chapter 2. History of cross-border co-operations

During history, as the centuries were passing by, the territorial ratios of the states, countries and regions were constantly changing. The historical events, notions and ideologies shaped the territorial dimensions of the “empires”. Nevertheless, one thing related to these has never changed: “borders are needed. Initially, borders were created to divide lands and separate nations. They were – and still are – the tools of sovereignty.

1. Brief history of borders in Europe

There are several ways to approach the question of borders in Europe. In the European history the issue of borders is closely related to the birth, formation and re-formation of nation states. Many of the researchers of various disciplines (historians, political geographers, economists, etc.) regard borders as the “scarves of history”. They have always meant a specific factor in history. A factor that had power over the people, and vice versa. “Borders are spatial representations of power relations, and they become reflected in the minds of the people who live with and along the borders.”[11] [186]

The boundaries of the Roman Empire marked by the limes are understood as the first most remarkable boundary line network in Europe. It can be regarded as the source of the present borders which were moved, added and deleted by the settled nations in Europe. The Roman Empire, Byzantine Empire, Frankish Empire, Holy Roman Empire, Ottoman Empire, the First French Empire, or the Nazi Germany all tried to delete the borders and thus merge the nations of Europe into one union using force and power. There were also dynastic endeavours, such as the Polish-Lithuanian Commonwealth and the Austro-Hungarian Empire. The animated map below shows the changes in the state borders. (Figure 2.1)

<http://www.youtube.com/watch?v=ugqGueQ9Ud8&feature=related>.

Figure 2.1 Map of Europe: 1000 AD to present day

After the Second World War the goals, and consequently the attitude, has changed in Europe leading to a completely new approach in the interpretation and use of borders.

1.1. Border/area ratio in Europe

In the following interactive map (Figure 2.2) you can find information about the land borders of the European countries. For each country the length of the land borders and the total surface area are given. The ratio between these two parameters is calculated giving an additional information about the capacity of a country for establishing cross-border co-operation.

Figure 2.2 Border/area ratio in Europe

A high **border/area ratio** means that the country has higher cross-border relevance, that is, it is more likely to participate in (higher number of) cross-border co-operations. This ratio can be also used for calculating the **co-operationactivity index** for the countries. The index is based on the length of the land border and the number of cross-border co-operations (including all levels) founded along a given border segment of a country. This reflects the activity of a border region (or even a country) with respect to cross-border co-operations.

2. Birth and enlargement of the European Union

The European Union (originally European Economic Community, also known as the Common Market, then renamed as European Community), was created by six founding states in 1957 by the Treaty of Rome. There were five successive enlargements between the year of establishment and the present (1973, 1981, 1986, 1995, 2004/2007) with the largest occurring on 1 May 2004.

1) 1973: Denmark, Ireland, United Kingdom

2) 1981: Greece

- 3) 1986: Portugal, Spain
- 4) 1995: Austria, Finland, Sweden
- 5) 2004: Czech Republic, Estonia, Cyprus, Latvia, Lithuania, Hungary, Malta, Poland, Slovenia and Slovakia
- 6) 2007: Bulgaria, Romania

In 2004 ten Central and South East European countries joined the EU after many years of negotiations, followed by two more in 2007. Before the accession, the above countries had different geographical positions in relation to the borders of the EU15 and the number and length of borders also changed considerably. (Figure 2.3a, Figure 2.3b) This meant – and still means – different impacts on the functioning of border regions and cross-border regional policies. Respecting state borders, a very important fact is related to the enlargement process namely that “a major criterion for new members in the EU is that the candidate state cannot have boundary disputes with its neighbours”. [12] [186]

http://www.youtube.com/watch?feature=player_detailpage&v=0sez84Br7FA

Figure 2.3a A brief summary of the history of the European Union enlargement (Source: The Economist)

<http://www.youtube.com/watch?v=sO75ZsvMkc8&list=PL4BE71B106847442A&index=2>

Figure 2.3b The European Union 50 years in 5 minutes (Source: European Commission, 2007)

Thus we may conclude that as a result of the enlargements, many of the state boundaries in Europe have been transformed into supranational boundaries enfolding the entire European Union.

3. Changes in the number and length of borders in the European Union

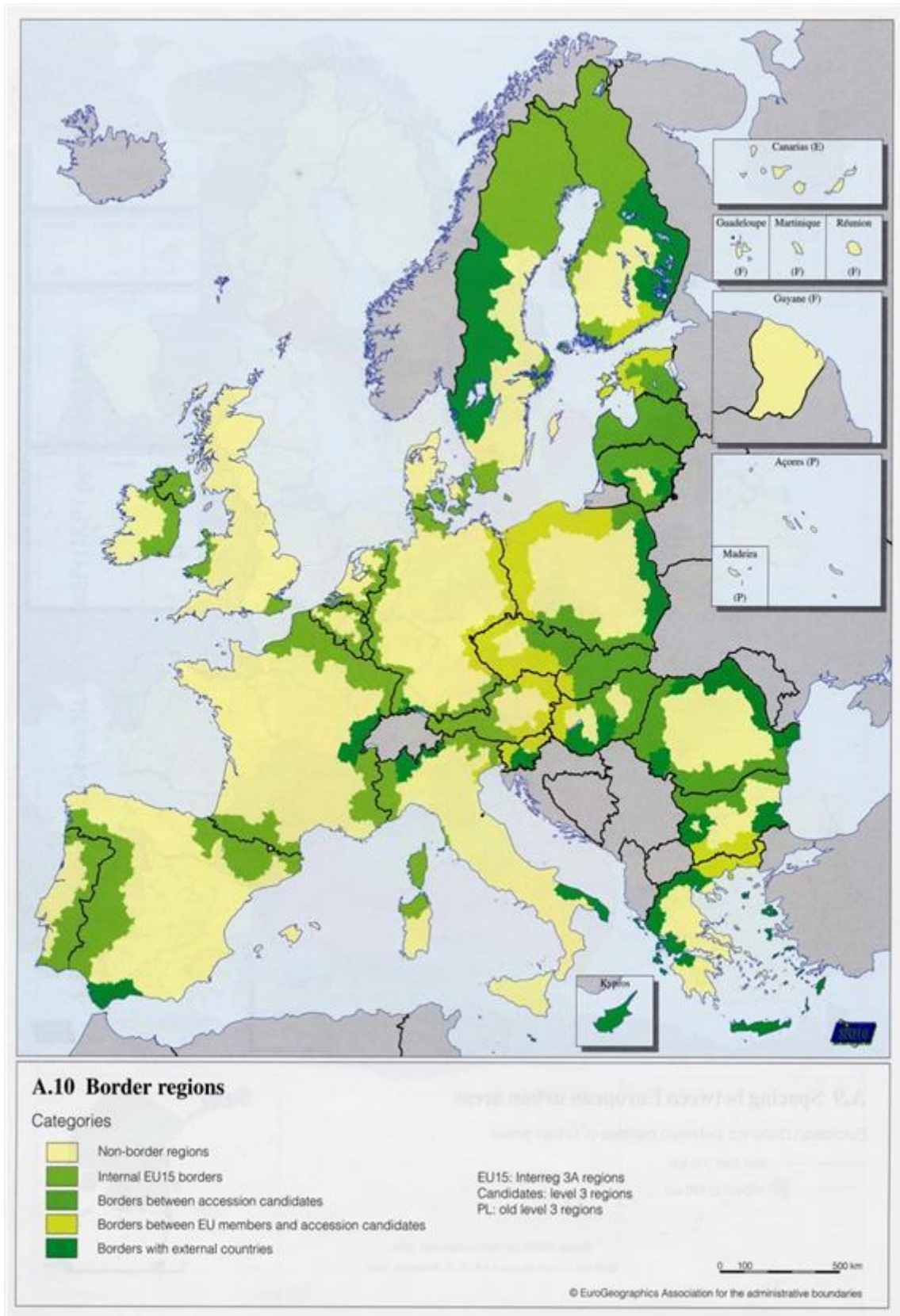
The EU Enlargement may be seen either as a process of four waves (1973, 1981-1987, 1995, 2004/2007) or as a chain process of six events linked to separate dates (1973, 1981, 1986, 1995, 2004, 2007). (Figure 2.4 – *animated map*)

Figure 2.4 Number and length of internal and external EU borders between 1957 and 2012

Taking into consideration **the area of the European Union** prior to the enlargement in 2004, it may be established that Germany used to have the highest number of neighbours (6) in the European Union, while Greece had no common continental borders with any of the EU member states. Denmark, Finland, Ireland, Great Britain, Portugal and Sweden border only one EU member each.

Nevertheless, if we take **the entire area of Europe** – instead of the EU perspective – then the situation is completely different. In this case the number of the EU members having common borders within the entire Europe increases to eight and Greece has three neighbours on the continent. The first approach is applied in cases when the European Union is referred to as a separate entity. This approach allows us to say, for example, that the European Union borders Switzerland or Russia.

Looking at Figure 2.5, it can be seen that in some of the member states of the EU15 the ratio of border regions exceeded 50% of the total area of the country (Luxembourg, Austria, Belgium, Finland, Sweden, Portugal), and this ratio was above 15% except for two countries (Denmark and United Kingdom) which have short continental borders due to their maritime geographic position.



Source: Second Report on Economic and Social Cohesion, 2001

Figure 2.5 Border regions in Europe

From the aspect of Hungary, the neighbourhood of Austria is the most relevant since before the accession of Hungary it used to be our only common border with the European Union: 15% of the continental borders of Austria lies between the two countries (Hungary-Austria: 356 km). The enlargement in 2004 and 2007 affected the continental borders of three more EU15 Member States (Germany, Italy, and Greece). (Tables 2.1 – 2.2)

Country	Length of land borders (km)	Area of border regions (km ²)	In the % ratio of the area of the country	Number of population in the border region (thousand)	In the % ratio of the total population
Luxembourg	359	2 586	100	381	100
Austria	2 562	58 199	69.4	5 837	74.9
Finland	2 628	223 080	66.6	n.a.	n.a.
Belgium	1 385	19 019	62.3	5 031	50.5
Portugal	1 214	50 300	54.7	2 068	21.0
Sweden	2 205	239 400	53.2	n.a.	n.a.
Netherlands	1 027	14 408	35.1	5 136	34.4
Greece	1 228	37 498	28.4	2 359	23.1
Spain	1 918	132 282	26.2	5 378	14.7
Germany	3 621	81 044	22.7	13 366	16.3
France	2 889	115 511	21.2	12 637	22.3
Ireland	360	12 516	17.6	407	11.6
Italy	1 932	47 872	15.9	7 390	12.8
Denmark	68	3 930	9.1	251	4.9
United Kingdom	360	14 120	5.8	1 589	2.8
Total	23 756	940 505	39.2	61 830	28.8

Table 2.1 Border regions by countries in the European Union before 1 May 2004

	Area (km ²)	Total border (km)	Border types (EU15)	Length of common borders with EU15 (km)	Ratio of external borders (EU15)	Border types (EU27)
Czech Republic	78 866	1 881	external	1 008	54%	internal
Cyprus	9 250	0	-	-	-	-
Estonia	45 226	633	-	-	-	internal, external
Latvia	64 589	1 150	-	-	-	internal, external
Lithuania	65 200	1 273	-	-	-	internal, external
Hungary	93 030	2 171	external	366	17%	internal, external
Malta	316	0	-	-	-	-
Poland	312 685	2 788	external	456	16%	internal, external
Slovenia	20 273	1 334	external	562	42%	internal, external
Slovakia	48 845	1 524	external	91	6%	internal, external
Bulgaria	110 910	1 808	external	1 008	56%	internal, external
Romania	237 500	2 508	-	-	-	internal, external
Total	1 086 690	17 070	-	3 491	31.8%	-

Source: Second Report on Economic and Social Cohesion, 2001

Table 2.2 Data on the borders and border regions of the New Member States (after 1 May 2004)

The above ratios, however, were not always like this since the changes in the area during the history of the European Union always meant **changes in the borders** as well.

The **former EU enlargements** resulted in changes in the quality of the borders (e.g. German-Danish, French-Spanish, German-Austrian) and thus they changed from being external borders into internal ones – while the reunification of Germany meant the total disappearance of a former border. These modifications did not only influence the whole of the integration but caused new type of problems in relation to the co-operations with the neighbouring new member states and non-member states. These changes in the area – and consequently in the borders – highly contributed to an even more intensive spread of cross-border co-relations, and thus urged the European Integration to recognise the significance of borders, border regions and cross-border regions.

The **enlargements in 2004 and 2007** resulted in changes in the borders of the European Union both in quantity and quality, and the changes in the ratio of internal and external borders are more striking than ever experienced. This also means that the length of the EU land borders increased at an extent never seen before, and the ratio of internal borders exceeded the ratio of external borders. The length of the land borders in the EU became three times more than previously, while the length of internal land borders became four times more and the length of external land borders turned one and a half times more than before 2004. (Table 2.3)

	EU 6 (1957-)	EU 9 (1973-)	EU 10 (1981-) ²	EU 12 (1986-)	EU 12 (1990-) ³	EU 15 (1995-)	EU25 (2004-)	EU27 (2007)
Length of EU land borders (km)	8 577	8 937	9 959	11 173	10 538	16 097	23 652	26 160
Number of EU land borders	18	19	22	23	23	33	56	62
Number of EU internal borders	8	10	10	12	12	15	28	33
ratio	44.4%	52.6%	45.5%	52.2%	52.2%	45.5%	50%	53.2%
Length of EU internal borders (km)	3 039	3 467	3 467	5 304	5 304	7 104	12 280	14 110
ratio	35.4%	38.8%	34.8%	47.5%	50.3%	44.1%	51.9%	53.9%
Number of EU external borders	10	9	12	11	11	18	28	29
ratio	55.6%	47.4%	54.5%	47.8%	47.8%	54.5%	50%	46.8%
Length of EU external borders (km)	5 538	5 470	6 492	5 869	5 234	8 993	11 372	12 050
ratio	64.6%	61.2%	65.2%	52.5%	49.7%	55.9%	48.1%	46.1%

Table 2.3 Changes in the length of the borders in the European Union – chronological approach¹

¹ In this relation the microstates – Liechtenstein, Andorra, Monaco, San Marino and the Vatican – are not taken into consideration since they have no active role in the cross-border co-operations.

² In 1985 Greenland – following its autonomy in 1979 – held a census where it decided to leave the European Community. This was the first decrease in the area of the EC – with no direct effect on the ratio of land borders.

³ The reunification of Germany meant that the area of the former GDR became the integrated part of the Union which modified the data on land borders.

As **the EU is steadily expanding**, negotiations are also underway with other states (candidate countries: Croatia, Former Yugoslav Republic of Macedonia, Turkey; potential candidate countries: Bosnia and Herzegovina, Serbia and Montenegro, Albania). However, in order to be able to join the EU, a state needs to fulfil the economic and political conditions generally known as the Copenhagen criteria (Copenhagen Summit, 1993) and each current Member State and the European Parliament have to agree to any enlargement.

4. Relationship between the enlargement and the cross-border co-operations

The growing number and length of land borders within the integration led to growing attention on border and cross-border issues. The intensive growth in the number of euroregions in the past decades is an obvious consequence of the favourable EU policies since the legal frameworks were ensured and harmonised for the elaboration of cross-border agreements and contracts, and there are more and more sources available for financing cross-border initiatives and projects.

The first European cross-border region, the EUREGIO, was established in 1958 along the Dutch-German border, in the area of Enschede (Netherlands) and Gronau (Germany). Since then, the total number of cross-border co-operations well exceeded 100 (AEBR registry: 209). This intensive growth of co-operations can be studied in many ways, the preference in our case being with respect to the year of establishment. This reveals the development process of cross-border co-operations. Looking at the **year of establishment**, groups of cross-border co-operations are formed which indicate milestones in the waves of their evolution. The peak period was between 1995 and 2003, that is between the fourth and fifth enlargement when actually half (51%) of these cross-border structures were created. The most active years with respect to the establishment of euroregions or similar structures were 1995 (10), 2000 (10), 1998 (9), 2002 (9) and 1997 (8). **Practically a little bit more than one-third of them were founded between the fourth and fifth enlargement.**

At the time of their foundation 18% had members from acceding countries, and 72% of the euroregions had members from at least one country which were not members of the EU at the time of the foundation. Nevertheless, at present only 39% of the euroregions have members from non EU countries actually confirming the hypothesis that the **cross-border co-operations aim at achieving EU membership.** (Figure 2.6)

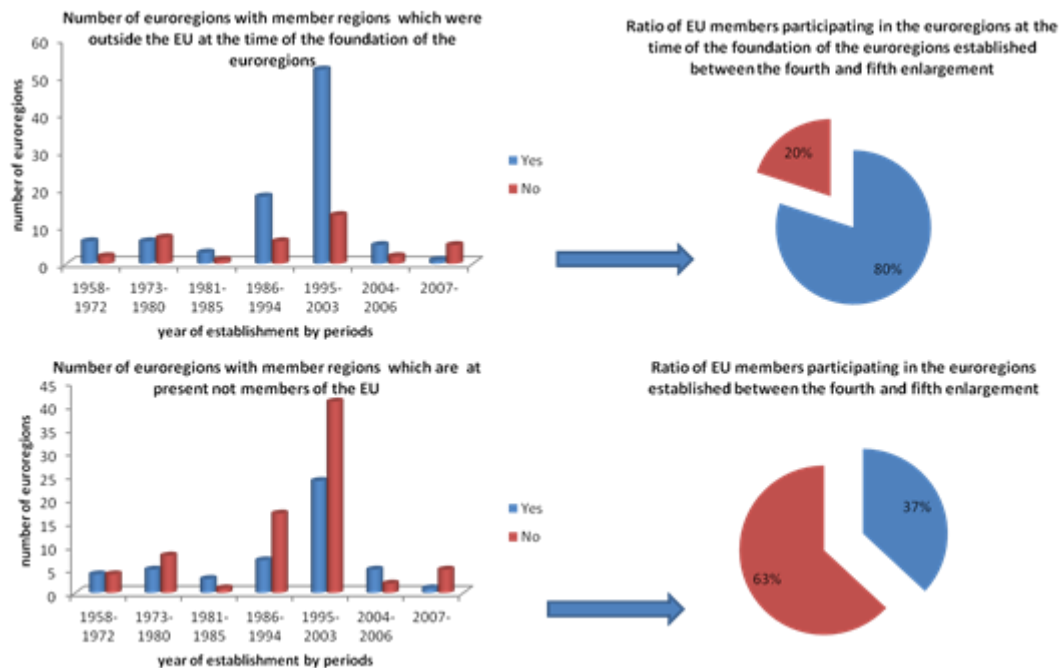
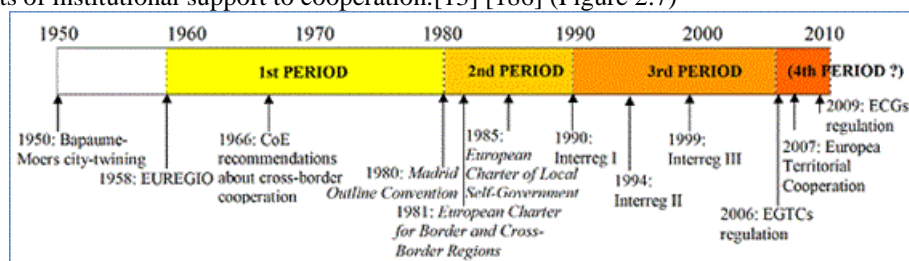


Figure 2.6 EU member regions participating in euroregions at the time of the foundation and at present (broken by the periods between the years of enlargements)

In their paper, Durf-Guimeré and González in 2010 identified four historical periods in Europe since the 1950s based on their analysis of the growth of cross-border initiatives, the territorial expansion, and the development of instruments of institutional support to cooperation.[13] [186] (Figure 2.7)



Source: Durf-Guimeré – González, 2010

Figure 2.7 The history of cross-border co-operation in Europe (1950-2010)

The four periods defined by them are

- (a) 1950-1979: the beginning of cross-border cooperation – a slow start, a lack of institutional support, and a concentration in Western and Northern Europe
- (b) 1980-1989: the appearance of the first instruments of legal support – appearance of some legal instruments, a consolidation in the previous areas and an increasing spread towards Southern Europe
- (c) 1990-: the emergence of financial support and a strong expansion of cross-border initiatives – consolidation of legal support, with a strong financial support, and a great growth rate, particularly in Central and Eastern Europe
- (d) 2005-: emergence of a new period *or* intensification of the third period – growing and new institutional (legal and financial) support (Durf-Guimerf – González, 2010)

As a conclusion of the above we may establish that **there is a close relation between the enlargement processes and the growth in the number of cross-border co-operations.**

5. Test your progress

(online)

I. Which is bigger or longer? If you consider the values to be equal, then please mark it as “C”.

- 1) A. Length of land borders in Germany.
B. Length of land borders in France.
- 2) A. The area of border regions in the ratio of the total area of the country in Austria.
B. The area of border regions in the ratio of the total area of the country in the Netherlands.
- 3) A. Length of land borders in Slovakia.
B. Length of land borders in Hungary.
- 4) A. Ratio of the number of EU internal borders in the EU25.
B. Ratio of the number of EU external borders in the EU25
- 5) A. Ratio of the length of EU internal borders in the EU15.
B. Ratio of the length of EU internal borders in the EU27.
- 6) A. Number of the EU external borders in the EU6.
B. Number of the EU external borders in the EU9.

II. Fill in the missing words and expressions: A – co-operation activity index; B – cross-border co-operations; C – border/area ratio; D - land border

A high 7 means that the country has higher cross-border relevance, that is, it is more likely to participate in (higher number of) cross-border co-operations. This ratio can be also used for calculating 8 for the countries. The index is based on the length of the 9 and the number of cross-border co-operations (including all levels) founded along a given border segment of a country. This reflects the activity of a border region (or even a country) with respect to 10 .

III. True or False?

- 11) More than half of the euroregions were founded between the fourth and fifth enlargement.

12) The first instruments of legal support for cross-border co-operations appeared between 1980 and 1989.

13) The length of EU land borders increased at an extent never seen before during the third enlargement, and the ratio of internal borders exceeded the ratio of external borders.

14) The European Union borders Russia.

15) A major criterion for new members in the EU is that the candidate state cannot have boundary disputes with its neighbours.

IV. Which of the following countries are described by the following statements?

A. Austria

B. Luxembourg

C. Croatia

D. Germany

E. Slovenia

16) This EU Member State has the highest border/area ratio.

17) Prior to the enlargement in 2004, this country used to have the highest number of neighbours in the European Union.

18) This country is going to be the 28th member of the EU.

19) 15% of its continental borders are shared with Hungary.

20) One of the ten countries joining the EU during the fifth enlargement.

Correct answers:

1) A

2) A

3) B

4) C

5) B

6) A

7) C

8) A

9) D

10) B

11) F

12) T

13) F

14) T

15) T

- 16) B
- 17) D
- 18) C
- 19) A
- 20) E

Chapter 3. Scientific researches related to cross-border issues in Europe

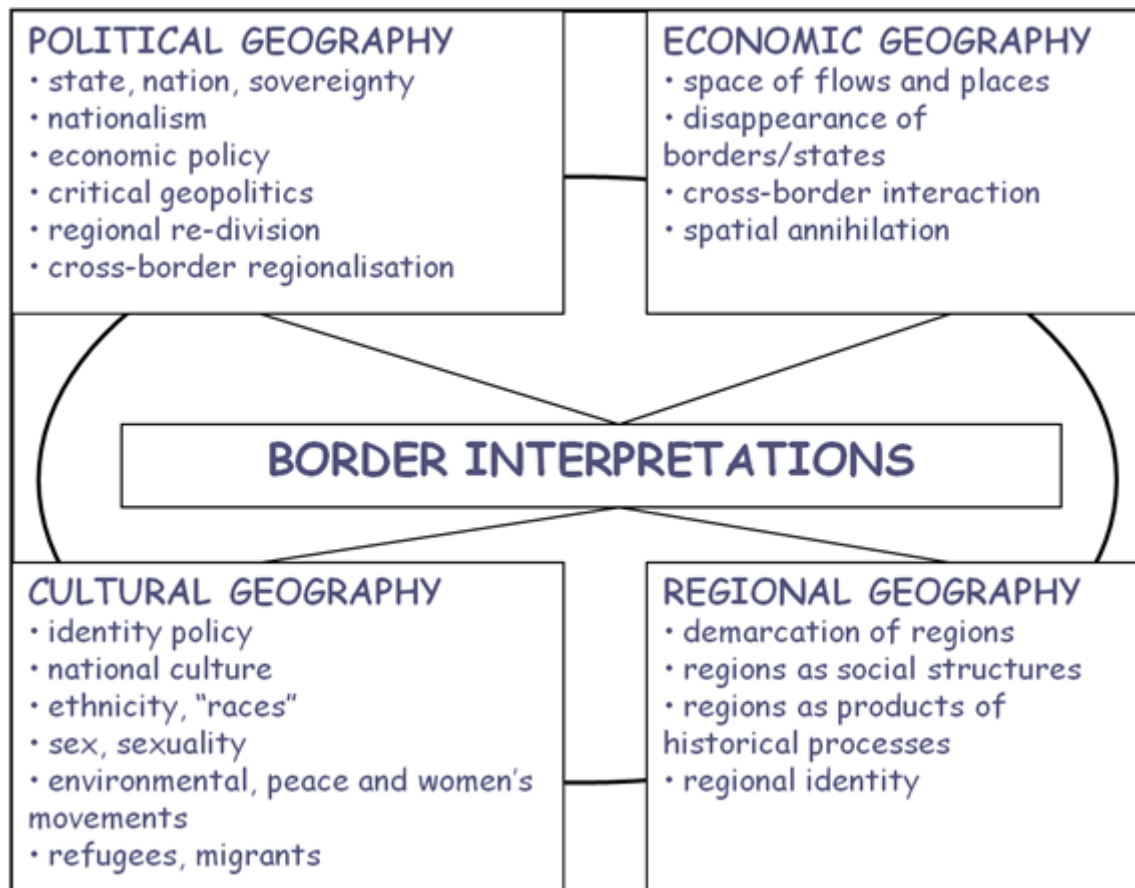
In the early 1990s as the integration process within Europe accelerated and spread more and more eastward, **regionalism and more specifically cross-border regions appeared as a new research area** providing a basis and scope for several studies and researches. The terms “Europe of Regions” and “Borderless Europe” became more and more widespread. The researches related to cross-border co-operations affect a great variety of disciplines, thus, a complex conclusion may be only drawn with the evaluation and combination of the existing research trends.

The study of the theory of borders and border regions has been pushed into the background for a long time. It was mostly due to the widely accepted notion that **all borders and border regions were unique**. The processes and events of history and economic life, nevertheless, proved that there are many similarities between each border region. As a result of this, the harmonisation of the activities in the border regions was started, and the facilities for cross-border co-operations began to improve. The co-operation along the certain border regions, however, differed in many respects. Consequently, researches and studies related to the individual borders may be compared and categorised on the basis of the nature of the co-operation.

Most authors apply either a multi-, inter- or transdisciplinary approach during their research activities. Nevertheless, it may be established that most papers published on the topic are rooted in only a few disciplines. Now we focus on those studies which are related to the integration process of the European Union. It is also worth considering that **geography explicitly concentrates on the spatial processes and relations**. Thanks to the growing importance of cross-border co-operations in the EU policies, the related literature is abundant, therefore this time we concentrate only on the euroregional co-operations.

1. Studies on borders and border regions in the European studies from a geographical aspect

As a consequence of the wide variety of approaches applied in geography, we focus on four subdisciplines which are the most closely related to or depend on borders. The representatives of **political geography** mostly lay emphasis on the aspects of the state, nation, sovereignty and the area their works. **Economic geographers** are more interested in economic integration and economic relations, and do not really deal with issues researched by political geographers. The researchers in **cultural geography** combine the regions and borders with the study of identity (consciousness). Besides all these, **regional geography** concentrates on the compatibility of regions and identities. The most important aspects and characteristics of the four disciplines are summarised in Figure 3.1.



Source: Annsi Paasi, 2000 –revised by the author

Figure 3.1 Geographical interpretation of borders

There are, of course, connections between the above mentioned disciplines, and the role of the other related and auxiliary sciences should not be neglected either, where the question of borders raises an increasing number of new approaches, narratives and fields for research.

No **theories** have been created **respecting borders and border regions** for a long time because all borders and border regions were regarded unique and special cases. According to O'Dowd, the states and state borders were explicitly stable structures between the 1950s (following the Second World War) and the beginning of the European integration processes, then even more specifically in the 1980s (O'Dowd, 1998) – although in the 1990s Europe has undergone radical changes both in a socio-economic and political sense (Anderson-O'Dowd, 1999). As a consequence of that, several theories were created to explain the functions and effects of borders: some researchers focused on the borders of the European Union, while others concentrated on the borders of the reborn Central and Eastern Europe. The factors and events for the focus on borders in the nineties included:

1. The **"wall" dividing East and West was demolished**. This meant that Eastern and Western Europe could start moving towards each other with the goal of joining in a common economic geographical space or integration.
2. The **reinterpretation of the regional and ethnic identities** in Central and Eastern Europe in many places happened in a rather violent manner.
3. The **globalisation and the flow of capital, goods and information** had a more and more intensive and detectable impact on borders, sovereignty and governments.
4. The **distribution role of the electronic space** (internet, e-mail) intensified which is often brought into connection with the permeability of borders.
5. The number and extent of **cross-border environmental hazards and damages** increased.

6. **New sources of danger** started to develop and spread (increasing criminality rate, AIDS, etc.) which are proven to have direct connection with the more intensive crossing of borders.

As a consequence of the above, these are primarily the **permeability of borders** – together with their diminishment – and the **globalisation** which got into the focus of the European researches on border regions.

At present, the study of borders and border regions are given **institutional frameworks** in many places. This means that there are **individual experts and research groups** focusing on border and cross-border issues at the regional research institutes and universities in every European country. Even so, there are **international organisations** created with the ultimate aim of conducting research on border areas. The most important ones are the Danish Institute of Border Region Studies (Aabenrae, Denmark), the Nijmegen Centre for Border Research (Nijmegen, Netherlands), the Centre for Cross-Border Studies (Armagh, Northern Ireland), the Centre for International Border Research at the Queen's University of Belfast (Belfast, Northern Ireland), the Centre for Transboundary Co-operation (Tartu, Estonia), and the Institute of Euroregional Studies, Oradea-Debreceen, Romania-Hungary) which have an active role in bringing together researchers and spreading research methods. Various **international scientific reviews** also have an active role in the presentation of the research results. In addition to thematic issues of some well-known periodicals, like Political Geography or Economic Geography, there are several new journals and periodicals focusing especially on border research (Border Regions – Border People, Boundary and Security Bulletin, etc.).

1.1. Economic geography and regional geography

Henk van Houtum differentiates between **three theoretical trends** on the basis of the works published in the **fields of economic and regional geography** (van Houtum, 2000): (1) flow approach, (2) cross-border co-operation approach, and (3) people approach.

The **“flow approach”** follows the footprints of the classical European economic geographers. In this approach the physical movement (“flow”) of the (economic) activities plays the central role. Although, the European integration endeavours had not been in the focus of the classical regional and economic geographical works but their theories were later used for the analysis of impacts of state borders in the European integration processes. The researchers of the 1940s and 1950s (Lösch, Boggs, Giersch) approached borders from the aspect of their effects on the economic activities – and they all agreed that “state borders are barriers to the economic interactions”, and “the border diminishes the area of the potential market” (van Houtum, 2000). “Distance” was assigned an important role both within economic geography and regional geography. The generally accepted notion was, therefore, that the underdeveloped economic character of border regions was not necessarily the consequence of the geographical location – and although, **these regions are usually in a peripheral situation but there are still some which can make an advantage from the proximity of the state border.**

The number of works belonging to the **“cross-border co-operation approach”** has been increasing rapidly since the early 1990s. The emphasis on the co-operations in the analysis of borders marks the authors' interest in the phenomenon of integration and co-operation within geography. It is an obvious result of the accelerated integration endeavours and enlargement processes of the European Union. The notion of “Europe without Borders” by O'Dowd and Wilson moved the interpretation and future of borders into a definite direction. In this trend the limiting function of borders also gets a special role but here it is primarily treated as the barrier to the success of the flourishing integration and harmonisation processes. The regional differences between the border regions are not accepted any longer and there are endeavours to create a social and economic balance (van Houtum, 2000). Here most of the researches analyse and interpret the regional policy of the studied border regions. They look for strategies to generate the potential possibilities for cross-border relations, networks and integrations – hoping to exceed the limiting function of the borders. The studies mostly suggest that **borders can be not only overcome but must be overcome so that a “Europe without borders” can be achieved.** At the same time, there are some authors who think that the positive impacts of the integration processes can be primarily utilised by the border regions because the opening of the borders renders a more dynamically developing central role for the otherwise peripherally located regions.

The representatives of the **“people approach”** regard borders not as spatial phenomena but as the attitude and behaviour of individuals and groups of people. This behaviourist trend is, therefore, closely related to psychology, anthropology and sociology. Borders are given subjective features. Such borders are regarded as the necessary accompanying factors of social and private life. One of the key elements of the studies – primarily in the light of the European integration processes – is the analysis of the development and impacts of the nations and national identities in contrast with the authoritative role of the states (O'Dowd – Wilson, 1996; Paasi 1996,

1999a), Leimgruber suggested that "... borders should be seen as human creations, as social constructs, conditioned by our perception and attitudes towards space." (van Houtum, 2000). Anssi Paasi highlighted the identity factor introducing the relevance of *social spatialisations* as well as *spatial socialisations*. Paasi used the elements of narrative geography (stories of the inhabitants, maps, symbols and photographs) to support his theory. This trend rejects the 'natural' borders theory of political geography and – especially the French – believe that the **borders do not exist among natural circumstances but only those borders exist in nature which are regarded as borders by the individuals.**

In sum, it may be established that the authors belonging to the above trends focus on the internal borders of the European Union since the diminishment of borders and the assurance of their permeability – and thus the strengthening of the economic co-operations between the neighbouring countries – belong to the main objectives of the EU.

1.2. Political geography and cultural geography

The twentieth century history of political geography frankly reflects the **relationship between knowledge and power**. The political geographical works use three aspects in their approach to borders:

- 1) demarcating role of border lines
- 2) functions of borders
- 3) regions close to the borders (border regions) and their mutual relationships

As far as political geography and cultural geography are concerned, the most important related disciplines are history, political sciences and ethnography. In the past decades, the researches related to borders developed in close connection with these disciplines:

- i. *prior to the Second World War* – had a significant role in the foundation of the practice of the researches, the clarification of the terminology related to borders and the determination of the political geographical border interpretations
- ii. *following the Second World War* – the exclusive and expansionist terminology developed and used by political geographers and geopoliticians lost rather a lot from its significance; e.g. the differentiation between the 'natural' and 'artificial' borders were usually rejected by the authors; nevertheless the study of borders still kept its significance in political geography despite the attacks (especially the German geopoliticians)
- iii. *Cold War period* – special attention is paid to mainland borders separating sovereign nation states: both geographers and researchers in international relations treated borders mostly as normative categories and concentrated on their definition, the categorisation of the borders and the periods in which they evolved, and made attempts to map border regions and cross-border activities.
- iv. *1990s* – geographers started to concentrate on the cultural connotations associated with border regions: the political geographers and critical geopoliticians began to show interest towards the social-cultural processes resulting from the inclusion and exclusion, and wanted to find the way of how the communities and identities use the borders to represent the 'WE' and 'OTHERS' factors

Anderson (1996) pointed out four dimensions of the frontier[14] [187]:

1. the **means of national politics** – since the political powers try to change the location and function of the frontiers
2. the policies of the governments are limited by the degree of that **de facto control** which they have over the national borders
3. the frontiers mark the **borders of identity**
4. debated term whose meaning **changes in the function of time and space**

One of the most important questions which the political geographers want to answer when studying borders is: "What was first? The hen or the egg? The border or the identity consciousness?" Donnan and Wilson argue that

although we live in a “borderless era” we should not neglect the mission of the individuals, groups of people, and the fact that even the latest identity policies are also formed by the borders (Donnan – Wilson 1998).

Traditional political geography regards **borders as naturalised lines or barriers of sovereignty** (boundaries) which undermines the dynamic relationship system between the social and spatial trends. Anssi Paasi differentiated between three main trends (Paasi 2000):

I. Some authors argue that “the borders and the nation states will lose their former role, or will even disappear from the globalising world and from the current economic geographical order which are defined by mobility, speed and flow”.

II. Others say that the states and borders are still dominant in the international life but in a new and less rigid way.

III. The third group of authors suggests that both the nations and the states will preserve their significance forever, and the problems are more likely to arise in relation to the existence of the nation states.

2. Studies on borders and border regions in the Hungarian literature from a geographical aspect

The fact that the “borders were treated as fetishes and were made impermeable” (Tóth 1996) determined the scientific researches related to borders as well as border regions. Figure 3.2 demonstrates the milestones in the study of and attitude towards state borders in Hungary.

Figure 3.2 (*animated figure*) Focus of the studies on borders and border regions in the Hungarian studies from a geographical aspect – a historical perspective

Until the change of regime in 1989-90, no research was allowed that included both sides of the border. In spite of this, there were researchers who turned their attention and focus on border regions as early as the 1970s. The aim of these studies, however, was only to “explore the problems of the backward regions and to find solution to their treatment” (Molnár 2000). This also meant that in these years the border regions were treated as any other backward regions within the borders of the country. The *eighties* saw the breakthrough in this field when the population geographical researches in the border areas of the Great Plain called attention to the phenomenon of cross-border co-operations (Tóth – Csátrai 1983). In 1986, the areas located along the state borders were given a new connotation in the Hungarian literature and from that on they are referred to as “regions in a peculiar situation” listing them into the same category with the areas along county borders (Molnár 2000). The programme to study the situation of the border regions initiated by the Regional Research Centre of the Hungarian Academy of Sciences began in the same year. Its aim was to explore the role of the border location in the development of the border regions and in finding ways for co-operation with the neighbouring countries. (Kovács 1991) In 1988, Rechnitzer was the first to focus on the relations between the border regions, and Kocsis studied the Slovakian-Hungarian demographic processes in his researches extending over both sides of the border. In 1990, in his paper Kovács focused on a specific phenomenon of the border regions: the impact of borders on the settlement networks which he termed as “border effect”. Süli-Zakar called attention to the backwardness of the border regions resulting from the peripheral situation in his first works in connection with border regions (1991, 1992).

Following the change of regime, attention more and more intensively turned towards the opening borders in Hungary – just like in the similar parts of Central and Eastern Europe. Those authors who already focused on the problems and extrication opportunities of border regions even before the transformation became more active and tried to share their long oppressed and forgotten knowledge with the wide public. Concrete results in this respect are the more intensive activity of the Regional Research Institutes of the Hungarian Academy of Sciences in studying border regions, the establishment of the research centres and schools concentrating on cross-border co-operations at the Hungarian universities and the conferences, seminars and workshops organised by these institutions. (Figure 3.3)

Figure 3.3 (*interactive animated figure*) Focus of the studies on borders and border regions in the Hungarian studies from a geographical aspect – a border perspective

3. Test your progress

(online)

I. Milestones in the Hungarian literature related to borders. Match the dates and the interpretation of border.

A. backward regions

B. “border effect” – peripheral situation

C. regions in a peculiar situation

1. 1970s

2. 1980s

3. 1990s

II. The main keywords and research fields were mixed up below. Match the disciplines with the expressions used in their interpretations of borders.

A. regions as products of historical processes

B. cross-border interaction

C. regional identity

D. refugees, migrants

E. nationalism

F. environmental, peace and women’s movements

G. regions as social structures

H. space of flows and places

I. state, nation sovereignty

4. Political geography

5. Economic geography

6. Cultural geography

7. Regional geography

III. *True or False?*

8. In the early nineties the “wall” dividing East and West was demolished.

9. According to many representatives of the “flow approach”, the underdeveloped economic character of border regions was by all means the consequence of the geographical location.

10. The representatives of the “cross-border approach” treat borders as barriers to the success of the flourishing integration and harmonisation processes.

11. Those who belong to the trend of the “people approach” believe that only those borders exist in nature which are regarded as borders by the individuals.

12. Following the Second World War the differentiation between the ‘natural’ and ‘artificial’ borders became more accepted by the authors.

IV. Finish the sentences:

13. According to the political geographers who say that the globalising world and the current economic geographical order are defined by mobility, speed and flow **A.** both borders and states will preserve their significance for ever.; **B.** the borders and states remain dominant.; **C.** the borders and the nation states will lose their former role, or will even disappear.

14. Some authors suggest that in the international life, though characterised by less rigid manners, **A.** both borders and states will preserve their significance for ever.; **B.** the borders and states remain dominant.; **C.** the borders and the nation states will lose their former role, or will even disappear.

15. There are authors who foresee that problems are more likely to arise in relation to the existence of the nation states, and think **A.** both borders and states will preserve their significance for ever.; **B.** the borders and states remain dominant.; **C.** the borders and the nation states will lose their former role, or will even disappear.

Correct answers:

1. A
2. C
3. B
4. E, I
5. B, H
6. D, F
7. A, C, G
8. T
9. F
10. T
11. T
12. F
13. C
14. B
15. A

Chapter 4. Legal background for cross-border co-operations in the European Union – internal borders

It must be taken into consideration that the first cross-border co-operations in Europe – and in fact all over the world – were established without any legal basis or regulations but based on spontaneous contacts. This led to the creation of co-operations on various levels.

The institutions of the European Union aim at supporting and promoting cross-border co-operations partly by creating the legal background and partly by ensuring financial support for them. Here we get an insight into the analysis of the some legislative proposals and regulations brought related to the topic – with special emphasis of effects of the fifth enlargement.

According to the Association of European Border Regions “there was no single EU-wide legal instrument, which could be applied directly in all Member States for cross-border, interregional or transnational co-operation”.^[15] ^[187] The AEBR in its analysis of the legal status of cross-border co-operation structures names several legal instruments which actually mostly concentrate on specific cross-border regions and issues (*see for more* Gabbe, Legal status...). It also argues that the Madrid Outline Convention – which is regarded as a basic document in the sources of legal instruments facilitating cross-border co-operations – “can’t create uniform legal conditions for the regional/local partners of a state or on both sides of the border” and “...the hitherto existing legal instruments facilitating cross-border, interregional and transnational co-operation are either not available, do not suffice or are not effective enough.”^[16] ^[187]

Our aim here is to provide a consolidated version of the apparent legislative acts in a chronologically and institutionally organised manner. Of course, it cannot list all legislations in force due to the frequent publications of new and amending acts and corrigenda. Nevertheless, the chronological analysis provides an insight into the historical background of the development of the relevant policies.

1. The most important legal documents of the European Union related to cross-border co-operations before 1995

1.1. Recommendation 470 on European co-operation between local authorities

In September 1966 the Council of Europe’s Consultative Assembly adopted Recommendation 470, in which it recommended that the Committee of Ministers have a draft European convention drawn up by a committee of experts on the basis of a draft appended to the recommendation. The Committee of Ministers did not act on this recommendation, but a few years later it did ask the Committee on Co-operation in Municipal and Regional Matters to make a study of problems concerning co-operation between local authorities in frontier regions.

1.2. Resolution on Co-operation between Local Communities in Frontier Areas (Resolution 74) (1974)

The Parliamentary Assembly of the Council of Europe approved the Recommendation 470 (1966) on a draft convention on European co-operation between local authorities in 1966.

In February 1974, the Committee of Ministers adopted Resolution (74) 8 on co-operation between local communities in frontier areas, in which it recommended that Council of Europe member states, amongst other things:

- promote European co-operation between local authorities in a number of specifically local fields recognised as such in national law;

- introduce into national legislation as soon as possible such changes as were necessary to remove any obstacles to transfrontier co-operation between local authorities;
- make administrative rules more flexible with a view to speeding up and simplifying protective procedures in regard to transfrontier co-operation between local authorities;
- supervise, if necessary, the establishment of regional transfrontier committees;
- provide local authorities with the instruments appropriate for transfrontier co-operation.

The reaction was this document on 27 February 1974 which actually led to the initiation of the Madrid Convention.

1.3. European Outline Convention on Transfrontier Co-operation between Territorial Communities or Authorities (with outline agreements, contracts and statutes) (1980)

The Madrid Convent in 1980 is the first and most important legal document providing an overall regulation for cross-border co-operations. The preparation of European Outline Convention was proposed by the European Ministers responsible for Local Government at their first conference, held in Paris on 20 and 21 November 1975. At their second conference, in Athens on 25-27 November 1976, the ministers considered the draft convention drawn up by the Committee on Co-operation in Municipal and Regional Matters and recommended its adoption by the Committee of Ministers. This proposal was subsequently supported by the Parliamentary Assembly (Recommendations 784 (1976) and 802 (1977)) and the Conference of Local and Regional Authorities of Europe (Resolution 90 (1977)). The draft convention was submitted to the Committee of Ministers in March 1977. To finalise the text of the Convention, the Committee of Ministers had to reach agreement on various points, particularly concerning the legal force and application of the model agreements and arrangements appended to the Outline Convention as well as those to be subsequently drawn up within the Council of Europe. This matter was settled in Article 3, paragraph 1-5, of the Convention. Then the Committee of Ministers adopted the text and decided to refer it to the Consultative Assembly for an opinion. At the second part of its 31st Ordinary Session, on 11 October 1979, the Parliamentary Assembly adopted Opinion no. 96 (1979) on the draft European Outline Convention on Transfrontier Co-operation between Territorial Communities or Authorities, in which after congratulating the Committee of Ministers on completing the draft convention, whose principles it believed “might afford a basis for **a new doctrine of international law governing neighbourly relations across frontiers and the division of responsibilities among local authorities**”, it gave its endorsement to the draft convention.

It was opened for signature by the Member States of the Council of Europe on 21 May 1980 and entered into force on 22 December 1981. Currently it has been ratified by thirty-seven states and signed by three more.[18] [187]

The purpose of the Outline Convention was to “outline the general, legal and common basis on which bilateral co-operation could be founded, in the framework of the national sovereignty of each country.” Its primary aim is to create a legal environment for the heterogeneous legal and administrative systems of the Member States. As stated in the Preamble, the Convention is aimed at promoting transfrontier co-operation as far as possible and contributing to the economic and social progress of frontier regions, since the smooth functioning of transfrontier co-operation between municipalities and regions enables them to carry out their tasks more effectively and, hence, enables frontier areas to be improved and developed more harmoniously. The following Articles of the Madrid Convention define the agents, mission, role, and goals of cross-border co-operations in Europe. Article 3 names the concrete forms of cross-border co-operations, and the Annex contains five models for the international (intrastate) agreements and six models for the co-operation between territorial communities or authorities (local and regional governments).

The Convention seeks, in the first place, to fill a legal gap by offering forms of transfrontier co-operation particularly suited to the needs of territorial communities and capable of providing an additional legal basis for any agreement which such authorities may conclude and, secondly, to furnish states with various means of supervision and control for ensuring observance of the principle of state sovereignty wherever necessary. Because of the variety of situations and structures regarding local communities in member states and the wide range of problems to be solved, the technique chosen for regulating the subject was that of an outline convention

embodying the major relevant undertakings, to which are appended a series of model and outline agreements, statutes and contracts designed to meet the various co-operation needs.

1.4. European Regional/Spatial Planning Charter (The Torremolinos Charter) (1981)

The European Regional/Spatial Planning Charter was adopted in 1983 at the 6th Session of the CEMAT in Torremolinos and was incorporated into Recommendation (84) 2 of the Committee of Ministers to Member States on the Charter. It points out that “Frontier areas, more than all others, need a policy of co-ordination between states. The purpose of such a policy is to open up the frontiers and institute transfrontier consultation and co-operation and joint use of infrastructure facilities. States should facilitate direct contacts between the regions and localities concerned in accordance with the European Outline Convention on transfrontier co-operation between territorial authorities in order to promote increasingly close contacts between the populations concerned. In the frontier areas, no project which could have harmful consequences for the environment of neighbouring countries should be carried out without previous consultation of those states.”[19] [187]

1.5. European Convention on Transfrontier Television (1989)

The European Convention on Transfrontier Television was open for signature by the Member States of the Council of Europe and the other States party to the European Cultural Convention, and by the European Economic Community, in Strasbourg, on 5 May 1989. It entered into force on 1 May 1993.

This Convention is the first international treaty creating a legal framework for the free circulation of transfrontier television programmes in Europe, through minimum common rules, in fields such as programming, advertising, sponsorship and the protection of certain individual rights. The Convention applies to all transfrontier programmes regardless of the technical means of transmission used (satellite, cable, terrestrial transmitters, etc.).

The following European Parliament reports must also be mentioned which also contributed to the development of the legal background of cross-border co-operations.

- *Gerlach Report on the Community's regional policy as regards the regions at the Community's internal frontiers (1976)*
- *Boot Report on the strengthening of transfrontier cooperation (1984)*
- *Schreiber Report on the Saarland-Lorraine-Luxembourg region (1986)*
- *Poetschki Report on transfrontier cooperation at the internal borders (1986)*
- *Chiabrando Report on the development programme for the frontier regions between Portugal and Spain (1988)*
- *Cushnahan Report on the Community Initiative INTERREG (1990)*
- *Muru Report on the Community Initiative INTERREG II (1994)*

2. The most important legal documents of the European Union related to cross-border co-operations between 1 January 1995 and 1 January 2007

The issue of cross-border co-operations gained new grounds between the fourth and fifth enlargements. The high number of the accession states envisaged great changes in the number and length of state borders, as well as a shift was expected in the ratios of internal and external borders. This meant that for the first time in the history of the EU, the ratio of internal borders exceeded that of external borders. The issue of cross-border co-operations gained new grounds after the fifth enlargement. The high number of the accession states envisaged great changes in the number and length of state borders, as well as a shift was seen in the ratios of internal and

external borders. This meant that for the first time in the history of the EU, the ratio of internal borders exceeded that of external borders.

2.1. Additional Protocol to the European Outline Convention on Transfrontier Co-operation between Territorial Communities or Authorities (1995)

The document was opened for signature by the States which have signed the Outline Convention on 9 November 1995 and entered into force on 1 December 1998. It has been ratified by twenty-two states and signed by a further seven.[20] [187] The protocol aims to strengthen the Outline Convention by expressly recognising, under certain conditions, the right of territorial communities to conclude transfrontier co-operation agreements, the validity in domestic law of the acts and decisions made in the framework of a transfrontier co-operation agreement, and the legal corporate capacity (“legal personality”) of any co-operation body set up under such an agreement.

2.2. Protocol No.2 to the European Outline Convention on Transfrontier Co-operation between Territorial Communities or Authorities (1998)

In the Declaration adopted at the Vienna Summit on 9 October 1993, the Heads of State and Government of the Member States of the Council of Europe urged “the Organisation to pursue its work in this field [transfrontier co-operation] and to extend it to co-operation between non-adjacent regions”. This led to the Second Protocol. It was opened for signature on 5 May 1998. It has been ratified by 21 states and signed by a further 6.[21] [187] It entered into force on 1 December 2001.

It seeks to establish the legal framework for relations between territorial communities or authorities of two or more Contracting Parties, other than relations of transfrontier co-operation of neighbouring authorities, including the conclusion of co-operation agreements with territorial communities or authorities of other states. Such relations are referred to as “interterritorial co-operation”.

2.3. Protocol amending the European Convention on Transfrontier Television (1998)

The Convention is aimed at strengthening the free exchange of information and ideas, by encouraging the transfrontier circulation of television programme services on the basis of commonly-agreed basic standards (taste and decency, advertising ad sponsorship, broadcasting of a majority proportion of European works, etc.). The Convention was negotiated in parallel with the European Community’s Directive on “Television without Frontiers”. While the directive covers the Member States of the European Union, the Convention has today been ratified by 26 States and potentially covers 47 European States.

2.4. Special Report No 4/2004 on the programming of the Community Initiative concerning trans-European cooperation – Interreg III, together with the Commission’s replies, 1 July 2004

After the accession of the ten new member states, the European Court of Auditors (ECA) prepared its report (2004/C 303/01) in which it drafted its conclusions and recommendations, and summarised the main features of the Interreg Community Initiative. The audit of the Interreg III by the European Court of Auditors covers the period from the elaboration of the Commission guidelines to the first decisions made in the approval of the projects of the applicants. The audit seeks answers for the following questions: (1) Do the guidelines relieve the way to reach the goals of the Community Initiative? (2) Did the Commission use an appropriate proceeding in the audit of the recommendations of the Community Initiative Programme? Has it brought its decisions within the planned period of time? (3) Do the various actors co-operate in the spirit of the guidelines? (4) Are the conclusions of the starting out analysis of the regions concerned in harmony with the priorities and measures of the CIP as it is set by the guidelines? (5) Will it be feasible to evaluate progress ex post?

The ECA recommends the preparation of an analysis to reveal the existing problems of the border regions in case the Initiative is renewed after 2006.

The definition of eligible border regions is also criticised by the ECA to which the EC replies that “26. The Commission was concerned not to complicate programme management, as any definition of areas not based on NUTS III would make analyses and the organisation of partnership more difficult and would also lead to disputes about the geographical eligibility of projects.”

2.5. Proposal for a Regulation of the European Parliament and of the Council establishing a European grouping of cross-border co-operation (EGCC), COM(2004) 496 final, 14 July 2004

Drawing on its experience with the INTERREG Programme, the EU seeks to reinforce co-operation within the European Union by means of developing joint CBC programmes and establishing networks for co-operation and exchange of opinions. **CBC is perceived as an instrument for promoting sustained cohesion between the member countries.** The report also proposes setting up a new legal instrument after 2007 designed to establish a cross-border co-operation structure by means of which cross-border programmes, co-financed by the EU shall be implemented.[22] [187]

The European Commission has proposed the establishment of a new legal unit – European Grouping of Cross-Border Co-operations (EGCC) – responsible for the implementation of cross-border programmes and European funds in border regions. The creation of this instrument is a response to the difficulties encountered by the regional and local actors during the implementation of common CBC projects. The main difficulties stem from the fact that local bodies operating under different domestic laws must act in conformity with their respective legal systems.[23] [187]

2.6. Communication from the Commission to the European Parliament pursuant to the second subparagraph of Article 251 (2) of the EC Treaty concerning the common position of the Council on the adoption of a Regulation of the European Parliament and of the Council on establishing a European grouping for territorial co-operation (EGTC) [COM(2006) 308 final 2004/0168 (COD)]

“The purpose of the Commission’s proposal is to introduce a co-operation instrument at the Community level, which allows the creation of co-operative groupings between local and regional authorities in the Community, invested with legal personality, called “European groupings of territorial co-operation” (EGTC).”

The document contains general comments on the common position and new provisions compared with the Commission modified proposal. Then the Communication presents the detailed comments of the Commission grouped into five categories (1 – Amendments accepted by the Commission and incorporated in full or in part in the common position ; 2 – Amendments accepted by the Commission and not incorporated in the common position; 3 – Amendments rejected by the Commission yet incorporated in the common position ; 4 – Amendments rejected by the Commission and not incorporated in the common position ; 5 – Amendments concerning only one language version of the Regulation).

Finally, the Commission welcomes the fact that a new legal Community instrument to foster co-operation between regional and local authorities within the Community comes into force and considers that the common position adopted on th by unanimity largely follows the aims and approach of its proposal and so can support it.

2.7. Recommendation (2005)2

The Committee of Ministers adopted this recommendation in 2005 on good practices in and reducing obstacles to transfrontier and interterritorial co-operation between territorial communities or authorities, which specifically urged Member States to “periodically review the reservations and declarations made when ratifying the Madrid Convention to determine whether the underlying grounds still apply, inter alia under regular exchanges of views within the Council of Europe...”. [24] [187]

2.8. Regulation (EC) N. 1082/2006 of the European Parliament and of the Council on a European Grouping of Territorial Co-operation (EGTC)

The EGTC Regulation (EC) No 1082/2006 was adopted on 5 July 2006, and came into force, the Regulation gave EU Member States one year to take measures enabling its effective application. (Table 4.1)

Type of action	Date
transmission of the proposal to the EP and the Council [document COM(2004) 496 final – 2004/0168 (COD)]	15.07.2004.
the opinion of the European Economic and Social Committee	06.04.2005.
the opinion of the Committee of the Regions	18.11.2004.
the opinion of the European Parliament (first reading)	06.07.2005.
transmission of the modified proposal to the EP and the Council [document COM(2006) 94 final – 2004/0168 (COD)]	07.03.2006.
adoption of the common position	12.06.2006.

Table 4.1 Background to the proceedings related to the establishment of a European Grouping of Territorial Co-operation

In the light of the difficulties encountered by Member States in the field of cross-border co-operation, this Regulation introduces a new cooperation instrument at Community level as part of the reform of regional policy for the period 2007-2013. The objectives of the EGTCs is to facilitate and promote cross-border, transnational and interregional cooperation between its members. An EGTC is made up of Member States, regional authorities and/or bodies governed by public law, as the case may be.

The competences of the EGTCs are laid down in a binding cooperation convention established on the initiative of its members. The members also decide whether their EGTC should be a separate legal entity, or whether its tasks should be delegated to one of their number. Powers of public authority as well as police and regulatory powers are excluded from any convention.

2.9. Commission Decision 2006/609/EC of August 2006 fixing and indicative allocation by Member State of the commitment appropriations for the European territorial co-operation objective for the period 2007-2013

The Decision is addressed to the Member States setting up the indicative amounts by Member State (Figure 4.1) of the commitment appropriations for the regions eligible for funding from the Structural Funds under the European territorial cooperation objective.

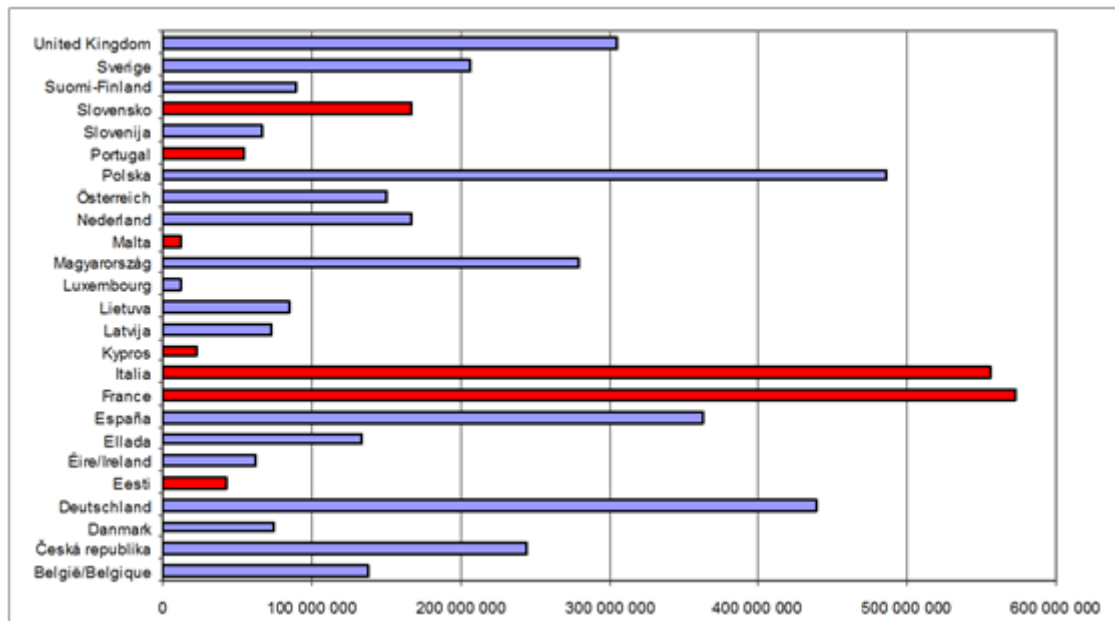


Figure 4.1 Indicative allocation by Member State for the period from 1 January to 31 December 2007 (in euros, prices of 2004)

2.10. Council Decision 2006/702/EC of 6 October 2006 on Community strategic guidelines on cohesion

The Community Strategic Guidelines contain the principles and priorities of cohesion policy and suggest ways the European regions can take full advantage of the amount (€308 billion) for the period of 2007-2013. According to the guidelines and in line with the renewed Lisbon Strategy, programmes co-financed through the cohesion policy should seek to target resources on the following three priorities:

- improving the attractiveness of Member States, regions and cities by improving accessibility, ensuring adequate quality and level of services, and preserving their environmental potential;
- encouraging innovation, entrepreneurship and the growth of the knowledge economy by research and innovation capacities, including new information and communication technologies; and
- creating more and better jobs by attracting more people into employment entrepreneurial activity, improving adaptability of workers and enterprises and increasing investment in human capital.

The Guidelines seek to provide a balance between the twin objectives of the growth and jobs agenda and territorial cohesion. Thus, it recognised that there can be no question of a “one size fits all” approach to the programmes.

3. The most important legal documents of the European Union related to cross-border co-operations after 2007

3.1. Recommendation 1829 (2008) on transfrontier co-operation

The Parliamentary Assembly of the Council of Europe adopted Recommendation 1829 (2008) on 25 January 2008. The Parliamentary Assembly considers transfrontier co-operation as a key aspect of the Council of Europe’s work to promote democratic stability and understanding between states and populations, including people from ethnic and national minorities, who often live in border regions. It emphasises the importance of public-private partnership and dialogue between politicians and civil society in this process. The Assembly urges the Committee of Ministers to urge members to:

- engage in transfrontier co-operation with each other and to involve their local and regional authorities in this process;
- assign to their local and regional authorities the powers and the financial resources required for transfrontier co-operation and to address the needs of transfrontier co-operation in their national legislation, in accordance with Rec(2005)2 of the Committee of Ministers;
- co-ordinate their policies with regard to cross-border territories;
- do more to address the needs of the inhabitants of cross-border territories in all their policies, both area and sector based;
- ratify the Madrid Convention and its two protocols, if they have not already done so;
- grant special legal status to the euroregions;
- encourage the development of transfrontier co-operation at the outermost borders of the geographical area covered by the Council of Europe.

It also recommends that the Committee of Ministers:

- invite the European Committee on Local and Regional Democracy (CDLR) to speed up, with a view to completing it, work on Protocol No. 3, on euroregional co-operation groupings, to the Madrid Convention in co-operation with the European Commission;
- instruct the sectors concerned, in particular the European and Mediterranean Major Hazards Agreement (EUR-OPA) and the CEMAT, to promote transfrontier co-operation in their work, particularly at the borders of the area covered by the Council of Europe.

3.2. Third Additional Protocol to the European Outline Convention on Transfrontier Co-operation between Territorial Communities or Authorities concerning Euroregional Co-operation Groupings (ECGs)

On 16 November 2009, seven Member States of the Council of Europe (Belgium, France, Germany, Montenegro, the Netherlands and Slovenia) signed the protocol concerning European Co-operation Groupings (ECG). The ECG instrument provides an additional alternative to the EGTC in the EU Member States. In non EU Member States which are members of the Council of Europe, the ECG offers a new instrument for cooperation, very close to the EGTC instrument, and could therefore facilitate cooperation between programme and project partners from EU Member States and third countries of the EU.

After the adoption of the Community Instrument EGTC in 2006, the work of the Council of Europe was reoriented to draft a Third Protocol “that would provide the core provisions for the establishment and functioning of transfrontier and interterritorial co-operation bodies while at the same time being fully compatible with the EC Regulation... [...]. The two bodies (EGTC and ECG) do not exclude each other [...] however prospective members will chose, in view of the objectives of their co-operation and the means at their disposal, which of the two instruments may accommodate their expectations and goals adequately”.

In order for the basic requirements of the protocol to be fully met, the Parties may have to adjust, review or adopt implementing legislation or provisions. In order to facilitate this task, the third protocol – following the example of the Madrid Outline Convention – foresees the establishment of model legislation that the Parties – but also any Member State wishing to become a Party to the protocol – may adopt as such or reformulate according to their legal traditions.

In conclusion, the third protocol constitutes a further step towards the simplification of the procedures enabling the creation of effective transfrontier co-operation bodies.

4. Conclusions

The institutions of the European Union consider the development of cross-border (transfrontier) co-operations as one of their most important priorities. For the European Union, cross-border co-operation is an important instrument in ensuring balanced development and the integration of the European continent. The main feature of the EU's instruments is that they focus on the financial support of initiatives and programmes implemented within the frame of cross-border co-operations. It must be taken into consideration that one of the primary objectives of the EU's cross-border co-operation is to prevent isolation of border areas.

5. Test your progress

(online)

I. Match the date and the appropriate legal document.

A. 1974

B. 1976

C. 1980

D. 1981

E. 1986

F. 1989

G. 2005

H. 2006

I. 2008

J. 2009

1. Recommendation 1829 on transfrontier co-operation

2. Resolution on Co-operation between Local Communities in Frontier Areas

3. Poetschki Report

4. Madrid Convent

5. Third Additional Protocol

6. Gerlach Report

7. Regulation of the European Parliament and of the Council on a European Grouping of Territorial Co-operation (EGTC)

8. Torremolinos Charter

9. European Convention on Transfrontier Television

10. Recommendation on good practices in and reducing obstacles to transfrontier and interterritorial co-operation between territorial communities or authorities

II. Fill in the missing words.

A. national

B. transfrontier

C. administrative

D. bilateral

E. legal

The purpose of the Outline Convention was to “outline the general, legal and common basis on which *11* co-operation could be founded, in the framework of the *12* sovereignty of each country.” Its primary aim is to create a *13* environment for the heterogeneous legal and *14* systems of the Member States. As stated in the Preamble, the Convention is aimed at promoting transfrontier co-operation as far as possible and contributing to the economic and social progress of frontier regions, since the smooth functioning of *15* co-operation between municipalities and regions enables them to carry out their tasks more effectively and, hence, enables frontier areas to be improved and developed more harmoniously.

III. True or False?

16. In 2008 the Parliamentary Assembly of the Council of Europe urged the Committee of Ministers to urge the member states to grant special legal status to the euroregions.

17. The Community Strategic Guidelines (2006) criticised the “one size fits all” approach to programmes.

18. The EGTCs were created by the Madrid Convent.

19. ECGs were created to replace the EGTCs from 2009.

20. The Parliamentary Assembly emphasises the importance of public-private partnership and dialogue between politicians and civil society in transfrontier issues.

Correct answers:

1. I

2. A

3. E

4. C

5. J

6. B

7. H

8. D

9. F

10. G

11. D

12. A

13. E

14. C

15. B

16. T

17. T

18. F

19. F

20. T

Chapter 5. Legal background for cross-border co-operations in the European Union – external borders

The roots of cross-border co-operation along external borders of the Community can be found in **Article 181a of the Treaty establishing the European Community**:

“1. Without prejudice to the other provisions of this Treaty, and in particular those of Title XX, the Community shall carry out, within its spheres of competence, economic, financial and technical cooperation measures with third countries. Such measures shall be complementary to those carried out by the Member States and consistent with the development policy of the Community.

Community policy in this area shall contribute to the general objective of developing and consolidating democracy and the rule of law, and to the objective of respecting human rights and fundamental freedoms.

2. The Council, acting by a qualified majority on proposal from the Commission and after consulting the European Parliament, shall adopt the measures necessary for the implementation of paragraph 1. The Council shall act unanimously for the association agreements referred to in Article 310 and for the agreements to be concluded with the States which are candidates for accession to the Union.

3. Within their respective spheres of competence, the Community and the Member States shall cooperate with third countries and the competent international organisations. The arrangements for Community cooperation may be the subject of agreements between the Community and the third parties concerned, which shall be negotiated and concluded in accordance with Article 300.

The first subparagraph shall be without prejudice to the Member States’ competence to negotiate in international bodies and to conclude international agreements.”[26] [187]

Article 8 of the Treaty on European Union provides for the EU to develop a special relationship with neighbouring countries, with the aim of establishing an area of prosperity and good neighbourliness at the EU’s borders.

The above Articles thus may be regarded as the basis of the attitude and approach of the EU towards its neighbours.

1. Overview by geographical dimensions

The **eastern land borders of the EU member states constitute the external border of the European Union**. It affects ten member states and eight neighbouring states, stretching approximately **7,958 km**, running from the Arctic to the Black Sea and the Aegean. (Figure 5.1)



Source: Gateways to Europe – Checkpoints on the EU External Land Border; map prepared by Wojciech Mańkowski[27] [187]

Figure 5.1 The external land border of the European Union

Cross-border co-operation on the external borders of the European Union is defined as a key priority both in the European Neighbourhood Policy and in the EU's Strategic Partnership with Russia. The European Neighbourhood and Partnership Instrument (ENPI) was created to develop and strengthen this cross-border co-operation. The core policy objectives of CBC on the external borders of the European Union include

- a) support of sustainable development along both sides of the EU's external borders;
- b) help decrease differences in living standards across these borders ,
- c) address the challenges and opportunities following on EU enlargement or otherwise arising from the proximity between regions across the mainland and maritime borders.

1.1. European Neighbourhood Policy

The **European Neighbourhood Policy (ENP)** was developed in 2004, with the objective of avoiding the emergence of new dividing lines between the enlarged EU and its neighbours and instead strengthening the

prosperity, stability and security of all. This ENP framework is proposed to the **16 of the EU's closest neighbours**: Algeria, Armenia, Azerbaijan, Belarus, Egypt, Georgia, Israel, Jordan, Lebanon, Libya, Moldova, Morocco, Occupied Palestinian Territory, Syria, Tunisia and Ukraine. The ENP builds upon existing agreements between the EU and the partner in question: Partnership and Cooperation Agreements or Association Agreements.

The policy was first outlined in a **Commission Communication on Wider Europe** in March 2003, followed by a **Strategy Paper on the European Neighbourhood Policy** in May 2004. The ENP, which is chiefly a bilateral policy between the EU and each partner country, is further enriched with regional and multilateral cooperation initiatives: the **Eastern Partnership** (launched in Prague in May 2009), the **Union for the Mediterranean** (the Euro-Mediterranean partnership, formerly known as the Barcelona Process, re-launched in Paris in July 2008), and the **Black Sea Synergy** (launched in Kiev in February 2008).

1.2. Northern Dimension

The **Northern Dimension policy**, drawn up in 1999, is a common policy shared by **four equal partners**: the European Union, Norway, Iceland and the Russian Federation. The policy covers a broad geographic area, from the European Arctic and Sub-Arctic to the southern shores of the Baltic Sea, countries in the vicinity and from north-west Russia in the east, to Iceland and Greenland in the west.

The policy's main objectives are to provide a common framework for the promotion of dialogue and concrete cooperation, to strengthen stability and well-being, intensify economic cooperation, and promote economic integration, competitiveness and sustainable development in Northern Europe.

The Northern Dimension is implemented **within the framework of the Partnership and Cooperation Agreement with Russia**. A particular emphasis is placed on subsidiarity, and on ensuring the active participation of all stakeholders in the North (e.g. regional organisations, local and regional authorities, academic and business communities, and civil society). **Cross-border cooperation and regional development is one of its several key priority themes**.

1.3. EU Strategic Partnership with Russia

The EU and Russia concluded a **Partnership and Cooperation Agreement (PCA)** in 1994 which came into force on 1 December 1997. Discussions with Russia were launched in June 2008 on a new agreement for the **Russia-EU Strategic Partnership**, which should update the existing PCA.

2. Overview by enlargement phases

The importance of enlargements in the development of the cross-border co-operations along the external borders is unarguable. **As the number and scope of neighbouring third countries and the length of the external borders increased in parallel with the enlargements, the regulation and policy related to external borders became more and more important for the EU**. As Chapter 2 focused on these processes, therefore we only concentrate on the relevant legal documents. The legal documents are grouped into four periods with regard to the shift of focus.

2.1. The most important legal documents of the European Union related to cross-border co-operations along the external borders before 1995

Before 1995, the European Union did not focus on its external borders as potential and supported places for cross-border co-operation. The reasons behind seem to be obvious and understandable. Until 1989 (1990), the external border of the European Community was known as the Iron Curtain separating Western Europe and Eastern Europe, or the democratic states from the communist countries. The fall of the Iron Curtain, nevertheless, led to democratic developments in Central and Eastern Europe. (Figure 5.2)

Figure 5.2 Direct causes of the development of border regions in Central and Eastern Europe (*animation*)

As for the **external policy of the Community**, its **primary aim** was **to find ways to ensure peace and stability in the neighbouring countries**. In the spirit of this, the legal documents of the period included, for instance:

- 7 First Financial Protocols in 1978 (Cooperation Agreements with Algeria, Morocco, Tunisia, Egypt, Lebanon, Jordan, and Syria)
- 7 Second Financial Protocols in 1982 (Protocols on financial and technical cooperation between the EEC and Algeria, Morocco, Tunisia, Egypt, Lebanon, Jordan, and Syria)
- 7-7 Third and Fourth Financial Protocols concluded between the EEC and the above countries between 1987 and 1994
- Council Regulations and Council Decisions on the financial and technical cooperation with Cyprus, Greek, Malta and Turkey
- *Council Regulation (EEC) No. 3973/86 of 22 December 1986 concerning the application of the Protocols on financial and technical cooperation concluded between the Community and Algeria, Morocco, Tunisia, Egypt, Lebanon, Jordan, Syria, Malta and Cyprus*[28] [187]
- *Council Regulation (EEC) No 1763/92 of 29 June 1992 concerning financial co-operation in respect of all Mediterranean non-member Countries*[29] [187]
- *Council Regulation (EEC) No 1762/92 of 29 June 1992 on the implementation of the Protocols on financial and technical cooperation concluded by the Community with Mediterranean non-member countries*[30] [187]

The **EU internal borders have been dismantled since 1993**, and thus the borders of the member countries became the then external borders of the EU, and later the external borders with third countries. This was further enforced due to the EU accession of Austria, Finland and Sweden. The nature of contacts across the new external borders in 1995 and then in 2004 shifted. Former external borders became internal borders while new external borders emerged raising new challenges.

As it became clear that the aim of the countries neighbouring the EU was to access the integration, and the EU decided to integrate its Central and Eastern European neighbours it changed its policy to some extent. Instead of continuing its outsider approach, it **focused on those regions which were directly neighbouring the external border of the EU and created legal and financial instruments to support them**. The candidate countries signed the Madrid Convent which set the legal framework for the establishment of co-operations not only with EU Member States but also between candidate countries. The EU decided to provide financial assistance for the accession states.

In the 1994 Regulation the Commission of the European Communities acknowledged that “...closer cooperation between border regions can contribute to the transformation process in countries of central and eastern Europe and stimulate economic activities in peripheral regions,... [...] such cooperation can also contribute to the integration process... [...] ... to the establishment and development of trans-European networks...”[31] [187] It also realised that the local cross-border actions are fully integrated in the national development policy in the respective countries. Actually, by this Regulation the European Communities **provided an explicit financial assistance for the border regions in the neighbouring (candidate) countries to co-operate with border regions in the EU Member States**. Article 4 defines the form of projects to be included in the cross-border cooperation programme, and Article 5 lists the actions that can be financed under the programme. The aims of these projects set in Article 3: “(i) to promote cooperation of European Union border regions with adjacent regions in central and eastern Europe and thus to help the border regions in central and eastern Europe to overcome the specific development problems which may arise inter alia from their position within the national economies, in the interest of the local population and in a manner compatible with the protection of the environment; (ii) to promote the creation and the development of cooperation networks on either side of the border, and the establishment of links between these networks and wider Community networks.”[32] [187]

2.2. The most important legal documents of the European Union related to cross-border co-operations between 1 January 1995 and 30 April 2004

2.2.1. Council Regulation (EC) No 1488/96 of 23 July 1996 on financial and technical measures to accompany (MEDA) the reform of economic and social structures in the framework of the Euro-Mediterranean partnership

The MEDA Regulation is the **principal instrument of economic and financial cooperation under the Euro-Mediterranean Partnership**. It was launched in 1996 (MEDA I) and it entered into force on 2 August 1998. It enables the European Union (EU) to provide financial and technical assistance to the countries in the southern Mediterranean: Algeria, Cyprus, Egypt, Israel, Jordan, Lebanon, Malta, Morocco, the Palestinian Territory, Syria, Tunisia and Turkey. The MEDA programme takes the place of the various bilateral financial protocols that exist with the countries in the Mediterranean basin. It is inspired by the Phare and TACIS programmes, especially as regards transparency and information. A budget heading is established for financing the programme.

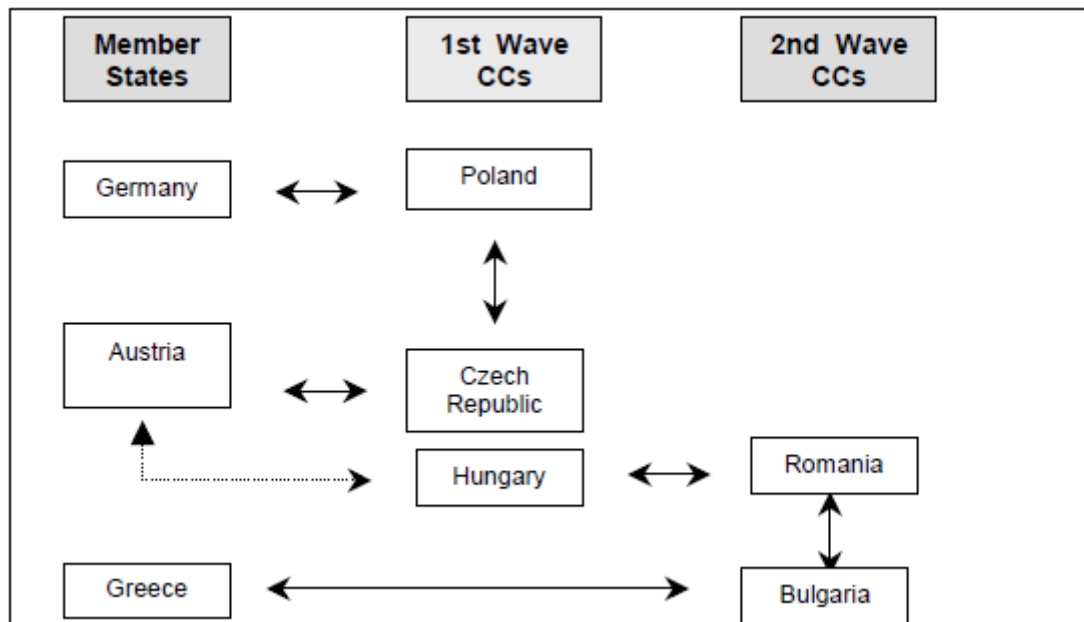
Actions under the MEDA programme aim to fulfil the objectives of the three sectors of the Euro-Mediterranean partnership:

- reinforcing political stability and democracy;
- creating a Euro-Mediterranean free trade area and the development of economic and social cooperation;
- taking due account of the human and cultural dimension.

It was last amended by Council Regulation (EC) No 2112/2005 of 21 November 2005 on access to Community external assistance.

2.2.2. Commission Regulation (EC) No 2760/98 of 18 December 1998 concerning the Implementation of a Programme for cross-border cooperation in the framework of the Phare programme

This Regulation replaces the Commission Regulation (EC) 1628/94 of 4 July 1994 establishing the first cross-border cooperation programme and **pursues** similar aims, in particular **economic development in the border regions of Central and Eastern Europe**. It **expanded the geographical eligibility** of the programme to the borders between the Candidate Countries (CCs) (Figure 5.3), provided for **joint programming over a multi-annual perspective** and established the **Joint Small Project Funds**.



Source: Thematic Evaluation Report, p.4[34] [187]

Figure 5.3 Extension of the geographical scope of the Phare CBC Programme

The borders eligible for this programme are those:

· between Romania, on the one hand, and Hungary, Bulgaria, Ukraine, Moldova and Serbia and Montenegro, on the other;

· between Bulgaria, on the one hand, and Greece, Romania, Turkey, the former Yugoslav Republic of Macedonia and Serbia and Montenegro, on the other.

The Regulation lays down the criteria for the distribution of funds between the recipient countries (population, GDP per capita and surface area of the regions concerned).

2.2.3. Council Regulation (EC, EURATOM) No 99/2000 of 29 December 1999

The Regulation concerns the **provision of assistance to the partner States in Eastern Europe and Central Asia**. It emphasises the **importance of the encouragement of cross-border co-operation between the EU Member States and non-Member States**. Article 2(4) says that “Cross-border co-operation shall primarily serve to: (a) assist border regions in overcoming their specific developmental problems; (b) encourage the linking of networks on both sides of the border, e.g. border-crossing facilities; (c) accelerate the transformation process in the partner States through their cooperation with border regions in the European Union or Central and eastern Europe; (d) reduce transboundary environmental risks and pollution.”[35] [187] The financial background is also addressed by the Regulation providing that in the implementation of cross-border cooperation programmes involving Member States, PHARE countries and partner States, the Commission shall seek effective coordination and consistency with programmes financed through the structural funds, Community external assistance programmes and bilateral assistance initiatives. Annex III indicates cross-border cooperation (including border infrastructure) on the first place among the priority sectors for investment financing. The Regulation expired on 31 December 2006.

2.2.4. Council Regulation (EC) No 2698/2000 of 27 November 2000 amending Regulation (EC) No 1488/96 of 23 July 1996 on financial and technical measures to accompany (MEDA) the reform of economic and social structures in the framework of the Euro-Mediterranean partnership

The Regulation modified the initial MEDA regulation and entered into force on 15 December 2000. It is commonly referred to as **MEDA II**. The programme’s process was modified to allow for a more comprehensive overview and influence of the MEDA II projects, through a joint set of programming papers: Country Strategy Paper, National Indicative Programme, National Financing Plan, Regional Strategy Paper, Regional Indicative Programme, and Regional Financing Plan. During MEDA II (2000-2006) the allocated budget amounted to € 5,350 million for the 9 beneficiary Mediterranean Partner Countries (Algeria, Egypt, Israel, Jordan, Lebanon, Morocco, Palestinian Authority, Syria and Tunisia).

2.2.5. Commission Regulation (EC) No 1596/2002 of 6 September 2002 amending Regulation (EC) No 2760/98 concerning the implementation of a programme for cross-border cooperation in the framework of the Phare programme

The Regulation entered into force on 10 September 2002 **further aligning the Phare CBC with Interreg by providing for the use of Grant Schemes**: “(1) The PHARE 2000 review communication “Strengthening preparation for membership” announced a more programme-oriented approach through the use of “schemes” (measures) which allows PHARE cross-border cooperation to co-finance projects similar in size and nature to Interreg projects.”[36] [187]

2.2.6. Communication from the Commission to the Council and the European Parliament (COM(2003) 104 final), 11.3.2003: Wider Europe – Neighbourhood: A New Framework for Relations with our Eastern and Southern Neighbours

The Communication from the Commission **addressed the challenges of enlargement** expected to be generated by the accession of the ten new member states on 1 May 2004, **surrounding proximity, prosperity and poverty**. It formulated the clear vision for the EU in the following two objectives: “(1) To work with the partners to reduce poverty and create an area of shared prosperity and values based on deeper economic integration, intensified political and cultural relations, enhanced cross-border cooperation and shared responsibility for conflict prevention between the EU and its neighbours. (2) To anchor the EU’s offer of

concrete benefits and preferential relations within a differentiated framework which responds to progress made by the partner countries in political and economic reform.”[37] [188] It calls for **reducing the obstacles in the way of creating cross-border relations and co-operations with the eastern and southern neighbours**, namely Israel, Algeria, Egypt, Libya, Morocco, Tunisia, Jordan, Lebanon, Occidental Palestinian Territory, Syria, Belarus, Moldova, Russian Federation and Ukraine. It also provides an Annex with statistical indicators of these countries. It highlights that “all the neighbouring countries should be offered the prospect of a stake in the EU’s Internal Market and further integration and liberalisation to promote the free movement of – persons, goods, services and capital (four freedoms).”[38] [188]

One of the key elements of the Wider Europe Communication was the **specific possibility of creating a new Neighbourhood Instrument**, “which builds on the experience of promoting cross-border cooperation within the Phare, Tacis and Interreg programmes”, and which could focus “on ensuring the smooth functioning and secure management of the future Eastern and Mediterranean borders, promoting sustainable economic and social development of the border regions and pursuing regional and transnational co-operation”. The new Instrument could also “help to avoid drawing new dividing lines in Europe and to promote stability and prosperity within and beyond the new borders of the Union.” The Wider Europe Communication also emphasises that cross-border cultural links gain additional importance in the context of proximity.

2.2.7. Communication from the Commission: Paving the Way for a New Neighbourhood Instrument. COM(2003) 393 final, 1 July.2003

This Communication is divided into four sections. After the Introduction, the second section identifies the key objectives, while the third section describes the situation in relation to the existing co-operation instruments. The fourth section firstly sets out the practical steps that the Commission intends to implement immediately for the period up to 2006, **in order to strengthen co-operation activities along the external border within the current legal framework**, and then provides an initial analysis of further options for the period post-2006 by identifying key issues to be examined in relation to the creation of a future new Neighbourhood Instrument. The final section describes the actions to be taken in order to implement the proposals set out in the Communication.

2.2.8. Commission Regulation (EC) No 1822/2003 of 16 October 2003 amending Regulation concerning the implementation of a programme for cross-border cooperation in the framework of the Phare programme

The Regulation entered into force on 1 January 2004, having regard to the conclusions at the Copenhagen European Council of 12-13 December 2002, **removed the acceding countries from the list of borders eligible for the Phare cross-border cooperation programme**. Accordingly, Article 2(1) of Regulation (EC) No2760/98 was replaced by the following: “The eligible borders are those between (a) Romania and Hungary, Romania and Bulgaria, Romania and Ukraine, Romania and Moldova, Romania and Serbia and Montenegro; (b) Bulgaria and Greece, Bulgaria and Romania, Bulgaria and Turkey, Bulgaria and the Former Yugoslav Republic of Macedonia, Bulgaria and Serbia and Montenegro.”

2.3. The most important legal documents of the European Union related to cross-border co-operations between 1 May 2004 and 1 January 2007

After the accession of the ten new Member States the focus of the acts, communications, regulations and other legal documents was absolutely directed to the strengthening of the new eastern and southern borders of the EU.

2.3.1. Communication from the Commission European Neighbourhood Policy Strategy Paper (COM(2004) 373 final), 12 May 2004

The Strategy sets out in **concrete terms how the EU proposes to work more closely with its neighbours**. It summarises the evolution of the European Neighbourhood Policy, contains recommendations concerning the inclusion of the Southern Caucasus, on the development of regional cooperation and integration, as a means to address certain issues arising at the enlarged EU’s external borders: “**By further developing various forms of cross-border co-operation, involving local and regional authorities, as well as non-governmental actors, the EU and its partners can work together to ensure that border regions benefit from the EU’s 2004 enlargement.**”[39] [188] It includes its recommendations concerning Action Plans for the strengthening of co operations, links to the financial instruments available for the implementation of the Action Plans, and sets out

the main elements of the new Neighbourhood Instrument. In its Annex, in addition to the statistical references, it also points out the state of ratification of the eastern and southern neighbours with regard to the key international conventions (for example, the UN Core Human Rights Conventions, Fundamental ILO Conventions on Core Labour Standards, Rome Statute of International Criminal Court, Barcelona Convention, etc.).

2.3.2. Council Regulation (EC) No 2007/2004 of 26 October 2004 establishing a European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union

The Regulation established the **European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union**.^[40] [188] Though the Act does not directly relate to the establishment of cross-border cooperation structures but **the Agency set up by it has an important role in the control and surveillance of the EU external border which indirectly sets an important background and framework for the establishment of cross-border structures**. Chapter II Article 2(1) says that “The Agency shall perform the following tasks: (a) coordinate operational cooperation between Member States in the field of management of external borders; (b) assist Member States on training of national border guards, including the establishment of common training standards; (c) carry out risk analyses; (d) follow up on the development of research relevant for the control and surveillance of external borders; (e) assist Member States in circumstances requiring increased technical and operational assistance at external borders; (f) provide Member States with the necessary support in organising joint return operations.”^[41] [188]

2.3.3. Regulation (EC) No 1638/2006 of the European Parliament and of the Council of 24 October 2006 laying down general provisions establishing a European Neighbourhood and Partnership Instrument

The Regulation entered into force on 29 November 2006 (date of expiry: 31 December 2013), and it **repealed the MEDA programme**. The **European Neighbourhood and Partnership Instrument (ENPI) is the financial instrument for European neighbourhood policy (ENP)**. It addresses ENP partner countries (Algeria, Armenia, Azerbaijan, Belarus, Egypt, Georgia, Israel, Jordan, Lebanon, Libya, Moldova, Morocco, Palestinian Authority of the West Bank and Gaza Strip, Russian Federation, Syria, Tunisia, and Ukraine) and offers co-funding for promoting good governance and equitable social and economic development process. The ENPI also supports cross-border and trans-regional co-operation as well as the gradual economic integration of recipient countries with the EU beneficiary countries. This Regulation establishes the **basic principles governing the ENPI, its scope and the programming of assistance**. Title II covers the **programming and allocation of funds also defining the types of programmes**. Title III is fully devoted to the **definition of cross-border co-operations** where the geographical eligibility is defined as: “(a) all territorial units corresponding to NUTS level 3 or equivalent along the land borders between Member States and partner countries; (b) all territorial units corresponding to NUTS level 3 or equivalent along sea crossings of significant importance; (c) all coastal territorial units corresponding to NUTS level 2 or equivalent facing a sea basin common to Member States and partner countries.”^[42] [188]

“A new framework for planning and delivering assistance is proposed in order to make the Community’s external assistance more effective.” It points out the notion that “It is important to foster cooperation both at the European Union external border and among partner countries, especially those among them that are geographically close to each other. In order to avoid the creation of new dividing lines, it is particularly important to remove obstacles to effective cross-border cooperation along the external borders of the European Union. **Cross-border cooperation should contribute to integrated and sustainable regional development between neighbouring border regions and harmonious territorial integration across the Community and with neighbouring countries.**” (14-15) The setting of the scope of Community assistance includes “(y) supporting cross-border cooperation through joint local initiatives to promote sustainable economic, social and environmental development in border regions and integrated territorial development across the Community’s external border;” (Article 2 (2) y))

2.4. The most important legal documents of the European Union related to cross-border co-operations after 2007

The year 2007 was a milestone for two reasons:

1. Bulgaria and Romania joined the EU, thus the number of Member States became 27, the length of EU external borders grew from 10824 km 12264 km, and the number of external borders grew from 25 to 29, stabilising the ratio of external borders within the total length and number of borders in 46%.

2. A new budgetary period began in the EU allowing for smoothly implementing the changes generated by the latest enlargement. This resulted in legal documents which were mostly related to the implementation of the financial instruments available for the countries lying along the new external borders of the EU.

2.4.1. Regulation (EC) No 951/2007 of the Commission of 9 August 2007 laying down implementing rules for cross-border cooperation programmes financed under Regulation (EC) No 1638/2006 of the European Parliament and of the Council laying down general provisions establishing a European Neighbourhood and Partnership Instrument

The Regulation is **the implementing instrument of the ENPI defining the related basic documents** in Chapter II for joint operational programmes and financing agreements. It is followed by the **details of the management structures for joint operational programmes** (Joint Monitoring Committee, Joint Managing Authority, and Joint Technical Secretariat). As for the **financial management of the joint programmes** it highlights that “No more than 10% of the Community’s total contribution to a joint programme may be allocated to technical assistance.” (Article 18) and that “Co-financing shall amount to at least 10% of the Community contribution to the joint operational programme, minus the amount of technical assistance financed from the Community contribution.” (Article 20). The rules of monitoring and control are also set in the Regulation.

The **nature of eligible projects** can be of three kinds: “(a) integrated projects, where each partner carries out a part of the activities of the joint project on its own territory; (b) symmetrical projects, where similar activities are carried out in parallel in Member States and in partner countries; (c) projects implemented mainly or entirely in a Member State or a partner country but for the benefit of all or some of the partners involved in the joint operational programme.” (Article 41)

The provisions of the Regulation are made applicable to the entire geographical area of the programme, both on the territory of the Member States and on the territory of the partner countries.

2.4.2. Principle for the implementation of a Governance Facility under the European Neighbourhood and Partnership Instrument (ENPI)

The document published on 22 February 2008 intends to define the principles for implementing the Governance Facility as announced in the December 2006 Communication on Strengthening the European Neighbourhood Policy.

2.4.3. Proposal for a Regulation of the European Parliament and of the Council establishing a European Neighbourhood Instrument COM(2011) 839 final 2011/0405 (COD)

As part of the ENP Strategic Review the relationship of the EU with its neighbours and developments have been analysed and assessed since the ENP was set up. As a result, **a new ENP vision has been developed** as outlined in the Joint Communication of the High Representative of the EU for Foreign Affairs and Security Policy. The European Commission adopted “*A new response to a changing Neighbourhood*” was adopted on 25 May 2011, and the conclusion of the Council were adopted on 20 June 2011. The **key elements** of the proposal and their rationale (altogether 7) included inter alia the (a) **application of the principle of “more for more”** and mutual accountability in line with the new vision of the ENP, notably through specific provisions on differentiation for financial allocations and for the programming process, as required; (b) **improvement of the provisions on Cross-Border Cooperation** to facilitate effective and fast implementation of the programmes.

2.4.4. Commission Proposal for a Regulation establishing common rules and procedures for the implementation of the Union’s instruments for external action COM(2011) 842 final 2011/0415 (COD)>

The Commission Proposal within the context of the Multiannual Financial Framework (MFF) **intends to simplify the regulatory environment and facilitate the availability of Union assistance to partner countries and regions, civil society organisations, SMEs, etc.** to the extent that they contribute to the objectives of the Regulation. It is agreed that simplified and flexible decision-making procedures would allow a swifter adoption of implementing measures and thus of delivery of EU assistance, in particular for countries in crisis, post-crisis and fragility. The Financial Regulation is also revised with regard to the special provision on external actions facilitating the participation of civil society organisations and small businesses in funding programmes (for example, by simplifying rules, reducing the costs of participation and accelerating award procedures). The Commission intends to implement this Regulation using the new flexible procedures provided for in the new Financial Regulation. Therefore, the Commission proposes a set of simplified and harmonised implementing rules and procedures applicable to four geographic instruments, namely the DCI, ENI, IPA, and PI, and to the three thematic instruments IfS, EIDHR, and INSC. In the case of the IPA and ENI, however, the special characteristics of pre-accession and cross-border cooperation will require additional and specific implementing rules and procedures complementing as 'lex specialis' the common set provided by the Common Implementing Regulation. It shall be applied from 1 January 2014.

3. Conclusions

In the early decades of the integration, co-operation with third countries was not in the focus but the Member States concentrated on co-operation with each other. As the integration grew, the length of the external borders also grew and the economic, political and social stability in the neighbouring countries became more and more important for the Communities. Therefore, first in the late seventies and eighties the Communities opened for the neighbouring countries in providing financial and technical assistance. In the nineties the importance of border regions got to the agenda not only along the internal borders but also along the external borders. This led to an intensified attention towards co-operation with the border regions in the neighbouring countries. The aim of the EU with external cross-border co-operations (that is, cross-border co-operations between border regions in EU Member States and non Member States) is to manage its external borders in such a way as to allow those taking an active part in transfrontier co-operation to meet the challenges arising from the new political, economic, social and cultural situations, while at the same time guaranteeing sufficient controls at the borders of the European Union.

4. Test your progress

(online)

I. Match the date and the appropriate legal document.

A. 1978

B. 1992

C. 1994

D. 1996

E. 1998

F. 2000

G. 2003

H. 2004

I. 2006

J. 2011

1. Commission Communication on Wider Europe

2. Proposal for a Regulation of the European Parliament and of the Council establishing a European Neighbourhood Instrument

3. Commission Regulation (EC) No 1628 concerning the implementation of a programme for cross-border cooperation between countries in central and eastern Europe and Member States of the Community in the framework of the Phare programme

4. Regulation (EC) No 1638 of the European Parliament and of the Council laying down general provisions establishing a European Neighbourhood and Partnership Instrument

5. First Financial Protocols

6. Communication from the Commission European Neighbourhood Policy Strategy Paper

7. Council Regulation (EC) No 1488 on financial and technical measures to accompany (MEDA) the reform of economic and social structures in the framework of the Euro-Mediterranean partnership

8. Council Regulation (EC) No 2698 amending Regulation (EC) No 1488 on financial and technical measures to accompany (MEDA) the reform of economic and social structures in the framework of the Euro-Mediterranean partnership

9. Commission Regulation (EC) No 2760 concerning the Implementation of a Programme for cross-border cooperation in the framework of the Phare programme

10. Council Regulation (EEC) No 1763 concerning financial co-operation in respect of all Mediterranean non-member Countries)

II. Multiple associations.

A. Both parts of the sentence are true and there is a connection between them.

B. Both parts of the sentence are true but there is no connection between them.

C. Only the first part of the sentence is true, the second is false.

D. The first part of the sentence is false, the second is true.

E. Neither the first part nor the second part is true.

11. In 2004 Bulgaria and Romania joined the EU, thus the number of Member States became 27.

12. By further developing various forms of cross-border co-operation, involving local and regional authorities, as well as non-governmental actors, the Commission proposes a set of simplified and harmonised implementing rules and procedures applicable to four geographic instruments.

13. In 2007 the length of EU external borders grew from 10824 km 12264 km, and the number of external borders grew from 25 to 29.

14. By the Phare Regulation the European Communities provided an explicit financial assistance for the border regions in the neighbouring (candidate) countries to co-operate with regions in the EU Member States.

15. The Wider Europe Communication from the Commission disregarded the challenges of enlargement, and decided to raise obstacles in the way of creating cross-border relations and co-operations with the eastern and southern neighbours.

III. True or False?

16. Enlargement has no relevance for or impact on the regional policy of the European Union.

17. There are three types of eligible projects within the ENPI.

18. Communication from the Commission European Neighbourhood Policy Strategy Paper pointed out that the countries of the Southern Caucasus do not fit in the ENP.

19. The northern land borders of the EU member states constitute the external border of the European Union affecting all member states and 16 neighbouring states.

20. Cross-border co-operation on the external borders of the European Union is defined as a key priority both in the European Neighbourhood Policy and in the EU's Strategic Partnership with Russia.

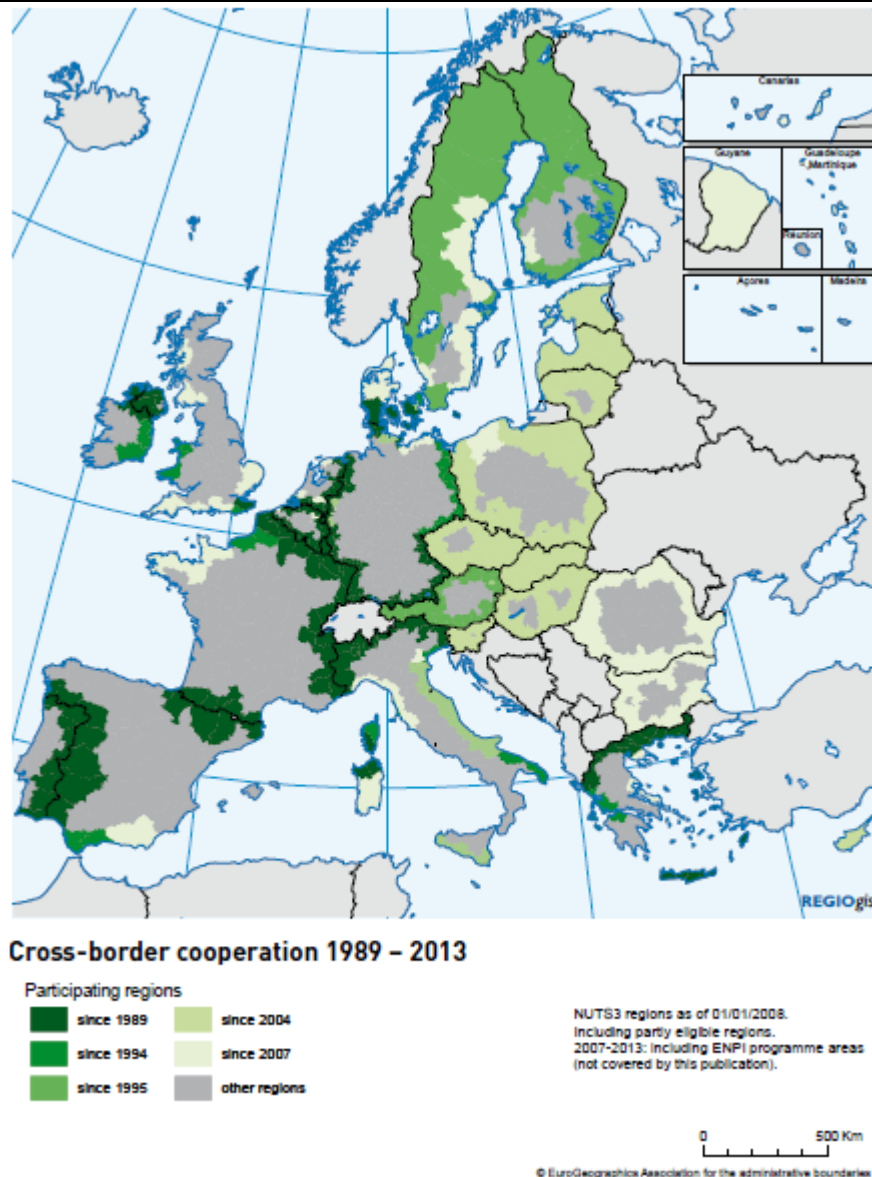
Correct answers:

1. G
2. J
3. C
4. I
5. A
6. H
7. D
8. F
9. E
10. B
11. D
12. B
13. A
14. C
15. E
16. F
17. T
18. F
19. F
20. T

Chapter 6. EU financial supports for cross-border co-operations – internal borders

The **regional policy of the European Union** – as part of the Community structural policy – takes an active part in the overcoming of such problems which affect more than one country with a special importance from the aspect of the EU and which are not integrated into the traditional regional policy. The **Community Initiative Programmes** have been established for the joint solution of these problems. These Community Initiatives include the Interreg, the Leader, the (Employment-)Equal[43] [188] and the Urban programmes. In the 2000-2006 budgetary period, 5.35% of the Structural Funds were available for the funding of Community Initiatives, out of which almost 2.5% was spent on Interreg programmes. As **cross-border co-operations** are primarily affected by the development and status of the **Interreg Programme** (launched in 1990), therefore, only this Initiative is discussed in details from among the Community Initiatives. In the budgetary period of 2007-2013 the Interreg Programme was replaced by the **European Territorial Cooperation Programme** with similar scopes and priorities.

The map below (Figure 6.1) shows how the eligible areas for cross-border co-operation have evolved after several waves of enlargement from Interreg I through to ETC. In 1990 the first 31 Interreg programmes, supporting cross-border co-operation, were launched, with a community contribution of 1082 billion euro. Since then, the number of cross-border co-operation programmes has doubled and the financing has increased fivefold. These highly contributed to the progress and maturity of cooperation in Europe.[44] [188]



Source: European Territorial Cooperation: Building bridges between people, September 2011

Figure 6.1 EU regions participating in cross-border co-operation 1989-2013

1. INTERREG Community Initiative

1.1. Interreg I (1990-1993)

The **creation of the Interreg Community Initiative in 1990** significantly contributed to the intensification of cross-border co-operations. Through this financial instrument the European Union acknowledged the role of cross-border co-operations in the deepening of the integration processes.

The Interreg Programme is **funded from several sources**: the majority of the support derives from the Structural Funds (ERDF, ASF) but an additional proportion is contributed by the Member States on the national, regional and local levels. The size of co-financing for Member States was 50%.

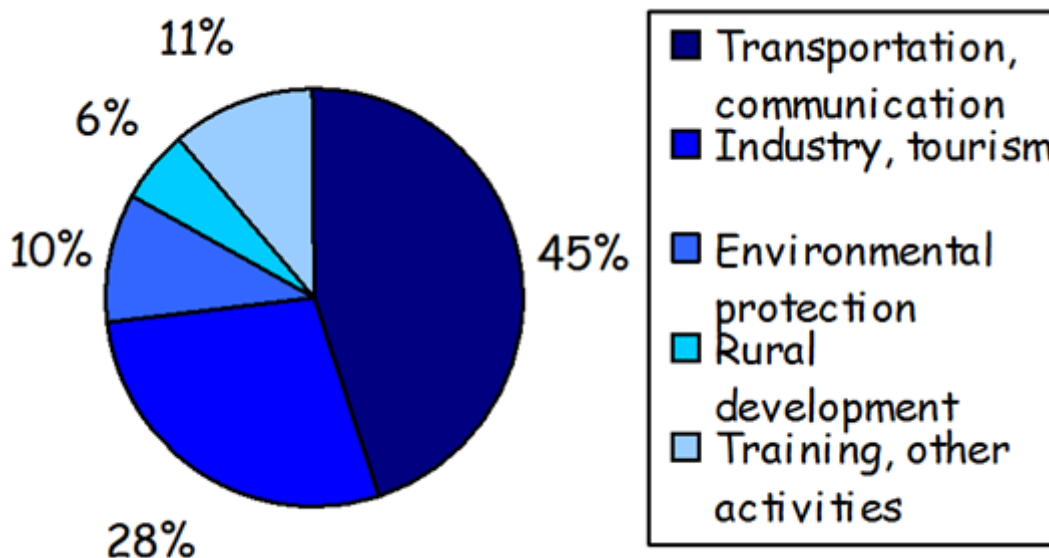
The approval of **31 Operational Programmes** within the Interreg I Initiative (1990-1993) represented the diverse range of border regions and experiences of cross-border co-operations within the European Union:

- Operational Programmes along the internal and external borders of the EU

· underdeveloped Objective 1 regions and “core” regions of the EU

· regions with experience of local and regional cross-border co-operation and structures (“bottom-up” programmes) and those with a more centralised national approach to cross-border co-operation (“top-down” programmes)

With a **total EU contribution of 1082 million euro**, projects were funded across a wide range of sectors such as transport and communications, environment, business, tourism rural development and training (Figure 6.2). The ratio of joint projects in the fields of environmental protection and rural development was relatively low in the first period of the programme. This is mainly the consequence of the harmonisation with the Objective areas.



Source: based on data by von Malchus

Figure 6.2 Sectoral distribution of projects supported by Interreg I

1.2. Interreg II (1994-1999)

Following the success of Interreg I, the Council of Europe at its Edinburgh Summit identified cross-border co-operation as a priority for **Community Initiatives in the 1994-1999 budgetary period** of the Structural Funds. Based on this, the Interreg II Initiative was divided into **three strands**:

1. **Interreg IIA** as the main strand on **cross-border co-operation** – with a total EU allocation of **2565 million euro** (Table 6.1)
2. **Interreg IIB** aimed to complete **selected energy networks** (former Regen Initiative) and had been allocated 550 million euro
3. **Interreg IIC** was introduced in 1996 aiming at the support of **transnational co-operation** actions on spatial planning and other fields, and received an allocation of 413 million euro

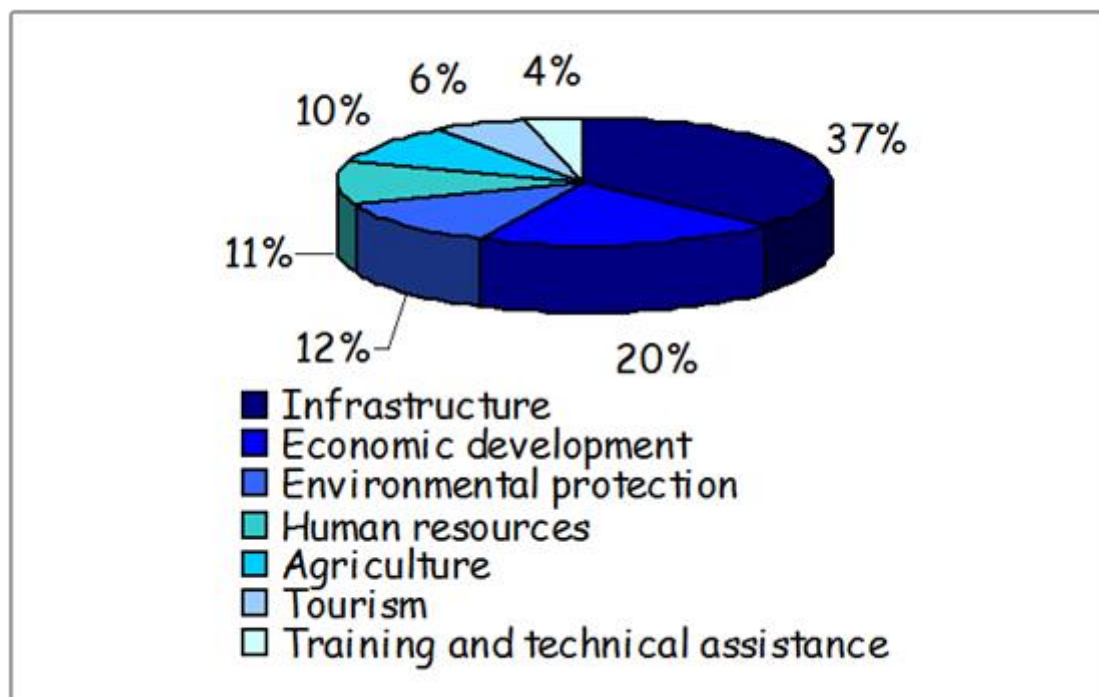
Border regions	Objective 1/6 regions	Other regions	Total
Internal borders (35)	1 065 million	600 million	1 655 million
External borders (24)	795 million	105 million	900 million
Total	1 860 million	705 million	2 565 million

Table 6.1 Financial distribution of Interreg IIA (1994-1999, million euro)

The aim of Interreg IIA was to promote the collaboration and co-operation of the border regions in a 'borderless' European Union, thus **diminishing the isolation of the border regions from the national and European markets**. The programme named new support areas in addition to the ones defined by Interreg I:

- health care
- language teaching
- culture
- infrastructural developments
- co-operation in the field of public utilities (water, gas and electricity supplies, sewage treatment)
- cross-border spatial planning

From among the new areas, the support of human resources and training were given special importance together with the joint projects related to agricultural activities. As it may be seen, the share of environmental protection increased while the support of infrastructural investments decreased to some extent. (Figure 6.3)



Source: von Malchus, 2000 – modified by author

Figure 6.3 Distribution of Interreg IIA supports along the borders with countries receiving Phare allocation (1994-99, by sectors, %)

One of the reasons for this was the change in the priority system caused by the enlargement of the supported areas in the border regions. Nevertheless, following the successful project implementations of the previous years, the applicants were eager to use the possibilities to reduce regional disparities.

Although the **Interreg IIA Programme** represented **only a small proportion within the total budget of the EU (1.5%)**, it still had a great significance in the support system of cross-border co-operations. The Interreg IIA Programme separated **2565 million euro for the 1994-1999 programming period** to support all those NUTS 3 regions which lie along the internal or external borders of the EU. (Figure 6.3)

The **Operational Programmes (OPs)** are contract-based programmes for the border regions of the Member States. The implementation of the OPs is the responsibility of so-called '**operative committees**'. (Figure 6.4)

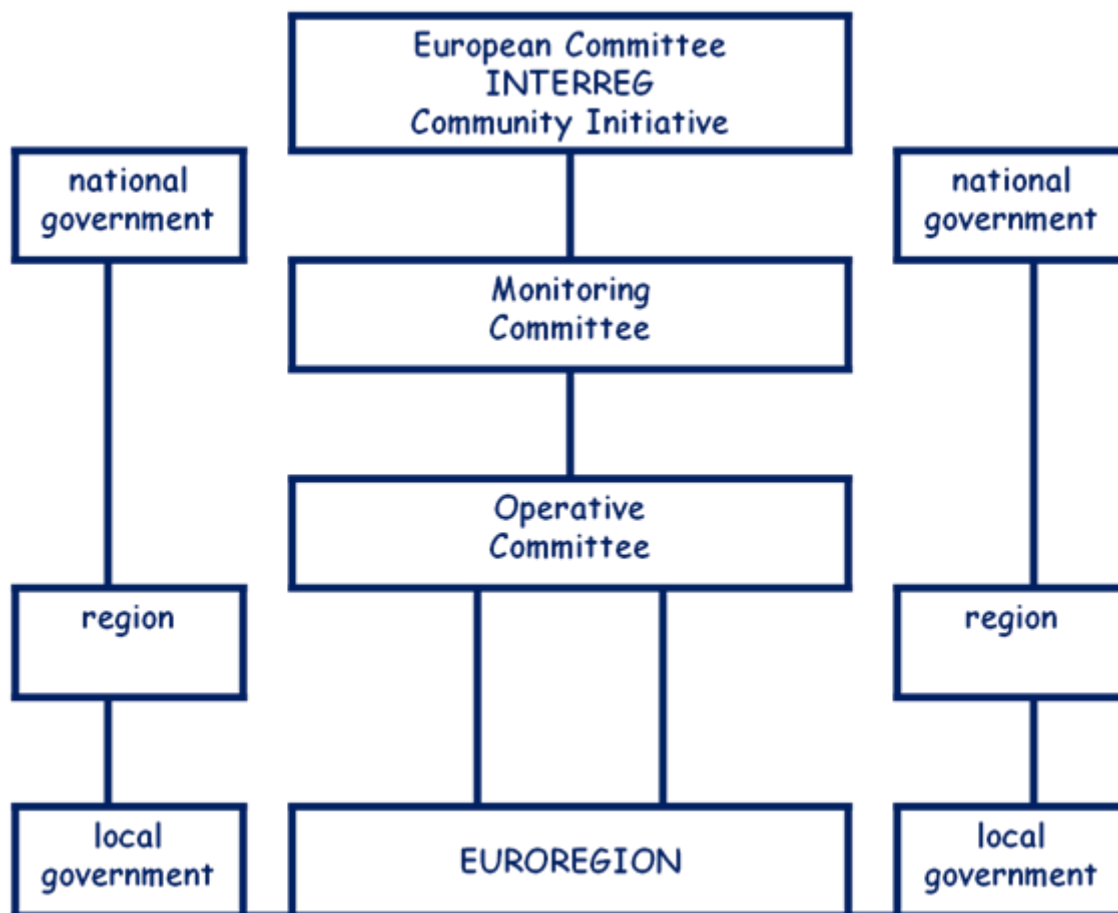
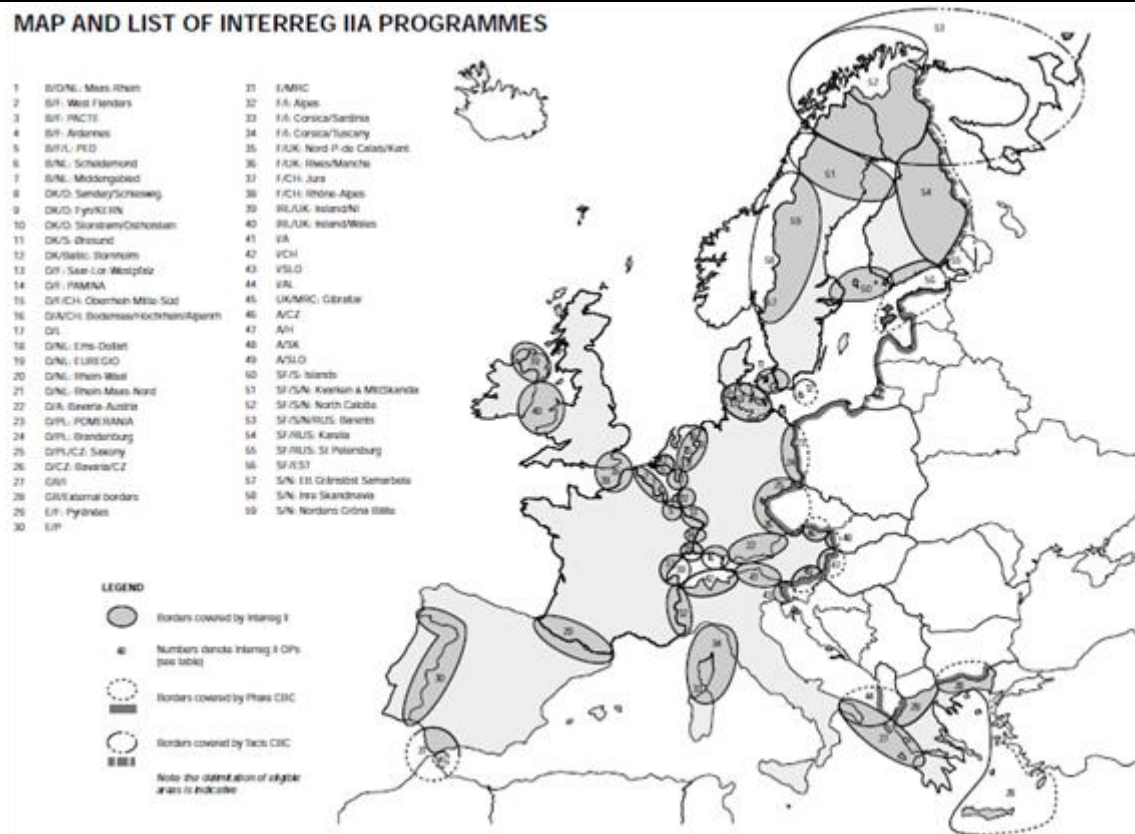


Figure 6.4 Implementation mechanism of the Interreg Programmes

These committees are usually not integrated parts of the cross-border co-operations – not even of the euroregions – but are organised from the members of the organisations responsible for the implementation of Interreg projects. Euroregions, in some cases might have an opportunity to be active participants in these committees but usually – in spite of the fact that they are among the organisations eligible for Interreg funding – their say is relatively small in the decision-making process. It is only the Dutch-German border where the euroregions take part directly in the decision-making processes of the Interreg programmes.

A total of **59 OPs** were submitted and approved under Interreg IIA with a total EU funding of **2565 million euro** which was the highest assistance of all Community Initiatives. This figure rises to over 4 billion euro when the required co-financing (national, regional, local, private funds) is added. (Figure 6.5)



Source: http://ec.europa.eu/regional_policy/sources/docgener/evaluation/inter2a/map_inter2a.pdf

Figure 6.5 Map and list of Interreg IIA programmes

Interreg IIA was **the first initiative to incorporate all border regions along the internal and external borders of the EU**. The number of internal and external borders considerably increased as a result of the EU accession of Austria, Sweden and Finland. The breakdown of the OPs demonstrates the increasing importance of the external EU border: **35 programmes were related to internal EU borders and 24 concerned the external ones** (Central European countries, Russia, Norway Switzerland, Cyprus, and Morocco).[45] [188]

A second factor in the significant expansion of Interreg IIA is the **stronger emphasis on co-operations across maritime borders**. A total of **16** (of which 11 along internal borders) **maritime OPs** were supported under Interreg IIA – compared to having only 4 under Interreg I.[46] [188]

Another spatial specialty is that the **EU funds for OPsin some Objective 1 regions exceeded 100 million euro**. The largest of these were the Spanish-Portuguese (552 million euro) and the Greek external borders (310 million euro). These two border regions had the largest budget in the history of Interreg IIA. At the same time, 30 programmes received ‘only’ 5-25 million euro.[47] [188]

1.3. Interreg III (2000-2006)

Interreg III [48] [188] was the largest Community Initiative under the EU Structural Funds for the period 2000-2006 with an allocation of **4875 million euro (2.2% of the Structural Funds)**. In April 2000 the European Commission established its formal Guidelines:[49] [188]

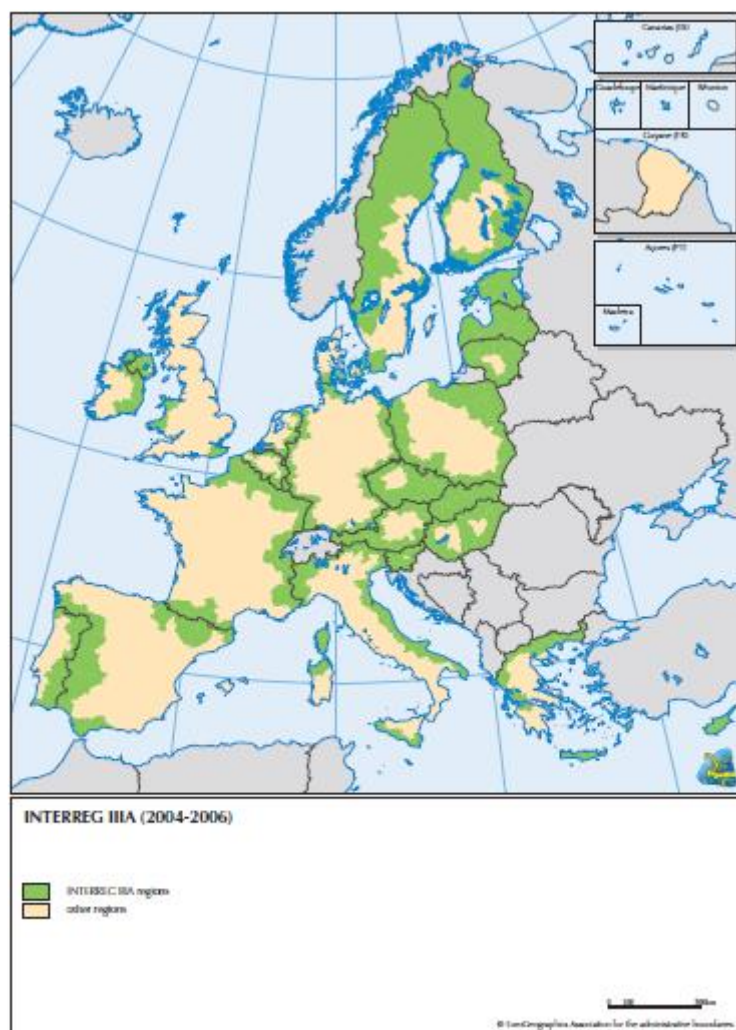
1. **Interreg IIICross-border co-operations** – a continuation of Interreg I and Interreg IIA: **cross-border co-operation between neighbouring authorities** to develop cross-border economic and social centres through joint strategies for sustainable territorial development

2. **Interreg IIIB transnational co-operation** – an extension of Interreg IIC: between national, regional and local authorities – to promote a higher degree of territorial integration across large groupings of European regions with a view to achieve sustainable, harmonious and balanced development in the Community and better territorial integration with candidate and other neighbouring countries

3. **Interreg IIIC interregional co-operation** – a new strand which corresponds to an extension and possibly widening of the field of co-operation previously covered by the RECITE and Ecos-Overture type programmes: to improve the effectiveness of policies and instruments for regional development and cohesion through networking

The **allocated funds** were defined for all Member States **on the basis of the number of the population of the border regions** along the external EU borders, the peripheral regions and the regions neighbouring Central and Eastern Europe. Minimum 50% of this had to be spent on cross-border co-operations, 14% on transnational co-operations and 6% on interregional co-operations.

All NUTS 3 regions situated along the internal or external land borders of the EU, and certain NUTS 3 maritime regions were eligible for support within the framework of Interreg IIIA. In some cases, NUTS 3 regions adjacent to the regions mentioned above were also eligible for funding. (Figure 6.6) This was also true for areas which were not classified as NUTS 3 regions but were enclosed by NUTS 3 regions that lay along a border or in a region where such areas adjoined others running along borders. In both cases, eligibility for funding was granted, provided they did not account for more than 20% of the total spending for the OP concerned.



Source: http://ec.europa.eu/regional_policy/archive/interreg3/down/pdf/europe.pdf

Figure 6.6 NUTS 3 regions eligible for Interreg IIIA

The **priorities of Interreg IIIA have been expanded** in comparison with those of the previous two programming periods **and became more specific:**

- promotion of urban, rural and coastal development

- strengthening the spirit of enterprise
- developing small and medium-sized enterprises, including those in the tourism sector
- developing local employment initiatives
- assistance for labour market integration and social inclusion
- initiatives for encouraging shared use of human resources and facilities for research and development, education, culture, communication, health and civil protection
- measures for environmental protection, improving energy efficiency and renewable energy resources
- improving transport, information and communication networks and services, water and energy systems
- increasing co-operation in legal and administrative areas
- increasing human and institutional potential for cross-border co-operation

Altogether 53 projects were approved under Interreg IIIA. The European Commission found it **especially important** the actions to be implemented in the NUTS 3 regions located along the border **in the case of the infrastructural investments**.

The European Commission set it as its aim for the 2000-2006 budgetary period to help the coordination of all other instruments with Interreg IIIA so as to support mirror projects in the (candidate) countries adjacent to the EU.

2. European Territorial Cooperation (2007-2013)

European Territorial Cooperation is central to the construction of a common European space, and a cornerstone of European integration. It has clear European added value: **helping to ensure that borders are not barriers**, bringing Europe closer together, helping to solve common problems, facilitating the sharing of ideas and assets, and encouraging strategic work towards common goals. Cohesion policy encourages regions and cities from different EU Member States to work together and learn from each other through joint programmes, projects and networks. **In the period 2007-2013 the European Territorial Co-operation (ETC) objective covers three types of programmes:**

- **53 cross-border co-operation programmes** along internal EU borders. ERDF contribution: **5.6 billion euro**.
- **13 transnational co-operation programmes** cover larger areas of co-operation such as the Baltic Sea, Alpine and Mediterranean regions. ERDF contribution: **1.8 billion euro**.
- The **interregional co-operation programme (INTERREG IVC)** and 3 networking programmes (Urbact II, Interact II and ESPON) cover all 27 Member States of the EU. They provide a framework for exchanging experience between regional and local bodies in different countries. ERDF contribution: **445 million euro**.

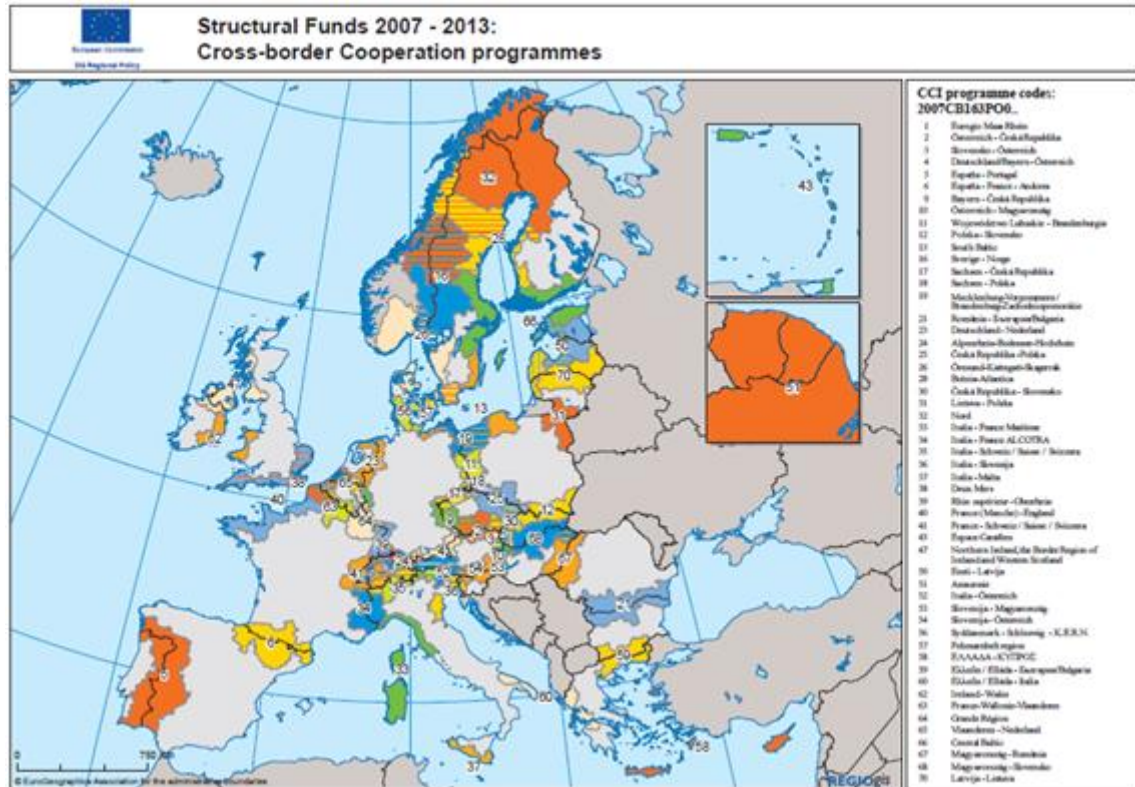
The ETC objective is financed by the European Regional Development Fund (ERDF) and supports cross-border, transnational and interregional co-operation programmes. **The budget of 8.7 billion euro for this objective accounts for 2.5% of the total 2007-2013 allocation for cohesion policy** (Figure 6.7), including the allocation for Member States to participate in EU external border co-operation programmes supported by other instruments (IPA and ENPI). For ETC the ERDF regulation[50] [188] is applicable, in particular Chapter 3.[51] [188]

Figure 6.7 Indicative allocation by Member State of the commitment appropriations for the Member States and regions eligible for funding from the Structural Funds under the “European territorial cooperation” objective for the period from 1 January 2007 to 31 December (*interactive map*)

The programmes cover a variety of border regions: some work with maritime areas, others with internal EU land borders or borders shared with candidate countries. **Most programmes are bilateral, but some consist of more than two neighbouring countries** (e.g. South Baltic programme). (Figure 6.8) The programmes last for seven years. The programme activities include:

- repairing and (re)building cross-border roads, cycle paths or bridges;

- investing in cross-border waste systems, medical equipment, research centres, anti-flood measures, and so on;
- managing jointly natural and tourism sites;
- developing common services for the local population;
- advising on employment issues; and
- creating thematic networks and clusters for innovation.



Source: http://ec.europa.eu/regional_policy/images/map/cooperat2007/crossborder/crossborder27_eu_08.pdf

Figure 6.8 Cross-border Co-operation Programmes 2007-2013

The funding is granted on condition that organisations from both sides of the border, such as regional authorities, universities and SMEs, come together to implement projects based on the needs of the border region. Representatives of co-operating regions, thematic ministries and other local partners

meet regularly and decide which projects are going to be supported. This unique structure is supposed to lead to sustainable collaboration that continues long after the programme ends. The funding is granted on condition that partners from both sides of the border work together and fulfil at least two of the following conditions: common financing, common staffing, common preparation and common implementation of the project.

3. Test your progress

(online)

I. Fill in the gaps using the correct words/expressions.

1. Those regions which have experience of local and regional cross-border co-operation and structures are involved in programmes.

A. bottom-up

B. cross-border

C. top-down

D. legal

E. regional

F. national

2. Those regions which have a more centralised national approach to cross-border co-operation are involved in programmes.

A. bottom-up

B. cross-border

C. top-down

D. legal

E. regional

F. national

3. Interreg IIIA is for co-operations between neighbouring authorities to develop cross-border economic and social centres through joint strategies for sustainable territorial development.

A. bottom-up

B. cross-border

C. top-down

D. legal

E. regional

F. national

4. The priorities of Interreg IIIA have been expanded and became more specific, including areas such as the increasing co-operation in and administrative areas.

A. bottom-up

B. cross-border

C. top-down

D. legal

E. regional

F. national

5. The basic principle of Interreg III is that “borders should not be a barrier to European balanced development and integration.”

A. bottom-up

B. cross-border

C. top-down

D. legal

E. regional

F. national

(RBV) II. Fill in the gaps.

6. In the 2000-2006 budgetary period of the Structural Funds were available for the funding Interreg programmes.

A. 2.5%

B. 5.35%

C. 1.5%

D. 20%

E. 50%

7. The programmes implemented by the European Territorial Cooperation Programme last for years.

A. seven

B. six

C. five

D. four

8. Interreg I was launched in .

A. 1990

B. 1989

C. 1991

D. 1994

9. The number of cross-border co-operation programmes in the budgetary period 2000-2006 was in the budgetary period 2007-2013.

A. the same as

B. higher than

C. lower than

10. The ETC objective is financed by the and supports cross-border, transnational and interregional co-operation programmes.

A. ERDF

B. ESDP

C. EGTC

D. EC

III. True or False.

11. The number of EU regions eligible for funding for establishing cross-border co-operations decreased between 1990- and 2007.

12. Co-operations across maritime borders are also given great emphasis in the Interreg IIA programme.

13. The three strands of Interreg II and Interreg III cover exactly the same programme areas.

14. The IPA and ENPI are available both for internal and external EU borders.

15. In 2007-2013 France received the highest amount of support for cross-border co-operations from the ETC Programme.

Correct answers:

1. A

2. C

3. B

4. D

5. F

6. A

7. A

8. A

9. A

10. A

11. F

12. T

13. F

14. F

15. T

Chapter 7. EU financial supports for cross-border co-operations – external borders

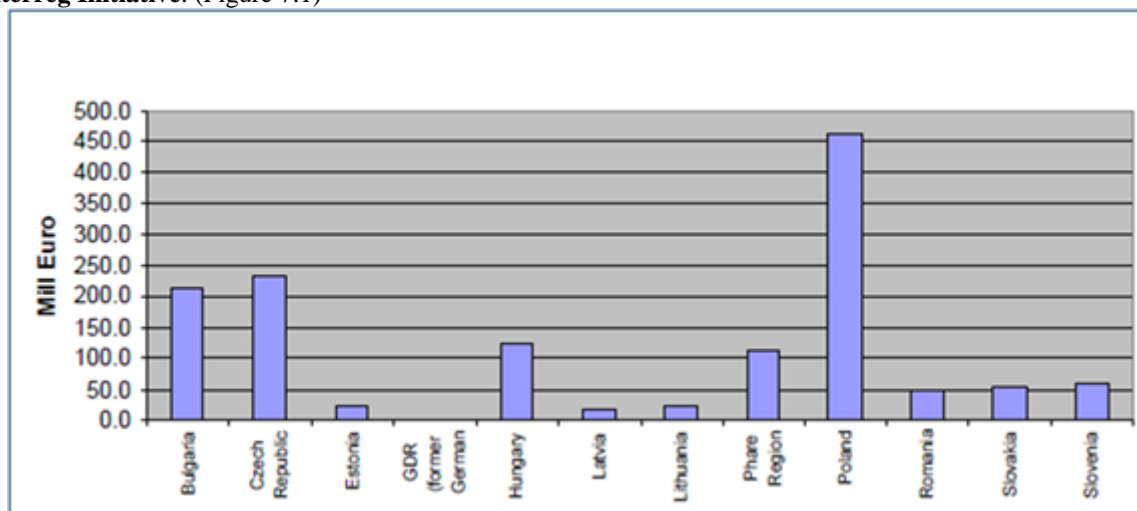
The main **foreign policy priority** of the European Union is the **good relations with its neighbours**. With respect to availability of financial resources for cross-border co-operations, there are significant differences between the different external borders of the European Union. These differences somewhat disappeared with the introduction of the European Neighbourhood Policy Instrument. Through the ENPI, the EU aims to build a deeper political and economic relationship with its neighbours to the east and south, supporting their reform processes.

“Within the European Union the European Commission is responsible for ensuring financial instruments to establish and maintain cross-border co-operations with countries outside its area. Cross-border co-operation is intended to benefit those regions which directly share a land or maritime border with the European Union, and their counterparts on the EU side of the border. The regions eligible to participate in the programmes will be those departments or provinces directly sharing the border on both sides, defined at NUTS 3/2 level on the EU side, and on the external side, in the absence of such classification, in terms of the territorial units most closely corresponding to this definition.”[52] [188]

The following chapter introduces, analyses and compares the various financial instruments for cross-border co-operation made available for countries not – yet – members of the European Union, and those financial instruments which were made available for countries that are not likely to become EU members in the future.

1. Phare CBC

The **Phare CBC Programme** was introduced in 1994 under the Pre-Accession Funds. It was originally designed for the promotion of cross-border co-operation between regions in the Central European Candidate Countries (CECCs) and the European Union. The Phare CBC in fact was created with the aim of **mirroring the Interreg Initiative**. (Figure 7.1)



Source: From pre-accession to accession..., February 2004

Figure 7.1 Phare CBC allocations 1994-2003

1.1. Phare CBC 1994-1998

In the 1994-1998 period the Phare CBC programmes were eligible **along 15 borders**, and **958,9 million euro in total** was available for the implementation of the projects, though finally the **actual commitments** were only

820 million euro (Figure 7.2). This represented approximately 18% of total Phare funds committed over this five year period.

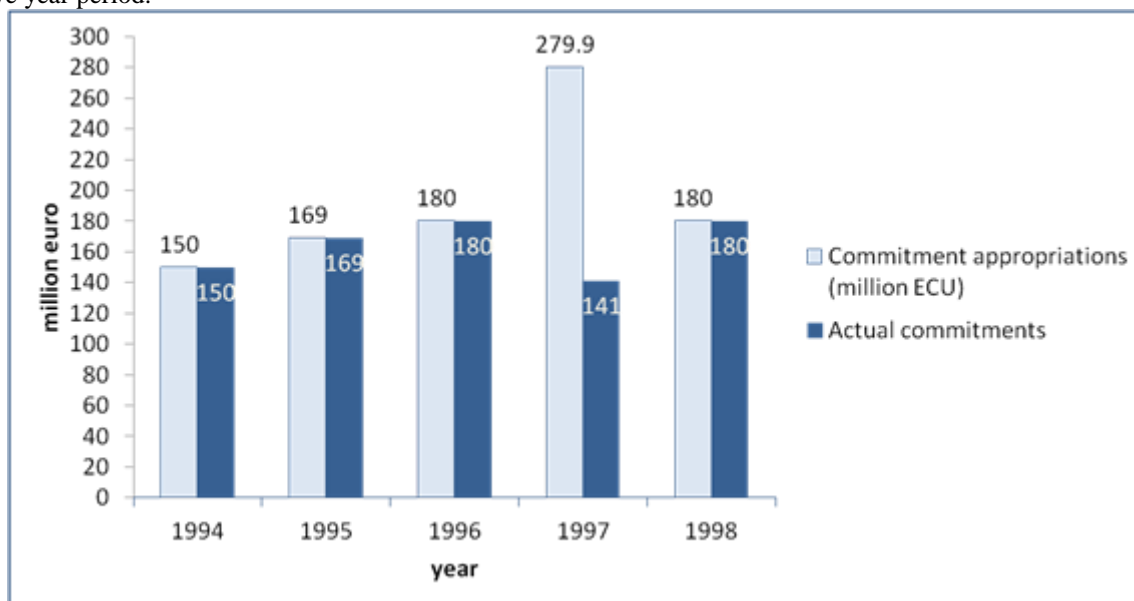
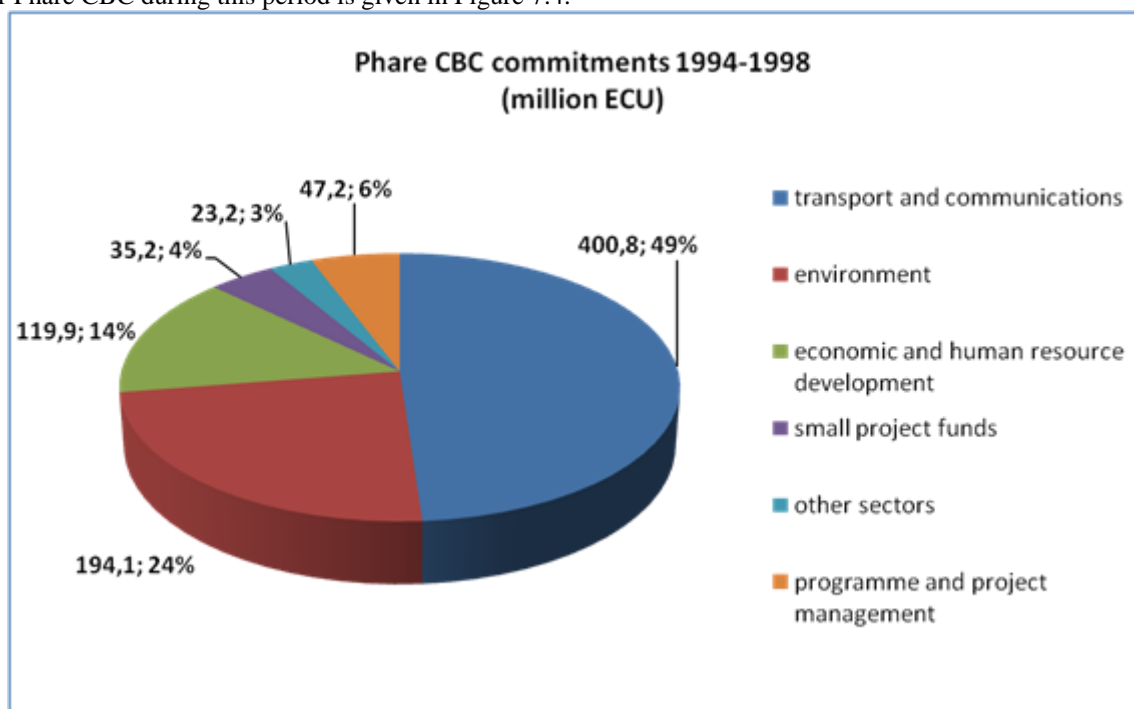


Figure 7.2 Phare CBC allocations during the first phase of the programme

CBC funds have been allocated to the areas of intervention shown in Figure 7.3. A map of the regions eligible for Phare CBC during this period is given in Figure 7.4.



Source: data based on Special Report 5/99, Court of Auditors, 1999

Figure 7.3 Phare CBC implementation by area of intervention as at 31 December 1998

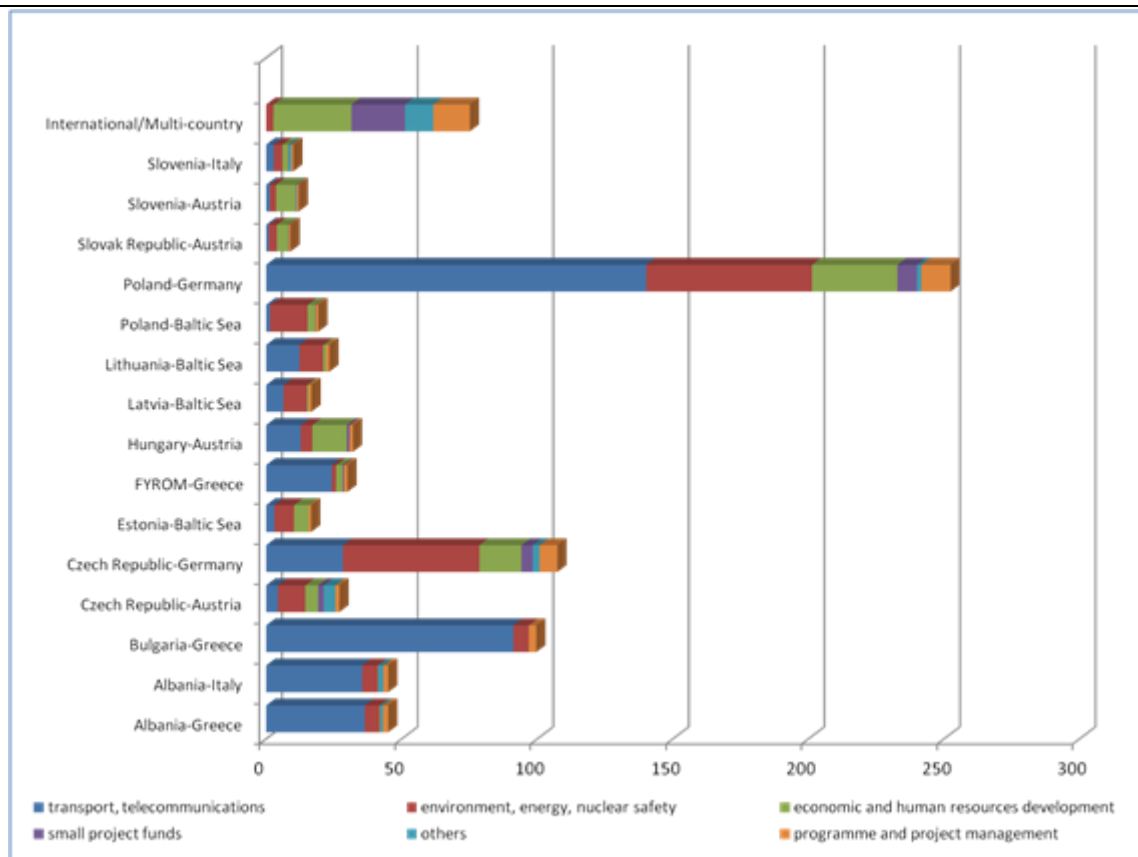


Source: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:C:2000:048:0001:0024:EN:PDF>

Figure 7.4 List of Phare CBC bilateral programmes

As Figure 7.5 reveals, there are huge differences between the amounts available for the eligible border regions. The border between Poland and Germany was by far the most intensively supported border during the first phase of the Phare CBC. The Czech-German and Bulgarian-Greek borders also received a support high above the average.

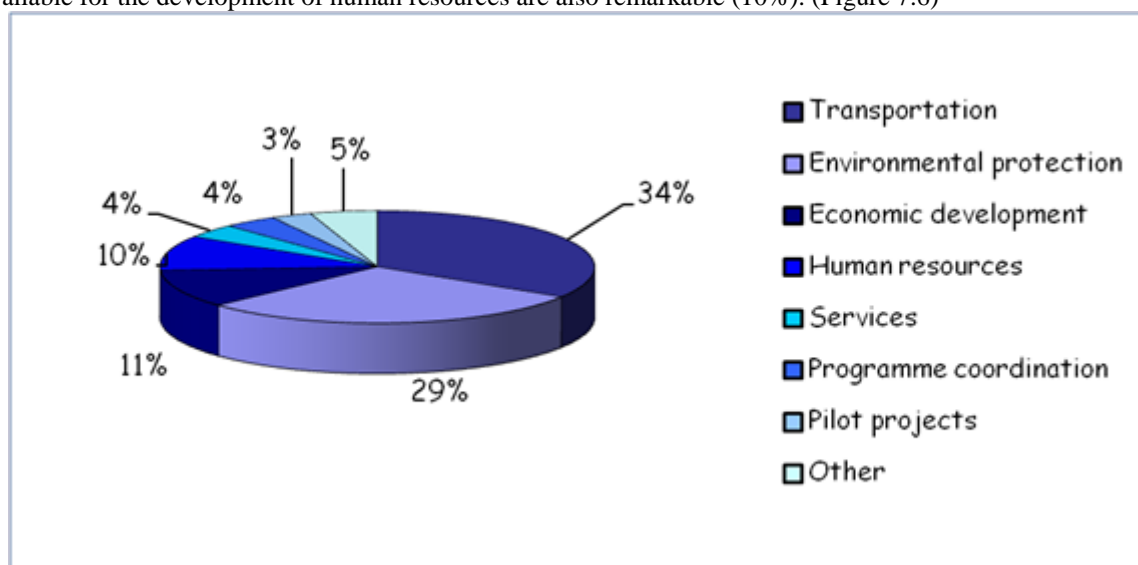
EU financial supports for cross-border co-operations – external borders



Source: data based on Special Report 5/99, Court of Auditors, 1999

Figure 7.5 Phare CBC implementation by country and area of intervention (million euro, 1994-1998)

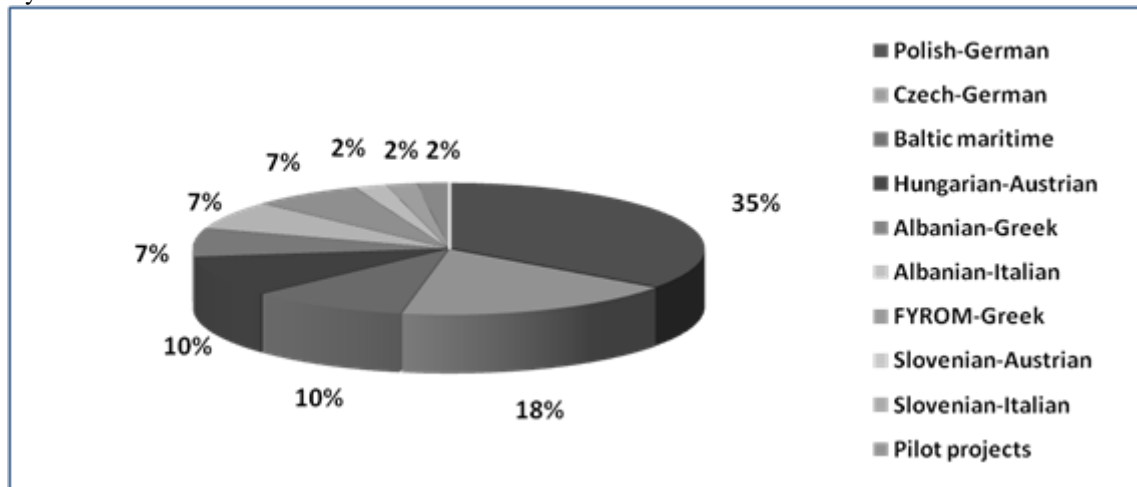
Based on the above we may establish that within the framework of the first phase of the Phare CBC, the projects in the fields of **infrastructure (transport and environmental management) and economy** enjoyed the highest support. **In 1997**, for instance, these constituted almost three-quarters (74%) of all supported projects. The funds available for the development of human resources are also remarkable (10%). (Figure 7.6)



Source: data from von Malchus, 2000

Figure 7.6 Phare CBC allocations by sectors in 1997

As for the **regional distribution of the Phare CBC allocations** in 1997 (Figure 7.7), it becomes obvious that the border regions along the borders of Germany received the highest support – constituting more than half of the annual budget. The other borders had access to less financial support. Taking into consideration the length of the external EU borders and the number of the NUTS 3 level regions eligible for Interreg IIIA, the reason can be easily understood.



Source: data from von Malchus, 2000

Figure 7.7 Phare CBC allocations by border regions in 1997

1.2. Phare CBC1998-2000

In 1998 the European Commission introduced its new Regulation to govern Phare CBC with the following aims (Article 3) [53] [188]:

- to promote co-operation of border regions in countries in Central and Eastern Europe with adjacent regions in a neighbouring EU and accession countries, and thus to help the border regions in Central and Eastern Europe to overcome the specific development problems which may arise, inter alia, from their position within the national economies, in the interest of the local population and in a manner compatible with the protection of the environment

- to promote the creation and the development of co-operation networks on either side of the border, and the establishment of links between these networks and wider Community networks

The programme formed an organic part of the National Phare Programme and thus the general rules were applied with a special **Phare CBC Regulation**. The Phare CBC regulation was first modified in 1998. The new regulation established some key parameters for cross-border co-operation programmes:

- broadened the geographical eligibility by including the borders between the CECCs
- redefined eligible actions under Phare CBC (Article 5)
 - o alleviation of the administrative and institutional obstacles to the **free flow of persons, products or services across the border** while taking into account the security aspects of such flows
 - o **improving infrastructures**, in particular communication facilities and the provision of local water, gas and electricity supplies, providing benefits across border areas
 - o **environmental protection**, for instance waste management, environmental management and pollution prevention dealing with problems exacerbated by the proximity to external borders
 - o **agricultural and rural development measures** with particular attention for facilitating cross-border co-operation projects
 - o **measures in the fields of energy and transport**, aimed at complementing the development of trans-European networks in accordance with the orientation adopted by the Commission

o **actions related to justice and home affairs Community policy**

o **promotion of business co-operation**, enterprise development, financial co-operation and cooperation between institutions representing the business sector (e.g. chamber of commerce)

o **aid to investment** and provision of supporting services and facilities for small and medium-sized enterprises

o **training and employment measures**

o **local economic development**, including tourism

o **measures to promote co-operation in health**, particularly the sharing of resources and facilities on a cross-border basis

o **the development or establishment of facilities and resources to improve the flow of information and communications** between border regions, including support for cross-border radio, television

o **cultural exchanges**

o **local employment, education and training initiatives**

· introduced new planning and implementation instruments

o Joint Programming Documents

o Joint Co-operation Committees

o Joint Small Project Funds

1.3. Phare CBC 2000-2006

Phare CBC programmes for 1999 and 2000 were prepared under the new Regulation but they did not have the benefit of counterpart actions under Interreg. Consequently, in the 2000-2006 period, Phare CBC was meant to fully match Interreg IIIA.

In **September 2002 the Regulation was amended again** and the modifications primarily followed the expected changes resulting from the enlargement in 2004:

· partly making the activities more consistent with Interreg IIIA

· and partly easing the ‘principle of territoriality’

Within the framework of this, for instance Vienna – due to its geographical proximity – also got permission to initiate joint Interreg IIIA projects with Hungary and the Czech Republic.

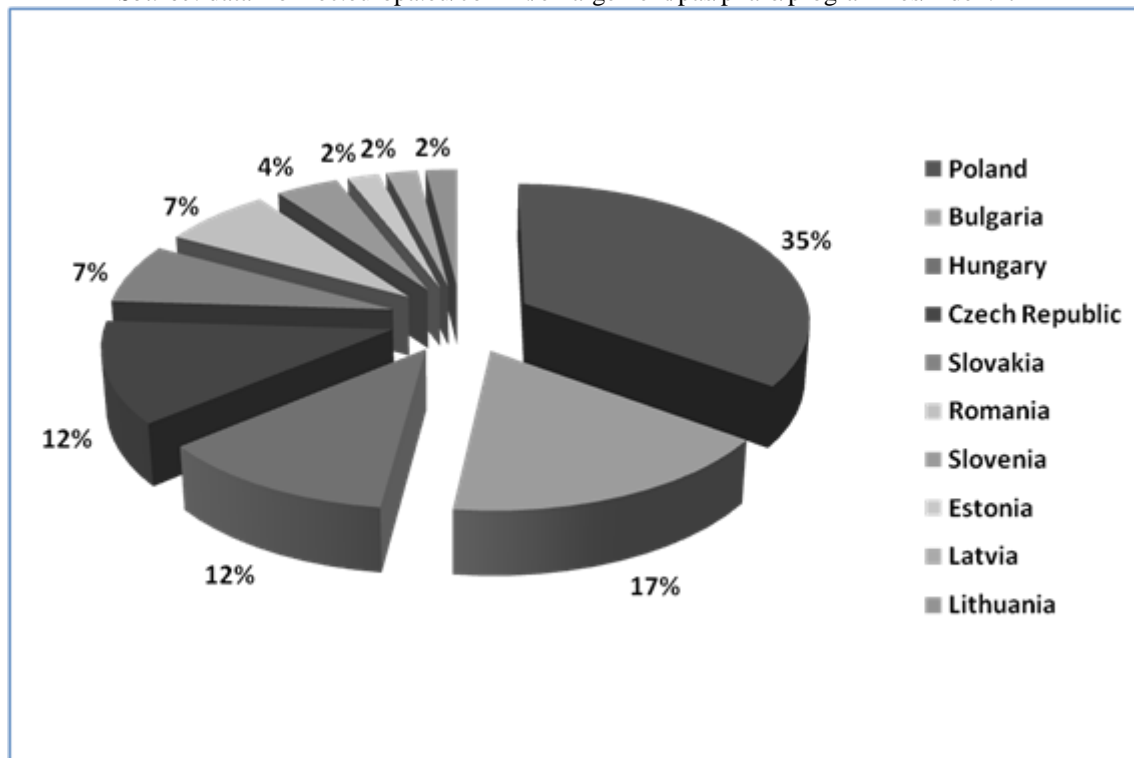
The **financial support for the 2000-2006 budgetary period** has been increased. This is partly related to the more intensive coordination of Interreg IIA and Phare CBC, and partly to the broadening of the scope of authority within the Phare CBC. Between 2000 and 2006, 1141 million euro was available for Phare CBC projects, representing 10% of the total yearly Phare commitments. (Table 7.1, Figure 7.8) In 2003, this figure was supplemented by an External Border Initiative (33 million euro) aiming to support CBC-type investments at the future external border of the EU as well as to help the acceding countries to prepare for Interreg and Neighbourhood Programmes upon accession.

EU financial supports for cross-border co-operations – external borders

Country	National Programmes	Cross-Border Cooperation		Nuclear Decommissioning	Total
		amount	% of NP		
Bulgaria	99.0	28.0	28.3	61.9	188.9
Czech Republic	95.2	19.0	19.9	-	114.9
Estonia	39.5	3.0	7.6	-	42.5
Hungary	107.0	19.0	17.8	-	126.0
Latvia	45.6	3.0	6.6	-	48.6
Lithuania	67.0	3.0	4.5	30.0	100.0
Poland	402.8	56.0	13.9	-	458.8
Romania	272.1	11.0	4.0	-	283.1
Slovakia	57.1	12.0	21.0	25.0	94.1
Slovenia	37.9	7.0	18.5	-	44.9
Total	1 223.2	161.0	13.2	116.9	1 501.1

Table 7.1 Total Phare allocation and the share of Phare CBC in 2003 (million euro)

Source: data from ec.europa.eu/comm/enlargement/pas/phare/programmes/index.htm



Source: data from ec.europa.eu/comm/enlargement/pas/phare/programmes/index.htm

Figure 7.8 Distribution of the Phare CBC allocations by countries in 2003

1.4. Harmonisation of the Interreg and Phare CBC programmes

In 1999 the European Court of Auditors established that the impact of the Phare CBC programme had been reduced by the very limited harmonisation with the Interreg programme, as a result of which only in a very few cases were joint projects implemented. This was explained by the lack of compatibility between Interreg and Phare procedures. (Table 7.2)

	Interreg	Phare CBC
Financial Regulation	regulated by the Structural Fund	Phare countries were subject to the provisions of Title IX of the Financial Regulation (stipulating different programme selection and implementation arrangements for Community expenditure)
Length of approved period	five-year period (1995-1999) by the Commission	can only be implemented through annual commitments
Selection of projects and the supervision of their implementation	responsibility of the Member States	responsibility of the Commission
Allocation	allocated at regional level	allocated at national level
Territoriality principle	prevented Interreg funds being used to co-finance CBC projects in Phare countries and the CBC-programme co-financing Interreg programmes in the Member States, although such co-financing was one of the main reasons for establishing the CBC programme	

Table 7.2 Differences in the Interreg and Phare CBC procedures (until 1998)

The most important change in the history of Phare CBC was the **attempt made to harmonise the Interreg Programme and the Phare CBC**. In the 2000-2006 programming period of Interreg III, one of the basic objectives of the EU was to use a much more methodological coordination or even integration for the Interreg IIIA and Phare CBC.[54] [188] (Table 7.3)

	Interreg IIIA (2000-2006)	Phare CBC (2000-2006)
funding	secure funding for the 2000-2006 programming period	uncertain future of the availability of financial resources due to enlargement
length of approved period	the European Commission approves the Interreg Programmes for a period of several years	the Commission approves the Phare CBC Programmes on annual basis
need for approval	the individual projects do not need to be approved by the EC	the projects – except for the very small ones – must be approved by the Commission
size limit	no limit in size	limited to a minimum of 2 million euro

Table 7.3 Differences in the Interreg and Phare CBC procedures (2000-2006)

In close similarity with the Interreg, **the areas supported by Phare CBC have been modified and complemented several times** during the years of its operation.[55] [188]

1.4.1. Geographical extension

Until 2003, Phare CBC focused on promoting co-operation between the border regions of **Central and Eastern Europe and adjacent regions of the European Union**, as well as **border regions between applicant countries of Central and Eastern Europe**. Given the accession of eight Phare countries in 2004, the Phare CBC Regulation has been amended in order to update the list of countries which remain eligible and, on the same occasion, the scope of the Phare CBC programme has been extended to cover the **Bulgarian border with Turkey** and the **Bulgarian and Romanian borders with their adjacent TACIS and CARDS countries** (Ukraine, Moldova, Serbia and Montenegro, and the Former Yugoslav Republic of Macedonia). In addition to this, the Commission Communication *Paving the way for a New Neighbourhood Instrument* (COM(2003) 393 of 1 July 2003) envisaged the Phare CBC Joint Programming Document for Bulgarian and Romanian external borders as a useful basis for its Neighbourhood Programme, designed to boost co-operation between an enlarges EU and neighbouring non-candidate countries.

1.4.2. Operational mechanism

The **operational mechanism of the Phare CBC is very similar to the Interreg programming**. To achieve harmony with Interreg, there are indicative multiannual frameworks here as well. These programmes must be in compliance with the general EU regulations which in fact provide basis for the multiannual financial division. The (annual) discussions about the approval of the budget, its division by the actual projects and financial obligations were done in accordance with the general Phare Regulations with the approval of the Phare Management Committee and the European Commission.

1.4.3. Planning and implementation

The **Joint programming and Monitoring Committees** – created in all border regions – have a significant role in the planning, execution and monitoring processes of the programmes. These Committees work with the participation of the representatives of the Interreg and Phare CBC central authorities, of the specific ministries and agencies responsible for the main projects of the programme, and of the stakeholder regional and local authorities (in some cases the authorities of euroregions or border regions may also delegate representatives – like in the case of the German-Dutch border). The general coordination of the programmes and their financial background are conducted by the authority responsible for programmes (existing in all countries concerned).

2. Phare CREDO

The **Phare CREDO Programme** (within the frames of the Phare Multi-Beneficiary Programmes) was launched in 1996. The aim of the programme running between 1997 and 2000 was to promote and support “East-East” cross-border co-operations between the border regions of the candidate countries. The **objectives** of the CREDO were to

- promote good neighbourliness and social stability in the border regions
- promote cross-border co-operation which can contribute to economic and community development and
- contribute towards decentralisation in the Central European candidate countries

The **tasks** of the programme included the promotion of multi-sectoral projects including

- economic development
- socio-cultural co-operation
- urban and regional services
- human resources
- environment

- local and regional development

The **mission** of the Phare CREDO was to prepare for the Interreg programme after the enlargement. However, it was negatively perceived in many border regions due to

- its complex and bureaucratic structures and management
- the relative small size of its overall budget (1.5 million euro)
- the delays in implementation
- and the lack of a programmatic approach similar to Interreg and Phare CBC

Therefore, the European Commission decided to replace CREDO on the borders between candidate countries by expanding the eligible regions under Phare CBC (Phare CBC Regulation 1998).

3. LACE

The **LACE Phare** (Linkage Assistance and Cooperation for the European Border Regions) project of the Association of European Border Regions (AEBR) was launched in 1990 to coincide with the introduction of Interreg and to act as a European observatory for cross-border co-operation. Since its inception, the LACE project has been closely linked with the operation of Interreg. In particular, LACE promoted cross-border co-operation and cross-border structures throughout the European Union and has been actively involved in strengthening networking between border regions, and facilitating the transfer of know-how and best practice to the less advanced border regions.

The **LACE-Phare CBC** (1996-1997) was aimed at the intensification of the involvement of the Central European border regions in cross-border co-operations. The project focused on the specific problems of the Central European countries and their border regions. The LACE-TAP (Technical Assistance and Promotion of Cross-Border Co-operation) covered the period of implementation of Interreg IIA (1999-2000). It was managed by the AEBR but its costs were partly covered by an EU grant and partly by AEBR and regional contributions.

As for the **outcomes of the projects**, there were 20 regional workshops organised in the Central European border regions, and a total number of 18 working groups were established in 7 border regions. The AEBR created a database on border regions, compiled a LACE Practical Guide to promote cross-border co-operations and published several studies on the developments in cross-border co-operations.

4. Tacis CBC

The **TACIS** (Technical Assistance to the Community of Independent States) has provided technical assistance to 13 countries of Eastern Europe and Central Asia since 1991.[56] [188]**TACIS CBC** is part of the wider TACIS programme concerning the provision of assistance to economic reform and recovery in the new Independent States and Mongolia.

The TACIS CBC Programme was launched in 1996 to fund cross-border activities on the western borders of **TACIS beneficiary countries** with the EU and the (at that time) Central European candidate countries. The **primary reason for establishing the TACIS CBC was the accession of Finland** to the EU in 1995 when the first direct border came into existence between the European Union and the Newly Independent States. The **main focus** of TACIS CBC has been **onborder networks**, such as crossing facilities, environment and cross-border co-operation at local level including the Baltic Small Projects Facility. The EU allocated 30 million euro for these projects during the first two years (1996-1997). In the early years, the EU ensured financial support for the Finnish-Russian border through the harmonisation of the Interreg and TACIS CBC programmes. Later on, the Ukrainian-Hungarian-Romanian, and the Belorussian-Moldavian-Romanian border regions also became eligible for TACIS CBC support.

Council Regulation 99/2000 of 29 December 1999 introduced TACIS CBC concerning the provision of assistance to the partner states and as such it focused on cross-border co-operation with Belarus, Moldova, Russia and Ukraine. The TACIS CBC Regulation for 1999 defines the purpose of cross-border co-operation as

- assisting border regions in **overcoming** their specific **development problems**

- **encouraging the linking of networks** on both sides of the border, e.g. border facilities
- **accelerating the transformation process** in the partner states through their co-operation with border regions in the European Union
- **reducing transboundary environmental risks and pollution**

The TACIS CBC set the following priorities[57] [188]:

- development of cross-border networks
- environmental protection
- promotion of cross-border initiatives on the local level (Baltic Small Projects Facility)
- improvement of energy management
- development of regional capacities

The regulation for 2000-2006 covered the following areas of co-operation: institutional, legal and administrative reform; private sector and economic reform; social consequences of transition; development of infrastructure networks; environmental protection and natural resources; rural economy.

5. MEDA

The MEDA programme was the **principal financial instrument** of the European Union **for the implementation of the Euro-Mediterranean Partnership**. It was launched in 1996 (MEDA I) and amended in 2000 (MEDA II). The programme offered technical and financial support measures to accompany the reform and economic and social structures in the Mediterranean partners and it is implemented by DG EuropeAid. The MEDA was **a financial and technical assistance for southern Mediterranean non-member countries** (Algeria, Cyprus, Egypt, Israel, Jordan, Lebanon, Malta, Morocco, the Palestinian Territory, Syria, Tunisia and Turkey). The legal basis of the MEDA Programme is the 1996 MEDA Regulation (Council Regulation (EC) No 1488/96 of 23 July 1996). The main areas of intervention and objectives were directly derived from those of the 1995 Barcelona Declaration. The objectives and rules relating to cross-border co-operations are included in Annex II Article III(a)-(d) (Textbox 7.1):

"Regional, subregional and cross-border co-operation shall be supported in particular by:

- (a) establishing and developing structures for regional co-operation between the Mediterranean partners, and between them and the European Union and its Member States;
- (b) – establishing the physical infrastructure necessary for regional trade, including transport, communications and energy,
 - improvement of the regulatory framework and small-scale infrastructure projects in the context of border-crossing facilities,
 - co-operation on the level of large geographic regions as well as measures complementary to those undertaken in this field within the European Community, including support for connection between the transport and energy networks of the Mediterranean partners and the trans-European networks;
- (c) other regional activities including the Euro-Arab dialogue;
- (d) exchanges between civil society in the European Community and the Mediterranean partners; in this context, decentralised co-operation will:
 - have as its objective to identify the non-governmental beneficiaries of Community aid,
 - concentrate particularly on the networking of universities and researchers, local communities, associations, political science foundations, trade unions and non-governmental organisations, the media, private business and cultural institutions in the widest sense..."

Textbox 7.1 The objectives and rules relating to cross-border co-operations in the MEDA Regulation

Although, there was scope or EU support for cross-border actions under MEDA, there were no programmatic, institutional or other arrangements equivalent to those of Interreg IIIA or Phare CBC.

Regulation (EC) No 1638/2006 of the European Parliament and of the Council of 24 October 2006 laying down general provisions establishing a European Neighbourhood and Partnership Instrument repealed the MEDA Programme.

6. CARDS

Community Assistance for Reconstruction, Development and Stabilisation (CARDS) was adopted with the Council Regulation (EC) No 2666/2000 of 5 December 2000. Its wider objective was to support the participation of the **countries of the Western Balkans** (Albania, Bosnia and Herzegovina, Croatia, Serbia and Montenegro, including Kosovo, and the former Yugoslav Republic of Macedonia) in the Stabilisation and Association Process. Through this programme **4.6 billion euro** was provided to this region **in the period 2000 to 2006** for investment, institution-building, and other measures to achieve four main objectives. Of these one constitutes the **promotion of closer relations and regional cooperation among countries and between them, the EU and the candidate countries of Central Europe.**[58] [188]

7. IPA

After 2007, after the completion of Fifth Enlargement (or Sixth Enlargement – according to some authors), the **candidate and potential candidate countries received focused EU funding and support through a single channel** – the **Instrument for Pre-Accession Assistance (IPA)**. IPA consists of **five components**, of which **Component II is Cross-Border Cooperation supporting cross-border co-operation between candidates and potential candidates and with EU Member States**. Through this Component, IPA may also fund participation in transnational cooperation programmes (under the Structural Funds) and Sea Basin programmes (under the ENPI). Component II is open to all candidates and potential candidates and is managed by DG Enlargement and DGD Regional Policy. It is intended to address activities and projects in promotion of good relations between regions and countries, as well as in development of cross-border infrastructure, flood prevention, economic cooperation and environment problems, administrative cooperation, cultural and educational exchange, research, job creation, etc. The total pre-accession funding for the period 2007-2013 is 11.5 billion EUR. (Figure 7.9)[59] [188]

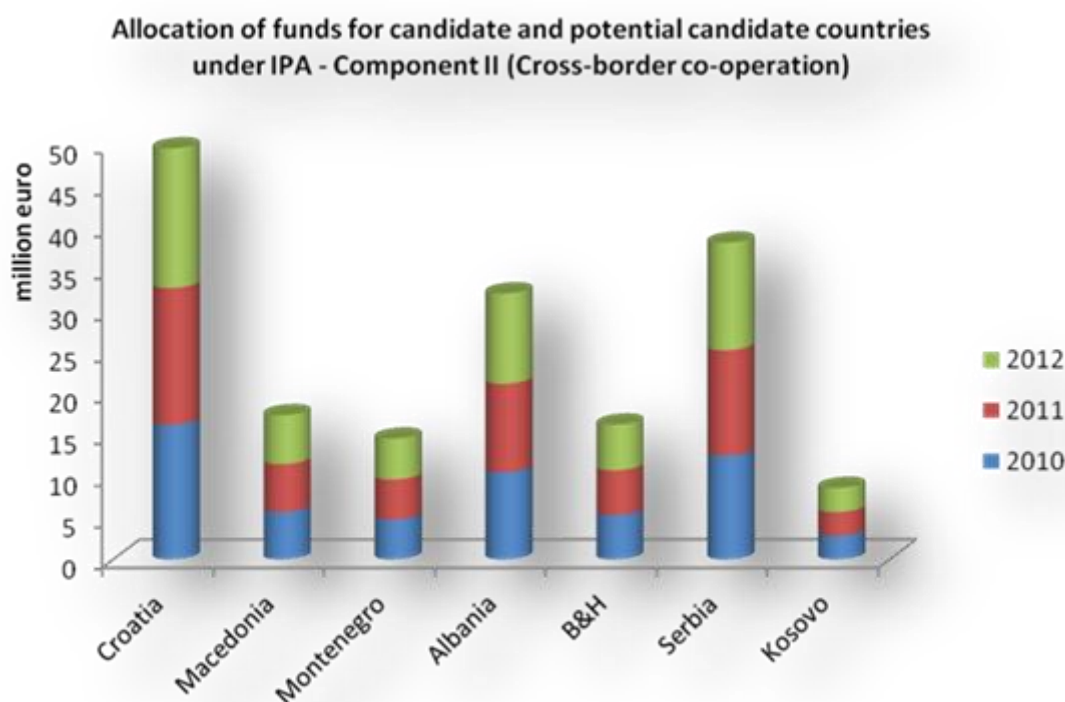


Figure 7.9 Allocation of funds for candidate and potential candidate countries under IPA – Component II (Cross-border co-operation) between 2010 and 2012

For the period from 2014 and 2020 there shall be 14,110,100,000 euro available, of which **423,303,000 euro (3%) shall be allocated to cross-border cooperation programmes between beneficiary countries and EU Member States.**

8. ENPI

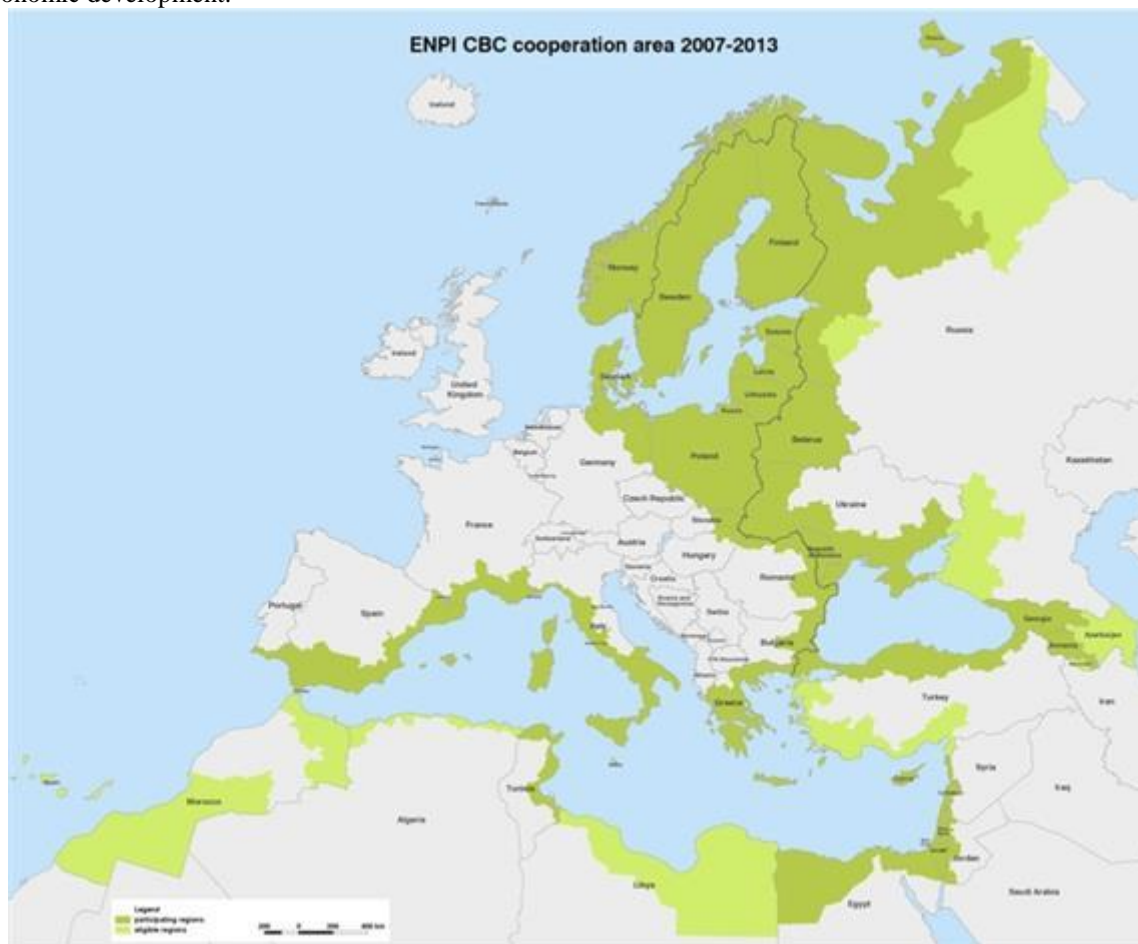
The **European Neighbourhood Policy (ENP)** was developed **in the context of the EU's 2004 enlargement**, with the objective of avoiding the emergence of new dividing lines between the enlarged EU and its neighbours, and instead strengthening stability, security and well-being for all concerned. In this way it also addresses the strategic objectives set out in December 2003 (European Security Strategy). The related legal documents set out in concrete terms how the EU proposes to work more closely with the countries concerned.

The EU offers its neighbours a privileged relationship, building upon a mutual commitment to common values (democracy and human rights, rule of law, good governance, market economy principles and sustainable development). The ENP goes beyond existing relationships to offer a deeper political relationship and economic integration. The level of ambition of the relationship depends on the extent to which these values are effectively shared.

The ENP Partner Countries, as well as Russia, are given assistance through the **European Neighbourhood and Partnership Instrument (ENPI)** managed by the DG EuropeAid. This is particularly an instrument for assistance to those countries which will not accede to the European Union in the near future – meaning 16 countries altogether:

- **ENPI South** – Algeria, Egypt, Israel, Jordan, Lebanon, Libya[60] [188], Morocco, the Occupied Palestinian Territory, Syria, Tunisia;

- **ENPI East** – Armenia, Azerbaijan, Belarus, Georgia, Moldova, Ukraine, Russia[61] [189]. (Figure 7.10) It also encourages partner countries' efforts aimed at promoting good governance and equitable social and economic development.



Source: <http://www.ecday.eu/territorial-cooperation/european-neighbourhood-and-partnership-instrument/>

Figure 7.10 ENPI CBC cooperation area 2007-2013

For the 2000-2006 budgetary period, the funds available for the European Neighbourhood Policy were provided under various geographical programmes including TACIS and MEDA. **From 2007** onwards, as part of the

reform of the European Commission assistance instruments, **the MEDA** (formerly supporting the Euro-Med Partnership) **and TACIS** (formerly supporting the Eastern neighbours) **programmes were replaced by a single instrument: the European Neighbourhood and Partnership Instrument(ENPI)**. Its overall goal is to promote enhanced co-operation and progressive economic integration between the European Union and its neighbouring partner countries.

The ENPI is a much more **flexible policy-driven instrument**, as the allocation of funds depends on a country's needs and adsorption capacity and its level of implementation of agreed reforms. It is designed to target sustainable development and approximation to EU policies and standards - supporting the agreed priorities in the ENPI Action Plans (as well as the Strategic Partnership with Russia which was earlier also covered by the TACIS programme).

The **overall ENPI budget for the period of 2007 to 2013 is 11,181 billion euro**. Amongst others, the ENPI finances joint programmes, bringing together regions in Member States and partner countries sharing a common border. The largest percentage of ENPI funds is used for bilateral actions (country initiatives). Funds are also allocated to the two ENPI regions and regional and cross-border initiative s and mechanisms (2011-2013: ENPI South – 288 million euro, ENPI East 348.57 million euro).

Under **cross-border co-operations** the ENPI finances joint programmes bringing together regions of EU Member States and partner countries sharing a common border. It is co-financed by the European Regional Development Fund. Two types of programmes are established:

1. bilateral programmes covering a common land border (or short sea crossing)
2. multilateral programmes covering a sea basin

Altogether **929540 million euro is spent on the ENPI CBC projects**, 690828 million euro on land border programmes (74.3%), 25191million on sea crossing programmes (2.7%) and 213521 million euro on sea basin programmes (23%). (Figure 7.11)

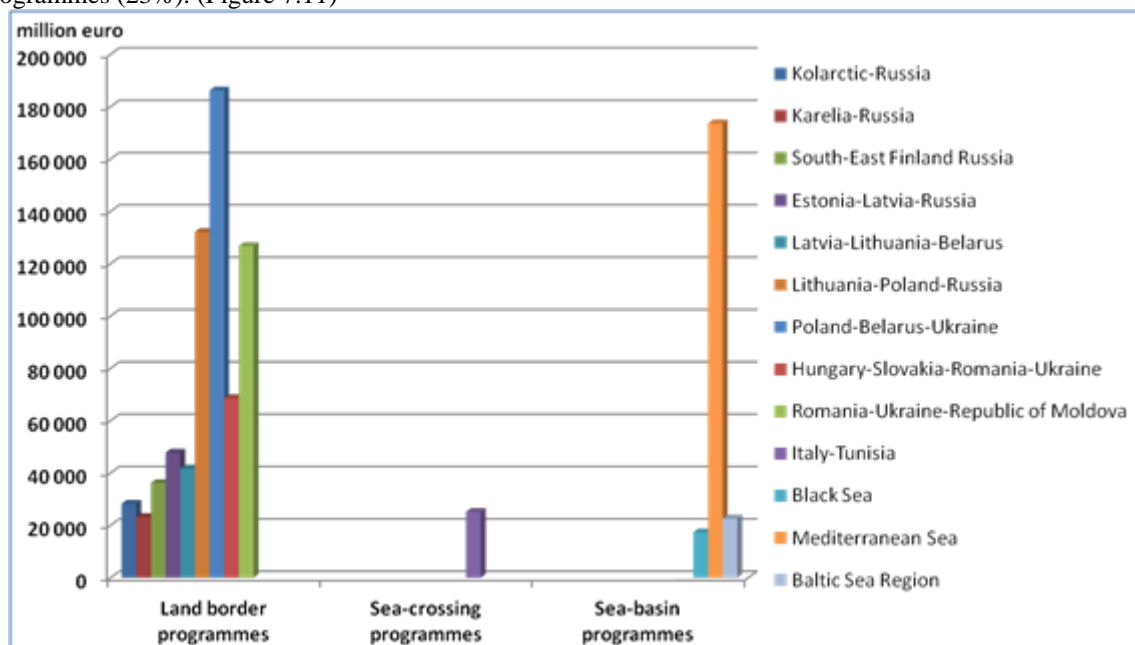


Figure 7.11 ENPI CBC programmes in 2007-2013[62] [189]

The main fields of cooperation with the Eastern partners are **transport, energy, sustainable management of natural resources, border and migration management, fight against transnational organised crime and customs, people-to-people activities, and elimination of landmines, explosive remnants of war, small arms and light weapons**.

The main fields of co-operation with the Southern partners include **political and security dialogue** (justice, freedom and security, migration, political dialogue), **economic and financial partnership** (economy, energy,

environment, information society, transport), **social, cultural and human partnership** (audiovisual and media, culture, education and training, gender issues, youth, civil society and local authorities).

9. ENI

As **from 2014** the ENPI will be replaced by the **European Neighbourhood Instrument (ENI)** providing increased support to 16 partner countries to the east and south of the EU borders. The proposed ENI budget for the period 2014-2020 is 18.2 billion euro, 40% up on the amount available under the ENPI from 2007-2013.

The new instrument is planned to be increasingly policy-driven and provide for greater differentiation, more flexibility, stricter conditionality and incentives for best performers, reflecting the ambition of each partnership. Building on the achievements of the ENPI, the ENI will contribute to strengthening bilateral relations with partner countries and bring tangible benefits to both the EU and its partners in areas such as democracy and human rights, the rule of law, good governance and sustainable development. It shall continue to provide the bulk of funding to the European Neighbourhood countries, essentially through **bilateral, regional and cross border co-operation programmes**.

Announcing the proposed new Instrument in December 2011, EU Commissioner for Enlargement and Neighbourhood Policy Štefan Füle said the following: *"Through the new European Neighbourhood Instrument... support to our neighbours will become faster and more flexible; allowing for increased differentiation and incentives for best performers... The new ENI is the complement of our more ambitious approach towards our neighbours that we outlined in the Joint Communication on the ENP released in May 2011. It is part of the overall response to the evolution of our relationships with our neighbours and also a direct answer to the revolutionary movements to the south of the EU."*[63] [189]

10. Test your progress

(online)

I. Multiple choice.

A. Phare CBC

B. ENPI CBC

C. Both

D. Neither

1. It was introduced in 1990.
2. It was accessible during the 2007-2013 budgetary period.
3. It affects the external borders of the European Union.
4. It is regarded as the mirror programme of the Interreg programme.
5. It replaced the MEDA and TACIS programmes.

II. True or False?

6. More support is available for sea-crossing programmes than for sea-basin programmes.
7. In the 1994-1998 period the Phare CBC programmes the actual commitments were only 820 million euro.
8. The IPA is available for candidate and potential candidate countries.
9. The primary reason for establishing the TACIS CBC was the accession of Austria to the EU in 1995.
10. The MEDA programme was fully dedicated to support cross-border co-operations.

III. Fill in the gaps.

11. The projects in the fields of and economy enjoyed the highest support during first phase of the Phare CBC.

- A. infrastructure
- B. tourism
- C. security
- D. project management
- E. human resources development

12. For the 2000-2006 budgetary period, the funds available for the European Neighbourhood Policy were provided under various geographical programmes including .

- A. TACIS
- B. Phare CBC
- C. LACE
- D. ENPI
- E. IPA

13. The largest percentage of ENPI funds is used for .

- A. bilateral actions
- B. the ENPI South
- C. land border programmes
- D. cross-border co-operations
- E. candidate countries

14. The Phare CBC was originally designed for the promotion of cross-border co-operation between regions in the and the European Union.

- A. Central European Candidate Countries
- B. South
- C. Eastern European Countries
- D. East
- E. Newly Independent States

15. The Instrument for Pre-Accession Assistance is available for .

- A. Albania
- B. the countries along the eastern border of the EU
- C. Moldova
- D. New Member States
- E. the Newly Independent States

IV. Find the correct answers.

16. What happened earlier?

- A. The introduction of ENPI.
- B. The introduction of ENI.
- C. Happened in the same year.

17. Which is more?

- A. The number of countries eligible for MEDA.
- B. The number of countries eligible for Tacis CBC.
- C. A and B are equal.

18. What was included in the amendment to the Phare CBC in 1998?

- A. The limit on the size of projects was set at 2 million euro.
- B. Broadening of the geographical eligibility by including the borders between the CECCs.
- C. Both of the above was part of the Phare CBC reform in 1998.

19. Which is higher?

- A. The Phare CBC actual commitments for 1996.
- B. The Phare CBC commitment appropriations for 1996.
- C. A and B are equal.

20. Which lasted longer?

- a. The LACE Phare Programme.
- b. The Phare CREDO Programme.
- c. They lasted for approximately the same period of time.

Correct answers.

- 1. D
- 2. B
- 3. C
- 4. A
- 5. B
- 6. F
- 7. T
- 8. T
- 9. F
- 10. F
- 11. A

12. A

13. A

14. A

15. A

16. A

17. B

18. B

19. C

20. A

Chapter 8. The cross-border co-operation approach and phenomenon

Nowadays, the enlargement issue is in the focus of all disciplines. Geography, history, economics, jurisprudence, sociology, political sciences and many other disciplines keep referring to and relying on the institutional systems and processes of the European Union when selecting research topics. Naturally, the researches can provide a pragmatic image of reality only if they get to know each other thoroughly and endeavour at complementing one another. The researches focusing on borders, border regions and cross-border co-operations within this interdisciplinary issue contain the most spectacular elements of the bottom-up approach in the creation of the institutional system. The so-called euroregions – lying along the internal as well as the external borders of the EU Member States – cover the regions almost like building elements. Taking all these into consideration we may establish that cross-border co-operations may be found on all fields and levels of the economic, social, political etc. as well as everyday life.

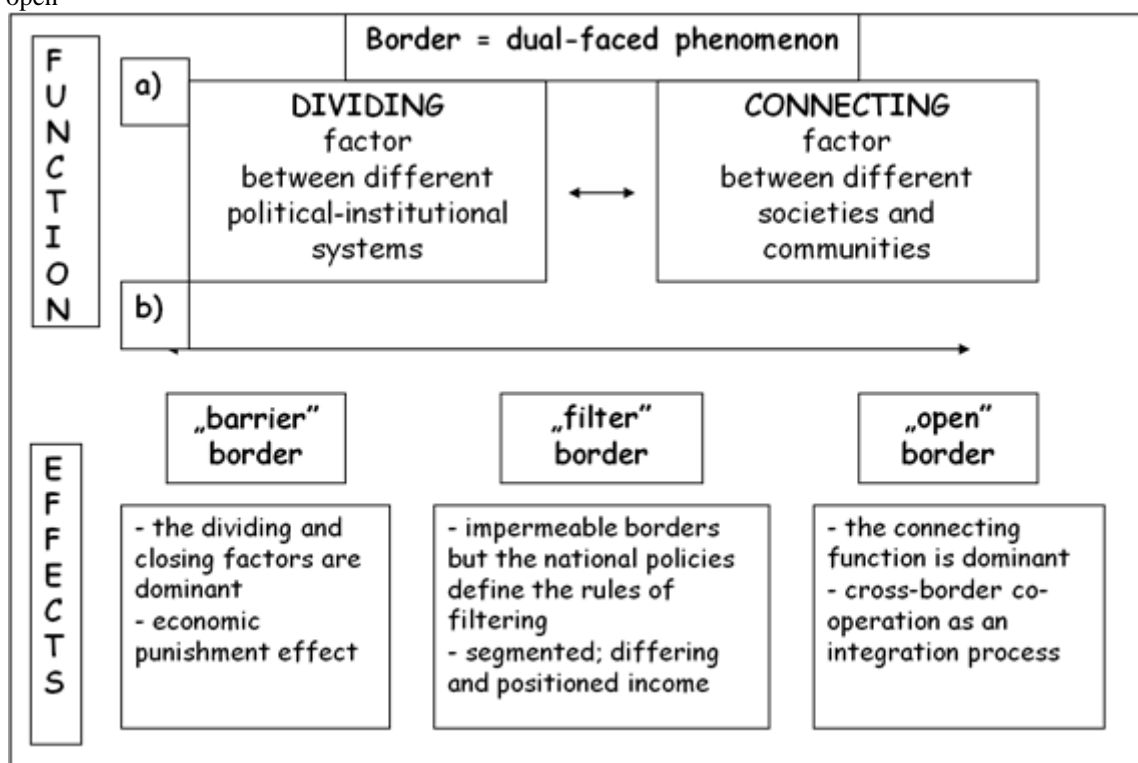
1. Cross-border phenomenon

1.1. Remigio Ratti (1993)

Remigio Ratti, Swiss economist, got to the conclusion in his studies related to borders that the border regions and cross-border relations can be most of all understood by the functions and effects of borders. (Figure 8.1) As a result of his work, he created a typology by the fundamental border problems. (Figure 8.2)

Ratti proposes that if functions are considered then **state borders separate** different political-institutional systems from each other, **and create a link** between the various societies and communities. These functions are very difficult to separate from each other and **practically both exist in the case of all state borders**. Depending on the intensity of the prevailing functions, however, borders can be: [64] [189]

- 1) closed
- 2) filtering
- 3) open



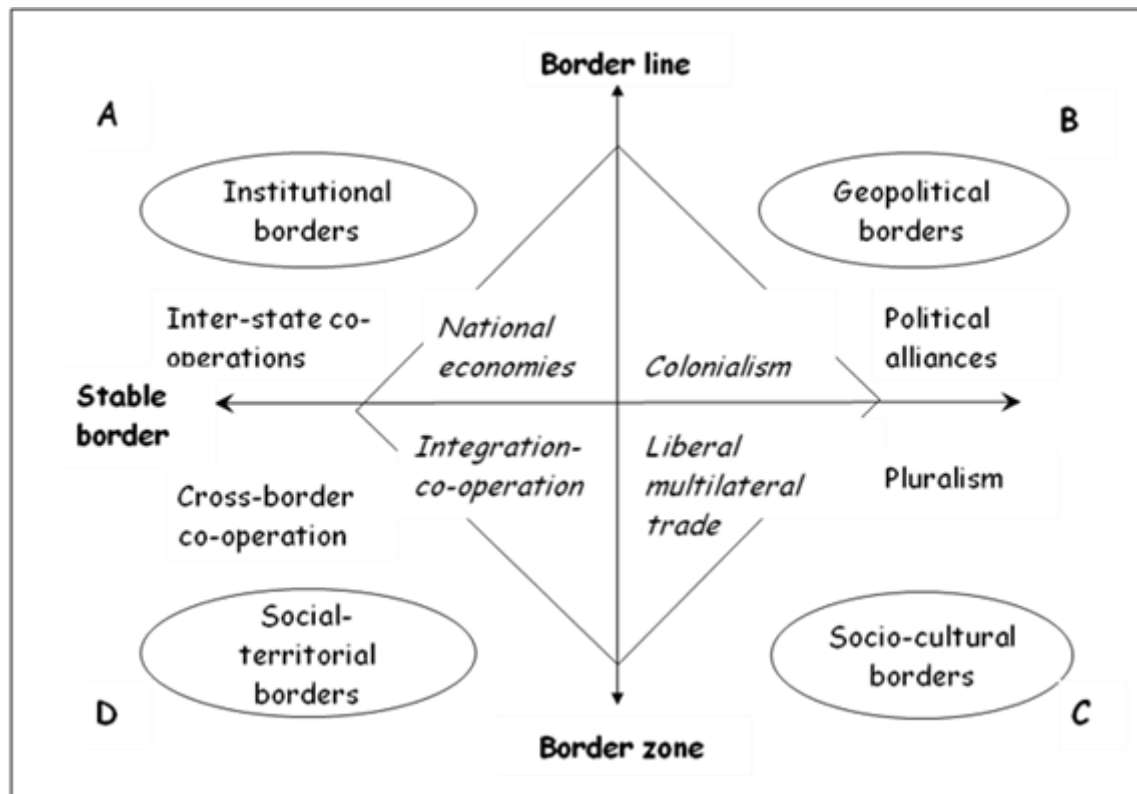
Source: Ratti 1993 – quoted by Hardi 2000

Figure 8.1 Remigio Ratti's border interpretation

1) From among the three types defined by Ratti, the **barrier border** basically determines the regional characteristics of a given area. A border with a strongly inhibiting character **intensifies the peripheral processes and features**. Therefore, as a consequence of the long closed period, these border regions become **peripheries within their own countries both in a geographical and socio-economic sense**. It is the political-institutional system that "hinders the economic and infrastructural investments and the isolation of the natural gravitation zones by the principle of magnitude, and inhibits the creation of the market areas of the cities and economic units, while the border and its consequential border controls make the life of the inhabitants more and more difficult." [65] [189] As a result of all these, the economy, infrastructural supply and the quality of life in the border region becomes depreciated. The most important characteristics of these border regions include out-migration, ageing of the population in the border region and the development of worse living circumstances. **Not even the possibility of cross-border co-operations occurs along these borders**. In Eastern and Central Europe, the political powers of the socialist period endeavoured at sustaining these borders.

2) Ratti defines the second type of the borders – the **filter borders** – as more open offering more freedom. The appropriate name well demonstrates the practical role of the border: "the non-preferred phenomena accumulate on the outer side of the filter which cause lots of trouble for at least one of the affected border regions." [66] [189] While the state, political or perhaps ideological systems encourage filtering for the sustainability of their own economic and social living standards, the inhabitants of the border regions are attracted by certain elements of the neighbouring countries (low prices, higher living standards, wider market, etc.). Therefore, black economy and smuggling appears on both sides of the border – together with smuggling of emigrants for economic and political reasons. Since these illegal activities do not play a direct role in the economic development of the countries, therefore, the stakeholders try to cease them. Naturally, the borders may also cause some problems and conflicts between the neighbouring countries due to their more intensive control. Nevertheless, **if cross-border co-operations were promoted and the adequate regional development bases were created then even legal economic and social relations could be formed**.

c) The **open border** is a state border "which does not hinder the movement of the community and economic transactions and transportation, that is the crossing of borders is not limited to private or business matters because the control, permission or inhibition of the crossing of the border is not an occasional problem but regulated by previously defined frameworks depending on the dominance of the function." [67] [189] In the case of this border, the free flows of people, labour force, capital, goods and information are real; **the barriers disappear for the active cross-border co-operations**. The diminishment of regional disparities at these borders and the annihilation of the socio-economic differences between the neighbouring border regions are inevitable. If these happen then **the border regions become equal partners in the co-operation**, and thus the chances and possibilities of "outwitting each other" decrease. Accordingly, **the border regions constitute a united economic sphere creating a new phenomenon on the map: trans/cross-border region**. [68] [189]

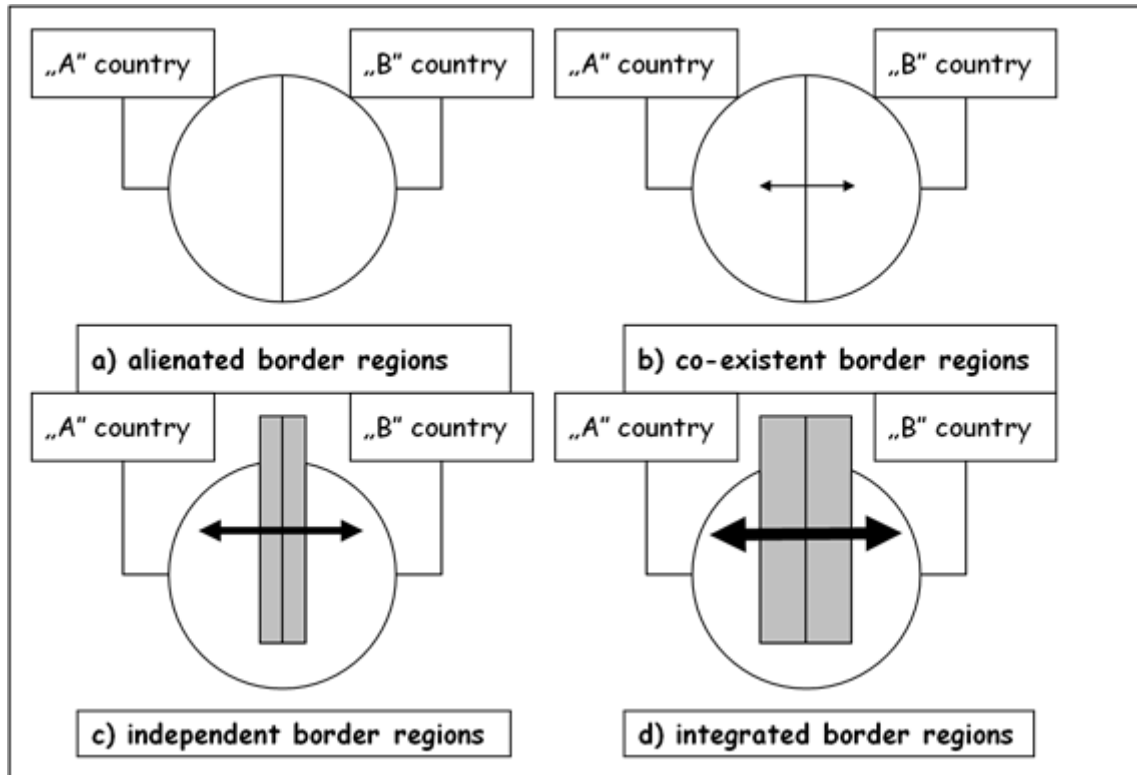


Source: Ratti 1993 – quoted by Hardi 2000

Figure 8.2 Remigion Ratti's typology of cross-border co-operations

1.2. Oscar Martinez (1994)

Martinez differentiates between the border regions on the basis of the relationship systems between the two sides of borders. His model is based on the interviews made among the people living along the USA-Mexican border. He studied the impacts of the border milieu on both sides of the order. In his model he names four basic types of border regions.[69] [189] (Figure 8.3)



Source: Martinez 1994b – quoted by Molnár 2000

Figure 8.3 Model for border regions by Oscar Martinez

a) **alienated** border regions

b) **co-existent** border regions

c) **independent** border regions

d) **integrated** border regions

a) This represents the most disadvantageous position from among the Martinez' borders. In this case, in fact, **there is no crossing or any type of relations across the border**. According to Martinez, the main reasons for the alienation are the wars, political debates, strong nationalism, ideological or religious discrepancies, cultural differences and ethnic competition. These lead to arming and strict control on the border traffic.

b) In this type, conflicts still constitute the chief role between the neighbouring countries, although in these cases it is on a manageable level. However, the situation is **still not favourable enough for the formation of proper cross-border co-operations**.

c) This is the case when **co-operations first appear between two neighbouring border regions**. However, it – as its name also suggests – is not equal yet and the emphasis is on the interdependence in the co-operation. In fact, **these co-operating border regions are characterised by a kind of symbiotic co-existence**. Martinez suggests that it often occurs in this type that one of the neighbouring states is stronger than the other, and thus it becomes more dominant in the co-operation. The production capacity is the chief profile of the stronger country while raw materials and cheap labour force characterise the poorer one. The economic interdependence provides enough opportunities for the inhabitants of the border regions to establish **cross-border social and cultural relations**. Nevertheless, various unfavourable phenomena appear in the border regions (such as smuggling and illegal migration). Consequently, measures are needed for the proper control of the border which means the intensive involvement and presence of the national level (central government). Therefore, the borders are left open only to an extent until they do not inhibit the above described relationship system.

d) The top of the types **defined by the relationship systems**. Integrated border regions may come into being if the political differences and all obstacles which inhibit the economic, trade, social and human movements cease

to exist between the neighbouring countries. The most important characteristic of this type of cross-border co-operations is that **both partners are equal on all areas of the relations**. This mostly requires the partners to be politically and militarily firm and economically strong.

1.3. József Tóth (1996)

József Tóth analysed the **cross-border relations between the former COMECON countries** and created a model in 1996 to characterise the cross-border co-operations of the countries of the region. The model (Figure 8.4) presupposes the existence of a strictly closed and controlled border line which depends on the strongly centralised state power and decisions brought in the countries concerned. The two border regions marked on the schematic map were allowed to contact each other only if the national party and the governmental forums agreed to it. **These relations, however, could never get beyond the cultural and protocol levels** which was the result of the dependence on the relationship between the two states.

Source: based on Tóth 1996

Figure 8.4 The mechanism of establishing cross-border co-operations between border regions in the COMECON countries

The border regions, which wanted to start cross-border co-operation on the local level, had to undergo **five phases**:

1. Let us suppose that there are two neighbouring countries (A and B) sharing a common border (I). If the border region (IIa) in country 'A' wanted to form a co-operation with the border region (IIb) in country 'B' then 'IIa' had to inform the capital city (A_c) of country 'A'.
2. After this A_c contacted the capital city of country 'B' (B_c).
3. Following the decision of the central party, B_c informed A_c about its opinion on establishing cross-border co-operation.
4. Then A_c and B_c informed IIa and IIb about their decision concerning the establishment of cross-border co-operation.
5. Finally, the official could be made between the border regions of the two countries after it had been approved.

2. Cross-border co-operation approach

Taking into consideration geography and its subdisciplines, we can surely recognise the impact of the cross-border phenomena. There is not one event, process or phenomenon in geography which has no cross-border relevance. If you take the Carpathian Mountains or the River Danube you surely should not neglect that they lie or flow on the area of several countries. These require harmonised actions which can be reached through interregional, transnational and cross-border co-operations. Since the effects and actions are mostly local by nature therefore the cross-border element in this respect has a special role.

As we already saw it in the analysis of economic geographical and regional geographical works, Henk van Houtum differentiates between three theoretical trends, one of them being the cross-border approach. This means that those works which place the emphasis on the co-operations when analysing the borders are mostly interested in the phenomenon of integration and cooperation in general. The terms related to the cross-border approach include "Europe without borders", "border regions as key areas and experimental laboratories in the European integration process", and "borders as active participants and key areas in the formation of cross-border regional policy".

Thus, we may establish that from the aspect of geography – and actually all other disciplines – cross-border researches do not constitute a new discipline but an approach applied by the disciplines. (Figure 8.5)

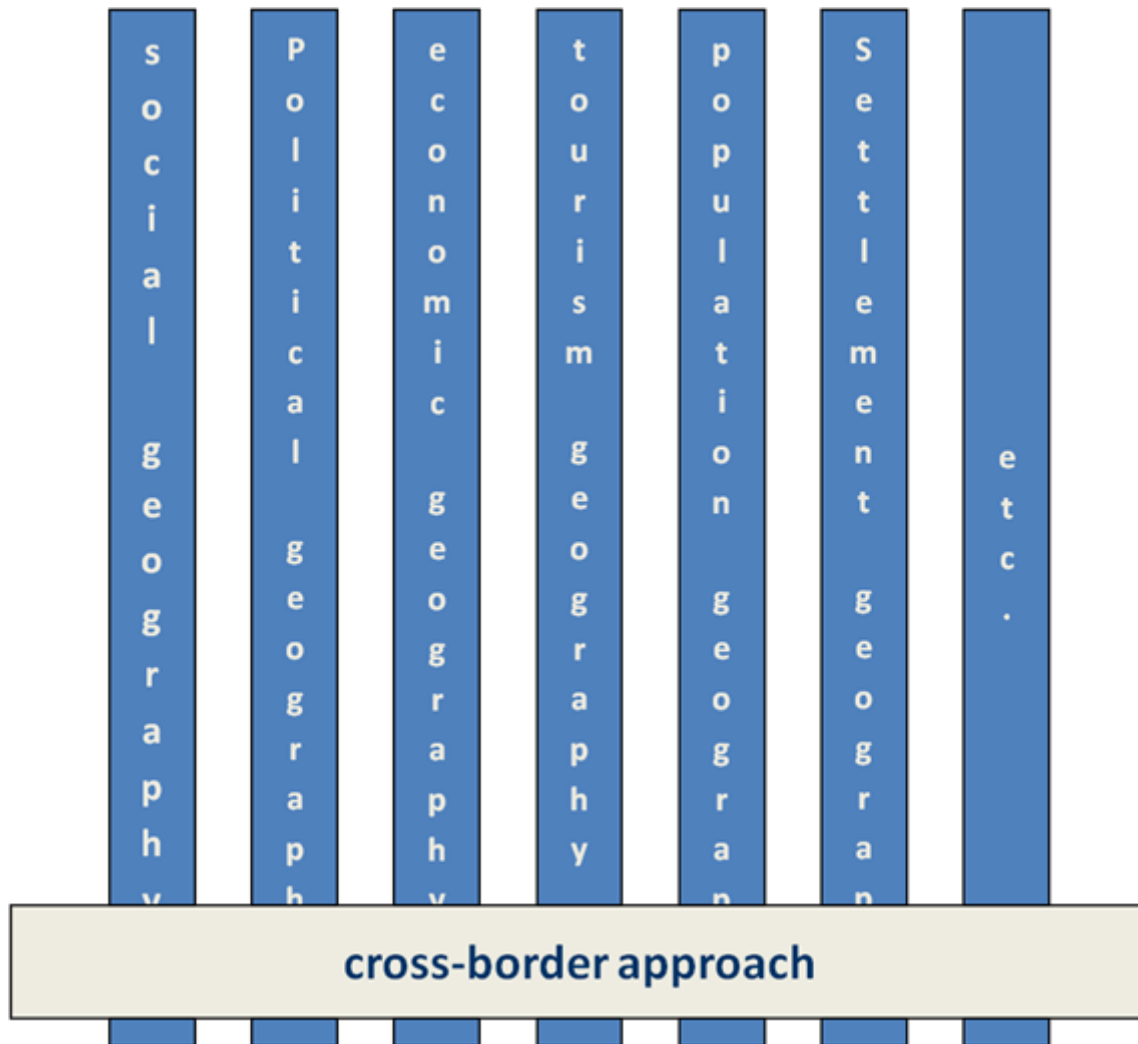


Figure 8.5 New discipline or a new approach?

3. The added value of cross-border co-operations

The analysis and measuring of **added value** is one of the best ways of understanding the cross-border phenomenon and approach. This implies that all **activities, actions and processes are seen from a cross-border perspective** and actually reveals that these activities and processes in border regions always have a cross-border effect and relevance. Added value is an **important element also in the integration processes of the European Union**. The Association of European Border Regions (AEBR) analysed the added value of cross-border co-operations and published the results in its White Paper on European Border Regions. The following subchapters present its findings and opinion.

3.1. European added value

In the case of cross-border co-operations European added value stems in the fact that that people who live together in neighbouring border regions most often have the will and intention to cooperate. This results in a **valuable contribution to the promotion of peace, freedom, security and the observance of human rights**.

3.2. Political added value

It involves a substantial contribution with respect to

- “the development of Europe and European integration;
- getting to know each other, getting on together, understanding each other and building trust;

- the implementation of subsidiarity and partnership;
- increased economic and social cohesion and cooperation;
- preparing for the accession of new members;
- using EU funding to secure cross-border cooperation via multiannual programmes, and ensuring that the necessary national and regional co-financing is committed in the long term.”

3.3. Institutional added value

Institutional added value is the result of the

- active involvement of all levels (citizens, authorities, political and social groups) on both sides of the border;
- secure knowledge about one's neighbour (regional authorities, social partners, etc.);
- long term cross-border cooperation in structures that are capable of working efficiently:
 - o as a vertically and horizontally functioning partnership, despite having different structures and areas of responsibility;
 - o as a legally accepted target of aid and a working partner, receiving and administering funds;
- joint drafting, implementation and financing of cross-border programmes and projects.

In its White Paper (2006) the AEBR points out that there is experience from all over Europe which show that jointly developed programmes and projects can be most effectively implemented and executed if the regional and local partners on both sides of the border play a considerable role.

3.4. Socio-economic added value

The socio-economic added value is apparent in all respective regions, albeit in different ways, through:

- “the mobilisation of endogenous potential by strengthening the regional and local levels as partners for and initiators of cross-border cooperation;
- the participation of actors from the economic and social sectors (for example, chambers of commerce, associations, companies, trade unions, cultural and social institutions, environmental organisations and tourism agencies);
- the opening up of the labour market and harmonisation of professional qualifications;
- additional development, for example, in the fields of infrastructure, transport, tourism, environment, education, research and cooperation between small and medium-sized enterprises, and also the creation of more jobs in these areas;
- lasting improvements in the planning of spatial development and regional policy (including the environment);
- the improvement of cross-border transport infrastructure.

3.5. Socio-cultural added value

It is reflected in:

- lasting, repeated dissemination of knowledge about the geographical, structural, economic, socio-cultural and historical situation of a cross-border region (including the help of the media);
- the overview of a cross-border region afforded in maps, publications, teaching material, and so on;
- the development of a circle of committed experts (multipliers), such as churches, schools, youth and adult educational establishments, the conservation authorities, cultural associations, libraries, museums, and so forth;

- equal opportunities and extensive knowledge of the language of the neighbouring country or of dialects as a component of cross-border regional development and a prerequisite for communication.

The AEBR suggests that these elements make cultural cross-border cooperation a constituent element of regional development – provided that socio-cultural cooperation takes place in a workable cross-border environment for business, trade and services.

3.6. Specific added value

The specific added value of cross-border cooperations to implementing the Lisbon Strategy derives from the fact that **cross-border cooperation always adds value** to national measures. This added value results from

- additionality of cross-border programmes and projects
- synergies through cross-border cooperation
- joint research and innovation
- cross-border networking
- exchange of best practice and know-how
- spin-off effects by overcoming borders
- efficient cross-border resource management

4. Euroregional approach

The first really remarkable upswing in the foundation of euroregions (and also of cross-border co-operations in general) could be observed in the 1970s and 1980s when the institutionalisation processes also accelerated. While (Western) Europe was characterised by centralised regionalism after the Second World War, it was gradually replaced by bottom-up – that is locally initiated – regionalism from the eighties. From the nineties, - mostly as a result of the rapid expansion of the euroregional approach – the foundation of relationship systems on the euroregional level became even more frequent. (Figure 8.6)

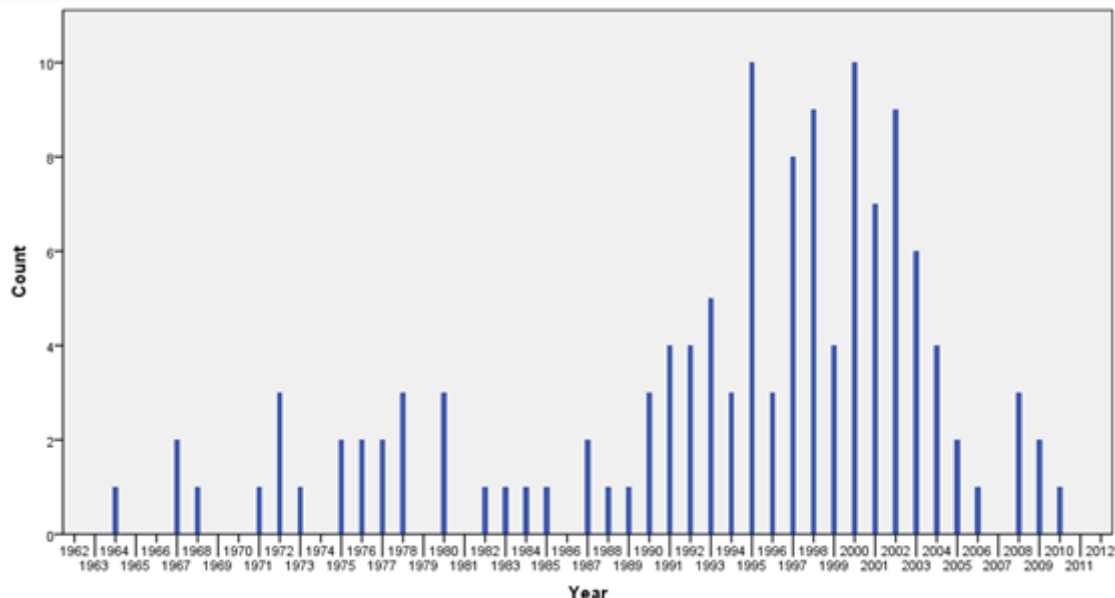


Figure 8.6 Number of euroregions established by years

Accordingly, the future Europe shall not be interpreted as the Europe of nation states but as the Europe of regions comprising of border regions with similar economic interests. It is not surprising, therefore, that the term “Europe of Regions” became generally used in the past few years. This time we shall compare the number of euroregions by three perspectives:

1. enlargements
2. budgetary periods
3. macroregions

4.1. Enlargement perspective

The foundation of euroregions shows remarkable differences when looking at the periods lasting between the years of enlargement. **The period between the fourth and the fifth enlargements is the most active** in this respect when actually as many euroregions were founded as during the other periods together. (Figure 8.7) This shows that there is a strong relationship between the two processes.

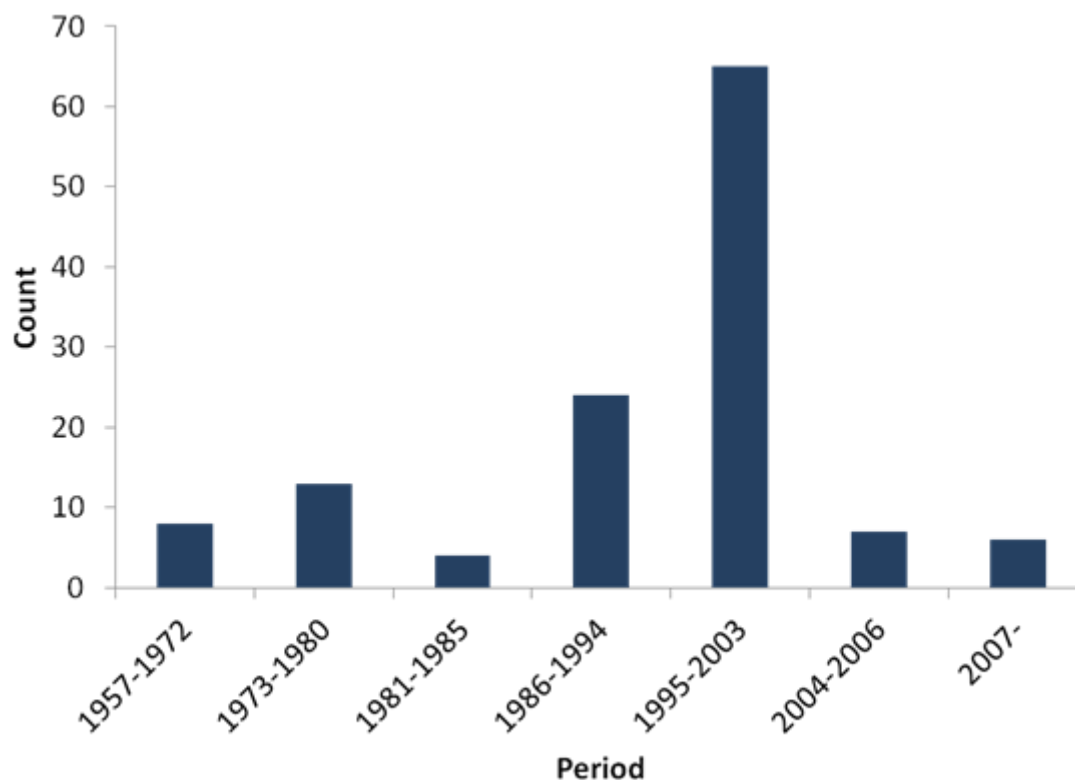


Figure 8.7 Number of euroregions established between the enlargements

4.2. Budgetary perspective

The **distribution of euroregions by budgetary periods** reveals that there is a strong relationship between the activities of the European Union providing financial instruments for cross-border cooperations and the establishment of euroregions. The highest proportion of the currently existing euroregions was established during the most active budgetary periods, that is when the Interreg and Phare CBC Community Initiatives were introduced. (Figure 8.8)

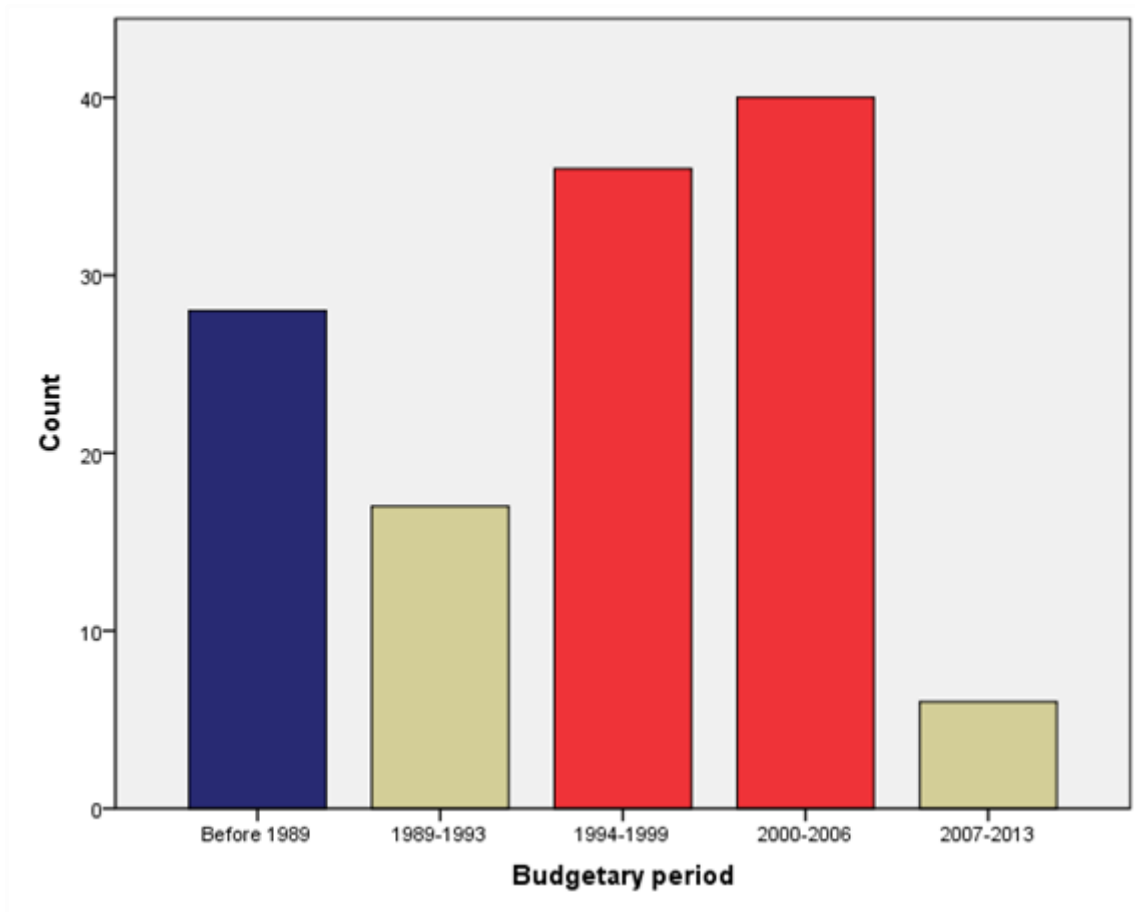


Figure 8.8 Number of euroregions established by budgetary period

4.3. Geographical perspective

As for the geographical distribution of euroregions, the **macroregional division** also applied by the Association of European Border Regions was used revealing that the highest proportion of the euroregions can be found in Central and Eastern Europe, while North West Europe, Northern Europe and the Baltic Sea area together hosts around the same number of euroregions (or similar types of cross-border cooperations). These together constitute a little less than three-quarters of the total number of euroregions. (Figure 8.9) In this respect the Mediterranean region seems to be the least active.

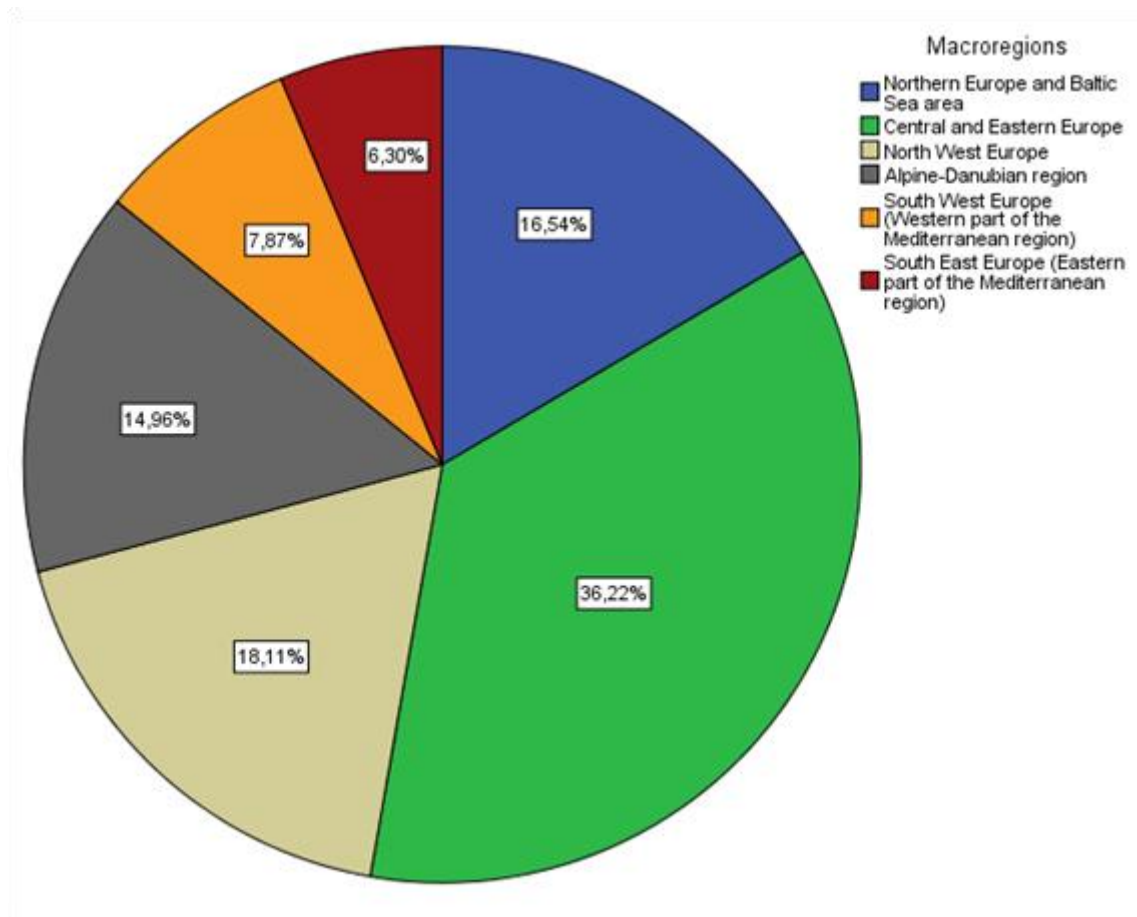


Figure 8.9 Distribution of euroregions by macroregions

5. Conclusions

Summing it up, we may establish that cross-border co-operations play an important role both in the **theoretical and in the practical approaches**. The spread of the cross-border approach resulted from the growing number of co-operations, while the operation, understanding, or even study of cross-border co-operations require a complex cross-border oriented approach. Thus based on the theoretical models we may draw the conclusion that researchers must take into consideration certain aspects, such as the multidimensional character, spatial dimension, multiculturalism and dynamic phenomenon. We can also establish that **the most ideal and best functioning co-operations are** meant by **open and connecting borders** – meaning field D in the typology – (*Ratti*) and the **independent or integrated borders** (*Martinez*).

In the case of cross-border co-operations **European added value** stems in the fact that that people who live together in neighbouring border regions most often have the will and intention to cooperate. This results in a valuable contribution to the promotion of peace, freedom, security and the observance of human rights. The **specific added value of cross-border co-operations** to implementing the Lisbon Strategy derives from the fact that cross-border cooperation always adds value to national measures.

Besides, the future Europe shall not be interpreted as the Europe of nation states but as the Europe of regions comprising of border regions with similar economic interests. It is not surprising, therefore, that the term “Europe of Regions” became generally used in the past few years. This time we shall compare the number of euroregions by three perspectives.

6. Test your progress

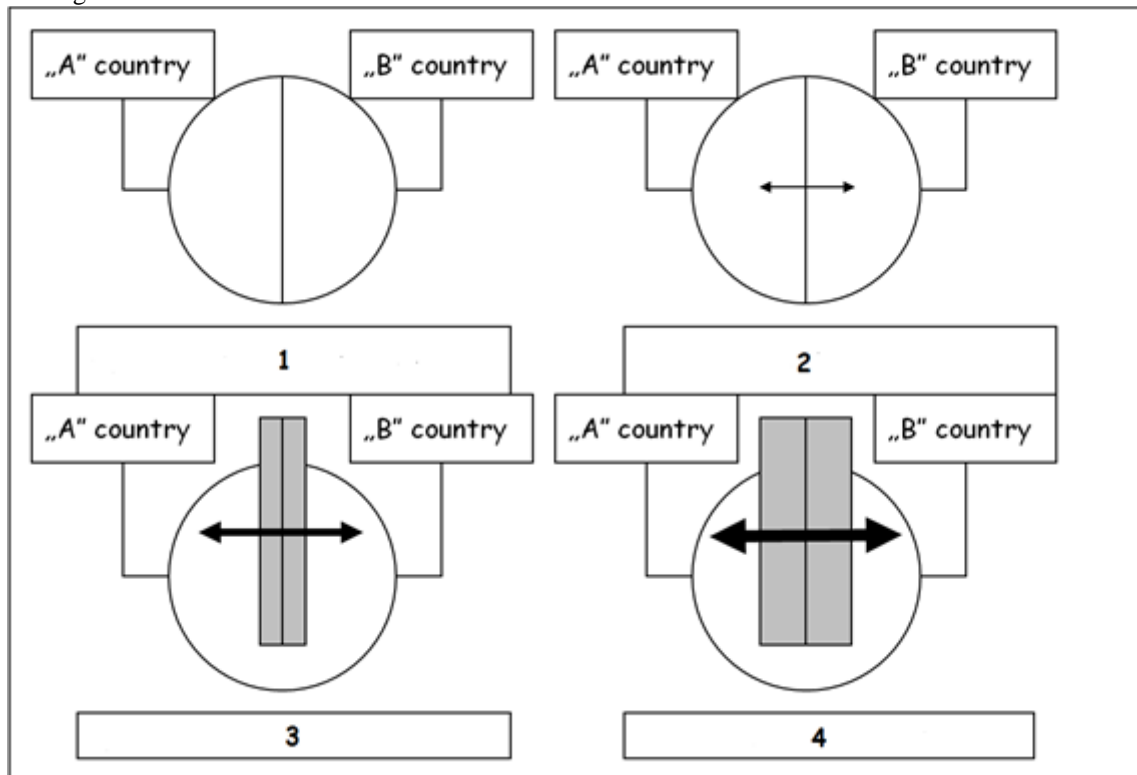
(online)

II. The five phases of establishing cross-border co-operations during the socialist period were mixed. Find the right order.

1. Then A_c and B_c informed II_a and II_b about their decision concerning the establishment of cross-border co-operation.
2. After this A_c contacted the capital city of country 'B' (B_c).
3. The official cooperation could be made between the border regions of the two countries after it had been approved.
4. Let us suppose that there are two neighbouring countries (A and B) sharing a common border (I). If the border region (II_a) in country 'A' wanted to form a co-operation with the border region (II_b) in country 'B' then ' II_a ' had to inform the capital city (A_c) of country 'A'.
5. Following the decision of the central party, B_c informed A_c about its opinion on establishing cross-border co-operation.

I. Complete the Figure, using the following words/expressions.

A – integrated border regions B – alienated border regions C – co-existent border regions D – independent border regions



II. The five phases of establishing cross-border co.operations during the socialist period were mixed. Find the right order.

5. Then A_c and B_c informed II_a and II_b about their decision concerning the establishment of cross-border co-operation.
6. After this A_c contacted the capital city of country 'B' (B_c).
7. The official cooperation could be made between the border regions of the two countries after it had been approved.

8. Let us suppose that there are two neighbouring countries (A and B) sharing a common border (I). If the border region (IIa) in country 'A' wanted to form a co-operation with the border region (IIb) in country 'B' then 'IIa' had to inform the capital city (A_c) of country 'A'.

9. Following the decision of the central party, B_c informed A_c about its opinion on establishing cross-border co-operation.

III. True or False?

10. A border with a strongly connecting character intensifies the peripheral processes and features.

11. Both the fifth enlargement and the 1994-1999 budgetary period had a positive influence on the establishment of euroregions.

12. Institutional added value is the result of joint drafting, implementation and financing of cross-border programmes and projects.

13. The Mediterranean region is the most active in cross-border cooperations.

14. No euroregions were founded in the 1960s.

15. Cross-border cooperation always adds value to national measures.

IV. II. Multiple associations.

F. Both parts of the sentence are true and there is a connection between them.

G. Both parts of the sentence are true but there is no connection between them.

H. Only the first part of the sentence is true, the second is false.

I. The first part of the sentence is false, the second is true.

J. Neither the first part nor the second part is true.

16. The first really remarkable upswing in the foundation of euroregions (and also of cross-border co-operations in general) could be observed in the 1990s when the institutionalisation processes slowed down.

17. If cross-border co-operations were promoted along the filter borders and the adequate regional development bases were created, then even legal economic and social relations could be formed.

18. In the case of open borders the socio-economic differences are the most likely to increase as a result of which these border regions can become equal partners in the co-operation.

19. In Eastern and Central Europe, the political powers of the socialist period endeavoured at sustaining barrier borders, so that the neighbouring border regions have more opportunity to create cross-border links occurs along barrier borders.

20. Most of the euroregions were established between the fourth and fifth enlargements because borders are active participants and key areas in the formation of cross-border regional policy.

Correct answers:

1. B

2. C

3. D

4. A

5. D

6. B

- 7. E
- 8. A
- 9. C
- 10. F
- 11. T
- 12. T
- 13. F
- 14. F
- 15. T
- 16. E
- 17. A
- 18. D
- 19. C
- 20. B

Chapter 9. The role of institutions managing cross-border co-operations in the European Union

The European policy in relation to the border regions and cross-border co-operations has the most significant role in the creation of the cohesion between the Member States. The considerable expansion of the opportunities of the regional governments and authorities is mostly the result of the initiatives of two supranational organisations: the **Council of Europe** set the clarification of the legal status as its aim, while the **European Commission** creates and provides financial instruments and sources for the development of cross-border regions and co-operations. In parallel with these, the **institutions of the European Union** also created a regional set of instruments which helped to institutionalise the various forms of cross-border co-operations. This **institutionalisation process** partly led to the establishment of bi- and multilateral committees on the national – and international – level, and partly led to the foundation of cross-border institutions based on initiatives on the level of local governments.

The primary responsibility of the institutions taking part in the management of cross-border co-operations is the **provision of frameworks and ensuring proper circumstances for their operation**. Consequently, these institutions neither act as management authorities or as top-down directorates who follow, check and control every step taken by the cross-border co-operations nor expect them to fully subordinate themselves. Below, we will see how the various EU institutions approach the cross-border phenomena. Our aim here is to list those European (chiefly EU) institutions which have an active role in the life of cross-border co-operations, and to point out the most important ways and methods used by these institutions.

1. Council of Europe

The Council of Europe **is regarded as the leading European organisation supporting cross-border co-operation** as part of its programme to strengthen good governance, build durable democratic institutions and generally reinforce capacity at the local level. It aims at **improving and facilitating cross-border co-operation in its member states** through

- (1) confidence-building measures to increase tolerance, understanding and good neighbourly relations between populations,
- (2) provision of legal advice on draft legislation on cross-border co-operation,
- (3) and assistance towards the setting up of transfrontier [71] [189] co-operation bodies to ensure that transfrontier relations are sustained and improved.

The Council of Europe **believes that cross-border co-operation**, inter alia, **enables local authorities to design and implement innovative and effective policies for improving the quality of life of their populations**.

In June 2012, the Council of Europe produced its *Cross-border co-operation toolkit* with the aim of **providing an essential and complete guide to cross-border co-operation**. “The toolkit is invaluable for countries with or without experience in the field, serving as a step-by-step guide on how to turn cross-border projects mapped out on paper into concrete realities. In so doing, it looks at how to carry out feasibility studies, how to finance cross-border projects, what types of obstacles may arise and how these can be overcome, and how to nurture a cross-border friendly environment. Whether the plan is to organize a jointly run bus route or simply to foster exchanges between civil servants, the CBC toolkit gives a very clear picture of the way ahead.” [72] [189] Additional documents published by the Council of Europe also relevant in this connection include the *Manual on Cross-border cooperation* (2006) and the *Guide to cross-border cooperation* (2007).

The structure of the Council of Europe is based on the harmonised work and co-operation of seven institutions, five directorates, and the Treaty Office and had partial agreements with twelve different bodies and has several external offices. Below only those institutions within the Council of Europe are discussed which have relevance for cross-border co-operations.

1.1. Congress of Local and Regional Authorities of Europe (CLRAE)

The Congress of Local and Regional Authorities of the Council of Europe is a pan-European political assembly, the 636 members of which hold elective office (they may be regional or municipal councillors, mayors or presidents of regional authorities) representing over 200,000 authorities in 47 European States. Its role is to promote local and regional governance and strengthen the self-government of authorities. The Congress plays an **active part in projects to strengthen local democracy and transfrontier co-operation in Europe**, and encourages the setting up of national associations of local and regional authorities, Local Democracy Agencies and the new kind of Euroregion. [73] [189]

Within the Congress the work is organised in the two Chambers: the **Chamber of Local Authorities** and the **Chamber of Regions**. The Congress has **three statutory committees** which reflect changes made in October 2010:

- (1) **Monitoring Committee** – dealing with monitoring and ensuring the application of the charter and institutional development
- (2) **Governance Committee** – being responsible for **affairs falling within the scope of** the Congress' statutory mandate such as governance, public finance, **cross-border and interregional co-operation** and e-democracy as well as co-operation with intergovernmental bodies
- (3) **Current Affairs Committee** – being responsible for studying the role of local and regional authorities with regard to the major challenges of our society and preparing work on thematic issues such as social cohesion, education, culture and sustainable development

1.2. Committee of Experts on Transfrontier Co-operation (LR-CT)

The **Committee of Experts on Transfrontier Co-operation (LR-CT)** was **until December 2007** the Council of Europe Committee **responsible for activities in transfrontier co-operation**. It consisted of governmental experts from the Member States of the Council of Europe and met twice a year “... to discuss how **to promote effective co-operation** between local and regional authorities on either side of a national border.”[74] [189] It focused on **good practices in transfrontier co-operation**, and on ways to reduce those obstacles arising when local and regional authorities co-operate across borders. The responsibilities of the Committee included

- (1) **monitoring the implementation of the legal instruments** in transfrontier co-operation adopted by the Council of Europe in the member states,
- (2) **facilitating the exchange of member states' experience** in transfrontier co-operation, particularly in good practice
- (3) and **making proposals** at intergovernmental level **to encourage and facilitate transfrontier co-operation**.

1.3. Committee of Experts on local and regional government institutions and co-operation (LR-IC)

The **LR-IC, set up in 2009**, consists of governmental experts from the Member States of the Council of Europe. The LR-IC Committee was founded **to take over the remit of the former LR-GI Committee**. The latter already covered both institutional matters and issues of transfrontier co-operation, the new Committee's name brings the area of work out more clearly. The new LR-IC Committee integrates a set of new working methods and tools into its portfolio such as the “workshop approach” as a specific form of exchange used for further examining issues of regional self-government and the development and testing of a new analytical tool concerning the degree of freedom of action of local authorities in Europe.[75] [189]

The LR-IC was, for instance, responsible for the revision of *Protocol No. 3 to the European Outline Convention on Transfrontier Co-operation* in February 2009.

1.4. Committee of Ministers

The Committee of Ministers, comprising of the Foreign Affairs Ministers of all the Council of Europe's member states, also set up committee or working groups which focus on transfrontier co-operations and cross-border issues. Besides being a decision-making body of the Council of Europe, it has got a triple role as an emanation of the governments, a collective forum and a guardian of values.

1.4.1. Committee of Advisers for the Development of Transfrontier Co-operation in Central and Eastern Europe

The Committee of Advisers for the development of transfrontier co-operation in Central and Eastern Europe was **set up** by the Committee of Ministers **in 1995** to **provide guidance and advice** to the Council of Europe Secretariat in planning, implementing and monitoring activities relating to transfrontier co-operation between local and regional authorities and communities in the member states aimed at promoting transfrontier co-operation between local and regional authorities.[76] [189]

The **role** of the Committee of Advisers has evolved over the years towards

- **encouraging** the establishment and consolidation of effective forms of transfrontier co-operation and permanent co-operation bodies (such as euroregions),
- **spreading** knowledge of the Council of Europe's legal instruments,
- and **promoting** the signing and ratification of the European Outline Convention on Transfrontier Co-operation between Territorial Communities or Authorities and its two protocols.

At their 743rd meeting, the Ministers' Deputies expressed their appreciation of the work of the Committee of Advisers in strengthening transfrontier co-operation links across Europe, adopted a statement outlining the Committee's mandate and agreed to raise its membership from three to six. They also decided that the Committee would adopt an annual report on its activities, which would form the basis for an exchange of views with the Committee of Ministers.

The Committee's work is based on **annual programmes** which include conferences, seminars, workshops, study visits, legal and technical advice and assistance **for the conclusion of transfrontier agreements or the establishment of bodies**. It has sponsored or organised over seventy meetings and has been highly effective in promoting the ratification of the Outline Convention in Central and Eastern Europe.

The most important contributions of the Committee include the **identification of geographical areas** where transfrontier action was needed, **and bringing the attention to the needs, wishes and requests** of the various circles involved.

2. European Parliament

The European Parliament also set the **promotion and development of cross-border co-operations** as one of its most important objectives. Its activities are mostly reflected by initiatives, such as one of the first ones in this respect being the adoption of the "Community Charter for Regionalisation" on 18 November 1988. Article 23 focuses on cross-border co-operations, stating that *these coo-operations should be treated as neighbourly – instead of foreign – relations* (Paragraph 3).

The role of the European Parliament in managing cross-border co-operations results from its **close relationship with the Council, the Commission and the national parliaments of EU countries**. The European Parliament **shares legislative power** equally with the Council of the European Union. This means it is empowered to adopt European laws (directives, regulations etc.). It can accept, amend or reject the content of European legislation. It and also **supervises the work of the Commission and adopts the budget** of the European Union. Following the entry into force of the Lisbon Treaty, the European Parliament now shares the power to decide on the entire annual budget of the EU with the Council of the European Union and it has the final say. The European Parliament has a range of supervisory and control powers. These allow it to exercise oversight over other institutions, to monitor the proper use of the EU budget and to ensure the correct implementation of EU law.

3. European Commission

The European Commission is responsible for providing the background financial assistance for cross-border co-operations on the level of the European Union. In this respect the role of the Committee of the Regions must be mentioned which has been playing a very important role in the management of cross-border co-operations ever since its foundation. The various consultations, regulations and proposals introduced in the former chapters mark the active role of the Commission.

4. Committee of the Regions

At present, the Committee of the Regions plays an active part in the operation of EGTCs. The Committee of the Regions has a **consultative role** in the area of cross-border cooperation. It **provides political support** for EGTCs and their activities. It also plays an active part in **assessing the progress of EGTCs** and **facilitating exchange of best practice** through an expert group. Besides these, it is responsible for **collecting information** on EGTC statutes and conventions.

5. Association of European Border Regions

5.1. History of the AEBR

The history of the AEBR is **closely related to the Council of Europe, the European Parliament, the European Commission and other institutions of the European Union.**

The idea of establishing an **Association of European Border Regions (AEBR)** first appeared during the "*Internationale Regio Planertagung 1965*" (conference on regional planning) in Basel. The Council of Europe has been paying attention and providing support to the work of the Association of European Border Regions – which started its official operation in September 1971 – since the late 1960s. In 1972 **the first European Conference of Border Regions** was organised in **Strasbourg** by the Council of Europe, which was followed by conferences organised around relevant cross-border topics

- **1972 – Strasbourg, France** (*1st European Symposium of Border Regions*: The cooperation between European border regions – Status and latest developments)
- **1975 – Innsbruck, Austria** (*2nd Symposium of Border Regions*: Cross-border regions in Europe)
- **1984 – Borken, Germany** (*3rd European Conference of Border Regions*: Legal prerequisites and key aspects of cross-border cooperation; Cooperation between European border regions)
- **1987 – Zaragoza, Spain** (*4th European Conference of Border Regions*: Cross-border co-operation in view of the year 2000)
- **1991 – Rovaniemi, Finland** (*5th European Conference of Border Regions*)
- **1994 – Ljubljana, Slovenia** (*6th European Conference of Border Regions*)
- **1999 – Timisoara, Romania** (*7th European Conference of Border Regions*: Transfrontier cooperation – factor of social cohesion and political stability in Europe)

At the end of the seventies, the AEBR took an active part in the elaboration of the *European Outline Convention on Transfrontier Cooperation*. The timeline presented in the animation summarises the main events that finally made the AEBR the omnipotent umbrella organisation of cross-border co-operations all over Europe. (Figure 9.1 – *interactive animated figure*)

Figure 9.1 Periods and milestones in the history of the AEBR

In 1981, the *European Charter of Border and Cross-Border Regions* was elaborated. Then in 1984, the AEBR organised the third conference of the Council of Europe on cross-border co-operations on the area of the EUREGIO. **In the second half of the eighties, the relationship between the AEBR and the Council of Europe became even more intensive** – especially in the fields of spatial planning, transport, regional policy and environmental protection. In these years, more and more models were developed on the implementation of regional cross-border programmes. Besides, they provided counselling and technical assistance for the development of the Interreg Initiative.

On the occasion of the AEBR General Assembly and Annual Conference 2012, held on 8 and 9 November 2012 in Berlin (Germany), a film was presented about the history of European borders, cross-border co-operations and the activities of the AEBR.[77] [189]



(http://www.youtube.com/watch?v=Rwy7kRtH-ek&list=UUGJIG51aWTbXjqHl_uFG1CA&index=1&feature=plcp)

Figure 9.2 History of European borders, cross-border co-operations and the activities of the AEBR

In the early nineties, it took an active part in the foundation of cross-border structures especially in Northern, Southern Central and Eastern Europe. In 1995 the *European Charter of Border and Cross-Border Regions* was amended in accordance with the changes generated by the enlargement of the EU. Then in 1996, the first edition of the *Practical Guide to Cross-Border Co-operations* was published. In the same year, the AEBR elaborated its report on cross-border co-operations to the European Parliament.

The LACE project was launched in 1990 with the support of the European Commission to promote and coordinate the European cross-border co-operations.

5.2. Co-operation between the EU and the AEBR

In addition to the above mentioned ways of co-operation between the various EU institutions and the AEBR, **the Council of Europe, the European Commission and the European Parliament meet the AEBR on a regular basis** to debate issues related to the future development of regional policy and the Cohesion Funds (including the Community Initiatives too), and to discuss questions which concern the impacts of spatial planning, trans-European networks, social problems and enlargement on cross-border co-operations.

The **Committee of Regions** produced a study in October 2001 on “*Trans-European Co-operation between territorial authorities: new challenges and future steps necessary to improve co-operation*” – drawn up in close co-operation with the AEBR. In March 2002, it expressed its opinion on “*Strategies for promoting cross-border and interregional co-operation in an enlarged EU – a basic document setting out guidelines for the future*”.

The AEBR drew up the report “*Towards a new Community legal instrument facilitating public-law-based trans European co-operation among territorial authorities in the European Union*” for the European Commission based on the work done with the Committee of Regions in the framework of the above mentioned study.

5.3. Organisational structure of the AEBR

The main organs of AEBR include the General Assembly, the Executive Committee and the Secretary General. (Figure 9.3)

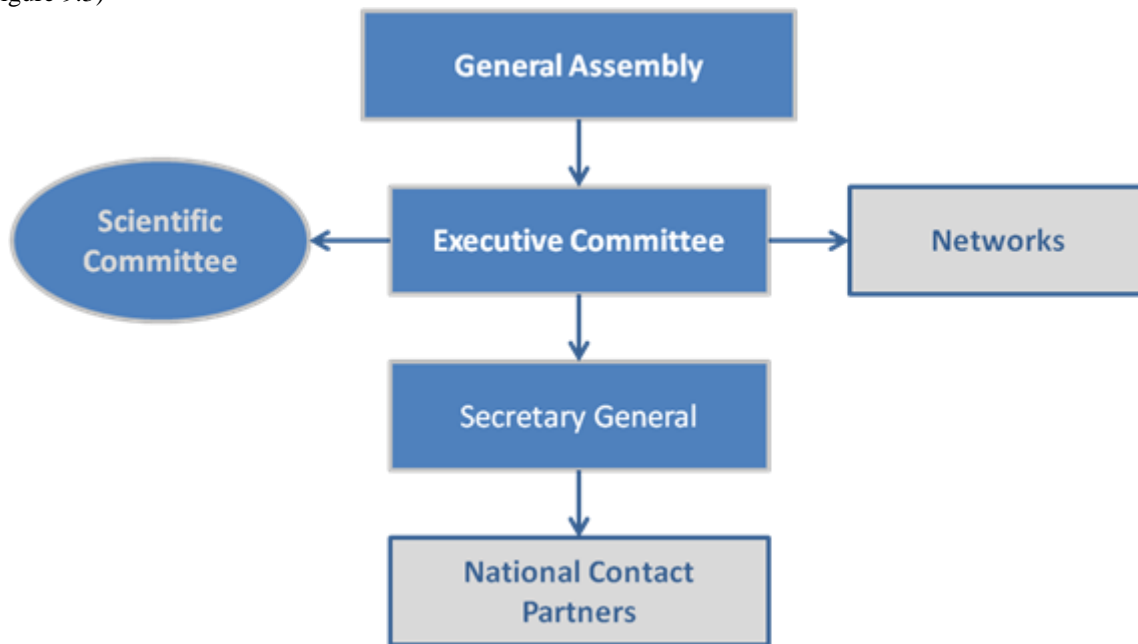


Figure 9.3 Organisational structure of the AEBR

The **General Assembly** is the highest-ranking organ. It elects the President and the members of the Executive Committee, decides on the admission and expulsion of members and fixes the membership contributions.

The **Executive Committee** is elected for a term of two years. It is composed of the President, the first Vice-President, at least three further Vice-Presidents, the Chairman of the Scientific Committee, the Treasurer and at least 20 members as representatives of the border and cross-border regions. The **tasks** of the Executive Committee **include the issuing of fundamental statements of AEBR and the co-operation with European and national institutions, organisations and associations**. The appointment of the **Secretary General** is also the responsibility of the Executive Committee.

The **President** is the highest-ranking representative of the AEBR. He represents the AEBR in dealing with third parties, and is authorised to make decisions jointly with the Secretary General who, in turn, has the authority both to act solely on behalf of and to represent AEBR.

The AEBR **may form committees and call in representatives from European and political committees, associations or social groups** who are given an advisory vote. A specific “**Scientific Committee for Cross-Border Co-operation**” which is composed of scientists and practitioners from all across Europe is tasked with advising AEBR on all issues of cross-border co-operation, including the presentation of possible solutions.

5.4. Aims and tasks of the AEBR

The aims and tasks of the AEBR are laid down in the **AEBRStatutes** which were amended on 25 November 1994 in Triest, and last amended on 13 October 1997 in Salamanca.

These Statutes stipulate that AEBR is acting for the benefit of all European border and cross-border regions and that it aims

- to make their particular problems, opportunities, tasks and projects intelligible
- to represent their overall interests to national and international parliaments, organs, authorities and institutions
- to initiate, support and coordinate their cooperation throughout Europe (creation of a network)
- to exchange know-how and information in order to formulate and coordinate common interests on the basis of the various cross-border problems and opportunities, and to offer adequate solutions

The AEBC's tasks include

- implementation of programmes and projects, the application for funds and to receive and to dispose them
- organisation of events that deal with cross-border problems
- provision of assistance to solve cross-border problems and support for special activities
- preparation and implementation of common campaigns within the networks
- extension of the Centre for European Border and Cross-border Regions in close co-operation with the European Union and the Council of Europe
- provision of information for European political bodies and the public about cross-border issues

The **primary aim** of the AEBC – through its institutions – is **to register, coordinate and support the European cross-border co-operations**. In the seventies, the AEBC had only 12 members which grew to 50 by the early nineties. At present, the number of its members exceeds 90. In addition to this number, there are cross-border co-operations along the borders of Europe which are not yet members of the AEBC. The latest reports say that the number of cross-border co-operations along the internal and external borders of the EU is 197 (on regional and local levels).

Membership	Right to vote	Types of regions
full members	with a right to vote	- European border and cross-border regions in member states of the European Union or the Council of Europe - large-sized amalgamations of border regions within several countries provide not all their members join AEBC individually
members	without the right to vote	-members with observer status for 2 years can be border regions in which the representation is not defined clearly as yet -honorary members must have won special recognition for AEBC
advisory members	without the right to vote	can be persons, associations, institutions and institutes working in the field of cross-border co-operation

Table 9.1 Types of AEBC membership status based on Paragraph 4 of the Statute

The Executive Committee decides on the admission of a **new member**. Confirmation by the General Assembly is required. (Table 9.1) The application must be submitted in writing. The membership can be terminated by a written notice of resignation. By decision of the Executive Committee a member can be expelled if obligations towards AEBC have not been fulfilled. **Members have certain rights and obligations** including

- may contribute to the formulation of demands and objectives of AEBC
- must be informed about topical cross-border subjects and developments at European level
- have the right to use services, programmes and facilities of AEBC
- are required to support the work of AEBC of supporting the regional cross-border co-operation and development at national and European level
- are required to pay contributions

6. Test your progress

(online)

I. Pair the name of the institution with the proper statements.

- A. Congress of Local and Regional Authorities of Europe
- B. Committee of Experts on Transfrontier Co-operation
- C. Committee of Experts on local and regional government institutions and co-operation
- D. Committee of Advisers for the Development of Transfrontier Co-operation in Central and Eastern Europe
- E. All of them
- F. None of them

1. Its work ended in 2007.
2. It is composed of the Monitoring Committee, the Governance Committee and the Current Affairs Committee.
3. It is operated within the Council of Europe.
4. It was set up by the Committee of Ministers in 1995.
5. It was responsible for the revision of Protocol No. 3 to the European Outline Convention on Transfrontier Co-operation.
6. It used to be the body responsible for monitoring the implementation of the legal instruments in transfrontier co-operation adopted by the Council of Europe in the member states.
7. It plays an active part in projects to strengthen local democracy and transfrontier co-operation in Europe.
8. It is operated within the European Commission.
9. It was established in 2009.
10. Its' most important contributions include the identification of geographical areas where transfrontier action is needed.

II. Periods and milestones in the history of the AEBR. Match the period and the events.

- A. 1971-1975
- B. 1975-1979
- C. 1979-1983
- D. 1984-1996
- E. 1996-2004
- F. 2004-2009
- G. 2010-present

11. Participation in the drawing up of the Madrid Outline Convention. B
12. Counseling and assistance with regard to the development of the EU Community Initiative INTERREG. D
13. Preparation and organisation of the Council of Europe's first two "European Conferences of Border Regions". A
14. EGTC and European Territorial Co-operation Summit: The EGTCs and cross-border cooperation. G

15. Participation in the drawing up of the European Parliament's „Boot Report” on the intensification of cross-border co-operation. C

16. Second revised edition of the Practical Guide to Cross-Border Cooperation. E

III. Pair the type of AEER membership with the type of regions.

A. full members

B. members with observer status

C. honorary members

D. advisory members

17. regions which have won special recognition for AEER

18. large-sized amalgamations of border regions within several countries

19. anyone working in the field of cross-border co-operation

20. may last for two years

Correct answers:

1. B

2. A

3. E

4. D

5. C

6. B

7. A

8. F

9. C

10. D

11. B

12. D

13. A

14. G

15. C

16. E

17. C

18. A

19. D

20. B

Chapter 10. Cross-border co-operations – process of institutionalising

The intensive growth in the number of cross-border co-operations in the past decades is an obvious consequence of the increasing attention from the part of the various EU institutions and the favourable EU policies. As a result of the definition and harmonisation of cross-border co-operations by the legal instruments, and as a consequence of the variety and abundance of financial sources available for cross-border initiatives and projects the institutionalisation of cross-border co-operations gained more and more attention. The settling of the legal background further encouraged the **cross-border co-operations** based on contracts and bi-(or tri- and multi-) lateral agreements to **set up their own institutions and create bodies, communities and organisation on various levels** to become eligible for supports. Our aim in this chapter is to demonstrate this process of institutionalisation and demonstrate the main features of the various forms of cross-border co-operations.

1. Twinning, sister alliances

The first signs of cross-border activity can be traced in the evolution of **sister relations between settlements in two different countries**. The participating countries are most often neighbouring countries but sister alliances may also be possible between towns located on different continents. From our point of view, the classic example for cross-border co-operation is when the self-governments of adjacent settlements, counties or regions on the two sides of a state border establish an alliance in accordance with their own national legal systems. Within Europe, **town twinning is supported by the European Union**. The support scheme was established in 1989. At present there is an extensive European town twinning network: there are **more than 30 thousand twinning projects linking towns from all over Europe**. The Council of European Municipalities and Regions (CEMR) plays an active role in this process. According to the CEMR **town twinning has always been a vital way to bring Europe closer to its citizens beyond national boundaries**.

2. Euroregions

2.1. Definition

Euroregions constitute areas **linked by cross-border co-operations** which are **based oneconomic, social, cultural, etc. relationsbetween two or more states and their local and/or regional governments**. The euroregions usually form easily demarkable **contiguous geographic areas** comprising of partner regions from two or more countries. The members agree to **harmonise their activities** on certain areas. An indispensable condition for the euroregional co-operations is that the former isolating role and impermeability of the borders disappear. Table 10.1 demonstrates the chronological development of cross-border co-operations – and thus the stages in the evolution of euroregions.

PERIOD	RELATIONS	
	internal	external
early	sister cities	funds
middle	bi- and trilateral co-operations	experience exchanges
late	euroregions	EU membership

Table 10.1 Chronological development of cross-border co-operations

The most important feature of **euroregions** is that they are dual-faced phenomena: on the one hand demarcating peculiar **spatial entities**, and on the hand may be also interpreted as **institutional formations**. Markus Perkmann (1998) categorised the forms of cross-border co-operations by the area of the participating regions and their relative geographic location. (Table 10.2)[78] [189] On the basis of this grouping, **euroregions** may be defined as **cross-border co-operations comprising of a small and contiguous area**.

geographic features	small area	large area
contiguous area	cross-border regions e.g. EUREGIO	working communities e.g. Alps-Adria Working Community
non-contiguous area	interregional co-operations e.g. Four Motors of Europe	peak organisations e.g. AEBR

Table 10.2 Types of interregional and cross-border co-operations

(Source: Perkmann, Markus 1998)

In 1995, Sucha summarised the principal features of euroregions in six points:

1. most effective forms of cross-border co-operations
2. tools to diminish development disparities in the border regions
3. strengthen trust and co-operation will in the people
4. study fields of good neighbourly relations and integration
5. help to overcome the negative heritage of the past
6. important elements in the EU accession processes of the Central and Eastern European countries

The most exact and most widely applicable definition of euroregions was made by the Association of European Border Regions in their “Euroregion criteria” (Figure 10.1).

Source: based on AEBR Working Paper on the EU Initiative Interreg and future developments. July 1997

Figure 10.1 “Euroregion criteria” – AEBR/LACE

The AEBR argues that although **several euroregions exist in Europe** but apart from sharing many common characteristics they may **have different legal forms or organisations**. The AEBR points out the common characteristics as

- being permanent
- having a separate identity from their members
- having their own administrative, technical and financial resources
- and having their own internal decision making.[79] [189]

2.2. Tasks of euroregions

Euroregions do not imply a new administrative bound or demarcation but the total of such organisations and structures which enable the practical implementation of certain objectives. The euroregions primarily play a **mediating role** between the different organisations and authorities. They represent a kind of impetus for the partners in the cross-border co-operations. They facilitate and endorse **contact-making** between the inhabitants, politicians, business enterprises, social organisations and cultural associations. Their aim is to **create good**

neighbourly relations to replace the hostility between – many of – the border regions. Their most important achievement is that they project the intergovernmental contracts, agreements and bilateral co-operations onto the local level and translate them into practice.

The achievement of a successful cross-border co-operation has four preconditions:

1. the interests of the inhabitants must be fully taken into consideration
2. the representatives of political life must be involved from all levels (local, regional, national, European)
3. the institutions and organisations must take part in the joint work from both sides of the border
4. more and more cross-border bodies need to be created – bottom-up – to fulfil the increasing number of tasks

Euroregions promote the interpretation of the international principles and democratic values defined by the Council of Europe in the context of cross-border co-operations: the cross-border co-operation between the local and regional authorities and inhabitants promote the **assurance of peace and stability**, the **security and respect of human rights**, and the **protection of national and ethnic minorities**. Therefore, the border and cross-border regions form some kind of **blocks and bridges** within a unifying Europe. It is also the duty of the euroregions to provide reliable and up-to-date statistical data on the statues of the participating (member) regions.

2.3. Possible unifying and inhibiting factors of the euroregions: borders within the euroregions

The euroregion as an institution has many supporters and – perhaps – even more attackers. Thus, the researchers often focus on the advantages and disadvantages, and the **promoting and inhibiting factors**. Partly, the research the **role** and **place** of borders, try to give explanations from different aspects, and partly one may detect the study of **advantages** and **disadvantages**.

The connecting and dividing role of borders are the results of several factors – which in fact either strengthen or inhibit co-operation. The similarities and differences do not appear only on the regional level but may even accelerate or slow down the integration processes on the continental level. The strengthening of the unifying and the elimination of the inhibiting factors belong to the most important missions of euroregions. (Table 10.3)

Unifying factors	Inhibiting factors
<ul style="list-style-type: none">• geographical location• climate• common history• common cultural roots• economic development• economic structure• trade• language competency• common goals and strategies	<ul style="list-style-type: none">• differing administrative systems and responsibilities• different taxation systems• different juridical and executive methods• inadequate cross-border markets and supplies• different methods in spatial planning and regional development• differing measures in environmental protection and waste management• different currencies• lack of language competency

Table 10.3 Possible unifying and inhibiting factors of the euroregions

The overcoming of borders and thus the euroregional co-operations may have several advantages for not only the border regions but nation states of the participating regions as well. These advantages may be detected on several levels. (Table 10.4)

Level	Impact
civil	border regions get to know each other which leads to better understanding
institutional	local governments and authorities get to know each other's work and start co-operation
economic	co-operation between small and medium-sized enterprises create jobs
social-cultural	provides opportunity for the exchange of know-how and information between the regions
services	tourism develops through the joint marketing activities and joint projects

Table 10.4 Potential advantages of the euroregional co-operations on the various levels of co-operation

Nevertheless, the **sceptic** say that the partner regions may experience **disadvantages** as well if they participate in cross-border co-operations: **may inhibit** the participating regions in their economic development, **may deteriorate** the image of the participating regions, or **may even weaken** the more developed regions in the application for funds.

2.4. Possibilities and barriers – the future of euroregions

The duality of euroregions is not only valid in the spatial and institutional terms but this approach may also be applied in the study of the future of euroregions in relation to their possibilities and barriers.

2.4.1. Spatial factor

The **spatial** aspect here means the **future geographical expansion** of the euroregions. This may be interpreted as an internal or external expansion.

The internal geographical expansion of euroregions is either the **growth or the shrinking of an existing euroregion**. Thus the enlargement of a euroregional co-operation – or with the separation of some members – the area of the euroregions support may increase or decrease. It may be generally stated that the euroregions support the enlargement of their co-operations. However, this possibility is only available if the euroregion is already active and successful, and if its geographic area is not too large. For instance, in the case of the Euregio Maas-Rhine (13275 sq km; 3.88 million inhabitants) enlargement is possible, while the Carpathian Euroregion, with its area of 160000 sq km and more than 16 million inhabitants, it already constitutes a less easily operable cross-border co-operation.

The **expansion and growth in the number of euroregions** is supported by the institutions of the European Union and the Association of European Border Regions, providing legal and financial assistance. Nevertheless, there are almost two hundred different types of cross-border co-operations along the borders of Europe which almost completely cover the 'scarves' of Europe, and thus nowadays state borders are likely to disappear from the map of Europe. Consequently, the further spread of euroregions and the future creation of new ones is limited and expected to slow down since today more than 60% of the area of Europe and more than 50% of its population participate in euroregions (or some similar cross-border formations).

2.4.2. Time factor

Similarly, an internal and external possibility and barrier set by time may be distinguished in the development of euroregions. The "accelerated time" offers several opportunities and – perhaps even more – barriers and obstacles.

Euroregions aim at **showing results from the moment of their creation**. While it took ten-fifteen years for the euroregions which were founded in the post-war period, today the currently established euroregions are expected to provide results and prove efficient more rapidly and all member regions expect rapid development and quick results. Since its foundation in 1974, the Euregio Maas-Rhine was able to show real progress only in the past twenty years. In the second half of the 1990s it turned towards Central Europe to share its experiences in the field of cross-border co-operation with the freshly founded Central and Eastern European euroregions. As opposed to this, the Carpathian Euroregion was founded in February 1993 in the most peripheral part of Europe with partner regions from countries where the economic, legal and political situation is still at an early development stage. Thus, the fulfilment of these expectations needs more time.

The **lagging behind of East Central Europe in time** is apparent for Western Europe. Therefore, it tries to promote the rapid development and alleviation of the obstacles raised by time, with sharing experiences, organising workshops and creating financial funds.

2.5. Role of euroregions in the institutionalising process

One of the most important features of the euroregions is that they are initiated on the local level based on a bottom-up approach. This may be detected in the inner organisational structure where the most important role is rendered to the local and regional governments as well as in their outside relations. The definition given by the Committee of Regions clearly substantiates the organisational structure of the euroregions: “A euroregion is a formalised structure of cross-border co-operation which includes the representatives of the local and regional governments, and in certain cases the social and economic partners. The euroregions have a peculiar organisational structure whose highest level is represented by the elected council, the committee, the thematic working groups and the permanent secretariat.” (Figure 10.2)

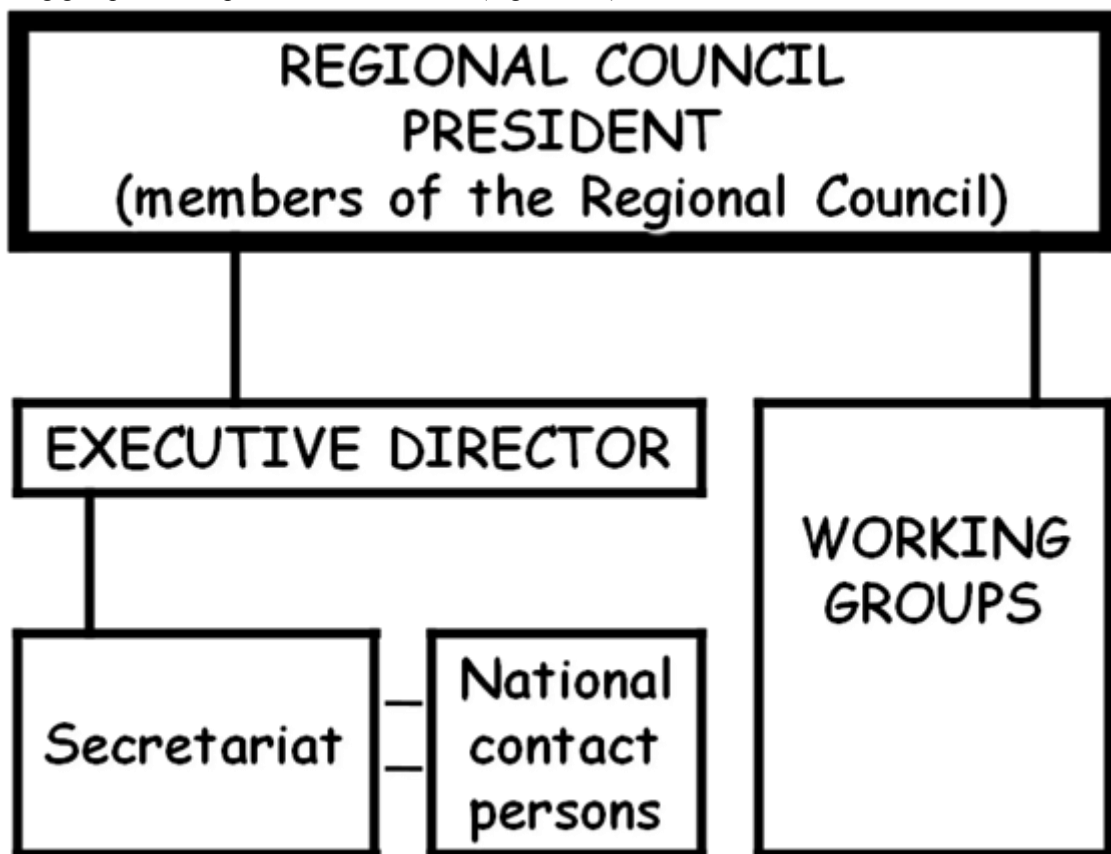


Figure 10.2 Organisational structure of euroregions

Two types of relations may be differentiated in the operational structure of the euroregions, and thus they have a dual presence and role in the institutionalising process. On the one hand, there is a **vertical relationship system** which means that there are multilevel networks co-operating practically from all administrative levels (local, county, regional, national, continental/European). This sort of networking may be measured in the operation of the euroregions on the continental level. The best example for this is the mechanism of the implementation of

the Interreg programmes where the euroregions are “projects” themselves receiving EU support. In addition to this, the motor of the operation of euroregions is a **horizontal relationship system** comprising of co-operations between administrative units of the same level and civil organisations from both sides of the border. (Figure 10.3)

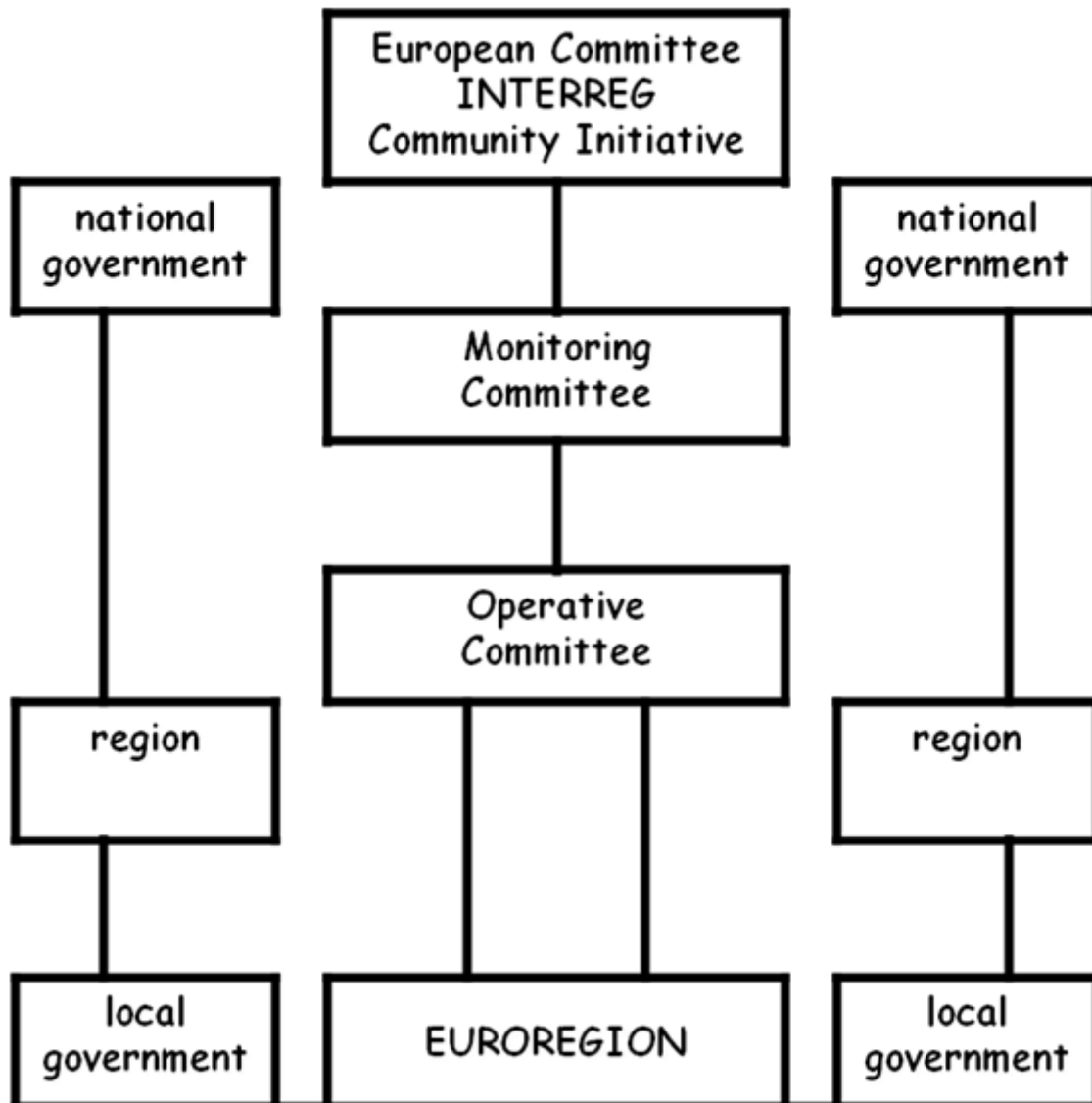


Figure 10.3 Implementation mechanism of the Interreg programmes (vertical vs. horizontal relations)

3. Working Communities

When typifying cross-border co-operations, Markus Perkmann defined **working communities** as **cross-border co-operations covering large contiguous areas**. In one of his later works (2003) he made his definition even more precise taking three dimensions – geographical scope, co-operation intensity and type of actors – as a basis: “usually involve five or more regions” “... emerge from co-operation between several regions forming large areas that can stretch over several nation-states (‘multi-lateral cross-border cooperation’). ... Their organisational structures usually consist of a general assembly, an executive committee, thematic working groups and secretariats (Aykaç 1994: 12-14), but activities tend to be confined to common declarations and information exchange.”[80] [189] Resulting from the number of participating regions and the nature of their mission, working communities are almost always based on co-operation at the regional level, between regional authorities. Analysing the 127 cross-border co-operations, 74 of them were categorised by Perkmann, of which 13 (17.6%) are working communities.

As working communities usually comprise several regions forming large areas that can stretch over several countries, their analyses reveals that their highest concentration (7 of them) can be found in the Alpine-Danubian region, while the rest is equally distributed (1-2) in the other macroregions. As for their year of establishment, the first two were founded in 1972 followed by seven more in the next twenty years, and only four were founded in the next twenty years. This shows that the golden era of working communities was before 1990, and after that the “age of working communities” was replaced by the “age of euroregions” or other smaller cross-border co-operations. Examples of working communities include the Alpes-Adria Working Community (in which Hungarian regions are also involved), the Arge Alp, the COTRAO or the Working Community of the Pyrenees.

Emily Lange, researcher, relies on the Valencia Convention in arguing that “Working Communities are defined as co-operation bodies without legal personality, whose aim is non-operative, but to act more like a consultative institution. ... these non-operative bodies have serious restrictions when regarding decision making...”[81] [189]

Combining the above definitions, and mainly relying on Perkmann’s dimensions, we can establish that **working communities are institutionalised cross-border co-operations covering extensive areas, involving regions from more than five countries and having no legal personality.**

4. Scandinavian groupings

In Perkmann’s definition working communities in a geographical sense have a large area but they have a low co-operation intensity. Nevertheless, he calls attention to an other form of cross-border co-operation, the Scandinavian Grouping, which is also large in its area but is characterised by much higher co-operation intensity with a variable mix of local and regional authorities (counties) involved. The name comes from the fact that this type of co-operation is predominantly found in the Scandinavian countries. The oldest of these is the Öresundskomitén (1964) founded along the Danish-Swedish border. Then came the Nordkalottkommittén (1971), Kvarken Council (1972), Mittnorden Committee (1977), Arko Cooperation (1978), Skärgårdssamarbetet (‘Archipelago’) (1978) and the Four Corners Co-operation, the Gränskomitén Röstfold/Bohuslän and the Nordatlantiska Samarbetet in 1980. The most important point to make here is that all of these were founded in the very early years of the first cross-border co-operation establishment wave. It is also worth to mention that the above listed cross-border co-operations all have Swedish participant regions.

5. EGTC (European Grouping of Territorial Cooperation)

The EGTC Regulation (EC) No 1082/2006 came into force on 1 August 2006. The first EGTC was created in February 2008. The **EGTC is a new European legal instrument designed to facilitate and promote cross-border, transnational and interregional co-operation.** Unlike the structures which governed this kind of co-operation before 2007, **the EGTC is a legal entity** and as such, will enable regional and local authorities and other public bodies from different member states to set up co-operation groupings with a legal personality. For example, an EGTC or an EGTC member can be Member States, regional or local authorities, bodies governed by public law, and associations consisting of such bodies. An EGTC must be composed of at least two members coming from at least two EU Member States. (Figure 10.4)

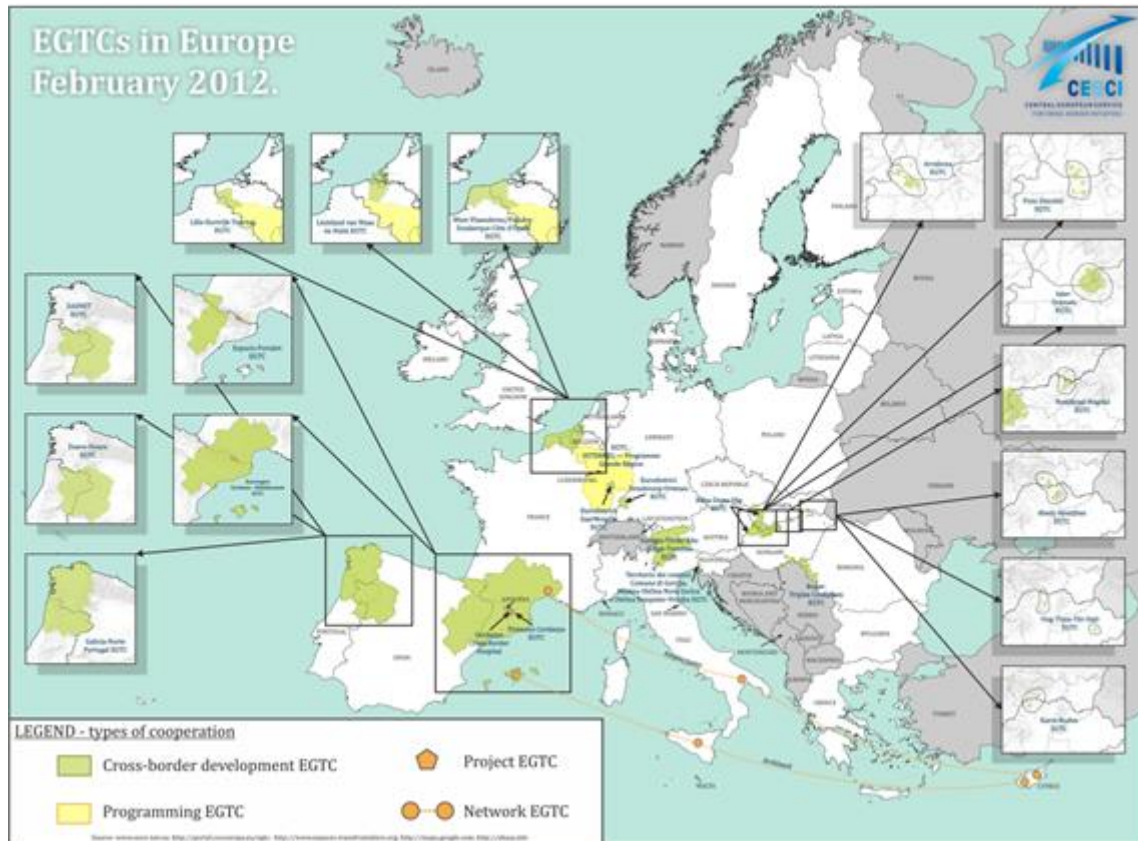


Figure 10.4 EGTCs in Europe in February 2012 (Source: <http://www.interact-eu.net/egtc/egtc/30/16>)

“The EGTC is unique in a sense that it enables public authorities of various Member States to team up and deliver joint services, without requiring a prior international agreement to be signed and ratified by national parliaments. Member States must however agree to the participation of potential members in their respective countries. The law applicable for the interpretation and application of the convention is that of the Member State in which the official EGTC headquarters are located. An EGTC convention sets out in particular the name of the EGTC and its headquarters, the list of members, the area it covers, its objective, its mission, and its duration.[82] [189]

It is primarily a tool to be used for the management of EU Structural Funds and different functions can be envisaged for an EGTC: (1) in charge of the implementation of a Territorial Co-operation programme (upon delegation by the Member State to the EGTC), (2) lead partner or partner in a Territorial Co-operation project, (3) other co-operation actions with EU-funding, (4) other co-operation actions without EU-funding.”[83] [189]

“As stated in Article 7(3) of the EGTC Regulation, there exist four models of EGTCs. (Figure 10.5)

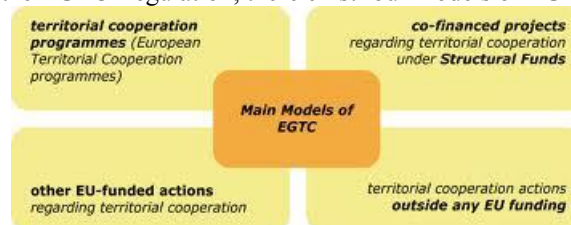


Figure 10.5 The four models of EGTCs

Currently most EGTCs in place are multi-functional and have a diversity of objectives and types of actions. One EGTC is currently involved in the management of ETC programmes but more EGTCs are actually preparing or implementing ETC projects or active as governance structures. The EGTC does not aim to replace existing instruments and structures. In regions where no alternatives exist or where these appear to be ill-adapted to the needs of programme management, the EGTC offers a unique, harmonised and adapted solution to foster programme management by cross-border structures.”[84] [189]

The last updated list of EGTCs whose establishment has been notified to the Committee of the Regions include 28 EGTCs, of which 9 are located along the state borders of Hungary (7 with Slovakia, 2 with Romania). This means that the Hungarian borders are among the most active ones in the establishment of EGTCs.

6. Test your progress

(online)

I. What could be the impacts of the potential advantages of euroregions on the various levels of co-operation. Match the correct answer.

1. civil level

- A. border regions get to know each other which leads to better understanding
- B. co-operation between small and medium-sized enterprises create jobs
- C. border regions get to know each other which hinders better understanding
- D. provides opportunity for the exchange of know-how between the regions
- E. tourism develops through the joint marketing activities and joint projects

2. institutional level

- A. local governments and authorities get to know each other's work and start co-operation
- B. border regions get to know each other which hinders better understanding
- C. tourism develops through the joint marketing activities and joint projects
- D. provides opportunity for the exchange of know-how and information between the regions
- E. co-operation between small and medium-sized enterprises create jobs

3. economic level

- A. co-operation between small and medium-sized enterprises create jobs
- B. local governments and authorities get to know each other's work and start co-operation
- C. tourism falls back through the joint marketing activities and joint projects
- D. provides opportunity for the exchange of know-how and information between the regions
- E. border regions get to know each other which hinders better understanding

4. social-cultural

- A. provide opportunity for the exchange of know-how and information between the regions
- B. border regions get to know each other which leads to better understanding
- C. co-operation between small and medium-sized enterprises create jobs
- D. local governments and authorities get to know each other's work and start co-operation
- E. tourism develops through the joint marketing activities and joint projects

5. level of services

- A. tourism develops through the joint marketing activities and joint projects

- B. provide opportunity for the exchange of know-how and information between the regions
- C. border regions get to know each other which leads to better understanding
- D. local governments and authorities get to know each other's work and start co-operation
- E. co-operation between small and medium-sized enterprises create jobs

II. Multiple choice associations.

A – euroregions, B – working communities, C – both of them, D – neither of them

6. Institutionalised cross-border co-operations.

7. Have an elected council, a committee, thematic working groups and a permanent secretariat.

8. In a geographical sense they have a large area and have a high co-operation intensity.

9. Have a general assembly, an executive committee, thematic working groups and secretariats.

10. Exist both on the local and the regional level.

III. True or False.

11. The EGTC was the first European legal instrument in the field of cross-border, interregional and transnational co-operations.

12. At present there are more than 30 thousand twinning projects linking towns from all over Europe.

13. The EGTC aims to replace existing instruments and structures.

14. An EGTC must be composed of at least two members coming from at least two EU Member States.

15. At present there are more than 25 EGTCs.

16. Slovakia is involved in more EGTCs than Hungary.

IV. Fill in the gaps choosing from the possibilities given below.

A – sister cities, B – experience exchanges, C – EU membership, D – euroregions, E – bi- and trilateral co-operations, F – funds

PERIOD	RELATIONS	
	internal	external
early	16	18
late	17	19

Correct answers:

- 1. A
- 2. A
- 3. A
- 4. A
- 5. A

- 6. C
- 7. A
- 8. D
- 9. B
- 10. C
- 11. F
- 12. T
- 13. F
- 14. T
- 15. T
- 16. F
- 17. A
- 18. D
- 19. F
- 20. C

Chapter 11. Forms of cross-border co-operations in Europe

The study of the types of cross-border regions allows for several approaches from the scientific point of view (*deductive approach*) analysing theoretical models to the practical point of view (*inductive approach*) comparing individual border characteristics for setting up categorising methods. As the previous chapters already applied the theoretical point of view for cross-border co-operations through models, therefore here the inductive (or bottom-up) approach is given emphasis with introducing some of the available categorisation methods.

Various aspects are available by which cross-border regions and co-operations can be distinguished from each other. This section provides an insight into the possible ways for differentiating and typifying cross-border co-operations. It starts out with the simple ways of typifying and ends with a complex approach forming a basis for the overall classification of cross-border co-operations all over Europe.

The Association of European Border Regions in its “*Trans-European Co-operation between Territorial Authorities: New challenges and future steps necessary to improve co-operation*” (2001)[85] [189] gives an excellent overview on the multitude of approaches that attempt to analyse and classify co-operation between local and regional authorities in Europe. These were developed mostly by the **Council of Europe** (responsible for clarifying the basic terminology), the **European Parliament** (elaborating reports – Gerlach-report, Boot-report, Schreiber-report, Poetschki-report, etc. – specifically on cross-border co-operation between local and regional authorities), the **Committee of the Regions** (focusing on aspects of international co-operation between regional and local authorities in its reports and opinions), and **researchers**. These actually aim at distinguishing between the various levels of the co-operations (cross-border, innerregional, transnational, associations) but do not go into details to categorise the various cross-border co-operations on the basis of their specific characteristics.

1. Categorisation of cross-border regions

Setting up a category system for cross-border regions and co-operations is a very important task for being able to elaborate comparative analyses. For as a result of the unified criteria systems the co-operations are added to the relevant systems of the European Union as individual entities, and they become easily accessible for the institutions involved. Thus, for instance, their role in the practice may be experienced even in the more justified and more objective approval of the financial supports. Their usefulness is also supported by the fact that **the growing scope and number of euroregions can be followed and understood more thoroughly** with the help of them.

The most often applied categorising method in the case of the cross-border co-operations operated on the institutional level may be associated with the **date of establishment of the co-operations** which is a widely used method by the Hungarian researchers including Rechnitzer (1999), Hardi (2001), Süli-Zakar (2003), and Baranyi (2007). Many choose this method on the international level as well which may be **complemented by the geographical scope (area and position) of the region, the co-operation intensity or the type of actors** (Perkmann, M. 2003), **the long or short term development levels** (AEBR, 1997), or **the levels of the co-operating partners and the territorial contiguity** (AEBR LACE Guide, 2000). The European Union, when defining its support programme for 2007-2013, matched the support programmes with the appropriate co-operation forms and introduced the institutional form of the European Grouping of Territorial Co-operation (EGTC).

1.1. Geographical aspect I. (Milan Bufon, 1998, 2010)

In terms of typology Milan Bufon says that border areas and border regions in Europe fall into three basic groups: the **Western European**, the **Central European** and the **Eastern European**. (Table 11.1)

Western European	Central European	Eastern European
"region of regions"	"regions within regions"	"regions under reconstruction"

Table 11.1 Classification of borders and border regions by Bufon

By the term “**region of regions**” Bufon means the oldest cross-border regions where the individual administrative units form an institutional cross-border interest network. A high potential level of social (re)integration characterises the Central European border regions usually leading to the formation of functional cross-border systems defined by Bufon as “**regions within regions**”. Usually spontaneous cross-border areas characterise the Central European space. Whereas the Eastern European space still has very limited possibilities of creating more intense forms of cross-border co-operation and (re)integration. Therefore, the cross-border regions here are most often only nominal and defined as “**regions under reconstruction**”. [86] [190]

1.2. Geographical aspect II. (DG Regional Policy)

Geographically speaking the European cross-border co-operations can be categorised with respect to their geographical location using the macroregional level. According to the website of DG Regional Policy a macroregion is “an area including territory from a number of different countries or regions associated with one or more common features or challenges.” This means that the cross-border co-operations can be located in (1) Northern Europe and Baltic Sea Area, (2) Central and Eastern Europe, (3) North West Europe, (4) Alpine-Danubian Region, (5) South West Europe/Western part of the Mediterranean region, (6) South East Europe/Eastern part of the Mediterranean region. (Figure 11.1)

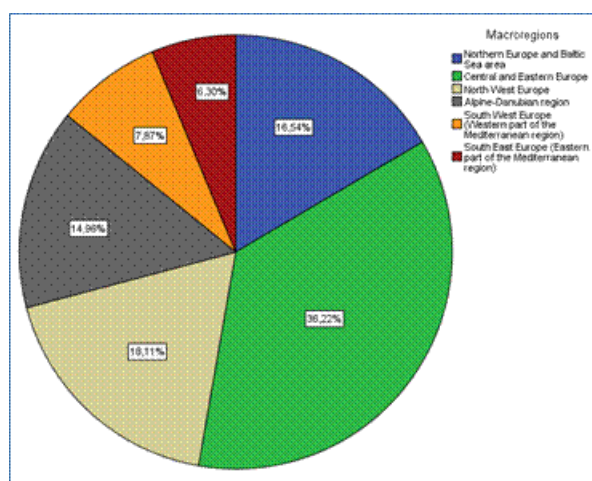


Figure 11.1 Macroregional distribution of cross-border co-operations in Europe

1.3. AEBR membership

At present the AEBR claims that 95 out of the approximately 163 working border and cross-border regions are members. On its website, the AEBR distinguishes between Members of the AEBR (79%) and Partially Members of the AEBR (21%). Based on the geographical location and AEBR membership of the smaller border and cross-border regions, the AEBR observed certain particularities and regional concentrations. (Table 11.2)

Table 11.2 Main features of the European cross-border regions by macroregions

	Macroregion	Characteristics
1	Northern Europe and Baltic Sea area	concentration of cross-border regions in the very North of Scandinavia and in the Southern part of the Baltic Sea area
2	Central and Eastern Europe	half of cross-border regions in this area are members of AEBR
3	North West Europe	except from South England and Northern France, the proportion of AEBR members is high throughout the area
4	Alpine-Danubian region	In the past, there was a high proportion of large-sized amalgamations that have become AEBR members, but, in general, most of the new structures have not become AEBR members. This is a strong and complex CBC melting pot, where our Association should become even more active in the coming years.
5	South West Europe/Western part of the Mediterranean region	high proportion of members, with the Portuguese, Spanish and Southern French border regions accounting for the majority of the members
6	South East Europe/Eastern part of the Mediterranean region	some of the border and cross-border regions have become members, especially in Northern Greece, but also in Bulgaria

Source: based on information from AEBR website[87] [190]

1.4. AEBR criteria system

The Association of European Border Regions set up a criteria system for estimating the co-operation intensity of existing CBC arrangements: (1) co-operation based on some type of legal arrangement, common permanent secretariat controlling its own resources; (2) existence of an explicitly documented development strategy; (3) broad scope of co-operation in multiple policy areas, similar to conventional local or regional authorities.[88] [190]

1.5. Area and geographical aspect (Markus Perkmann, 2003)

Based on the geographical scope, Perkmann uses the term **micro cross-border regions** for the small-scale co-operation arrangements among contiguous border authorities belonging to different nation states. This term is used regardless of the precise organisational setup or the nature of the participating actors. The term co-operation intensity, in Perkmann's terminology, refers to the degree to which the cross-border bodies have gained autonomy vis-à-vis the single participating authorities. For estimating the co-operation intensity Perkmann relied on the catalogue of criteria proposed by the AEBR (*see above* AEBR criteria system). (Table 11.3)

geographical scope	small	large
high co-operation intensity	integrated micro cross-border regions (EUREGIO)	Scandinavian groupings (Øresund Council)
low co-operation intensity	emerging micro cross-border regions (Transmanche Region)	working communities (Arge Alp)

Source: Perkmann, 2003

Table 11.3 Types of cross-border regions in Europe

Accordingly, those micro cross-border regions which have a strong organisational structure are referred to as **integrated**, while those which have a rather loose organisational structure (lacking permanent secretariat, development plans, comprehensive co-operation schemes, etc.) are called **emerging** micro cross-border regions. If the cross-border regions cover extensive areas then they are either **Scandinavian groupings** or **working**

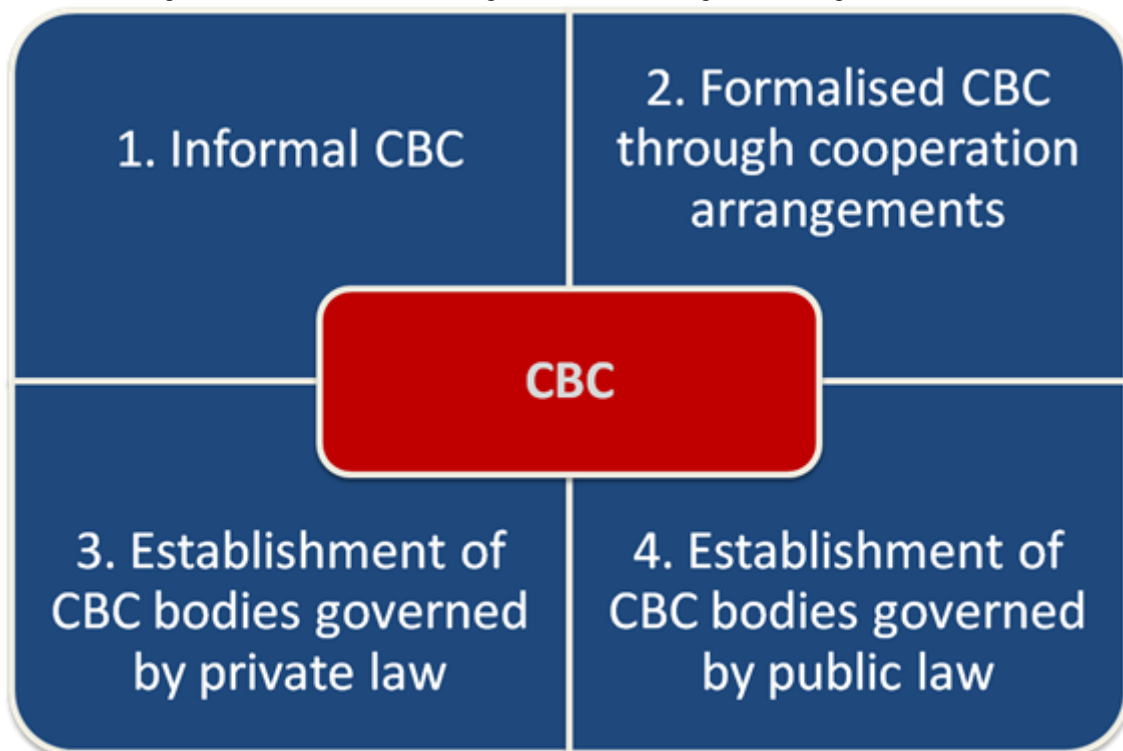
communities where the main difference between the two structures lies in the intensity of co-operation explained above. In this respect the Scandinavian groupings are more organised structures, while the working communities represent the emerging co-operations.[89] [190]

1.6. Nature of participating authorities

Using Perkmann's classification as a basis, we may say that most of the small-scale initiatives involve local authorities as the driving protagonists whereas large-scale CBC is almost exclusively driven by regional authorities. However, there is a great variance in this respect, depending on the territorial organisation of the different European countries. "For instance, in Germany, local administration comprises of two levels, the municipalities and the Kreise, with the latter being self-governed groupings of municipalities. In most cases, the Kreise are the driving force behind cross-border initiatives. By contrast, in Italy, it is meso-level authorities, the 'province' (provinces), that are usually involved in cross-border cooperation initiatives while the municipalities play a minor role because of their relative fragmentation compared to the German Kreise. In Scandinavia, as for instance in the Rresund region, both counties and large urban municipalities (Greater Copenhagen) participate in the co-operation arrangement. In general, in countries with a strong role or intermunicipal associations, cross-border co-operation is often pursued by local actors. By contrast, in countries with a two-tier regional administration and a minor role for inter-local action (such as Italy or France), cross-border regions are a domain pursued by regional authorities.[90] [190]

1.7. Legal aspect

Cross-border co-operations may vary not only by geographical location, size or participating regions but their operation (*modus operandi*) may be also extremely diverse taking different forms: from simple joint meetings of existing structures to the establishment of joint committees, or from legally non-binding arrangement to public-law bodies. What is common in all of them is that whether informal or formal (with a legal personality under public or private law can be created under the provisions of national or international law. It is possible, therefore, to distinguish between four broad categories of CBC arrangements. (Figure 11.2)



Source: Cross-border co-operation toolkit[91] [190]

Figure 11.2 Different kinds of CBC by legal status

2. Functional categorisation (Czimre 2012)

This categorisation is based on a long and thorough research considering mainly the activeness of the cross-border regions. Cross-border regions are grouped here in accordance with the activities performed on their area. It takes into consideration 24 factors which determine the active operation of cross-border co-operations. The significance of this categorisation lies in the fact that it allows a complex approach to see how functional they are.

The nuisance of this categorisation is that none of the above methods took into account the year and circumstances of the accession to the European Union, and the peculiarities resulting from the thus evolving border types. The organising principle applied here is based on the hypothesis that **for the analysis of the work of the euroregions it is indispensable to link the year of the foundation of a euroregion to the EU enlargement waves and the years of accession, especially stressing the changes in the border interpretations and positions.** This is primarily based on the fact that **the creation and development of the legal and financial background of cross-border co-operations is rooted in the EU enlargement processes.**

The categorisation itself relies on three approaches:

1. country level
2. border level
 - a. state borders
 - b. border types
3. euroregional level

2.1. Country level approach

When studying the euroregions and other forms of cross-border co-operations **on the country level**, the EU Member States can be analysed on the basis of **three aspects: (1) year of EU accession, (2) number of euroregions along its borders, and (3) number of neighbouring countries.** These three indicators in fact focus on the number of cross-border co-operations by countries taking into consideration the number of neighbouring countries. Nevertheless, it highlights the connection between these three factors, and it may be concluded whether the year of accession or the number of neighbouring countries has the higher impact on the differences of the number of euroregions by countries. Of course, it is not negligible either that the connections between these three factors are also further influenced by the social-economic-political processes.

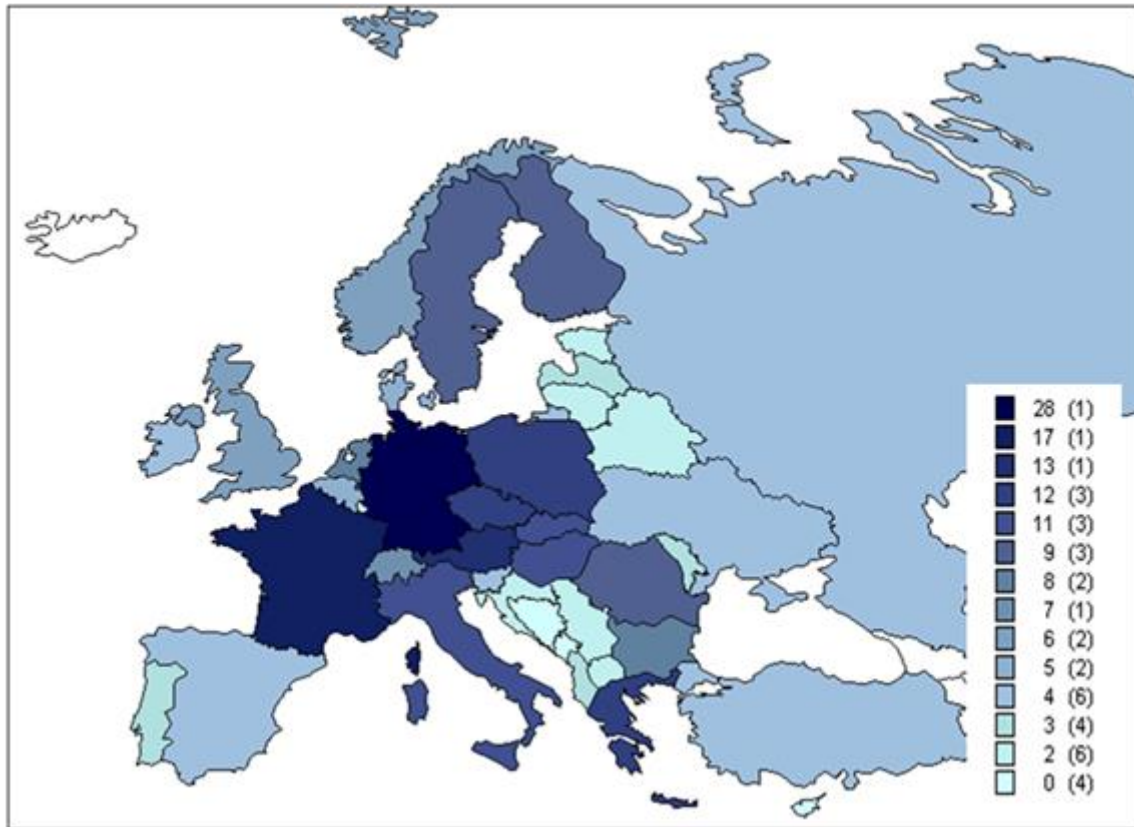


Figure 11.3 Participation of the EU countries in euroregional co-operations (as of 2005)

Figure 11.3 shows the European countries based on the number of active cross-border co-operations along their state borders in 2005. The results of the analysis made not too long after the fifth enlargement demonstrate that **the geographical situation of the countries, and the number of its neighbouring countries and number of borders play an important role in the cooperation activity**. Germany, France and Austria are in the most favourable situation, while the border regions of the Baltic States and of the countries in the Western Balkan are the least active in cross-border co-operations. In the case of the Western Balkan the political situation, the embargos and war conditions of the previous years, inhibited the foundation of these types of co-operations – which has changed by now, and as candidate and potential candidate countries have an active role in the cross-border co-operations also.

Looking at the 27 EU Member States from the aspects of the year of accession and the number of euroregions established along their state borders, it may be seen that **two years can be considered the most significant from the aspect of the year of accession**. (Figure 11.4) The first is related to the founding states (1957), while the second is the first (and succeeding) accession year after the transition (1995, 2004, and 2007). In this context this reflects that the **cooperation readiness is the closest (1) between the founding states, and (2) between the countries which became open after the transition period**. With regard to the countries acceding the time between, we may establish that there is not one country among them with an outstandingly high number of euroregions.

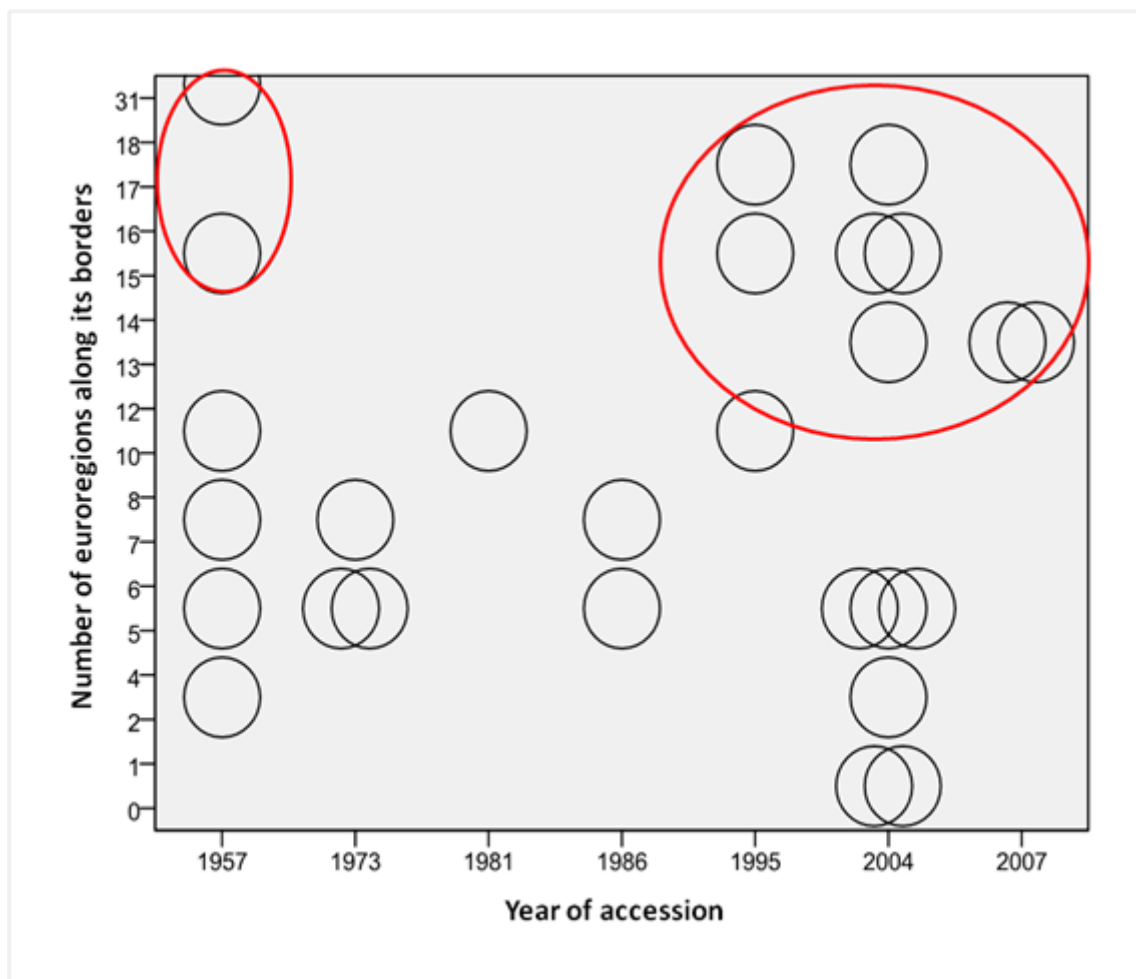


Figure 11.4 Relationship between the number of euroregions and the year of accession

The hypothesis that the number of cross-border co-operations increases with the number of neighbouring countries is easily proven by Figure 11.5.

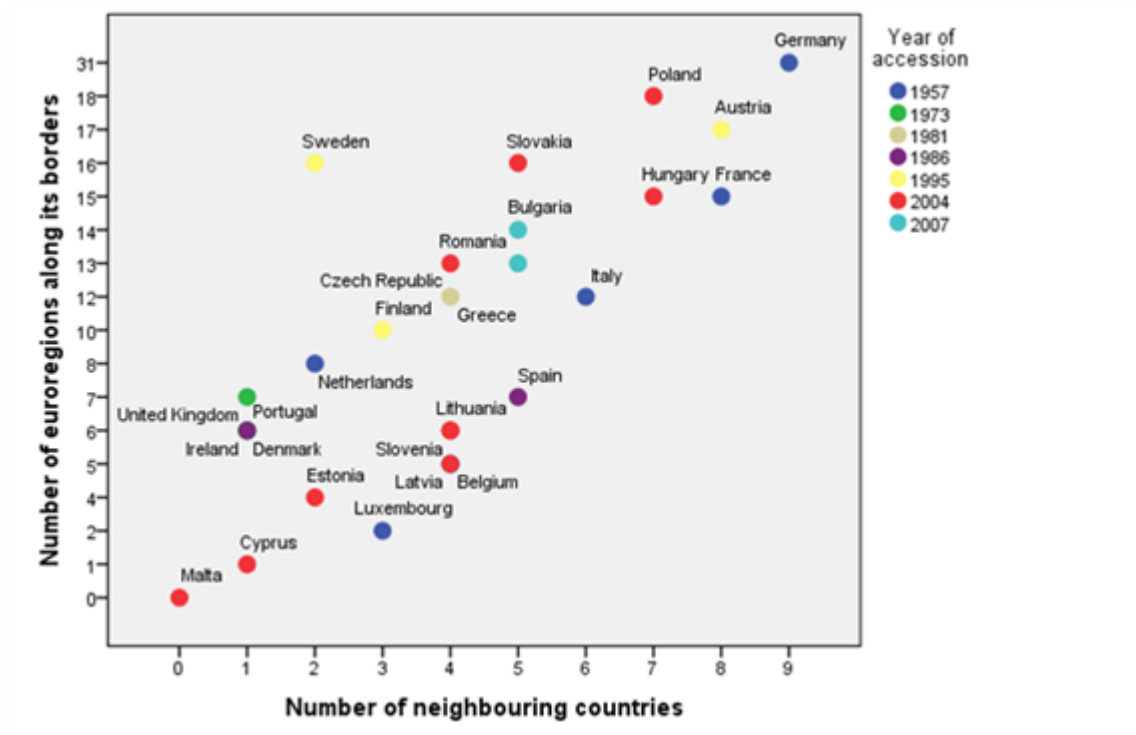


Figure 11.5 Relationship between the number of neighbouring countries and the number of euroregions (grouped by the year of accession)

Significant deviation from the average may be observed **in the case of two countries**. One of them is **Germany** whose regions take part in cross-border cooperation high above the average (31) – as though supporting the fact that it has got the longest land border (3621 km) and the highest number of population (82 million) in the European Union. The activity of Germany is also closely linked to the fact that from among the neighbouring countries surrounding it the Czech Republic and Poland may also be regarded relatively active.

The other one is **Sweden** which also has along land border in European terms but neighbours only two countries. Despite this there are only three countries in the EU which participate in more cross-border cooperation than Sweden (Germany – 31, Poland – 18 and Austria – 17). This is due to the stronger will of the Scandinavian countries to co-operation with each other (and in this respect Sweden has a central geographical position) and the higher similarity with the neighbouring countries. (Figure 11.6)

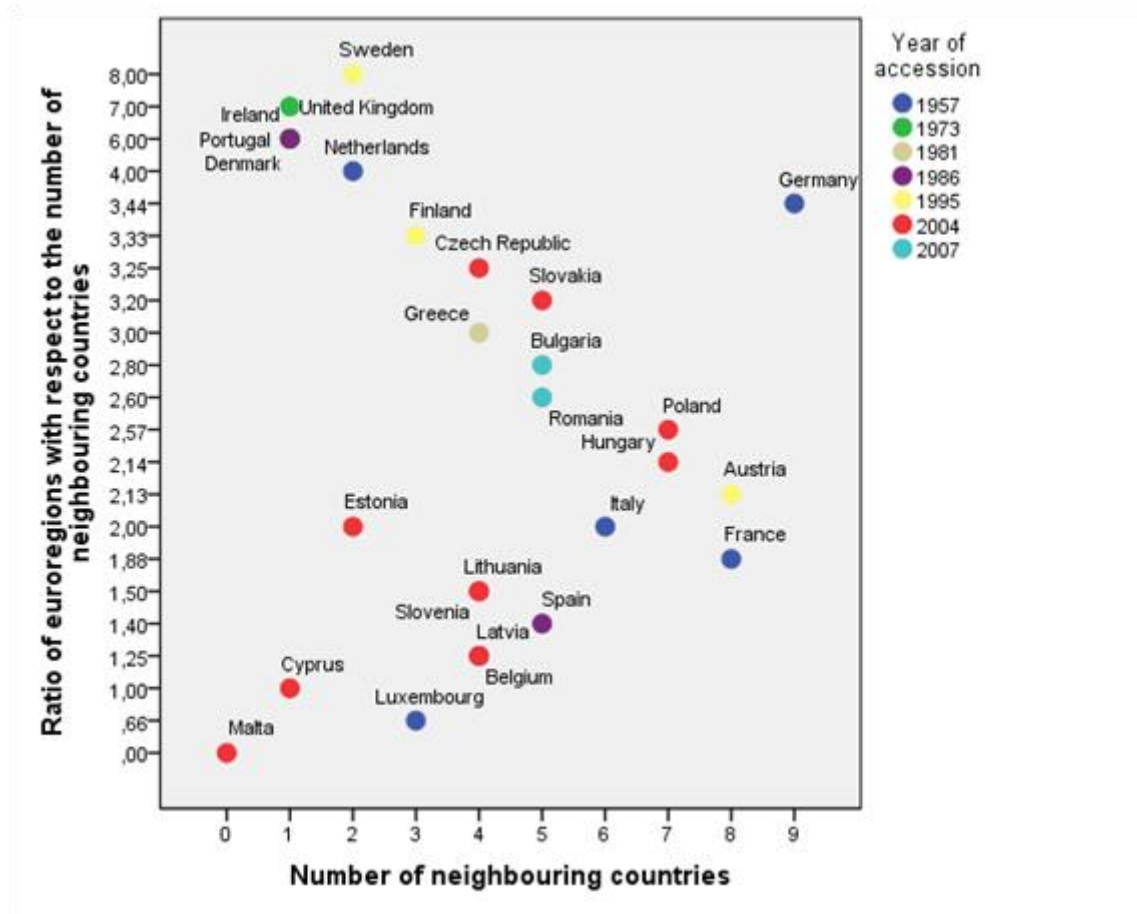


Figure 11.6 Ratio of euroregions in the function of the number of neighbouring countries

In the cases of Sweden, Denmark, Portugal, Ireland and the United Kingdom, the low number of neighbouring countries (1-2) is paired with high number of euroregions (6-7, 16) making up for the fact that the regions of these countries participate in 6 or 8 co-operations on average. This indicator as an absolute value, of course, is not enough to provide a realistic picture about the cooperation participation of neighbouring countries but it may be interpreted as a kind of **activity index** and can stand as a **benchmark**.

The three dimensions leads to the setting up of the following categories (Table 11.4):

	low number of neighbouring countries	high number of neighbouring countries
low number of euroregions	<i>Malta, Cyprus, Latvia, Lithuania, Slovenia, Belgium, Luxembourg, Estonia</i>	Spain
high number of euroregions	Sweden, Denmark, <i>Netherlands, Portugal, Ireland, United Kingdom, Finland, Czech Republic, Greece</i>	<i>Romania, Bulgaria, Slovakia, Hungary, Austria, France, Poland, Germany, Italy</i>

Table 11.4 Distribution of euroregions from the aspect of countries

The EU founding countries (1967) and the new Member States joining in 2004 and 2007 in the Table above are written in italic. It may be established that in the case of these countries the number of euroregions is

proportionate with the number of neighbouring countries. This shows that there is connection between the three factors, and therefore the study of euroregions is reasonable with respect to these dimensions.

2.2. Border approach

The number of land borders in the EU 27 is at present 63 (or 71 including the common borders with the mini states). Taking into consideration their location within the EU, these borders may be (1) internal, (2) external, or (3) temporary external. The temporary external borders are the borders between the Member States and the Candidate Countries and Potential Candidate Countries. This is the **simplified approach** meaning that **the area of the European Union is regarded homogeneous and no differentiation is made on the basis of the year of accession**. Thus, 31.7% of the external borders are real external borders and 14.3% are temporary external borders. Since in the EU cross-border policy the internal-external borders dichotomy prevails (resulting in different financial supports and resources), therefore it is especially interesting to study the available resources along the temporary external borders, and the activity of the eligible regions. In the period between 2004 and 2007 one of the best examples for that was the Hungarian-Romanian border regions which showed – and still shows – an especially high activity in this respect. Consequently, Romania was already active in tendering even before its accession in 2007, thus creating a successful basis for the 2007-2013 budgetary period.

The other, more **complex approach takes the enlargement in 2004 as the benchmark** justified by several reasons:

- (1) The enlargement on 1 May 2004 was of the biggest volume during the history of the European Union both with respect to the number and length of borders.
- (2) As a consequence of the enlargement the ratio of EU internal and external borders reversed both with respect to length and number, and this ratio sustained after the enlargement in 2007, and expected to remain after the enlargement in 2013.
- (3) Most of the accession states in 2004 (80%) used to be the member of the COMECON, or the member state of the Soviet Union which in some respect makes them homogeneous (for example, the nature of the borders).
- (4) Hungary was also joined the EU in 2004.

Based on the above, **the borders of the EU Member States** studied in the context of the enlargement processes maybe listed into **six categories** (Table 11.5) in which the present nine temporary external borders –with five candidate countries and two potential candidate countries – have an outstanding role.

	Number of borders	Percentage ratio of borders	Cumulative percentage ratio
internal border between two old member states	16	25.4%	25.4%
internal border between an old and a new member state	8	12.7%	38.1%
internal border between two new member state	10	15.9%	54%
temporary external border	9	14.3%	68.3%
external border along an old member state	7	11.1%	79.4%
external border along a new member state	13	20.6%	100%
total	63	100%	

Table 11.5 Border types in the European Union (2011)

Looking at the border types by countries we may observe the **special situation of Hungary**. In the present EU27 Hungary is the only one where the highest proportion of the above border types can be found (except for Type 1 and Type 5)):

- (1) internal border with an old member state: Hungarian-Austrian border
- (2) internal border with a new member state: Hungarian-Slovakian, Hungarian-Slovenian border

- (3) internal border with a member state that acceded after Hungary (former temporary external border): Hungarian-Romanian border
- (4) temporary external border with a candidate country: Hungarian-Croatian border
- (5) temporary external border with a potential candidate country: Hungarian-Serbian border
- (6) external border with a third country: Hungarian-Ukrainian border

The significance of this phenomenon also results from the fact that **Hungary was the only country among the New Member States after 2004 where every type of borders existed.**[92] [190] The previous studies (before 2004) already pointed out that the borders and cross-border co-operations or euroregions of Hungary very well represent the problems of the new members states of the European Union which joined after 2004, since practically all of the possible border types and the cross-border co-operations or euroregions can be observed here. Its significance, of course, is not negligible since both the legal issues as well as the availability of the financial sources raise many problems which make Hungary unique on the European continent. Nevertheless, it should not be neglected that for the candidate and potential candidate countries Hungary constitutes, in this respect, the “last bastion” or even the “stepping-stone”.

How did – and does – it influence the participation in cross-border co-operations? Respecting the activity, it may be established that **the internal borders of the new member states and the external borders of the old member states should be regarded as the most active**, since there are such border sections (Hungarian–Slovakian, or Swedish–Norwegian) in these cases where as many as 10 cross-border co-operations are located. The border between Hungary and Slovakia is the longest for both countries (677 km) – thus the territorial units for co-operation also have more potentials. Comparing the lengths of the 63 border sections, there are only six border sections relative to the countries of the European Union whose length exceeds the above value. Of these only two are internal borders (Portuguese–Spanish: 1214 km, Austrian–German: 784 km), while the others are all external EU borders (Swedish–Norwegian: 1619 km, Finnish–Russian: 1340 km, Finnish–Norwegian: 727 km, Italian–Swiss: 740 km). The borders related to the Scandinavian countries are also characterised by large activity with respect to the participation of the border regions in co-operations.

It may be also observed that there is not one among the external borders of the new member states and the temporary external borders with more than 5 co-operations but their number is usually 2 or 3. (Table 11.6) It is also worth noting that the studied 63 border sections takes part altogether 306 times in cross-border co-operations, and the borders between the new member states are outstanding with 8 cross-border co-operations per one border section on average.

Border type	Number of euroregions									
	1	2	3	4	5	6	7	9	10	Total
Internal O-O	1	6	2	1	1	4	0	1	0	16/61
Internal O-N	0	1	3	1	2	1	0	0	0	8/31
Internal N-N	0	1	3	2	0	1	1	0	1	9/73
External O	1	1	0	1	1	1	1	0	1	7/35
External N	1	5	2	2	3	0	0	0	0	13/40
Temporary	0	4	3	1	1	0	0	0	0	9/66
Total	3	18	13	8	8	7	2	1	2	63/306

Table 11.6 Relationships between the border types and the number of euroregions (O=Old, N=New)

It may be also established that 50% of the border sections participates in 2 or 3, while one-quarter in 4 or 5 co-operations (Figure 11.7) Along the internal borders between the old member states the presence of two euroregions is the most frequent, and surprisingly the borders between old member states with 6 co-operations also represent a relatively high value (4).

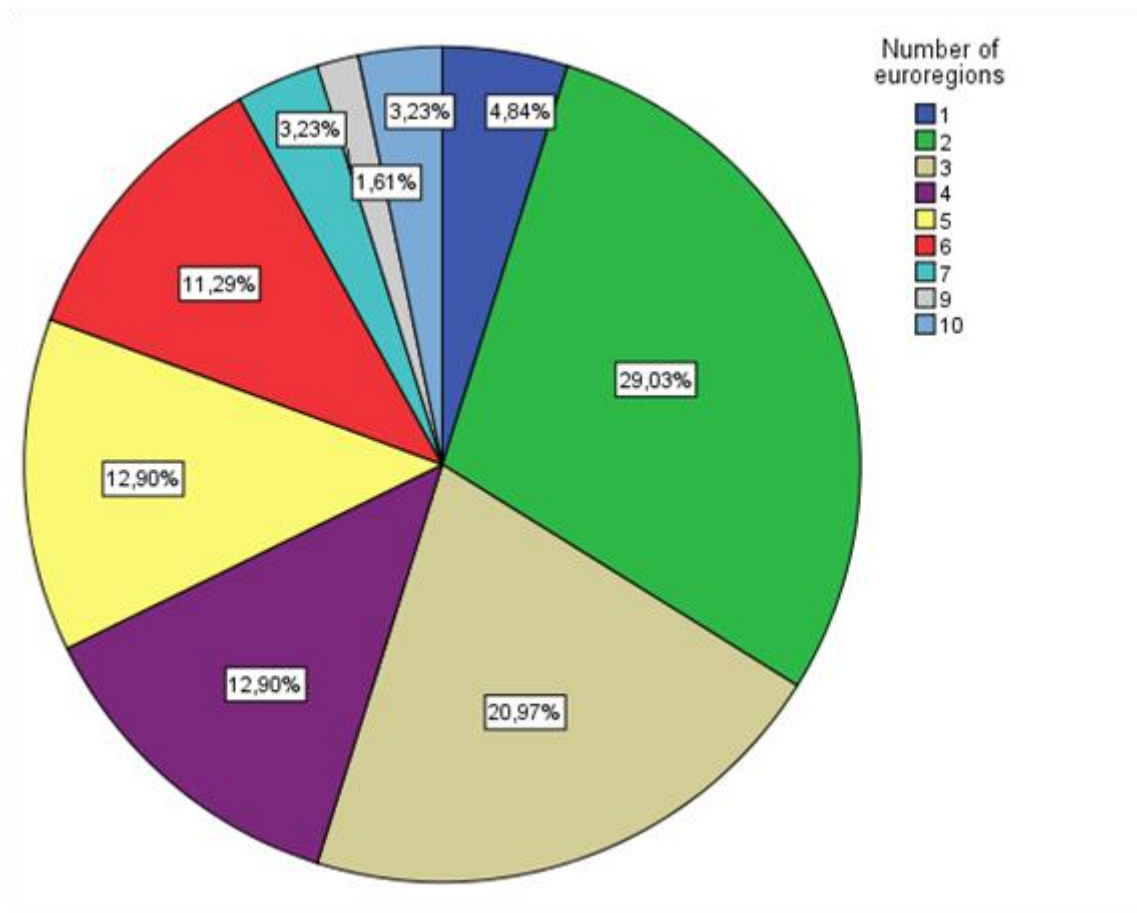


Figure 11.7 The frequency distribution of the number of euroregions

The categorisation method based on the borders and border types brings much closer to the reality of cross-border co-operations and the expectations of the cartographic illustrations. The co-operations established along different border types have different legal backgrounds, and may expect different financial support (for example, Phare CBC – Interreg, ENPI). Therefore, the simultaneous presence of different border types within one euroregion (for example, on the area of the Carpathian Euroregion, Regio Basiliensis) makes the European continent especially sparkling in this respect.

2.3. Euroregional approach

The aim of the comparative datasheets is to set up a **uniform system for the cross-border co-operations** which allows for making comparisons and strengthening their competitiveness. For the sake of these a datasheet was prepared for each cross-border co-operation using **25 aspects grouped along five themes**: (1) situation within the European Union, (2) size, (3) accessibility, (4) operation, and (5) their position in the other categorisation methods (including Perkmann's categorisation and the macroregional position). At present, these datasheets are available for 142 euroregions and working communities. The current state of the datasheets already allows for drawing certain conclusions which most probably will not be changed by further data – but will rather support them.

1. Correlation between the year of establishment and the enlargement period

a. in the case of the regions of the member states concerned (with the six founding states being an exception from that) in almost 80% of the cases the establishment of the cross-border co-operation happened in the year preceding the accession of one of the member countries concerned

b. this is true for all enlargement periods, but can be the most explicitly observed in the case of the countries acceding in 2004, thus confirming the hypothesis that “in Europe these co-operation forms constitute a kind of “stepping-stone” and “mini-laboratory” where the applicant countries can practice and prove their intention and ability to co-operate

2. Geographical location, size and intensity indicator used by Perkmann

a. the cross-border co-operations in the northern, eastern and southeastern part of Europe cover larger areas (working communities, Scandinavian groupings), while in the inner parts of the continent the euroregions with 2 or 3 member states and 5 or 6 member regions are more frequent

The depth of co-operation is measured by indicators related to the main activities of the working commissions within the organisational structure, the common goals, and the participation in projects. The latter is largely influenced by the year of establishment of the euroregion, therefore, the co-operations are categorised by enlargement periods. While the participation of the euroregions established before 1989 (introduction of Interreg I), there are several cases among the cross-border co-operations established following that year when the partner regions explicitly set the objective of accessing the Interreg Programmes – that is, the co-operation was based on that.

The analysis of the working commissions, common goals and fields of co-operation revealed that the development in the fields of culture, tourism and infrastructure received the most attention.

3. Conclusions

The categorisation of euroregions and the thematic structure of the **categories highlight the peculiarities of the co-operations, make them comparable and competitive** in the European space. The study of the various categorisation methods reveals that the **determinism** resulting from the geographical location and the nature of the borders is complemented by its progress in the EU accession process. The last categorisation method confirms that the **EU enlargement processes have an incentive effect on the foundation of euroregions**. For instance, the categorisation of the euroregions by countries demonstrated that in the case of the countries participating in the fifth enlargement in 2004 **the more neighbouring countries a country has, the higher participation ratio in euroregional co-operation** is observed. The number of euroregions also reveals characteristic values in the categorisation systems by border types where the number of euroregions between the old member states and along the external borders of the new member states is usually two or three, while along the borders between the new members states and along the external borders of the old member states it is higher, reaching even 10. The difference definitely clarifies the **differences between the old and new member states** with respect to the geographical location and density of the euroregions.

Respecting the **country level**, some outstanding phenomena may also be observed. Germany is the most active with regard to the participation in cross-border co-operations, which is in close correlation with the fact that it has the highest number of population and the highest number of neighbouring countries, and it is one of the founding states of the EU. The other outstanding example is Sweden, which besides having the longest land border in Europe and shows the highest participation intensity, may be regarded as one of the motors of Europe with regard to the cross-border co-operations. At the same time, it constitutes a bridge between the EU and Norway, and between the EU and the Scandinavian countries.

The datasheets of the euroregions revealed connections which could be only supposed so far but became supported by the analysis. These include, for instance the relationship systems between the year of establishment, the year of enlargement and the year of the launching of the Interreg Programme, or the geographical area and the year of establishment.

In sum, it may be established that the above categorising methods enable the researchers, analysers and various experts to find the place of a cross-border co-operation more easily, and also enable the co-operations to find their place in the expanding European geographical-social-economic space.

4. Test your progress

(online)

I. Find the definition for the terms listed below.

A. regions of regions

B. regions within regions

C. regions under reconstruction

D. micro cross-border regions

E. co-operation intensity

1. The Eastern European space still has very limited possibilities of creating more intense forms of cross-border co-operation and (re)integration, these cross-border regions are most often only nominal.

2. A high potential level of social (re)integration characterises the Central European border regions usually leading to the formation of functional cross-border systems.

3. The degree to which the cross-border bodies have gained autonomy vis-à-vis the single participating authorities.

4. The oldest cross-border regions where the individual administrative units form an institutional cross-border interest network.

5. The small-scale co-operation arrangements among contiguous border authorities belonging to different nation states.

II. Match the borders marked on the map with the border types listed below.



6. internal border between two old member states

7. internal border between an old member state and a new member state

8. internal border between two new member states

9. temporary external border with a candidate country

10. temporary external border with a potential candidate country

11. external border between an old member state and a third country

12. external border between a new member state and a third country

13. border outside the EU

III. Fill in the gaps with the correct word or expression.

14. For the analysis of the work of the euroregions it is indispensable to link the _____ of a euroregion to the EU enlargement waves.

A. year of the foundation

B. name

C. member states

D. co-operation level

15. The creation and development of the legal and financial background of cross-border co-operations is rooted in the _____.

A. EU enlargement processes

B. year of the foundation

C. co-operation level

D. types of borders

16. The geographical situation of the countries, the number of its neighbouring countries and number of borders play an important role in the _____.

A. co-operation activity

B. types of borders

C. year of foundation

D. EU enlargement processes

17. Co-operation readiness is the closest (1) between the _____, and (2) between the countries which became open after the transition period.

A. founding states

B. candidate countries

C. potential candidate countries

D. third countries

18. _____ of the external borders are real external borders and 14.3% are temporary external borders.

A. 31.7%

B. 73.1%

C. 85.7%

D. 50%

19. The _____ borders of the new member states and the _____ borders of the old member states should be regarded as the most active.

A. internal – external

B. internal – internal

C. external – internal

D. external – external

20. _____ was the only country among the New Member States after 2004 where every type of borders existed.

A. Hungary

B. Poland

C. Romani

D. Slovakia

Correct answers

1. C

2. B

3. E

4. A

5. D

6. A, J

7. H

8. G

9. E

10. D

11. B, C

12. F

13. I

Chapter 12. Best practices in cross-border co-operations – Type 1

1. Introduction to the types of co-operations

At present, there are 147 cross-border co-operations along the borders of Europe. Their distribution along the borders of Europe is uneven depending on the location and length of the borders. The interactive animations guide you through the existing cross-border structures country by country respecting the nature of borders. The animation also allows you to enter the website of a cross-border co-operation in which you are interested in. (Figure 12.1 – *interactive animation*)



Figure 12.1 Cross-border co-operations along the internal borders of the European Union

Chapters 12-14 offer a **simple classification of borders** taking into consideration whether the borders within a cross-border co-operation are internal (Type 1), external (Type 2) or both (Type 3). This simple categorisation form can be further subdivided depending on the nature of a member region regarding its year of EU accession. Case studies are provided for each type relying on information of the so-called *Euroregion cards* containing basic information about the cross-border co-operation concerned.

2. Cross-border co-operations along the internal borders of the European Union

On the level of countries, at present, the EU internal borders constitute 54% of the total number of borders, of which 47% are internal borders between two old member states, 24% are internal borders between an old and a new member state, and 29% are internal borders between new member states.

Taking into consideration the year of foundation, 36 **cross-border co-operations** (28%) had no external partners at the time of the foundation, that is the borders dividing its area were all internal borders. At present this value more than doubled, with 78 cross-border co-operations (61%) sharing only internal borders.

2.1. Cross-border co-operations along internal borders between old member states (Type 1A)

There are approximately 38 cross-border co-operations established between the border regions of old member states (EU15). The 16 border sections in total boasts 38 cross-border co-operations, the most active in this respect being the Irish-British (360 km) and the Portuguese-Spanish (1214 km) border regions with 6-6 cross-border co-operations. In both cases the participating countries have a low number of neighbours (Ireland, United Kingdom, Portugal 1-1; Spain 2). The highest number of countries taking part in the same cross-border co-operation is four. (Table 12.1)

Countries involved	Number of cross-border co-operations	Number of countries involved
Ireland-United Kingdom	6	2
Denmark-Sweden	1	2
Denmark-Germany	2	2
Finland-Sweden	2	2
Belgium-Netherlands	2	2
Germany-Netherlands	5	2
Belgium-Germany-Netherlands	1	3
Belgium-France	1	2
Belgium-France-Germany-Luxembourg	1	4
France-Luxembourg-Germany	1	3
France-Italy	2	2
France-Spain	1	2
France-Germany	1	2
Portugal-Spain	6	2
Austria-Italy	1	2
Austria-Germany	5	2
Total	38	2– 13; 3–2; 4–1

Table 12.1 Number of cross-border co-operations along internal borders between old member states (Type 1A)

2.1.1. Case study - Type 1A: Euregio Meuse-Rhine

“...the dialogue between neighbouring regions – which are separated only by national borders and face the same problems – can and will contribute to European co-operation and integration.”

Year of official establishment	1976		
Participating countries	Belgium	Germany	Netherlands
Member regions	<ul style="list-style-type: none"> • Province of Limburg • Province of Liège • German-Speaking Community 	• Regio Aachen	• southern part of the Province of Limburg
Area	10 741 sq km		
Number of population	3.9 million		
Population density	363 inhabitants/sq km		
Available EU supports	Interreg I, Interreg IIA, Interreg IIIA, Interreg IVA/ETC		
Border position	EU internal – between old member states		
Internet access	www.euregio-mr.org – German, French, Dutch		
Availability of information	very informative		
Perkmann's classification	integrated micro CBR – regional level		
Macroregion	Northwest Europe		

Table 12.2 Basic information on the Euregio Meuse-Rhine (excerpt from its *Euroregion CARD*)

At the heart of one of Europe's most densely populated economic areas, the Belgian-Dutch-German Euregio Meuse-Rhine (EMR) (Table 12.2), characterised by excellent access and a penchant for innovation, is close to the European Union's decision-making centres and has a major slice of the EU's purchasing power. Its compact diversity, with its three languages and five cultures, means that it is often seen as the EU in a microcosm and as a "testbed" for European developments. (Figure 12.2)



Source: Regional Policy - INFOREGIO[93] [190]

Figure 12.2 The area of the Euregio Meuse-Rhine

As a consequence of the EU enlargement in 2004 and increasing global competitions, the EMR faces both great challenges and attractive future opportunities. Euroregional characteristics and facilities are becoming increasingly important in the growing international competition for inbound investment. The EMR is currently active in eleven different fields: economic co-operation, cultural events, language projects, travel packages, sporting events, disaster services, youth work, educational policy, technology transfer, health services and environmental projects.

Since 1991, a whole series of cross-border projects have been implemented on the territory of the EMR with the support of **Interreg funds**. The Euregio Meuse-Rhine Foundation, situated in Maastricht, was responsible for the management of these programmes. For the **2000-2006** planning period, the **European Commission** has allocated the Euregio Meuse-Rhine Foundation a budget of **52.7 million euro for organising cross-border projects**. The programme was organised around five thematic priorities subdivided into 12 measures. Interreg projects contributed to realising these priorities and, more generally, to strengthening and stimulating the economy and civil society in the EMR. (Table 12.3)

Priority	Measures	Number of projects
Improvement of the work context	• Improvement of the work context	1
	• Stimulation of cross-border mobility	3
Promotion of economic and scientific/technological co-operation	• Stimulation of new activities and innovative activities	8
	• Tourism	6
Protection of the environment	• Protection of the environment, nature and the countryside	8
	• Development of rural areas	2
Development and enhancement of human resources	• Strengthening of the cross-border job market	3
	• Education and vocational training	8
Stimulation of social integration	• Social integration	4
	• Promotion of cultural identity	2
	• Co-operation between care institutions and organisations	4
	• Co-operation between public authorities	2

Table 12.3 Interreg III projects on the area of the Euregio Meuse-Rhine

The Chambers of Commerce and Industry in the EMR have drafted a document entitled *Orientation and Prospects 2015*, which records the principal requirements for successful co-operation on economic development issues.

2.2. Cross-border co-operations along internal borders between an old and a new member state (Type 1B)

There are approximately 19 cross-border co-operations established between the border regions of old member states (EU15) and new member states. The 12 border sections together constituting 3403 km in total boast 19 cross-border co-operations, the most active in this respect being the Bulgarian-Greek (494 km), the Czech-German (646 km) and the Polish-German (456 km) border regions with 3-3 cross-border co-operations. In the case of the German border sections, the intensive activity of Germany is decisive, while in the case of the Bulgarian-Greek border the participating countries have a low number of EU neighbours (Bulgaria: 2, Greece: 1). The highest number of countries taking part in the same cross-border co-operation is three. (Table 12.4)

Countries involved	Number of cross-border co-operations	Number of countries involved
Austria-Slovenia	2	2
Austria-Czech Republic-Germany	1	3
Austria-Czech Republic-Slovakia	1	3
Austria-Hungary	1	2
Austria-Czech Republic	1	2
Bulgaria-Greece	3	2
Cyprus-Greece	1	2
Czech Republic-Germany	3	2
Estonia-Finland	1	2
Czech Republic-Poland-Germany	1	3
Poland-Germany-Sweden	1	3
Poland-Germany	3	2
Total	19	2– 8; 3–4

Table 12.4 Number of cross-border co-operations along internal borders between an old member state and a new member state (Type 1B)

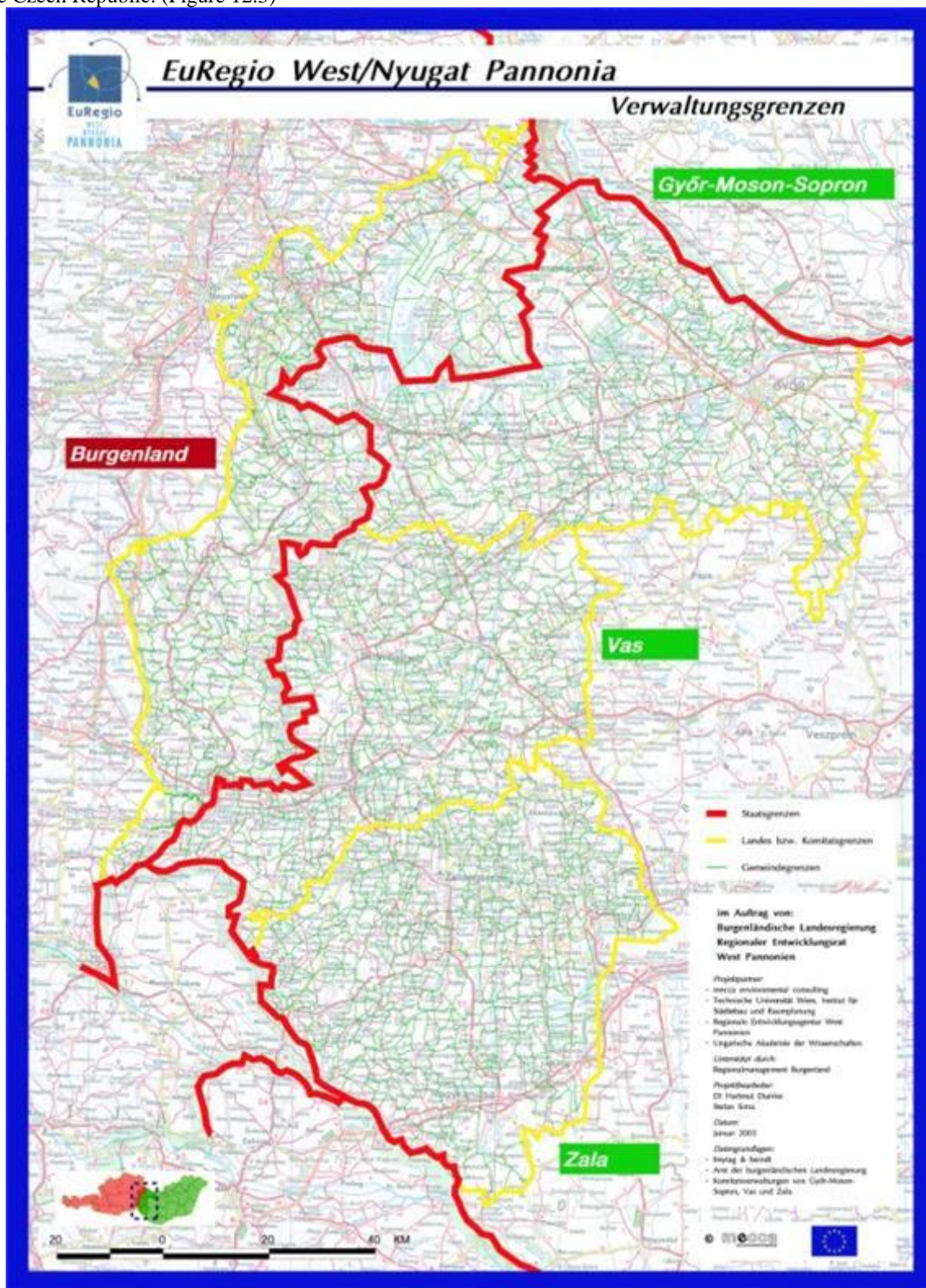
2.2.1. Case study - Type 1B: EuRegio West/Nyugat Pannonia

“The EuRegio is setting goals for the future. The EuRegio is unique. It strengthens and develops significant areas of exceptional quality. Every year, the EuRegio focuses on one central theme in order to make the public aware of specific activities and to encourage new developments. The Euregio West/Nyugat Pannonia is becoming an area united economically, socially and spiritually, and it is a model of a region with initiative in the new Europe.”

Year of official establishment	1998	
Participating countries	Austria	Hungary
Member regions	• Burgenland	• Győr-Moson-Sopron county • Vas county • Zala county
Area	15 175 sq km	
Number of population	1 277 802 million	
Population density	84 inhabitants/sq km	
Available EU supports	Austria: Interreg IIA, Interreg IIIA, Interreg IVA/ETC Hungary: Phare CBC, Interreg IIIA, Interreg IVA/ETC	
Border position	EU internal – between an old member state and a new member state	
Internet access	www.euregio.hu – Hungarian, German, English	
Availability of information	obsolete information	
Perkmann's classification	emerging micro CBR – regional level	
Macroregion	Alpine-Danubian region	

Table 12.5 Basic information on the Euregio West/Nyugat Pannonia (excerpt from its *Euroregion CARD*)

With almost 1.3 million citizens, the Euregio West has many different faces. (Table 12.5) Shared historical roots and similar cultures are coupled with a wide diversity. One notable characteristic of the region is its 5 ethnic groups (Hungarian, Austrian, Croatian, Slovenian and Roma), 2 nationalities and 5 languages. Despite that, everything that the EU wishes for Europe as a whole is functioning here at a micro-level. The Euregio is open towards its neighbours, Slovakia, Slovenia and Croatia, and open to partners from Germany, Italy, Serbia and the Czech Republic. (Figure 12.3)



Source: http://www.euregio.hu/eu/top/map/E_PAN_ADMINISTRATIVE_GRENZEN.jpg

Figure 12.3 The administrative area of the EuRegio West/Nyugat Pannonia

At the top of the organisational structure of the Euregio West is the **Regional Council** made up of 40 representatives of the four partners. The Council sets the objectives and the framework conditions. The **Presidium**, which comprises of the three Presidents of the Hungarian counties and the Burgenland State Governor, exists so as to permit flexibility in the day-to-day work. The **Secretariat** consists of four Secretaries, one from each region. Their role is to maintain contact and to ensure that mutual interests are co-ordinated across national borders. The eight transnational **Working Groups** have an important position within the euroregion: they were set up to deal with any economic and socio-political issues of importance. The Working Groups prepare EU programmes and projects, and also play an active role in their implementation.

The **economy of the EuRegion** is experiencing an extremely vibrant growth. After the border opening, numerous economic links were forged, on the basis of historical links, between many of the altogether 42000 companies. Playing a most important role in this growth are five sectors, namely the automobile industry, electronics, timber, spa tourism and fruit.

The **objective** of the euroregion is to demonstrate the opportunities presented by the EU enlargement, to implement cross-border projects, to strengthen the common identity of the region, and thus to create a shared place to live in and work. The members of the euroregion want to discuss economic, social and cultural issues together; they want to find solutions and translate those solutions into specific projects. The size of the EuRegion is optimal in making it possible for shared interests to be better accepted and turned into reality within Europe.

The **future** of the EuRegion West/Nyugat Pannonia is shaped by the subjects and issues relevant to the region. A new model describes the path which the EuRegion shall take until 2015: “**Shaping the heart of the new Europe.**” The unique fields of excellence for the EuRegion to develop are the following:

- Sustainable EuRegion Transportation Model and Network
- EuRegio of Business Initiative Networks
- EuRegio of Thermal and Wellness Tourism
- EuRegio of Green Corridors
- EuRegio of Music

2.3. Cross-border co-operations along internal borders between new member states (Type 1C)

There are approximately 23 cross-border co-operations established between the border regions of new member states (NMS 10+2). The 8 border sections together constituting 3498 km in total boasts 23 cross-border co-operations, the most active in this respect being the Hungarian-Slovakian (677 km) with 10, and the Bulgarian-Romanian (608 km) and Czech-Polish (658 km) border regions with 4-4 cross-border co-operations. The co-operation activity of the Hungarian-Slovakian border is outstanding – especially relative to the length of the border between the two countries. The number of neighbours in the case of the most active countries reflects the low number of neighbouring NMS. The highest number of countries taking part in the same cross-border co-operation is three. (Table 12.6)

Countries involved	Number of cross-border co-operations	Number of countries involved
Bulgaria-Romania	4	2
Czech Republic-Poland-Slovakia	1	3
Czech Republic-Slovakia	1	2
Czech Republic-Poland	4	2
Hungary-Slovakia	10	2
Hungary-Romania	1	2
Latvia-Lithuania	1	2
Poland-Slovakia	1	2
Total	23	2–7; 3–1

Table 12.6 Number of cross-border co-operations along internal borders between new member states (Type 1C)

2.3.1. Case study - Type 1C: Euroregion Glacensis

“...Even though we live nearby, little do we know about each other. We have come closer in a new Europe; however, we are so distant. What separates us? Is it the guilt complex on the one side and a memory on the other? Does history create borders in minds?...”

Year of official establishment	1996	
Participating countries	Poland	Czech Republic
Member regions	32 communities	84 communities
Area	4 853 sq km	
Number of population	1 080 000 million	
Population density	223 inhabitants/sq km	
Available EU supports	Poland: Phare CBC, Interreg IIIA, Interreg IVA/ETC Czech Republic: Phare CBC, Interreg IIIA, Interreg IVA/ETC	
Border position	EU internal – between new member states	
Internet access	www.euroregion-glacensis.ng.pl – Polish www.wuro-glacensis.cz – Czech	
Availability of information	very informative – but lacks information in English	
Perkmann's classification	emerging micro CBR – local level	
Macroregion	Central and Eastern Europe	

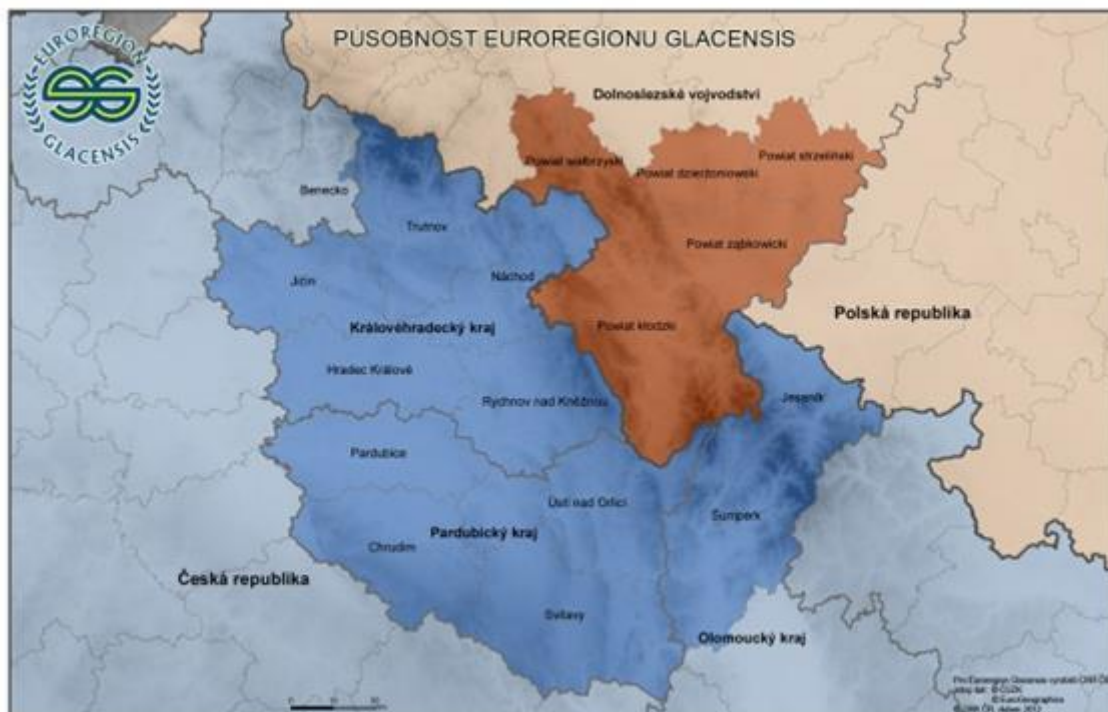
Table 12.7 Basic information on the Euroregion Glacensis (excerpt from its *Euroregion CARD*)

The Euroregion Glacensis is one of the six euroregions on the Polish-Czech border (four on the Polish-Czech, one on the Polish-Czech-Slovakian and one on the Polish-Czech-German border). (Table 12.7) In order to perform the tasks of the cross-border co-operation, a **multi-level internal structure** has been established in accordance with the by-laws of the Euroregion Glacensis including the **Council** of the Euroregion, an **Auditing Commission** and a **Secretariat**.

The joint goals as defined in the **Framework Agreement** of December 1996 are rather task-based and the Euroregion's activity has been targeted at the creation of conditions which would allow

- citizens of the two countries to cross the state border freely
- good road and railway connections, reconstructions of old connections in the frontier
- expansion of joint Polish-Czech enterprises, establishment of the Polish-Czech Society for Economic Support
- teaching the neighbour's language and regional education
- organisation of summer camps for the Polish and Czech youth
- foundation of a Polish-Czech College, for example, "Collegium Glacensis"
- residents of the Euroregion to freely choose the hospital, or another medical service provider
- creation of new protected areas
- foundation of special economic zones and free-trade areas
- equalisation of economic potentials and reduction of unemployment
- open the Sudety Bike Route
- launch an electronic system for tourist information and hotel reservations
- open a chain of Offices for Information on Cross-Border Co-operation on both sides of the border
- joint regional planning and creation of maps of the Polish-Czech frontier

The Euroregion Glacensis is the largest among the euroregions located along the Polish-Czech border. (Figure 12.4)



Source: <http://www.euro-glacensis.cz/uzemni-vymezeni-euroregionu.html>

Figure 12.4 The administrative area of the Euroregion Glacensis

3. Test your progress

(online)

I. Which is more? A or B? If you think the values are equal then mark it by C.

1. A. The number of EU external borders.

B. The number of EU internal borders.

2. A. The number internal borders between an old and a new member state.

B. The number of internal borders between new member states.

3. A. The number of cross-border co-operations established between the border regions of old member states (EU15) and new member states.

B. The number of cross-border co-operations established between the border regions of new member states (NMS 10+2).

4. A. The length of the Hungarian-Slovakian border.

B. The length of the Polish-German border.

5. A. The number of border section in Type 1B.

B. The number of border sections in Type 1C.

II. Multiple choice.

A. Euregio Meuse-Rhine

B. EuRegio West/Nyugat Pannonia

C. Euroregion Glacensis

D. All of them

E. Neither of them

6. The participating regions represent three countries. A

7. EU external borders can be found on its area. E

8. Perkmann defined it as an emerging micro CBR on the local level. C

9. Its member regions were eligible for Interreg IIIA. D

10. It can be found in the Alpine-Danubian macroregion. B

11. It was established before the Madrid Convention was adopted. A

12. Slovakia also takes part in this co-operation. E

13. Its organisational structure includes 8 Working Groups. B

14. It is located along a border between new member states. C

15. It is located close to the EU's decision-making centres. A

(RBV) III. Fill in the gaps using the terms given below.

16. The co-operation activity of the _____ border is outstanding – especially relative to the length of the border between the two countries.

- A. Hungarian-Slovakian
- B. Hungarian-Austrian
- C. Dutch-Belgian
- D. Slovakian-Polish
- E. Czech-Slovakian

17. The number of neighbours in the case of the most active countries reflects the low number of neighbouring _____.

- A. NMS
- B. countries
- C. states
- D. Old Member States
- E. third countries

18. For the 2000-2006 planning period, the _____ has allocated the Euregio Meuse-Rhine Foundation a budget of 52.7 million euro for organising cross-border projects.

- A. European Commission
- B. AEBR
- C. European Parliament
- D. Council of Europe
- E. Committee of the Regions

19. As a consequence of the EU enlargement in _____ and increasing global competitions, the EMR faces both great challenges and attractive future opportunities.

- A. 2004
- B. 1986
- C. 1995
- D. 1973
- E. 1981

20. At the top of the organisational structure of the Euregio West is the _____ made up of 40 representatives of the four partners.

- A. Regional Council
- B. Presidium
- C. Secretariat
- D. Working Groups
- E. Auditing Commission

Correct answers:

1. B
2. A
3. B
4. A
5. A
6. A
7. E
8. C
9. D
10. B
11. A
12. E
13. B
14. C
15. A
16. A
17. A
18. A
19. A
20. A

Chapter 13. Best practices in cross-border co-operations – Type 2

1. Introduction to the types of co-operations

At present, there are 147 cross-border co-operations along the borders of Europe. Their distribution along the borders of Europe is uneven depending on the location and length of the borders. The interactive animations guide you through the existing cross-border structures country by country respecting the nature of borders. The animation also allows you to enter the website of a cross-border co-operation in which you are interested in. (Figure 13.1 – *interactive animation*)



Figure 13.1 Cross-border co-operations along the internal borders of the European Union

Chapters 12-14 offer a **simple classification of borders** taking into consideration whether the borders within a cross-border co-operation are **internal (Type 1)**, **external (Type 2)** or **both (Type 3)**. This simple categorisation form can be further subdivided depending on the nature of a member region regarding its relation to the EU (**2A** Acceding, candidate and potential candidate countries, **2B** Western European countries not wanting to be EU members, **2C** Countries unlikely to become members in the near future). Case studies are provided for each type relying on information of the so-called *Euroregion cards* containing basic information about the cross-border co-operation concerned.

2. Cross-border co-operations along the external borders of the European Union

On the level of countries, at present, the EU external borders constitute 46% of the total number of borders in the Europe Union, of which

- **34%** are external borders with acceding, candidate and potential candidate countries (**Type 2A**),
- **21%** are external borders with Western European countries not wanting to be EU members (**Type 2B**),
- and **45%** are external borders with Eastern European countries unlikely to become members in the near future (**Type 2C**).

Taking into consideration the year of foundation, **91 cross-border co-operations** (72%) had external partners **at the time of the foundation**, that is the borders dividing its area included at least one external border. **At present** this value became almost half of it, with **49 cross-border co-operations** (39%) **sharing external borders**.

2.1. Cross-border co-operations along external borders with acceding, candidate and potential candidate countries (Type 2A)

There are altogether 28 cross-border co-operations established with the participation of border regions along the external borders of the EU27. This value does not include those cross-border co-operations which have member regions from more than one EU Member States. The 8 border sections belong to 9 countries whose relevant border regions are involved in 8 cross-border co-operations evenly distributed along the border sections concerned (having only one co-operation each). **Three of the EU Member States have common borders with acceding, candidate and potential candidate countries: Bulgaria, Greece and Hungary.** The border between Croatia and Bosnia and Herzegovina is the longest (932 km), nevertheless, it is involved only in one co-operation with Hungarian border region being the third partner. (Table 13.1) The lengths of the other border sections are very similar, ranging from 148 km to 329 km. Three of the cross-border co-operation in this category has three participating countries – of which two are not EU Member States.

Countries involved	Number of cross-border co-operations	Number of countries involved
Bulgaria-Macedonia-Serbia	1	3
Bulgaria-Serbia	1	2
Greece-Macedonia	1	2
Greece-Albania	1	2
Greece-Turkey	1	2
Greece-Albania-Macedonia	1	3
Hungary-Bosnia and Herzegovina-Croatia	1	3
Hungary-Croatia	1	2
Total	8	2–5; 3–3

Table 13.1 Number of cross-border co-operations along external borders with acceding, candidate and potential candidate countries (Type 2A)

Analysing the Internet accessibility of the Type 2A cross-border co-operations, it was observed that only one of them has a website (Danube-Drava-Sava Euroregional Cooperation / Duna-Dráva-Száva Euroregion).

2.1.1. Case study - Type 2A: Danube-Drava-Sava Euroregional Cooperation

“The euroregional emblem has the form of a horizontal wave in a 1:3 ratio. Within the wave, three smaller blue waves are laid vertically one above the other, symbolising the Danube, Drava and Sava Rivers. In the centre of the wave, a wreath of yellow stars is positioned to symbolise the European Union.”

The members of the euroregion established in 1998 show a great variety: apart from the administrative-territorial units, there are also chambers in it: Pécs-Baranya Chamber of Commerce and Industry (Hungary). Croatian Economic Chamber (with head offices in Osijek, Vukovar and Slavenska Požega, Croatia), and the Cantonal Economic Chamber Tuzla (Bosnia and Herzegovina) (Table 13.2) Since 2002, the municipalities from Serbia and Montenegro – Apatin, Bač, Sombor and Subotica – have the status of observers.

Year of official establishment	1998		
Participating countries	Bosnia and Herzegovina	Croatia	Hungary
Member regions	<ul style="list-style-type: none"> • Tuzlansko-Podrinjski Canton • Posavska County • Brčko District • Tuzla Municipality 	<ul style="list-style-type: none"> • Counties: Brodsko-Posavska, Koprivničko-Križevačka, Osječko-Baranjska, Požeško-Slavonska, Virovitičko-Podravsko, Vukovarsko-Srijemska • Towns: Osijek, Slavonski Brod, Vinkovci, Vukovar, Koprivnica, Požega 	<ul style="list-style-type: none"> • Counties: Baranya, Somogy • Towns: Pécs, Kaposvár, Szekszárd, Komló, Mohács, Barcs
Area	28 284 sq km		
Number of population	2 454 091		
Population density	87 inhabitants/sq km		
Available EU supports	Phare CBC, Interreg IIIA, Interreg IVA/ETC		
Border position	EU external with acceding, candidate and potential candidate countries		
Internet access	www.euregio-mr.org – Hungarian, Croatian, English		
Availability of information	rather obsolete, not very informative, not everything is available in all three languages		
Perkmann's classification	emerging micro CBR – regional level		
Macroregion	Central and Eastern Europe		

Table 13.2 Euroregion Card – Danube-Drava-Sava Euroregional Cooperation

The euroregion has an organisational structure including the Assembly, President, Executive Committee, Working Bodies and Supervising Board. The objective of the euroregion is to find the optimal model of the management and the application of the model in order to make profitable, useful, serviceable and efficient transborder zone.

The goals of the euroregion are

- common geographic connection between the members which directs them towards common use of natural resources, as well as to mutual valorisation of the position in the European infrastructural network
- historical connections and relations between the members of the euroregion
- mutual interest for the improvement of the position of national minorities
- interest for supporting and successful realisation of international and regional projects

The euroregion set the following tasks for joint realisation

- establishing and developing of mutual relations between the populations and institutions of the area, as pre-requisites for better knowing, understanding, cooperation and friendship
- creation of conditions for better movement of experiences and knowledge
- creation of expert basis for the realisation of the concept of sustainable development in the euroregion, by using common and particular material resources, with preservation of natural values and protection of environment

- determination of common development interests (preparation, determination and according of mutual development strategy within the home countries)

A motive for the assembly of the co-operation founders was the project of the European highway (Transeuropean Motorway Project, TEM) passing through the European V/c transportation corridor connecting the participating regions even more strongly, enabling them also to establish better communication with Central Europe in one direction and the Adriatic Sea in the other. (Figure 13.2)



Source: Todorovič – Tosič, 2006

Figure 13.2 Administrative area of the Danube-Drava-Sava Euroregion

It is a high priority in the euroregion to form development-functional territorial systems in borders. This shall also include, on a later stage, the improvement of good neighbourly relations, a condition for integration of the member countries to the European Union.[94] [190]

2.2. Cross-border co-operations along external borders with Western European countries not wanting to be EU members (Type 2B)

There are altogether 28 cross-border co-operations established with the participation of border regions along the external borders of the EU27. This value does not include those cross-border co-operations which have member regions from more than one EU Member States. The 4 border sections belong to 6 countries whose relevant border regions are involved in 11 cross-border co-operations. **Four of the EU Member States have common borders with Western European countries which do not want to be EU members: France, Germany, Italy and Sweden.** The four countries **cooperate with two Western European countries: Norway and Switzerland.** The most active of these is the **Swedish-Norwegian border which is the longest border on the area of the European Union.** (Table 13.3)

Countries involved	Number of cross-border co-operations	Number of countries involved
France-Switzerland	3	2
Germany-Switzerland	1	2
Italy-Switzerland	3	2
Norway-Sweden	4	2
Total	11	2–4

Table 13.3 Number of cross-border co-operations along external borders with Western European countries not wanting to be EU members (Type 2B)

2.2.1. Case study - Type 2B: Conférence Transjurassienne co-operation

“The reality of the Jura is imposed on those who immerse themselves daily in all realities of landscape, climate, habits and traditions, tastes, skills that give a large number of Jura and Jura sense of belonging to a community.”[95] [190]

The Conférence Transjurassienne was founded in 1985, and functioned under the name Communauté de Travail du Jura until 2001 when it received its current name. The 8 member regions represent two different countries, France as the founder of the European Union and Switzerland which is not an EU member state. (Table 13.4) The border between the EU and Switzerland affects 18 Swiss cantons which is approximately 80% of the Swiss territory and 11 European regions. (Figure 13.3) The border region between Western Switzerland and France is strongly influenced by a common identity forged by history. The linguistic unity plays an undeniable factor of cultural unity.

Year of official establishment	1985	
Participating countries	France	Switzerland
Member regions	<ul style="list-style-type: none"> • Haute-Saone • Jura • Doubs • Territoire de Belfort 	<ul style="list-style-type: none"> • Jura • Neuchatel • Vaud • Berne
Area	26 500 sq km	
Number of population	2.7 million	
Population density	101.9 inhabitants/sq km	
Available EU supports	Interreg I, Interreg IIA, Interreg IIIA, Interreg IVA/ETC	
Border position	EU external – with Western European countries not wanting to be EU members	
Internet access	http://www.conference-transjurassienne.org/ – French	
Availability of information	Informative	
Perkmann's classification	Working community – regional level	
Macroregion	Northwest Europe	

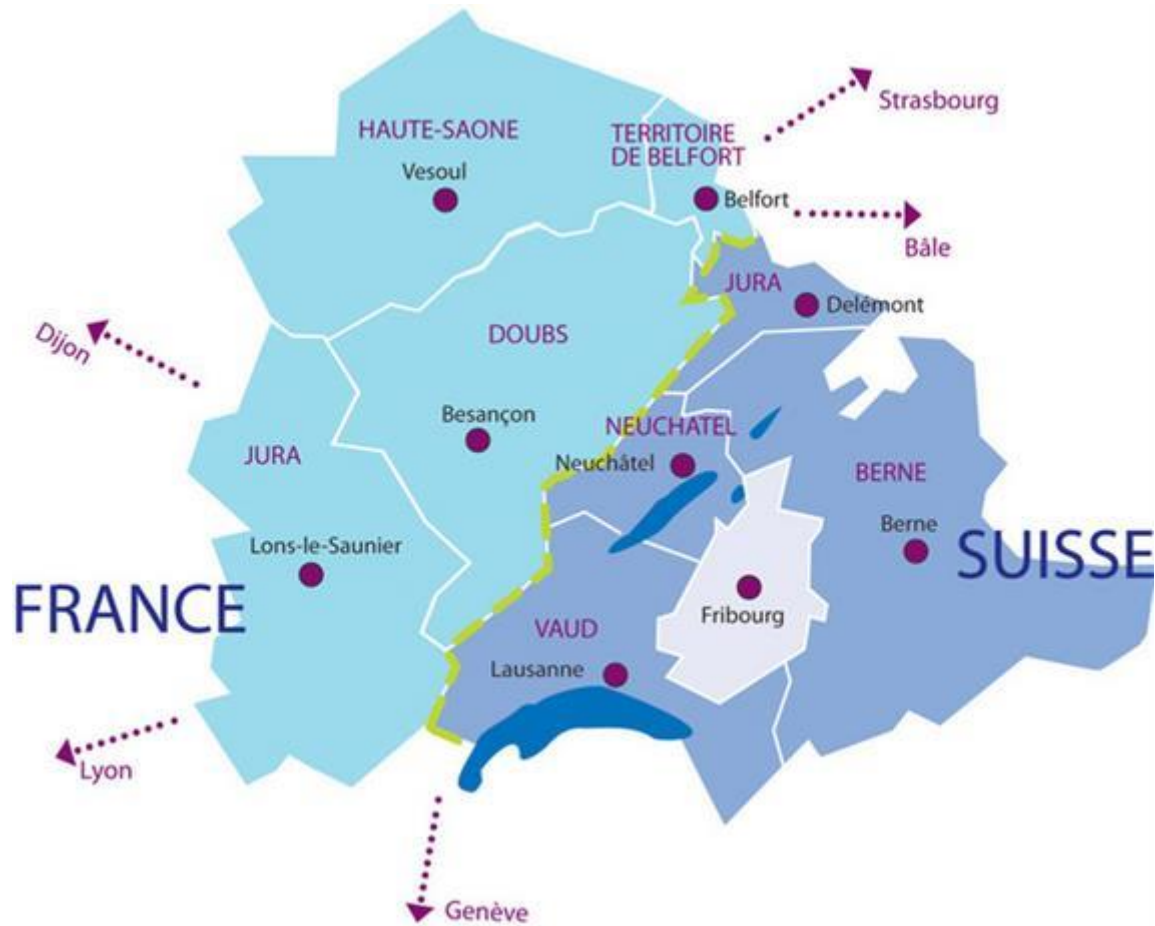
Table 13.4 Euroregion Card – Conférence Transjurassienne co-operation

The CTJ aims to promote trade and to improve communication between the political and administrative institutions on both sides of the border. Since 2005, the CTJ is oriented towards a more structuring role of coordination of initiatives and platform discussion. CTJ has the role of reflection, impulse and support projects.

Its priorities are centred around economic development, transport, vocational training and sustainable development. Its mission is to lead and coordinate the activities of the different actors of the Jura.

The institutional organisation of the CTJ is based on regular Board meetings, consultative assembly, and the Office decision-making body. The **Council** is the advisory body of the CTJ with 90 members representing local authorities and major players in the economic and social life of the Jura. The **Office** is the decision-making body composed of three co-chairmen. The administrative body is constituted by the **General Secretariat** assisting the Office, the Council and the working groups in their activities on administrative and organisational plans. The working groups cover the following areas:

- sustainable land
- transport
- economic development
- occupation
- training
- conciliation land
- statistical observatory
- health – safety
- tourism development
- education – recreation
- Area Mont d'Or-Chasseron
- Higher Education



Source: <http://www.conference-transjurassienne.org/>

Figure 13.3 Administrative area of the Conférence Transjurassienne

The Council of the CTJ decided, on the proposal of the Office, to set priorities on the progressive implementation of the following projects

- training
 - o extension of platforms border training to all of the Jura, including the implementation of bi-national formations
- economic development
 - o study to identify economic complementarities on the premier of the Jura, in order to achieve, among others, projects of bi-location businesses
- transport
 - o development of an inter-modal and sustainable transport in order to have a global vision of mobility on the Jura
- employment
 - o strengthening collaboration services employment for a better management of the freedom of access
- sustainable development
 - o a new site has been opened with the establishment of a working group “Sustainable” which covers both the creation of the Regional Natural Park (PNR) Doubs border, waste treatment, wooded pastures...[96] [190]

The EU Cohesion Policy 2007-2013 encourages cross-border projects in the framework of the Interreg IV France-Switzerland Programme. Cooperation between France and Switzerland has developed significantly between 1960 and 1980 based on intergovernmental agreements and neighbourhood problems.

2.3. Cross-border co-operations along external borders with Eastern European countries unlikely to become members in the near future (Type 2C)

There are altogether 28 cross-border co-operations established with the participation of border regions along the external borders of the EU27. This value does not include those cross-border co-operations which have member regions from more than one EU Member States. The 7 border sections belong to 9 countries whose relevant border regions are involved in 9 cross-border co-operations. **Four EU Member States have common borders with Eastern European countries unlikely to become members in the near future: Finland, Estonia, Poland and Romania.** The four countries **cooperate with four Eastern European countries: Russia, Belarus, Ukraine and Moldova.** [97] [190] Three of the nine cross-border co-operations involve regions from three countries. The Finnish-Russian border is the longest, 1340 km, and the Polish-Russian is the shortest, 206 km. The lengths of the other border sections range from 294 km to 531 km. (Table 13.5)

Countries involved	Number of cross-border co-operations	Number of countries involved
Estonia-Russia	1	2
Finland-Russia	2	2
Belarus-Poland-Ukraine	1	3
Poland-Russia	1	2
Belarus-Poland	1	2
Moldova-Romania-Ukraine	2	3
Moldova-Romania	1	2
Total	9	2–5; 3–2

Table 13.5 Number of cross-border co-operations along external borders with Eastern European countries unlikely to become members in the near future (Type 2C)

Two of the cross-border co-operations established along the above borders (at present) have no Internet access, both of them are related to the border between Romania and Moldova.

2.3.1. Case study - Type 2C: Euroregion Bug

“A cultural meeting place.”

The Euroregion Bug covering 64000 sq km is **one of the largest euroregions**. The Cross-Border Association Euroregion Bug, covering the areas located in the drainage area of the Bug River in Poland and Ukraine, was created in 1995 and it was enlarged three years later with the territory of Belarus. (Table 13.6)

Year of official establishment	1995		
Participating countries	Poland	Belarus	Ukraine
Member regions	Lublin Voivodship	Brest District	Two regions from Lvov District
Area	64 000 sq km		
Number of population	4 975 200		
Population density	77.7 inhabitants/sq km		
Available EU supports	Poland: Phare CBC, Interreg IIIA, Interreg IVA/ETC Belarus, Ukraine: Tacis CBC Cross-Border Cooperation Programme Poland-Belarus-Ukraine 2007-2013		
Border position	EU external with Eastern European countries unlikely to become members in the near future		
Internet access	http://www.euroregionbug.pl – Polish, English		
Availability of information	Informative		
Perkmann's classification	emerging micro CBR – local level		
Macroregion	Central and Eastern Europe		

Table 13.6 Euroregion Card –Euroregion Bug

31.1% of the area is on the territory of Poland, 28.4% is in Ukraine and 40.5% is in Belarus. As for the number of inhabitants, 46.8% of its population of 4975200 live in Poland, 31.1% in Belarus and 22.1% in Ukraine. There are 93 towns and 7437 villages in the Euroregion Bug. (Figure 13.4)



Figure 13.4 Administrative area of the Euroregion Bug

According to the Articles of the Association, the authorities of the Cross-Border Association Euroregion Bug are the following:

- **Association Council** – consisting of 30 people, 10 from each side: Belarusian, Polish and Ukrainian
- **Council Presidium** – one representative from each side
- **Secretariat** – national offices in Chelm, Brest and Luck
- **Appeal Committee** – consisting of 6 members (two from each side)

On the basis of the Articles of the Association, the **purpose** of the Association is **to inspire, support and coordinate cross-border co-operation of local governments, local communities and administrative authorities** in border areas along the border on the Bug River. Funds for the realisation of the activities come from membership fees of associated local governments and supporting local governments, while all cross-border projects in the area of the Euroregion are realised with the aid of European funds.

The **basic objectives** include cross-border co-operation in the following fields:

- spatial planning
- communication and transport
- education, health care, culture, sports and tourism
- protection and improvement of the condition of the natural environment
- elimination of hazards and the effects of natural disasters
- developing relations among the inhabitants of cross-border areas, cooperation among institutions and businesses

The **Small Projects Fund (SPF)**, administered by the Euroregion Bug, was created in 1998 within the first edition of the Integrated program for Polish Eastern Border. The Euroregion Bug had subsidies of 120000 euro at that time. Within SPF for National Program **PHARE 2000** – Polish Eastern Border in the area of the Euroregion Bug **16 projects** were realised of the total value of 226232.63 euro. The majority of projects concerned cultural activity (7). 4 projects concerned planning and development studies and 3 projects concerned economic development. In the PHARE 2001 31 projects (566035.63 euro) were implemented on the area of the Euroregion Bug. There were 25 projects realised in the PHARE 2002 most of which were cultural (11) and sports events (5). 49 projects were allocated of the total value in the PHARE 2003 nearly twice as big as in the previous editions.

The purpose of the **Neighbourhood Programme Poland-Belarus-Ukraine Interreg IIIA/Tacis CBC2004-2006** was supporting cross-border co-operation at the eastern border of Poland, which is at the same time the external border of the European Union. The cooperation aims at raising the living standards of the inhabitants and social-economic integration of border regions.[98] [190] The **Cross-Border Cooperation Programme Poland-Belarus-Ukraine 2007-2013**, under the European Neighbourhood and Partnership Instrument (ENPI), continues and broadens the cooperation in the border zone areas of the three countries developed by the above Programme.[99] [190]

3. Conclusions

Cross-border co-operations along the external borders of the European Union have some **common features**, including the difficulties set by the (relatively) closed nature of borders, the difference in the administrative systems and economic structures, and the difference in the available EU support systems. They are similar in their operation and organisational structures.

Nevertheless, depending on the geographical location of the borders and the related cross-border co-operations the aims, objectives and priorities vary. The relevance of the year of accession of the participating countries and the year of establishment of the cross-border co-operations also plays an important role here. Therefore, **three subtypes** can be differentiated with specific characteristics resulting in dividing the above 28 cross-border co-operations into three subcategories.

4. Test your progress

(online)

I. True or False.

1. Finland, Estonia, Poland and Romania cooperate with Switzerland. F
2. Type 2B includes cross-border co-operations along external borders with acceding, candidate and potential candidate countries. F
3. Sweden has the longest external border within the European Union. T
4. At present, there are 28 cross-border co-operations altogether which are established along only external borders. T
5. Belarus is a candidate country. F

(RBV) II. Fill in the gaps choosing from the options below.

6. The EU external borders constitute _____ of the total number of borders in the Europe Union.
 - A. 46%
 - B. 54%
 - C. 34%
 - D. half
7. _____ are external borders with acceding, candidate and potential candidate countries.
 - A. 34%
 - B. 21%
 - C. 45%
 - D. One-third
8. _____ are external borders with Western European countries not wanting to be EU members.
 - A. 21%
 - B. 45%
 - C. 34%
 - D. One-third
9. _____ are external borders with Eastern European countries unlikely to become members in the near future.
 - A. 45%
 - B. 21%
 - C. 24%
 - D. One-third
10. _____ cross-border co-operations had external partners at the time of the foundation
 - A. 72%
 - B. 32%

C. 42%

D. One-quarter

III. Which cross-border co-operation is characterised below?

A. Danube-Drava-Sava Euroregion

B. Conférence Transjurassienne co-operation

C. Euroregion Bug

D. All of them

E. Neither of them

11. It is located in Northern Europe.

12. Apart from the administrative-territorial units, chambers also participate in the co-operation.

13. Projects on its area were also supported by the Tacis CBC.

14. Its Council has 90 members.

15. A motive for the assembly of the co-operation founders was the project of the European highway (Transeuropean Motorway Project, TEM) passing through the European V/c transportation corridor.

16. It has got 12 working groups.

17. It was established before 1999.

18. Its population density is under 50 inhabitants per sq km.

19. This cross-border co-operation has the highest number of population of the above.

20. The co-operation was eligible for Phare CBC.

Correct answers:

1. F

2. F

3. T

4. T

5. F

6. A

7. A

8. A

9. A

10. A

11. E

12. A

13. C

- 14. B
- 15. A
- 16. B
- 17. D
- 18. E
- 19. C
- 20. A

Chapter 14. Best practices in cross-border co-operations – Type 3

1. Introduction to the types of co-operations

At present, there are 147 cross-border co-operations along the borders of Europe. Their distribution along the borders of Europe is uneven depending on the location and length of the borders. The interactive animation guides you through the existing cross-border structures country by country. The animation also allows you to enter the website of a cross-border co-operation in which you are interested in. (Figure 14.1 – *interactive animation*)



Figure 14.1 Cross-border co-operations along the internal borders of the European Union

Chapters 12-14 offer a **simple classification of borders** taking into consideration whether the borders within a cross-border co-operation are **internal (Type 1)**, **external (Type 2)** or **both (Type 3)**. When both types of borders are present, the category can be further subdivided depending on the nature of a member region regarding its relation to the EU: **3A** Acceding, candidate and potential candidate countries, **3B** Western European countries not wanting to be EU members, **3C** Countries unlikely to become members in the near future, **3D** combination of any of the previous three subcategories. Case studies are provided for each subtype relying on information of the so-called *Euroregion cards* containing basic information about the cross-border co-operation concerned.

2. Cross-border co-operations along combined border types of the European Union

At present, 19 EU Member States are involved in the so-called **combined cross-border co-operations along their external borders**. (Table 14.1) This means that there is more than one EU Member State co-operate with one or more external partners. Of course, the nature of the cross-border co-operation again depends on the type of the external partner(s). Therefore, the three subtypes listed below follow the logic of Type 2 discussed before, and an additional subtype is added for the sake of those cross-border co-operations which have partners representing different subtypes.

Type	Countries	Total number of CBCs
Type 3A	Austria, Bulgaria, Greece, Hungary, Italy, Romania, Slovenia	8
Type 3B	Austria, Denmark, Finland, France, Germany, Italy, Sweden	12
Type 3C	Denmark, Estonia, Finland, Hungary, Latvia, Lithuania, Poland, Romania, Slovakia, Spain, Sweden, United Kingdom	9
Type 3D	Austria, Bulgaria, Finland, Germany, Greece, Hungary, Italy, Romania, Slovakia, Sweden	3

Table 14.1 Participation of the EU countries in combined cross-border co-operations

On the level of cross-border co-operations, at present, there are 82 appearances of cross-border co-operations – counting each cross-border co-operation for each border section where they appear. This actually means 32 cross-border co-operations altogether.

- **25%** are along internal borders as well as external borders with acceding, candidate and potential candidate countries (**Type 3A**),
- **37.5%** are along internal borders as well as external borders with Western European countries not wanting to be EU members (**Type 3B**),
- **28.1%** are along internal borders as well as external borders with Eastern European countries unlikely to become members in the near future (**Type 3C**)
- and **9.4%** are along internal borders as well as external borders with a combination of any of the other non-member states (**Type 3D**).

Taking into consideration the year of foundation, **91 cross-border co-operations** (72%) had external partners **at the time of the foundation**, that is the borders dividing its area included at least one external border. **At present** this value became almost half of it, with **49 cross-border co-operations** (39%) **sharing external borders**.

2.1. Cross-border co-operations along internal borders as well as external borders with acceding, candidate and potential candidate countries (Type 3A)

Altogether 15 countries are involved in Type 3A cross-border co-operations: 8 EU Member States and 7 acceding, candidate and potential candidate countries. The majority of them involve the participation of regions from 3 countries, while there are also examples for cross-border co-operations with 5 or even 7 countries involved. The most active of the non-Member States is Croatia which participates in three Type 3A CBCs. (Table 14.2)

Countries involved	Number of cross-border co-operations	Number of countries involved
Austria, Croatia , Hungary, Italy, Slovenia	1	5
Austria, Croatia , Hungary, Slovenia	1	4
Bulgaria, Greece, Macedonia	1	3
Bulgaria, Romania, Serbia	1	3
Bulgaria, Greece, Turkey	1	3
Albania , Greece, Italy	1	3
Hungary, Romania, Serbia	1	3
Albania , Bosnia-Herzegovina , Croatia , Montenegro , Italy, Slovenia, Greece	1	7
Total	8	3–5; 4–1; 5–1; 7–1

Table 14.2 Number of cross-border co-operations along internal borders as well as external borders with acceding, candidate and potential candidate countries (Type 3A)

Analysing the Internet accessibility of the Type 3A cross-border co-operations, it was observed that only half of them (4) have their own websites which makes the information flow rather difficult.

2.1.1. Case study - Type 3A: Adriatic Euroregion

“The Adriatic is not only a Sea. The Adriatic is a noble homeland for the millions of citizens living in the area for which it represents at the same time home and fidget, challenge and destiny, promise and chance. ... The Adriatic Euroregion is aiming to become the expression of a new and modern European architecture of friendship and co-operation between its members.”

President Ivan Jakovčić

The initiative of setting up an Adriatic Euroregion has been launched by the Congress of Local and Regional Authorities (CLRAE) of the Council of Europe with the support of the Region of Istria (Croatia) and the Region of Molise (Italy). The Adriatic Euroregion was founded on 30 June 2006 in Pula (Region of Istria, Croatia). It represents a model of co-operation that includes transnational and interregional co-operation between regions of the Adriatic coastline. (Table 14.3)

Year of official establishment	2006						
Participating countries	Italy	Slovenia	Greece	Croatia	Bosnia and Herzegovina	Montenegro	Albania
Member regions	Regions: - Puglia - Molise - Abruzzo - Marche - Emilia Romagna - Veneto - Friuli-Venezia Giulia	Municipality - Izola	Prefectures - Thesprotia - Corfu	Counties - Istria - Primorsko-Goranska - Licko-Senjska - Zadar - Šibensko-Kninska - Splitsko-Dalmatinska - Dubrovacko-Neretvanska	County Hercegovačko-Neretvanska	Kotor Tivat	- Fier - Vlore - RC of Tirana - Shkoder - Durres - Lezhe
Area	229 028 sq km						
Number of population	2.2 million						
Population density	96 inhabitants/sq km						
Available EU supports	Phare CBC, Adriatic New Neighbourhood Programme, Interreg IIIA, Interreg IVA/ETC						
Border position	EU internal and EU external with acceding, candidate and potential candidate countries						
Internet access	http://www.adriaticeuroregion.info – English, Italian, Croatian						
Availability of information	very informative and up-to-date						
Perkmann's classification	emerging micro CBR – regional level						
Macroregion	South East Europe / Eastern part of the Mediterranean region						

Table 14.3 *Euroregion Card* – Adriatic Euroregion

The Adriatic Euroregion is an association of units of territorial self-governments, as a rule of the first level below state level situated on the Adriatic Sea. It consists of 23 members – regional and local governments from Italy, Slovenia, Croatia, Bosnia and Herzegovina, Montenegro, Albania and Greece. (Figure 14.2)



Source: <http://www.adriaticeuroregion.info>

Figure 14.2 Administrative area of the Adriatic Euroregion

The Adriatic Euroregion is **the institutional framework for jointly defining and solving important issues in the Adriatic area**. The **goals** of the Adriatic Euroregion are the following:

- forming an area of peace, stability and co-operation
- protection of the cultural heritage
- protection of the environment
- sustainable economic development, particularly in tourism, fishery and agriculture
- solution of transport and other infrastructure issues
- creation of the joint framework for better absorption and more efficient use of EU funds
- support to all countries in the Adriatic area on their path towards the European Union

The Adriatic Euroregion has the quality of **non-profit legal entity** in accordance with the laws of the Republic of Croatia. The AE has a **President** and a **Vice President** elected by the Assembly for the period of two years in the manner that they must be from different countries. The **Assembly** (called **Adriatic Council**) is the representative and the highest body. The Assembly consists of legal representatives of units of territorial self-governments of the members of the AE. It has also got an **Executive Board** and a **Supervisory Board**. The work in the Euroregion is divided into six **Working Commissions** which have their own yearly working programmes:

- Commission for Tourism and Culture
- Commission for Fisheries
- Commission for Transport and Infrastructure

- Commission for Environment
- Commission for Economic Affairs
- Commission for Welfare

The **aim of the Commissions' meeting and work is the creation of joint initiatives in the Adriatic area** through the presentation of common project proposals strategically important for the Adriatic Euroregion as a whole.

The **first joint initiative** of the Adriatic Euroregion was the **Project Adri.Eur.O.P.** implemented within the frameworks of the Interreg IIIA, Adriatic New Neighbourhood Programme and Phare 2005 CBC. The goal of the project was to realise the activities necessary for the start-up of the Adriatic Euroregion in the short term. The main activities can be outlined as follows:

1. Support to work coordination between the cross-border bodies involved in the AE project.
2. Relationships with international European bodies and institutions.
3. Establishment of technical-administrative service structures.
4. Start-up of AE organisation structural processes in the phase of being established.
5. Assessment of the “in itinere” situation regarding the AE sectors of interest.
6. Strategic and Governance design on which to realise the AE structure.
7. Communications and information strategies.

Adri.Eur.O.P. was an integrated project under Priority 3 (Action of Strengthening of Cooperation), Measure 3.2 (“Cooperation and Strengthening in Communications, Research and Systems Harmonisation between Institutions”) for the creation of service structures in order to promote activities between Adriatic partners. Moreover, the primary will was to encourage the relationships between the latter and the European Union in order to establish a network of local bodies (municipalities, Chambers of Commerce, universities, research centres, etc.). The total amount of support was 1125000 euro.

2.2. Cross-border co-operations along internal borders as well as external borders with Western European countries not wanting to be EU members (Type 3B)

Altogether 13 countries are involved in Type 3B cross-border co-operations: 8 EU Member States and 5 Western European countries not wanting to be EU members (including two microstates). The majority of them involve the participation of regions from 3 countries, while there are also two examples for cross-border co-operations involving 4 and one involving 5 countries. The most active of the non-Member States is Switzerland which participates in six Type 3B CBCs. (Table 14.4)

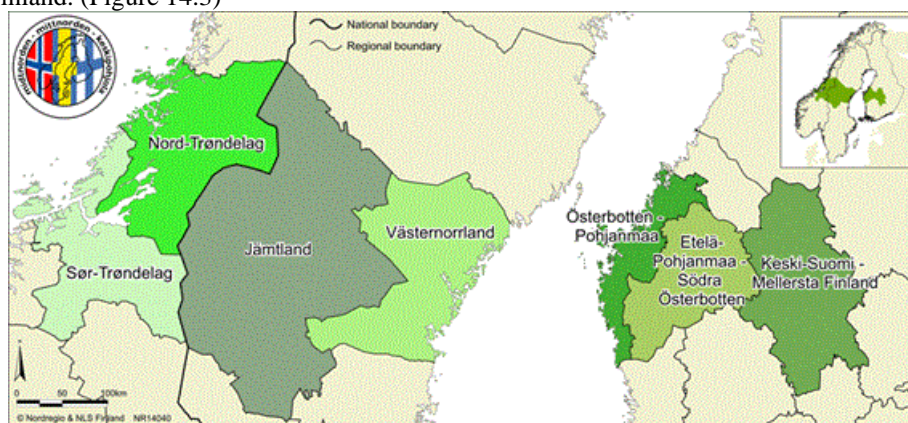
Countries involved	Number of cross-border co-operations	Number of countries involved
Austria, Germany, Italy, Switzerland	1	4
Austria, Liechtenstein , Germany, Switzerland	1	4
Denmark, Finland, Iceland , Norway , Sweden	1	5
Denmark, Norway , Sweden	1	3
Finland, Norway , Sweden	3	3
France, Italy, Switzerland	2	3
Andorra , France, Spain	1	3
France, Germany, Switzerland	2	3
Total	12	3–5; 4–2; 5–1

Table 14.4 Number of cross-border co-operations along internal borders as well as external borders with Western European countries not wanting to be EU members (Type 3B)

An impressive common feature of these cross-border co-operations that they all have their own websites, thus this Type may be regarded as the most informative and the most active in the field of communications.

2.2.1. Case study - Type 3B: Mittnorden

The Mid Nordic Region is a geographic area with the participation of three Northern European countries. The Mid Nordic Region consists of eight regions: North and South Trøndelag counties in Norway, Jämtland and Västernorrland counties in Sweden and Ostrobothnia, South Ostrobothnia, Central Finland and South Savo counties in Finland. (Figure 14.3)



Source: <http://www.mittnorden.net/kartakartta.4.d06076f124580b35bc80004311.html>

Figure 14.3 The administrative area of the Mid Nordic Region

The co-operation covers a huge territory and operates with a relatively high number of inhabitants. The border between Norway and Sweden is an EU external border, while the Finnish-Swedish border has become an EU internal border in 1995 after the accession of Sweden and Finland. Therefore, we may establish that this is a relatively new EU internal border. It also represents one of the best examples of the Scandinavian groupings. (Table 14.5)

Year of official establishment	1977		
Participating countries	Sweden	Finland	Norway
Member regions	Västernorrlands län Jämtlands län	Österbotten Svenska Österbotten Södra Österbotten Mellersta Finland	Sör-Trøndelag fylke Nord-Trøndelag fylke
Area	154 263.37 sq km		
Number of population	1 441 456		
Population density	9.3 inhabitants/sq km		
Available EU supports	Interreg II, Interreg III, Interreg IV/ETC		
Border position	EU internal and EU external with Western European countries not wanting to be EU members		
Internet access	www.mittnorden.net – Swedish, Finnish, English		
Availability of information	Informative		
Perkmann's classification	Scandinavian grouping – regional level		
Macroregion	Northwest Europe		

Table 14.5 Euroregion Card – Mittnorden (Mid Nordic Region)

The **Mid Nordic Committee** is a Nordic border organisation which has led the co-operation in the region for over 30 years. The Committee is the highest decision-making body in the co-operation and consists of political representatives. The chairman of the previous year, the president and the chair of the next year together form the management called **Troika**. The **Mid Nordic Committee Office** is responsible for implementing the decisions of the Committee and the Troika. The work of the Office is supported by a **resource group** with one representative from each region. The Mid Nordic Committee's co-operation aims to promote sustainable development and growth in the region. The work is based on common history and culture, and mutual interest in the field of regional development. Joint work in the Mid Nordic Region is assisted by **four working groups** covering the fields of **energy, culture, youth and environment**.

The Mid Nordic Committee drafted the following **priorities**:

1. Innovative environments

a. *Midnordic Business Incubator Network (2009-2010)* – a joint development project for Midnordic business incubators prepared by the Committee and Lkroken Science Park (Sundsvall)

2. East-West communications

a. *North East Cargo Link Alliance (NECLA)* – the Interreg IIIB North East Cargo link project was run by private and public interests in Finland, Sweden, Norway and Russia. Its ultimate objective was to develop a multi-modal transport system between Russia, Finland, Sweden and Norway that could be further linked to the continent.

3. Culture and creative industries

a. *Midnordic Culture Days* – an event that is being organised every year about different topics

b. the *cultural workgroup* contacts organisations and persons within culture administration in the Mid Nordic Region

4. Energy and renewable resources

a. *Nordic Green Belt* – is a common profile for cooperation for the Mid Nordic Region. It has built on a concept embracing the development of rural areas and industry as well as progress of environmental technology and energy systems. The purposes are (1) to encourage “green initiatives and enterprises” in the region, and (2) to strengthen the ecological profile of the Mid Nordic Region.

The ProMidNord Project – Sustainable Development in the Mid Nordic Region was launched within the framework of the Interreg IIIB Programme in 2004-2007. It consisted of five work-packages aiming at strengthening the potential and attractiveness of the whole region. All four working groups of the Mid Nordic Committee acted in the work-packages as workgroups. The five areas of co-operation were the following:

1. strengthening the Mid Nordic Region as a macroregion and introducing joint Spatial Development as a method
2. environment and eco-competitiveness
3. sustainable energy development
4. youth, regional development and democracy
5. culture and cultural heritage as a means of sustainable development

All of its **activities** are characterised by pursuing equality and the involvement of the youth. The aim of the **Mid Nordic Youth Network (MNYN)** is to create a long-term sustainable co-operation within youth co-operations. The purpose is to give young people experience in international co-operation and also provide qualifications on an individual level. The network plans and implements events and activities for the Mid Nordic youth.

2.3. Cross-border co-operations along internal borders as well as external borders with Eastern European countries unlikely to become members in the near future (Type 3C)

At present, there are **altogether 9 cross-border co-operations** involving both internal borders between EU Member States and external borders with Eastern European countries unlikely to become members in the near future. The number of participating countries varies greatly between three and six. The most frequently occurring non-member partner country is **Russia** taking part in six of the above co-operations. As for the member states, **Lithuania** (participating in 6 co-operations) is the most active in operating this Type of cross-border co-operations. The co-operation between the United Kingdom, Spain and Morocco is also listed in this category since Morocco – although located in another part of the continent but – is unlikely to join the EU. (Table 14.6)

Countries involved	Number of cross-border co-operations	Number of countries involved
Denmark, Latvia, Lithuania, Poland, Russia , Sweden	1	6
Estonia, Finland, Russia	1	3
Estonia, Lithuania, Russia	1	3
Hungary, Poland, Romania, Slovakia, Ukraine	1	5
Belarus , Latvia, Lithuania	1	3
Latvia, Lithuania, Russia	1	3
Belarus , Lithuania, Poland, Russia	1	4
Lithuania, Poland, Russia , Sweden	1	4
Morocco , Spain, United Kingdom	1	3
Total	9	3–5; 4–2; 5–1; 6–1

Table 14.6 Number of cross-border co-operations along internal borders as well as external borders with Eastern European countries unlikely to become members in the near future (Type 3C)

2.3.1. Case study - Type 3C: Euroregion Saule

“The strengths of Euroregion Saule are that Saule is located on the border between the EU and Russia, and also that the old Hanseatic road unify all the members of the Euroregion. The name of the Euroregion means “Sun” in Lithuanian.”

The euroregion was established by the initiative of the Administration of Siauliai County Governor in 1999. The co-operation is the member of the Association of European Border Regions. The variety of borders makes the possibilities of the euroregion more complex. (Table 14.7)

Year of official establishment	1999		
Participating countries	Lithuania	Latvia	Russia
Member regions	Taurage county: municipalities of Taurage, Silale, Jurbarkas Siauliai county: Municipalities of Akmenė, Joniskis, Pakruojis, Radviliskis, Kelme, city of Siauliai and Siauliai district	Zemgale planning region including Dobeļe, Bauska, Aizkraukle, Jekabpils and Jelgava districts and city of Jelgava	Kaliningrad region: districts of Neman and Slavsk, city of Sovietsk
Area	25 000 sq km		
Number of population	900 000		
Population density	36 inhabitants/sq km		
Available EU supports	Lithuania, Latvia: Phare CBC, Phare Credo, Interreg III, ETC Russia: Tacis CBC, ENPI Cross-Border Cooperation Programme 2007-2013		
Border position	EU internal and EU external with Eastern European countries unlikely to become members in the near future		
Internet access	http://www.eureg-saule.jrp.lv/ – Lithuanian, English		
Availability of information	Informative		
Perkmann's classification	emerging micro CBR – local level		
Macroregion	Northern Europe and Baltic Sea area		

Table 14.7 Euroregion Card – Euroregion Saule

The co-operation within the framework of the Euroregion Saule is **aimed at**

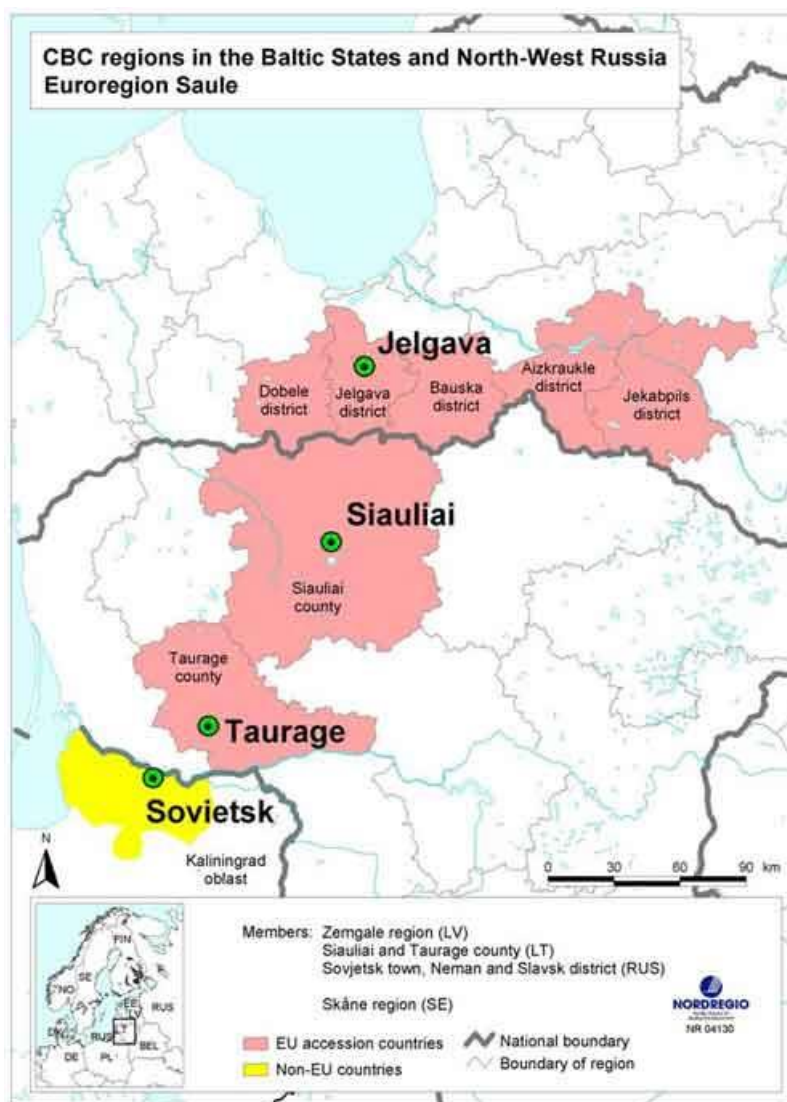
- improving the living standards of the residents
- easing mutual contacts
- bringing the local communities together
- overcoming possible historical and other prejudice
- planning activities aimed at providing for the omnilateral progressive development of the Parties to the Agreement considering their economic conditions
- assisting activities aimed at adjusting co-operation between the regional and local authorities

The above goals are reached via various **actions** including

- o assistance to joint transboundary projects of economic development in the fields of industry, agriculture and forestry, transport, communications, know-how exchange, environmental protection and crime combating.
- o co-operation in realising common community projects in the border areas (for example, water treatment plants, depositing and utilising wastes, etc.)
- o co-operation in the sphere of spatial planning
- o development of the BCP infrastructure
- o development of vocational education, culture and tourism, including group exchange of scientists, sportsmen, cultural and tourism workers
- o assistance in learning the neighbours' languages

- o conservation of the common cultural heritage
- o dissemination of information on the Euroregion
- o co-operation in the field of combating natural and ecological disasters, fires as well as other emergency situations

The euroregion consists of two Lithuanian counties, one Latvian region and one Russian region, covering 25 thousand square kilometres. (Figure 14.4)



Source: <http://www.eureg-saule.serveri.lv/bildes/map-9.jpg>

Figure 14.4 Administrative area of the Euroregion Saule

The structure of the Euroregion Saule is determined by the Statutes that is an integral part of the establishment Agreement. The institutions of the Euroregion include the **Euroregion Council**, the **Euroregion Secretariat**, the **Working Groups** on the base within the network of Euroregion bodies, and the **Auditing Commission**.

Several projects have been implemented on the area of the Euroregion Saule since its foundation. For instance, the **Phare 2001 CBC** financed the project entitled "Developing the Strategy for Euroregion Saule" aiming at developing the strategy for the activities of the Euroregion until 2010. Within the framework of the **Interreg IIIB** Programme the Baltic tourism network was developed alongside VIA Hanseatica. The **Phare SPF 2001** financed projects like environment-friendly farming in the Inner Baltic zone, or the development of tourism facilities following the old tracks of Zemgalians. The **Interreg IIIA** project "Regional marketing for Euroregion

Saule” implemented in 2006-2007 aimed at improving the regional and international profile of Euroregion Saule in order to raise awareness, competitiveness and growth of the region.

2.4. Cross-border co-operations along internal borders as well as external borders with a combination of any of the other non-member states (Type 3D)

There are altogether three cross-border co-operations all over Europe which represent the most colourful combination of external – as well as – borders. Two of these are operated by as many as 10 countries. (Table 14.8)

Countries involved	Number of cross-border co-operations	Number of countries involved
Austria, Bulgaria, Croatia , Hungary, Moldova, Germany, Romania, Serbia , Slovakia, Ukraine	1	10
Azerbaijan , Bulgaria, Greece, Georgia , Moldova, Russia, Armenia , Romania, Turkey , Ukraine	1	10
Finland, Norway , Russia, Sweden	1	3
Total	3	3–1; 10–2

Table 14.8 Number of cross-border co-operations along internal borders as well as external borders with a combination of any of the other non-member states (Type 3D)

2.4.1. Case study - Type 3D: Black Sea Euroregion (BSER)

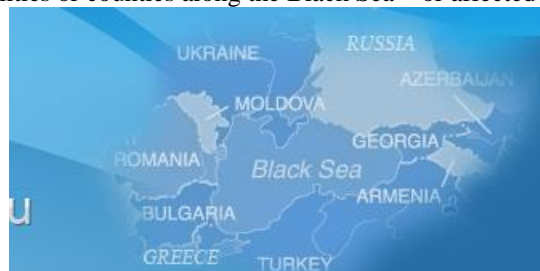
“The Black Sea Euroregion, as a platform for co-operation between communities at the “people’s level”, serves to help the understanding of other cultures and fosters tolerance and mutual respect in this multi-ethnic region.”[100] [190]

The Black Sea Euroregion was established on 26 September 2008 at the international conference in Varna, Bulgaria, when its Constituent Act was signed by 14 municipalities from 4 countries. Today, BSER includes seven counties and municipalities from Romania, four municipalities from Bulgaria, the Cahul region of Moldova, the city of Idjevan in Armenia and the Autonomous Republic of Adjara in Georgia. (Table 14.9)

Year of official establishment	2008
Participating countries	Armenia, Azerbaijan, Bulgaria, Georgia, Greece, Moldova, Romania, Russia, Turkey, Ukraine
Member regions	Armenia: City of Idjevan Bulgaria: Municipality of Bourgas, Municipality of Nessebar, Municipality of Shabla, Municipality of Varna Georgia: Autonomous Republic of Adjara Moldova: Region of Cahul Romania: County of Braila, County of Constanza, County of Galati, County of Tulcea, Municipality of Braila, Municipality of Constanza, Municipality of Mangalia
Area	? sq km
Number of population	?
Population density	? inhabitants/sq km
Available EU supports	Interreg III, Interreg IV, ETC Tacis CBC, ENPI Cross-Border Cooperation Programme 2007-2013
Border position	EU internal and EU external with a combination of any of the other non-member states
Internet access	www.bser.eu – Romanian, English
Availability of information	Informative
Perkmann's classification	Working Community – regional level
Macroregion	Central and Eastern Europe

Table 14.9 *Euroregion Card* – Black Sea Euroregion

The exact area and number of population (and consequently the population density) is hard to define in the case of the Black Sea Euroregion because the members are not exactly defined – in some cases municipalities and counties are named as members from the countries named, while in other cases only the countries are named, or reference is made to municipalities or counties along the Black Sea – or affected by the Black Sea. (Figure 14.5)



Source: <http://www.bser.eu/index.php?lg=2&s=1>

Figure 14.5 The area of the Black Sea Euroregion

The best way to approach the issue of the area and population concerned is to refer to the relevant section of the *Statutes of the Black Sea Euroregion Association*:

“Article 3. The BSER is a forum for co-operation among local and regional authorities of the Black Sea area. The BSER is a non-profit making association and has a legal personality.

According to the present Statute, the Black Sea Euroregion, as herein defined, includes members from the following states: **Republic of Albania, Republic of Armenia, Republic of Azerbaijan, Republic of Bulgaria, Georgia, Hellenic Republic, Republic of Moldova, Romania, the Russian Federation, Republic of Serbia, Republic of Turkey, Ukraine.**”[101] [190]

The **goals and activities** of BSER are complementary to the existing structures in the Black Sea region, such as the *Black Sea Economic Co-operation Organisation (BSEC)* and the *Parliamentary Assembly of the Black Sea*

Economic Co-operation (PABSEC). The Statutes defined the **goals of the BSER** stating that they are to develop co-operation among its members, to represent and support their common interests and to co-operate with the existing Black Sea international organisations. Accordingly and in compliance with the national legislations and foreign policies of the countries its members represent, the BSER endeavours to

- “a) establish relations between the inhabitants of the Black Sea area with a view to developing cross-border co-operation initiatives;
- b) protect the members’ common interests and define a common development strategy;
- c) disseminate information on members’ relevant experiences and know-how to all BSER members;
- d) elaborate joint programmes and development strategies and set up actions aimed at implementing them;
- e) create the necessary conditions for developing social and economic activities while protecting the environment and taking into consideration the need to improve the territorial cohesion among its members;
- f) identify intervention needs, joint projects and funding sources applicable to BSER members;
- g) organise, set up and implement joint transnational co-operation projects eligible for financial support from national, European and other international institutions,
- h) support public-private partnership initiatives;
- i) support the civil society.”[102] [190]

The organisational structure of the BSER consists of five chief organs. The **General Assembly** is the supreme organ of the BSER. The **Board of Directors** is the executive body that conducts the Associations affairs between the sessions of the General Assembly. The **President** of the Board of Directors is elected by the general Assembly for a period of two years, renewable only once. The **Standing Committees** of the BSER are entitled to put forward proposals, and to prepare and implement the adopted programmes. The fields of action, responsibilities and the procedure for appointing the members of the Standing Committees are defined by the General Assembly. Finally, the **Board of Auditors** verifies the correctness of the documents issued by the BSER bodies and the accuracy of material and financial practices.

3. Test your progress

(online)

I. True or False.

1. At present, 19 EU Member States are involved in the so-called combined cross-border co-operations along their external borders.
2. On the level of cross-border co-operations, at present, there are 82 appearances of cross-border co-operations – counting each cross-border co-operation for each border section where they appear.
3. There are altogether 52 cross-border co-operations where both internal and external borders appear.
4. Altogether 15 countries are involved in Type 3A cross-border co-operations: 8 EU Member States and 7 Western European countries which do not want to become EU members.
5. Lithuania is the most active in operating Type 3C cross-border co-operations.

II. Which euroregion is described below? Give the letter of the correct answer.

- A. Black Sea Euroregion
- B. Adriatic Euroregion
- C. Both of them

D. Neither of them

6. It was established after the fifth enlargement.

7. The euroregion was named after a river.

8. Most of its area is located in Eastern Europe.

9. The work in the Euroregion is divided into six Working Commissions with their own yearly working programmes.

10. Its supreme organ is the General Assembly.

11. It is a non-profit legal entity.

12. It is operated by regions from seven countries.

13. The goals and activities of this euroregion are complementary with other internal institutions operated on its area.

(RBV) III. Fill in the gaps using the options listed below.

14. The Euroregion Saule was established by the initiative of the Administration of Siauliai County Governor in _____.

A. 1999

B. 1998

C. 1989

D. 2004

15. The three countries taking part in the Euroregion Saule are:

A. Lithuania, Latvia, Russia

B. Estonia, Russia, Lithuania

C. Latvia, Estonia, Finland

D. Russia, Estonia, Latvia

16. Within the framework of the _____ Programme the Baltic tourism network was developed alongside VIA Hanseatica.

A. Interreg IIIB

B. Interreg IIIA

C. Phare CBC 2001

D. Phare CBC SPF

17. The _____ financed projects like environment-friendly farming in the Inner Baltic zone, or the development of tourism facilities following the old tracks of Zemgalians.

A. Phare SPF 2001

B. Interreg IIIB

C. Phare CBC 2001

D. Interreg IIIA

18. The ProMidNord Project – Sustainable Development in the Mid Nordic Region was launched within the framework of the _____ Programme.

A. Interreg IIIB

B. Interreg IIIA

C. Interreg IIA

D. Interreg IVB

19. Joint work in the Mid Nordic Region is assisted by four working groups covering the fields of _____.

A. energy, culture, youth and environment

B. fisheries, tourism, youth and environment

C. transport, culture, youth and infrastructure

D. culture, youth, welfare and economic affairs

20. The Mid Nordic Region was founded in _____.

A. 1977

B. 1987

C. 1970

D. 1980

Correct answers:

1. T

2. T

3. F

4. F

5. T

6. C

7. D

8. A

9. B

10. A

11. C

12. B

13. A

14. A

15. A

16. A

17. A

18. A

19. A

20. A

Chapter 15. Cross-border co-operation in Hungary

Hungary borders seven countries (Austria: 356 km, Slovenia: 102 km, Croatia: 355 km, Serbia: 164 km, Romania: 453 km, Ukraine: 103 km, Slovakia: 679 km), and thus it has a relatively extensive area of border regions. Approximately 35% of the area of the country is regarded border regions with a population share of approximately 28.2%. A significant proportion of the settlements – 43% – are located close to the national borders which mainly results from the fact that the majority of the micro village regions also belong to the border regions (Baranya county, Vas county, Zala county, Szabolcs-Szatmár-Bereg county, Borsod-Abaúj-Zemplén county and partly Győr-Moson-Sopron county).

1. History

During the twentieth century, as the development of the border regions stopped, the cross-border co-operations and relations also faced significant changes. The time after the Second World War may be practically divided into three periods from the aspect of cross-border co-operations: (1) **socialist period**; (2) **transformation period**; (3) **post-accession period**. The characteristic features of the border regions and cross-border relations are grouped around six main aspects for the three periods (*length of border, nature of border, state of border crossings, field of co-operation, minority issue, and economic situation*). Following the change of regime, with the transformation of the geopolitical map of Europe, the above aspects and factors were re-evaluated and more differentiated border region policy and mentality were introduced in the region.

1.1. The socialist period

During the socialist period Hungary bordered five countries: Austria, Czechoslovakia, Soviet Union, Romania and Yugoslavia. Its border regions were not regarded as development regions, therefore, in most of the cases they were essentially backward areas or peripheries. Nevertheless, these five border regions differed from each other both with respect to their development level and their perception.

During these years the most important characteristic of those few relations which could be formed somehow was the **top-down approach**. Actually, no independent or substantive – county, district or settlement level – decisions could be brought with respect to relations crossing the national border. When an attempt was made to form a relation of that kind, the central government had to be informed in advance at all times which in response contacted the central government of the respective neighbouring country and if the governments of both countries agreed to form a co-operation then they informed the stakeholders who were then able to take all steps after being approved by the central government.

The character of the borders of Hungary was far from standardised during the socialist period. On the one hand, **regional differences could be observed with closed and open borders both westward and eastward**; and on the other hand, there were also significant differences and changes in the function of time as the socialist constrain lightened/softened the borders became less closed and the formation of co-operations intensified. **The most frequent forms of relations and co-operations developed in the fields of tourism and specific economic sectors.** (Tables 15.1-2)

Table 15.1 Main characteristics of the Hungarian borders during the socialist period

Cross-border co-operation in Hungary

	Length of border (km)	Nature of border	Nature of co-operation	Issue of minorities	Economic situation	Labour market characteristics
Hungarian-Austrian	356	until the 60s: "dead border" from the 70s: signs of receding	until the 60s: none from the 70s: shopping tourism from the 80s: vivid	consolidated way of handling minority issues	potential development region	from the 80s: illegal labour migration
Hungarian-Czechoslovakian	679	until the end of the 50s: "dead border"	until the end of the 50s: none	violent displacement of people		
Danube region		from the 60s: signs of receding			potential transportation and development zone, industrialised region	free movement of workers – unique phenomenon during the socialist period (e.g., Győr: textile industry, industrial zone along the River Danube)
Eastern Slovakian border zone		from the 60s: slowly receding			peripheral region with an agricultural character, while in some parts heavy industry (metallurgy, manufacture of machinery) used to be predominant	
Hungarian-Soviet	137	"closed border" – reason: Transcarpathia had a special strategic role, the area was characterised by high military concentration	none	on the Soviet side: fear from the Hungarian agitation	backward agricultural region with a neglected industry lacking capital (military industry appeared on some settlements)	
Hungarian-Romanian	453	a more "open border" in comparison with the other borders	"the Romanian border is the area of friendship and cooperation, a good example for the socialist brothers"	perpetual invasion of minority rights, permanent hostility		
Hungarian-Yugoslavian	621	during the 50s and 60s: "dead border" from the 70s: signs of receding				

	Civil	Economic	Institutional	Tourist
	relations			
Hungarian-Austrian	did not exist until the 60s	until the 60s: did not exist from the 80s: more and more production co-operation	from the 80s	from the 70s (shopping tourism)
Hungarian-Czechoslovakian			1971: Regional Development Working Committee 1977: midterm development concept for the common border (1977-1990)	
Danube region		co-operations between the agricultural cooperatives were especially frequent		shopping tourism (to the border towns), tourism (Balaton, Tatra Mountains)
Eastern Slovakian border zone		co-operations between heavy industry establishments (Miskolc-Kosice)		shopping tourism
Hungarian-Soviet				
Hungarian-Romanian	the Hungarian-speaking area was more like a barrier for the co-operations and not a basis; stringent administrative measures			
Hungarian-Yugoslavian		from the 70s: existed (e.g. processing of agricultural crops and products)	not coherent: vivid between Zala county and Slovenia, twin settlements along the Hungarian-Croatian part, institutional level along the Hungarian-Serbian (Hungarian minority)	shopping tourism

Table 15.2 Types of relations along the Hungarian borders during the socialist period

Generally speaking it may be established that although there were only a few cross-border relations between Hungary and its neighbours but they partly remained or partly transformed and in many cases enhancing their sister/twin county or sister/twin settlement relations gradually progressed to the middle stage of the chronological development of cross-border co-operations (bi-, tri- or multilateral co-operations). The thus developed co-operations followed the socialist model of cross-border co-operations.

1.2. Effects of the change of regime

On the whole, the change of regime had a huge impact on the perception and development of borders and border regions. In the second half of the eighties some researches appeared which interpreted the borders and border regions as such peculiar areas which require specific development. One of the most important developments was the realisation of the peripheral situation of border regions and its remedy.

During the transition period the borders opening all over Europe became symbols. One of these was the Hungarian-Austrian border which had an extremely important role in the acceleration of the migration processes. For the people in Hungary the Hungarian-Austrian border became the most significant, while for the Hungarian minorities living in the neighbouring countries the Hungarian-(Czecho)Slovakian, Hungarian-Romanian, and the borders with the newly born countries became the most important scenes for the phenomena related to borders.

As a consequence of the economic transition and structural change the investments turned and headed towards the border regions which formerly lacked any forms of innovation, investment and infrastructure during the previous decades. This re-evaluated not only the situation of the border regions but also created an opportunity for making contacts and establishing co-operations with neighbouring border regions characterised by similar features.

The administrative units have also undergone significant changes. The districts disappeared and the centrally controlled and managed council system of the settlements which earlier used to have only an insignificant role was replaced by the bottom-up local governments of the settlements. The role and *raison d'être* of the counties was also called into question but they still remained.

As a consequence of all these, the procedure of contact building absolutely changed, and the formerly rigid hierarchical procedure process was replaced by the system of *bottom-up* contact making which allows for the enforcement of substantive/independent interests.

As a result of the above the cross-border co-operations now appeared on several levels and opened new tasks for Hungary after the transformation. (Table 15.3)

	Length of border (km)	Nature of border	Nature of co-operation	Issue of minorities	Economic situation	Labour market characteristics
Hungarian-Austrian	356	EU external border	institutionalised intensive	-	success region	illegal work
Hungarian-Slovenian	102	candidate-candidate	institutionalised intensive	-	success region	-
Hungarian-Slovakian Danube region	679	candidate-candidate	mainly in the civil sphere, institutionalisation has also started	significant	gradual stability and slow rearrangement	free movement of workers
Eastern Slovakian border zone				significant	the former industrial centres got into crisis, very slow transition	considerable and permanent tensions in employment
Hungarian-Ukrainian	137	future EU external border – most often characterised by illegal activities	institutionalised	significant	the most slowly catching-up, the most backward, "black economy"	illegal work
Hungarian-Romanian	453	future EU external border	institutionalised	significant	peripheral situation	illegal work
Hungarian-Serbian	164	future EU external border	mainly in the civil sphere, institutionalisation has also started	less significant	"grey economy"	
Hungarian-Croatian	355	future EU external border	mainly in the civil sphere, institutionalisation has also started	-	peripheral situation	

Table 15.3 Main characteristics of the Hungarian borders during the socialist period

1.3. EU accession: expectations and consequences

The external changes happening in parallel with the internal transition/transformation of Hungary also had a generating effect on the creation of the external factors of cross-border co-operations. The development of conditions in the neighbouring countries similar to those in Hungary was only one of the external factors. In parallel with the association agreements signed with the European Union the cross-border co-operations were also given a role in the accession process. The EU financial sources for cross-border co-operations opened and provided a basis not only for the creation of the operating conditions but also raised the attention towards these types of co-operations on the local, regional and national levels.

From among the cross-border co-operations the euroregional co-operations, that is the euroregions, became the most successful and most widespread all over Central Europe including Hungary. These euroregions are designed to fulfil a kind of bridge role between the European Union and the countries – at that time – outside its borders. It is important to note that this co-operation form is a kind of practice area both according to the participants and the European Union which partly facilitates the closing-up of the backward border regions and partly enables the member regions and member countries to become active partners in the integration process.

In the course of the closing-up of the border regions the primary aim is the enhancement of economic growth which is highly assisted by the attraction of the foreign direct investment, the raising of the standard of living, the lowering of the level of unemployment and the more intensive participation in external trade.

Compliance with all these terms relates to the entire area of the country, including all border regions. However, not long after the introduction of its programmes supporting cross-border co-operations, the EU realised that the border regions of those candidate countries which have no common borders with the EU have a much harder task since they should improve their situation from 'self-power' on the above mentioned areas. Then it extended the Phare CBC Programme for three more borders of Hungary (Hungarian-Romanian, Hungarian-Slovakian and Hungarian-Slovenian).

Following the EU accession of Austria in 1995 Hungary had a 356 km long common border with the EU. This meant only 16.6% of the total length of the borders of Hungary (2146 km). From 1 May 2004, nevertheless, other changes came in relation to the borders of Hungary as a result of which 47% of the borders of Hungary became external borders for the European Union, and with the accession of Slovenia, Slovakia and Hungary the ratio of EU internal borders of Hungary grew from the former 0% to 53%. After the accession of Romania in 2007, another 21% of the borders was added to the EU internal borders of Hungary (74%).

In addition to the quantitative change there is also a qualitative change with respect to the Hungarian borders. Within the European Union Hungary became one of those countries which have not only internal borders but also external ones. Even so, its external borders became also shared between countries which are candidate and non-candidate. Besides, after the adoption and introduction of the Schengen Agreement considerable changes took place also from the aspect of border guarding. As a consequence of the “closed” borders developed along the external borders of the EU the doubt arose regarding the future of the euroregions along the external borders of the EU: What should be the effect of our accession on the operation and management of these euroregions? What kind of changes could be expected?

One thing is sure, just like the EU supported the work of the euroregions formed along its external borders in the past, it should continue to do so. Only they should transform in their quality – and hopefully in their quantity (Phare CBC→Interreg). At the same, for the stakeholders in foreign direct investments and the participants in the export-import activities the queuing and waiting at the borders and the uncertain markets also brought negative impacts. In addition to the above, the Hungarian minorities living in the neighbouring countries also play an important role, who became partly temporarily (2004-2007: Romania), or on a long-term (Serbia), or permanently (Ukraine) primary losers of the restrictions at the borders. The non-member countries encouraged the maintenance of the cross-border co-operations since for instance in the Carpathian Euroregion it had been the pronounced aim of the Romanian member regions to get closer to the EU membership through the relations with the Hungarian member regions of the Carpathian Euroregion.

Therefore, Hungary had to face multiple tasks after 2004 for the relationship system of the border regions was greatly influenced by the EU membership (Table 3). Besides, the Hungarian foreign policy does not only “highly appreciate all forms of euroregional co-operations with the neighbouring countries based on local initiatives” but also encourages the establishment of euroregions and other cross-border co-operations[103] [190] and “In the future the Government shall continue to endeavour support the operation of the euroregions both morally and financially.” (K/909/1).

2. Euroregions

Every county in Hungary – and many of its towns and chambers – participates in a euroregional co-operation. At present there are 15 euroregions along the borders of Hungary: **Carpathian Euroregion** (1993), **Duna-Körös-Maros-Tisza Euroregion** (1997), **West Pannon Euroregion** (1998), **Duna-Dráva-Száva Euroregion** (1998), **Ipoly/Ipel Euroregion** (1999), **Vág-Duna-Ipoly Euroregion** (1999), **Sajó-Rima Euroregion** (2000), **Neogradiens Euroregion** (2000), **Ister-Granum Euroregion** (2000), **Kassa-Miskolc Euroregion** (2001), **Hármas Duna-vidék Euroregion** (2001), **Hajdú-Bihar-Bihar Eurorégió** (2002), **Zemplén Euroregion** (2004), **Mura-Dráva Euroregion** (1998/2004), **Duna Euroregion** (2009).

3. Case Study: Hajdú-Bihar county – Hungarian-Romanian border

3.1. Twin settlement relations

Comparing the nature of twin settlement relations in Hungary, it may be established that the cultural motives were dominant in the foundation of the co-operations of the past 70 years. This means that the primary aims were the conservation and preservation of the culture and traditions. It has become an especially striking feature since the transformation period. Almost half (45%) of the currently existing twin settlement relations have a cultural basis.[104] [191]

Looking at the level of the Regions, it may be observed that the ratio of co-operations based on cultural relations and traditions is the highest in the Northern Great Plain Region. In the Northern Hungarian Region, the traditions play a more important role while in the case of the Northern Great Plain Region, the cultural relations are followed by tourism as a significant link for the co-operations. At the same time, the proximity to the state

border within the Northern Great Plain Region appears as an important element for the co-operation. The case of Hajdú-Bihar county is an excellent example for this since 20% of the neighbouring Romanian sister settlements are located along the border. (Figure 15.1) Whatever motivated the international co-operations they were mostly based on educational and cultural relations (83%).

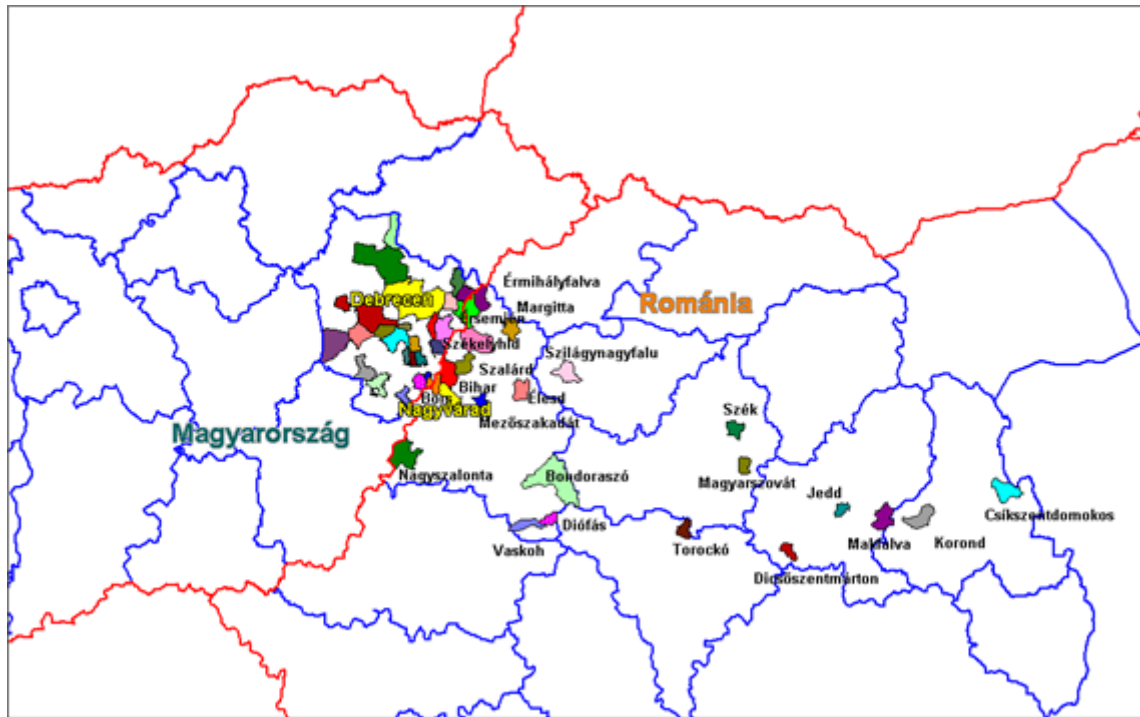


Figure 15.1 Geographical location of the twin settlements of Hajdú-Bihar county in Romania

There are altogether 82 settlements in Hajdú-Bihar county with a total of 76 sister settlements. (12) and Hajdúszoboszló (8) may be characterised with a high activity in this respect from among the towns while Nyíracsad (3), Hortobágy (2) and Körösszegapáti (2) are outstanding from among the villages. (Figure 15.2) Out of the 82 settlements, 39 have sister settlements from 19 countries of the world (Europe: 15; North America: 1; Asia: 3).

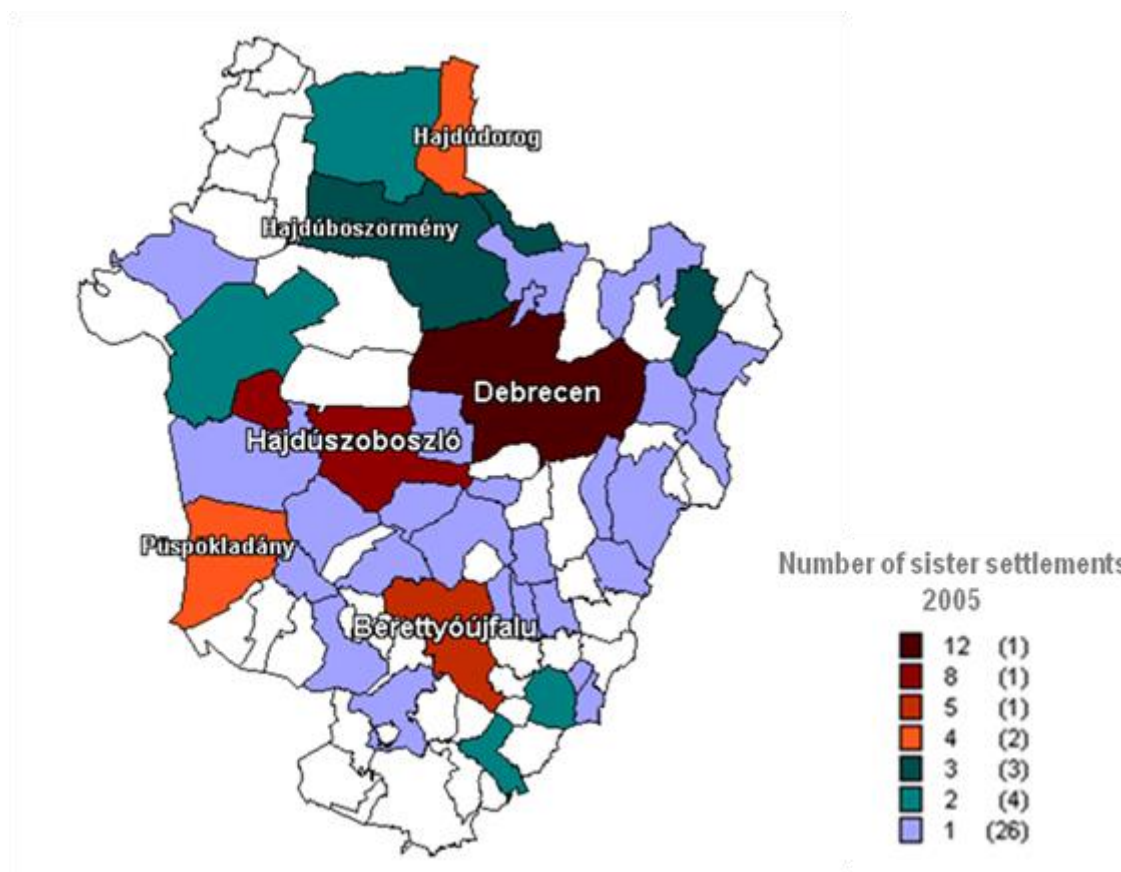


Figure 15.2 The number of sister relations on the settlements of Hajdú-Bihar county

41% of the sister settlements are Romanian and there are four settlements in the county which have two Romanian partners (Biharkeresztes, Hajdúdorog, Nyíracsad, Körösszegapáti). 69% of the 39 settlements in Hajdú-Bihar with sister settlements have Romanian partners. (Figure 15.3)

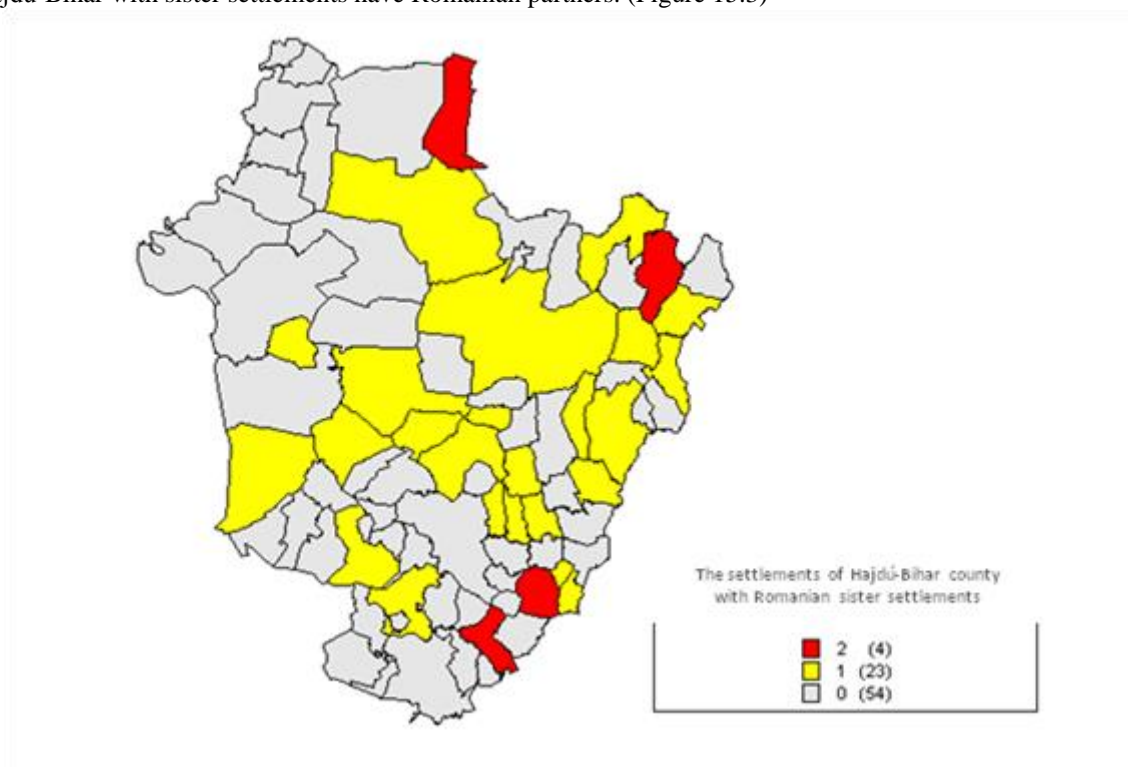


Figure 15.3 Settlements in Hajdú-Bihar county with Romanian partners

The Polish (16%) and Finnish (7%) sister settlements also represent a considerable ratio. Only Hajdúszoboszló have Slovakian sister city relations. (Figure 15.4)

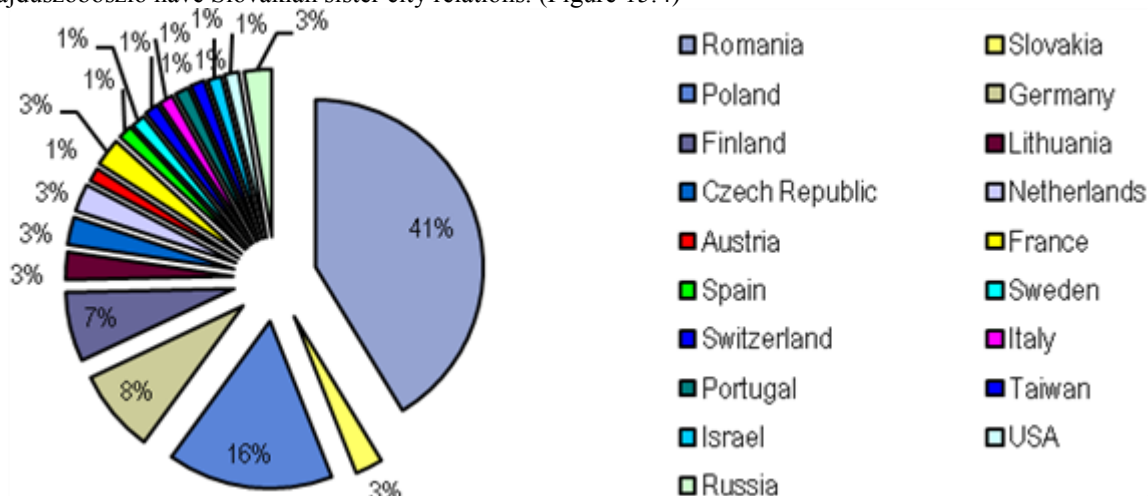


Figure 15.4 Sister settlement relations of the settlements in Hajdú-Bihar county by countries

The Romanian sister settlements are located in eight counties – the highest representation being provided by the geographically closest Bihor county (45%). It is worth to mention that there are no sister settlements from Satu Mare and counties – though they are also located along the border be. (Figure 15.1)

3.2. Euroregional co-operations

Euroregions are cross-border co-operations which are founded by self-governments in a bottom-up manner. One of their most significant features is that the participants are equal partners on both sides of the border. The partners express their will to harmonise their activities for all fields of life – including the cultural, economic, commercial, or even political areas.

At present, there are 15 euroregions operated along the borders of Hungary which came into existence as a result of initiatives on various administrative levels. Most often they are formed by NUTS 3 – county – entities. However, the Euregio West Pannon along the Hungarian-Austrian border is a NUTS 2 – region – entities, while the Bihar-Bihor Euroregion is a co-operation on the LAU 5 – settlement – level.

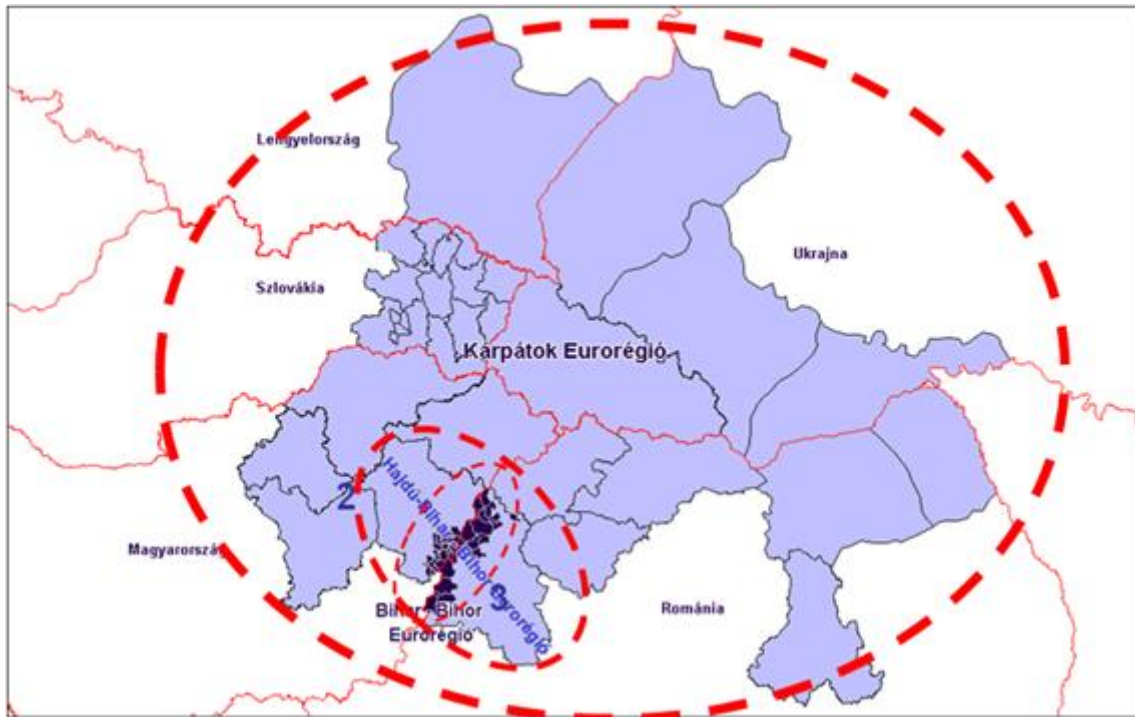


Figure 15.5 Euroregions along the Hungarian-Romanian border with the participation of Hajdú-Bihar county

The highest number of euroregions can be found along the Hungarian-Slovakian border – which may be primarily explained by the length of the border and the presence of former economic relations. Looking at the density of euroregions ('euroregion density index'), the Hungarian-Romanian border is on the second place since five co-operations of the kind were established here in the past twelve years. The border of Hajdú-Bihar county with (150 km) is outstanding in this respect for there are three euroregions operating. (Figure 15.5) This may be explained by the high co-operation activity of the region based on the common historical background, the development of economic relations, the traditions and the cultural aspects.

3.2.1. Carpathian Euroregion (1993)

The **Carpathian Euroregion Interregional Association** was founded on 14 February 1993 on the initiative of four Hungarian counties, two Polish voivodships and a Ukrainian oblast. Following the establishment of the co-operation, there were several territorial changes and currently covers an area of 161192 km². This euroregion is, in fact, the oldest and biggest in comparison with the other euroregions along the borders of . Its significance was further upgraded by the EU accession of since the area is divided by internal, external and temporarily external borders, too. (Figure 15.6)

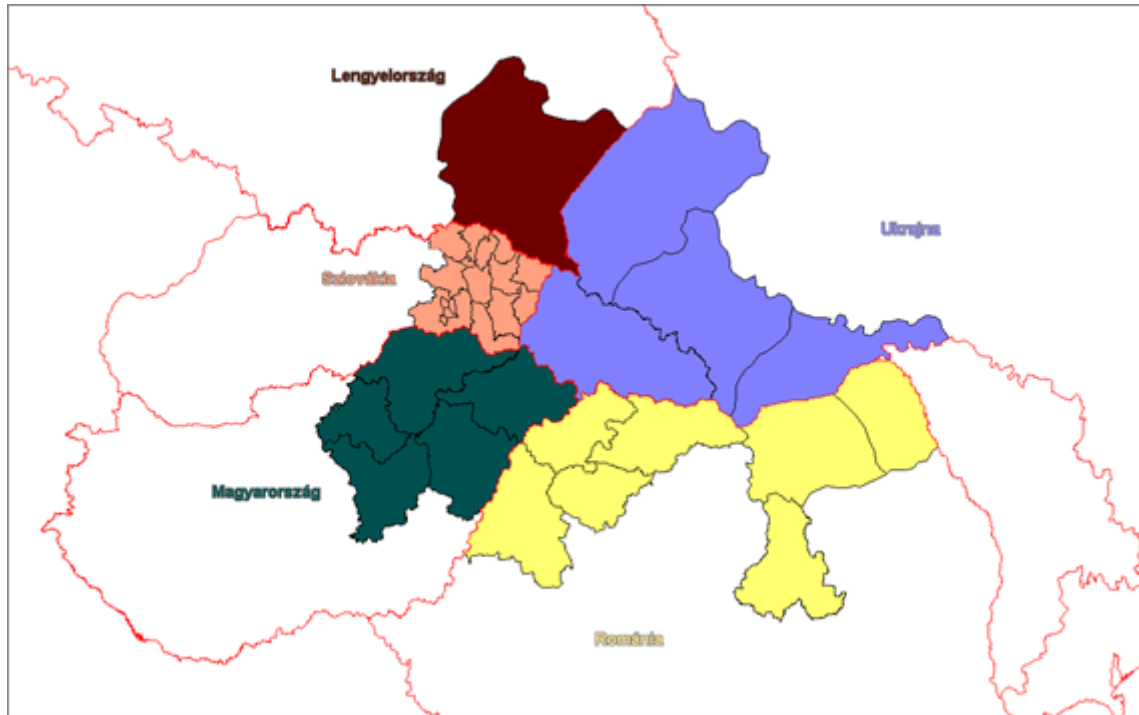


Figure 15.6 The area of the Carpathian Euroregion

The Carpathian Euroregion is often criticised for its too large area and the extreme differences between the partner regions which result in the lack of harmony. It is no doubt that there are problems which are named as inhibiting factors in the co-operation but there are also considerable successes and results. As far as the cultural aspects are concerned, several programmes – exhibitions, fairs, competitions, symposiums, creative camps – are organised by the association.

A questionnaire conducted in 2002 studied the operation and future of the Hungarian euroregions from the aspect of the EU accession[105] [191]. It covered the entire length of state borders around and addressed the active participants of the five largest euroregion. The conclusions regarding the differences by the various border types summarise the most important findings (Table 15.4).

Table 15.4 The future of borders within the Carpathian Euroregion

	possible changes affecting the future of the euroregion	reasons possibly causing partners to leave	impact of the euroregion on the EU accession
internal	the former role of the state borders disappear and the mission of the co-operation changes	getting into a more favourable position within the European Union	contributing to the acceleration of the accession processes
external	the Hungarian partners become prospering regions within the country	getting into a less favourable position within the European Union	diminishing the peripheral character
temporary external	the Hungarian partners get an active role in the work of the EU	political reasons	introducing the partners to the European Union

15.3.2.2 Hajdú-Bihar–Bihar Euroregion (2002)

The **Hajdú-Bihar–Bihar Euroregion** was founded on 11 October 2002 by the Self-government of Hajdú-Bihar County, the Self-government of Debrecen City with County Rights, the Council of Bihar County and the Mayor's Office of Oradea City with County Rights. The two counties and two cities concentrates on a much smaller area (13755 km²) and population (1176 thousand people) within the Carpathian Euroregion. (Figure

15.7) The co-operation looks back to a past of many decades where the main motive is constituted by the mutual exploitation of the advantages offered by the border situation. The co-operation involves the commercial, financial and civil spheres, laying great emphasis on the harmonisation of the challenges set by the labour market.

Festivals, symposiums, exhibitions and creative camps were organised within the frames of the Cultural Co-operation Programme (2004-2005). The programmes were mainly organised in Debrecen (35%) while Bihardiőszeg was the main host on the other side of the border.

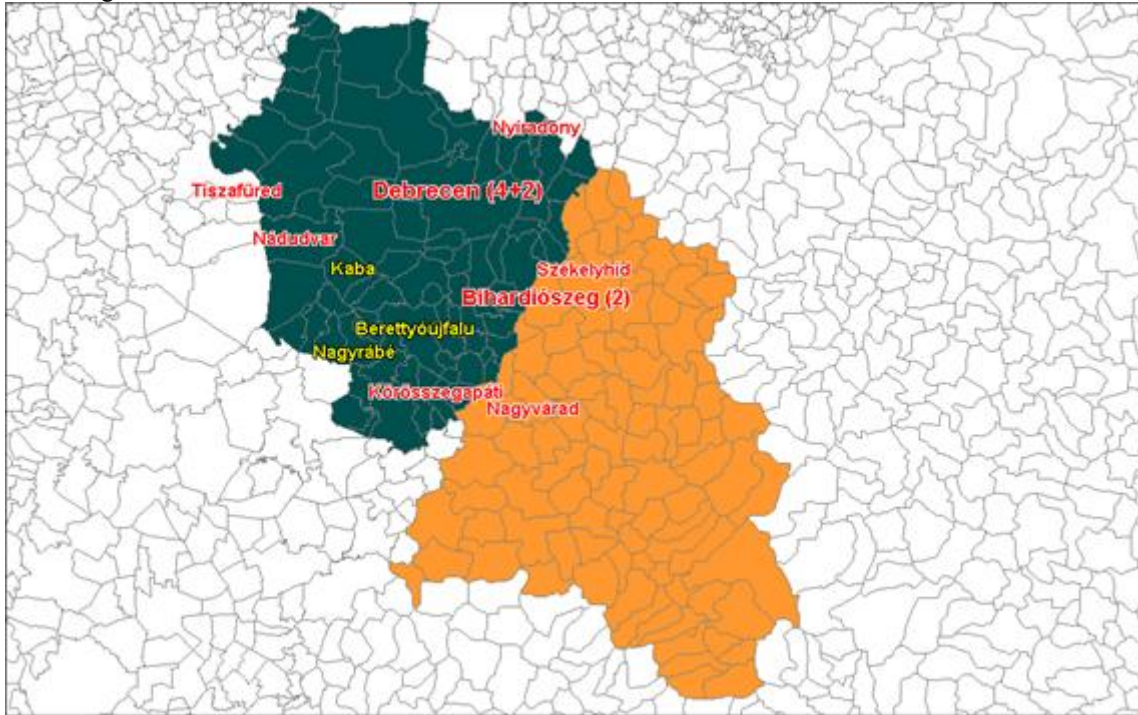


Figure 15.7 Area of the Hajdú-Bihar–Bihar Euroregion (with the most important locales of the programmes organised in 2004-2005)

The programmes affected the population of both counties and the majority of visitors and participants arrived from one of the two counties. In addition to the above programmes, in September 2002 the School Alliance of Bihar was founded in which 38 schools from the border region (22 Romanian, 16 Hungarian) harmonise their activities in the fields of development of abilities, personality trainings, Internet connection, and crisis management. The partner institutions (primary, secondary and secondary vocational schools) exchange their experiences in the field of teaching foreign languages and elaborate common curricula laying great emphasis on the teaching of mother tongue and the European studies (within and outside the European Union).

3.2.2. Bihar–Bihar Euroregion (2002)

Similarly to the Hajdú-Bihar–Bihar Euroregion, it is the narrower gravitation zone of the centres (Debrecen-Oradea) which provides the basis for the demarcation of the functional region. The establishment of the **Bihar–Bihar Euroregion** in 2002 was preceded by the foundation of the Regional Development Association of the Border Settlements of Bihar along the Border which consists of 19 settlements from the area lying directly along the border. The euroregion with its set in Biharkeresztes was founded by settlements belonging to the regional development associations on both sides of the border. (Figure 15.8) Its most important forum is the Bihar-Bihar Expo (exhibitions and fairs along the border). Both the co-operation tendency and the exhibitions and fairs contribute to the strengthening of the multiplication effect which means that the expected developments spread all over the peripheral – mostly border – settlements on both sides of the border.

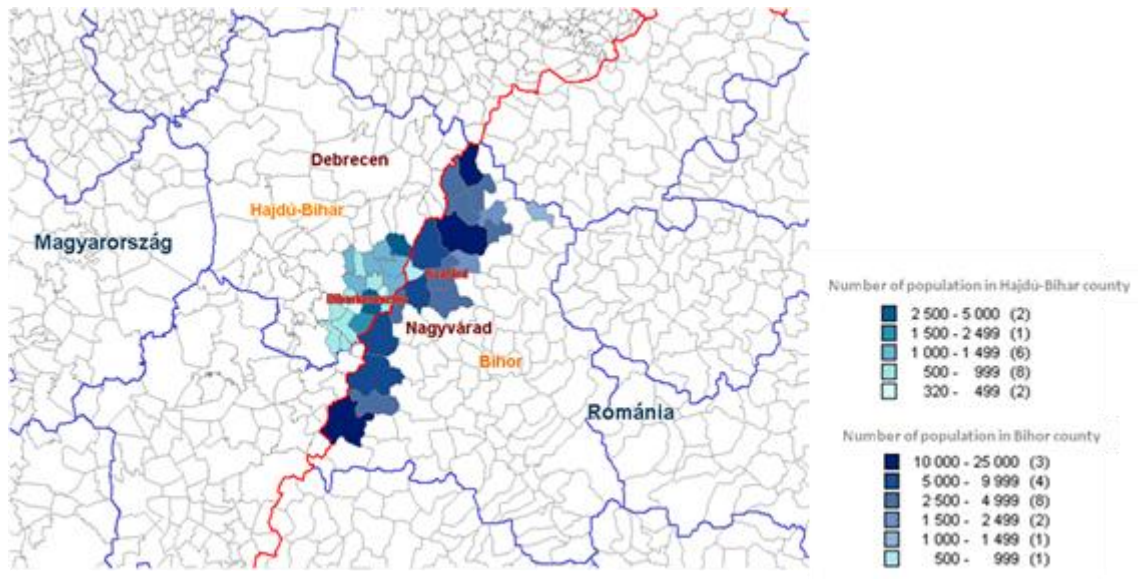


Figure 15.8 Area of the Bihar-Bihar Euroregion (on the basis of the number of population on the participating settlements)

The significance of the Bihar-Bihar Euroregion is further strengthened by its geopolitical situation since the settlements working together within the Euroregion are divided by the state border until the EU accession of Romania. After , as the Schengen Agreement is reinforced the settlements may co-operate assisting each other. Its advantages will be especially felt in the sister settlement relations of Ártánd-Bors, Létavértes-Székelyhíd, Bagamér-Érsemjén and Nyírábrány-Érmihályfalva which settlement pairs are located directly along the border. In these cases there have been day-to-day relations for the past decade.

3.3. Thematic cross-border alliances

Those co-operations which are initiated by **settlements with the same names or similar historic and cultural values** constitute a special type of cross-border co-operations (and more especially sister settlement relations). For instance, the settlements with the term ‘Keszi’ in their names organise regular meetings in the . The meetings of the ‘Szentistván’ settlements or the ‘lármafa’-meetings of the settlements fostering the ‘Szent László tradition’ are similar in this sense. The settlements of the ‘Szent Király Alliance’ also organise programmes on a regular basis.

The **Alliance of Towns and Villages** may be regarded as such a cross-border alliance built on special thematic unity and based on cultural endowments. Its territorial continuity allows a more unanimous demarcation than that of the sister settlement relations but the euroregions still represent more dominant territorial units. The unity is provided by the common history, traditions, educational relations and culture complemented by the will to co-operate. It considers its identity to be an amalgam of the common cultural tradition and heritage of its members. Thus, the primary objectives of the are (1) to establish and operate a cultural network that facilitates the process of learning about and presenting the cultural values of each of the individual members, (2) and to launch related joint projects in the various fields of culture. All these support the thesis worded by the Alliance of Towns and Villages says. “We are convinced that together we can achieve more than we could individually.”

3.4. Conclusions

The **co-operation activity index** for Hajdú-Bihar county reveals the needs and wills of the settlements concerning the co-operation with the settlements and counties from neighbouring countries. Relying on the above co-operations the index for Hajdú-Bihar county shows a varied a picture, tough a few tendencies may be recognised (Figure 15.9). Ten settlements are especially active representing two types. First, Debrecen and Hajdúszoboszló, the two biggest cities and tourist centres of the county, and secondly Biharkeresztes, Körösszegapáti, Ártánd, Bedő, Gáborján, Szentpéterszeg, Hencida and Pocsaj which are located in the close proximity of the Hungarian-Romanian border.

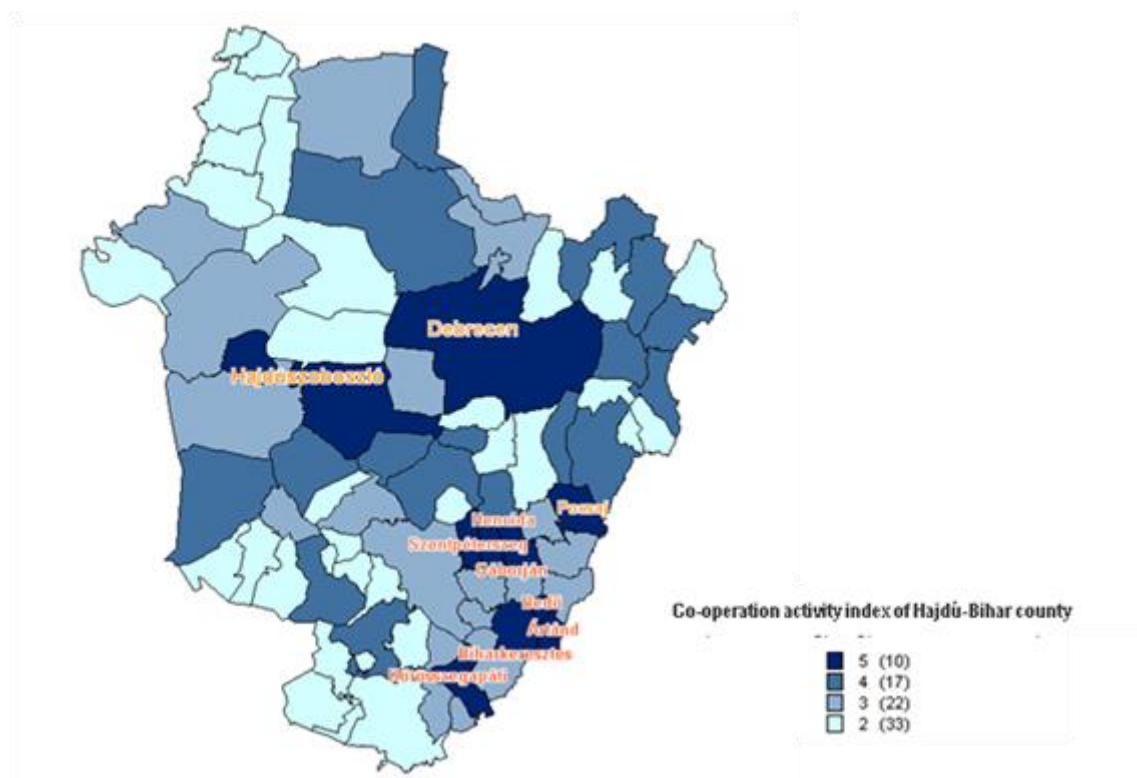


Figure 15.9. Co-operation activity of the settlements of Hajdú-Bihar

Comparing the map with the co-operation activity index with the map of the Alliance of Towns and Villages – which is the most ‘bottom-up’ in its character - (Figure 15.10), it may be seen that **Debrecen and the closest lying Romanian settlements are the most intensive concerning cross-border co-operations.**

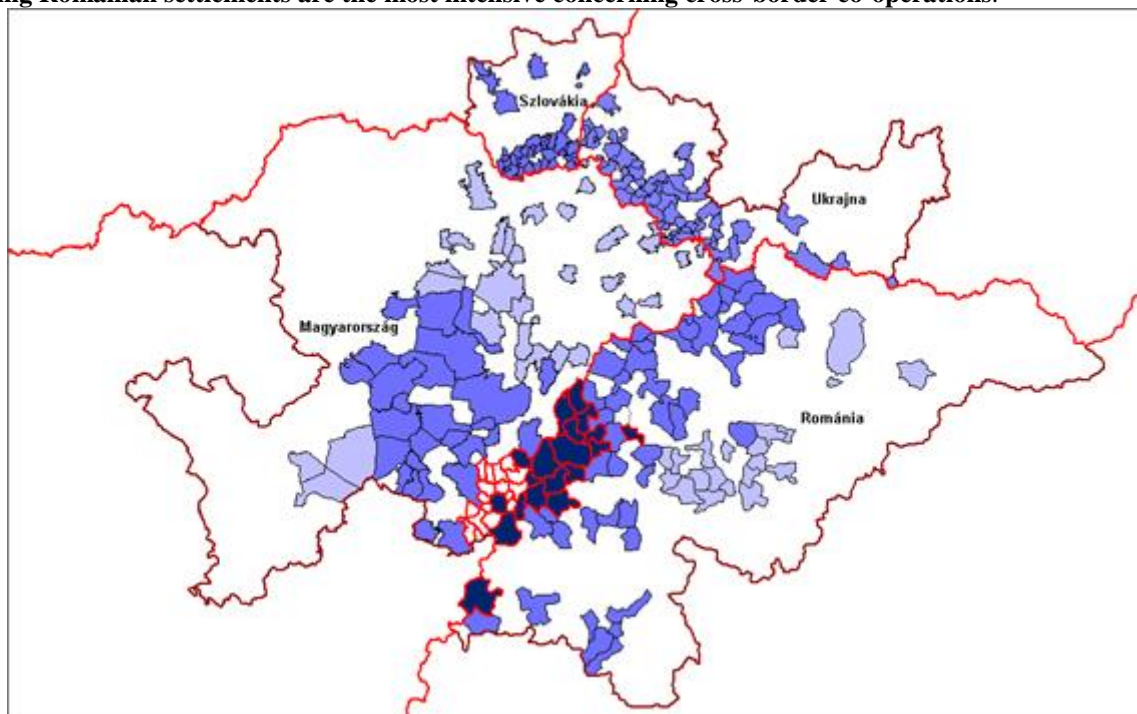


Figure 15.10 Co-operation activity of the settlements forming the Alliance of Towns and Villages

Finally, it may be established that while the sister settlements and euroregions play an important role in the maintenance and revival of the cultural relations based on historical traditions, but **an alliance initiated**

especially on the basis of cultural aspects promotes the recognitions of the hypothetical regional consciousness.

4. Test your progress

(online)

I. Fill in the gaps.

1. Approximately _____ of the area of the country is regarded border regions.
 - A. 35%
 - B. 50%
 - C. 66%
 - D. 75%
2. Following the EU accession of Austria in 1995, _____ of the total length of the borders of Hungary constituted a common border with the EU.
 - A. 16.6%
 - B. 10%
 - C. 22%
 - D. 33%
3. After the accession of Romania in 2007, the total length of the EU internal borders of Hungary constituted _____ of the total length of borders of Hungary.
 - A. three-quarters
 - B. one-third
 - C. two-thirds
 - D. half
4. 69% of the 39 settlements in Hajdú-Bihar with sister settlements have Romanian partners.
 - A. 69%
 - B. 39%
 - C. 25%
 - D. All
5. Out of the 82 settlements in Hajdú-Bihar county, 39 have sister settlements from ____ countries of the world.
 - A. 19
 - B. 13
 - C. 26
 - D. 32

II. True or False?

6. The settlements of Hajdú-Bihar county have sister settlements also from Australia.
7. The highest number of euroregions can be found along the Hungarian-Slovakian border.
8. At present, there are 12 euroregions operated along the borders of Hungary which came into existence as a result of initiatives on various administrative levels.
9. The Carpathian Euroregion consists of partner regions from five countries.
10. The Hajdú-Bihar–Bihar Euroregion involves the commercial, financial and civil spheres, laying great emphasis on the harmonisation of the challenges set by the labour market.

III. Fill in the gaps with the missing words and expressions.

A – regional consciousness B – cultural relations C – historical traditions D – sister settlements

It may be established that while the 11 and euroregions play an important role in the maintenance and revival of the 12 based on 13, but an alliance initiated especially on the basis of cultural aspects promotes the recognitions of the hypothetical 14.

E – the Hungarian partners become prospering regions within the country

F – contributing to the acceleration of the accession processes

G – getting into a more favourable position within the European Union

H – the former role of the state borders disappear and the mission of the co-operation changes

I – diminishing the peripheral character

J – getting into a less favourable position within the European Union

	possible changes affecting the future of the euroregion	reasons possibly causing partners to leave	impact of the euroregion on the EU accession
internal	15	16	17
external	18	19	20

Correct answers:

1. A
2. A
3. A
4. A
5. A
6. F
7. T
8. F
9. T
10. T
11. D
12. B

- 13. C
- 14. A
- 15. H
- 16. G
- 17. F
- 18. E
- 19. J
- 20. I

[1] The following five approaches are based on the article entitled “Borderlands Borders and Global Frontiers: Complications of a seemingly simple concept” (Source: <http://science.jrank.org/pages/8484/Borders-Borderlands-Frontiers-Global-Complications-Seemingly-Simple-Concept.html>) The *approaches* are suggested by the author of this book, while the wording of the descriptions often follows the original text found on the cited website.

[2] Prescott, Victor – Triggs, Gillian D. (2008) *International Frontiers and Boundaries – Law, Politics and Geography*. Martinus Nijhoff Publishers, Leiden-Boston. p12.

[3] Newman, David – Paasi, Anssi (1998) *Fences and neighbours in the postmodern world: boundary narratives in political geography*. In: *Progress in Human Geography*. The online version can be found at: <http://phg.sagepub.com/cgi/content/abstract/22/2/186>

[4] Duška Knežević Hočevan (2000) *Studying international borders in geography and anthropology: paradigmatic and conceptual relations*. <http://giam.zrc-sazu.si/zbornik/knezevic40.pdf>

[5] Kaplan, David H. - Häkli, Jouni (2002) *Learning from Europe? Borderlands in Social and Geographical Context*. In: Kaplan, D. H. – Häkli, J. (eds.) *Boundaries and Place – European Borderlands in Geographical Context*. Rowman&Littlefield Publishers, Inc. Lanham, 2002. p.6.

[6] Hartshorne, Richard (1936) “Suggestions on the terminology of political boundaries.” In: *Annals, Association of American Geographers*, 26, pp.56-57.

[7] Peter Haggett (2001) *Geography: A Global Synthesis*. Pearson Education Limited, Harlow. p.521.

[8] <http://www.welcomeurope.com/european-funding-glossary/definition/cross-border-operation+527>

[9] Sonya Gerfert (2009) *Cross-border co-operation; Transforming borders*. Available at: http://essay.utwente.nl/60149/1/BSc_S_Getfert.pdf

[10] Celata, Filippo – Coletti Raffaella: *Discourses and narratives of cross border cooperation and regionalism in the European Union (DRAFT)*. 12p. http://geostasto.eco.uniroma1.it/utenti/celata/nndwnld/CelataColetti_CBCdiscourses_300508-draft.pdf

[11] Yndigegn, Carsten: *Between Debordering and Rebordering Europe: Cross-Border Cooperation in the Åresund Region or the Danish-Swedish Border Region*. pp.47-59. http://src-h.slav.hokudai.ac.jp/publicn/eurasia_border_review/abr2/4_yndigegn.pdf

[12] Anssi Paasi (2002) *Place, Boundaries, and the Construction of Finnish Territory*. In: Kaplan, D. H. – Häkli, J. (eds.) *Boundaries and Place – European Borderlands in Geographical Context*. Rowman&Littlefield Publishers, Inc. Lanham, 2002. p.186.

[13] Antoni Durí-Guimerà – Xavier Oliveras González (2010) *Recent dynamics in European cross-border cooperation: towards a new period? Regional Studies Association Annual International Conference 2010*. <http://www.regional-studies-assoc.ac.uk/events/2010/may-pecs/papers/Guimera.pdf>

[14] In political geography the English literature uses three terms for borders: border, boundary and frontier. The first two refer to the border line itself where the term boundary may be regarded as more neutral, As opposed to this, the frontier is more than a border line but demarcates border zones. Therefore many use the term frontier to describe the border regions.

[15] Gabbe, Jens: Legal status of cross-border co-operation structures – past, present and prospects. AEHR/AGEG/ARFE, Gronau. 10p.

[16] Ibid.

[17] European Outline Convention on Transfrontier Co-operation between Territorial Communities or Authorities. ETS No. 106. <http://conventions.coe.int/Treaty/EN/Reports/Html/106.htm#FN1>

[18] As of October 2012. <http://www.minbuza.nl/en/key-topics/treaties/search-the-treaty-database/1980/5/000646.html>

[19] http://www.coe.int/t/dg4/cultureheritage/heritage/cemat/versioncharte/Charte_bil.pdf

[20] As of October 2012. <http://www.minbuza.nl/en/key-topics/treaties/search-the-treaty-database/1995/11/006811.html>

[21] As of October 2012. <http://www.minbuza.nl/en/key-topics/treaties/search-the-treaty-database/1998/5/008655.html>

[22] *Sadowski Report: Similarities and differences of instruments and policies of the Council of Europe and the European Union in the field of transfrontier co-operation*, 2006 edition [tfc_SadowskiReport2006_EN.pdf]

[23] Ibid.

[24] www.coe.int/local

[25] <http://assembly.coe.int/Main.asp?link=/Documents/AdoptedText/ta08/EREC1829.htm>

[26] Treaty establishing the European Community (Nice consolidated version) – Part Three: Community policies – Title XXI: Economic, Financial and Technical Cooperation with Third Countries – Article 181a. <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:12002E181A:EN:HTML>

[27] http://www.batory.org.pl/doc/gateways_to_europe_2008.pdf

[28] OJ L 370, 30.12.1986, p. 5

[29] OJ L 181, 1.07.1992, p. 22

[30] OJ L 181, 1.7.1992, p. 1

[31] http://eur-lex.europa.eu/smartapi/cgi/sga_doc?smartapi!celexplus!prod!DocNumber&lg=en&type_doc=Regulation&and_oc=1994&nu_doc=1628

[32] http://eur-lex.europa.eu/smartapi/cgi/sga_doc?smartapi!celexplus!prod!DocNumber&lg=en&type_doc=Regulation&and_oc=1994&nu_doc=1628

[33] OJ L 189, 30.7.1996, p.1

[34] Source: Thematic Evaluation Report ZZ/CBC/03081, 13 February 2004, EMS Central Office. http://ec.europa.eu/enlargement/pdf/financial_assistance/phare/fv_zz_cbc_0381_en.pdf

[35] <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2000:012:0001:0009:EN:PDF>

[36] http://eur-lex.europa.eu/smartapi/cgi/sga_doc?smartapi!celexplus!prod!DocNumber&lg=en&type_doc=Regulation&and_oc=2002&nu_doc=1596

- [37] Wider Europe – Neighbourhood: A New Framework for Relations with our Eastern and Southern Neighbours. <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2003:0104:FIN:EN:PDF>
- [38] Wider Europe – Neighbourhood: A New Framework for Relations with our Eastern and Southern Neighbours. <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2003:0104:FIN:EN:PDF>
- [39] http://ec.europa.eu/world/enp/pdf/strategy/strategy_paper_en.pdf
- [40] It was amended by Regulation 863/2007.
- [41] <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2004:349:0001:0011:EN:PDF>
- [42] http://ec.europa.eu/world/enp/pdf/oj_l310_en.pdf
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- [44] European Territorial Cooperation: Building bridges between people. EU Regional Policy. September 2011. 152p. http://ec.europa.eu/regional_policy/sources/docgener/presenta/territorial2011/etc_book_en.pdf
- [45] LACE Phare CBC: Position Paper. October 2000. Gronau, 21p.
- [46] LACE Phare CBC: Position Paper. October 2000. Gronau, 21p.
- [47] LACE Phare CBC: Position Paper. October 2000. Gronau, 21p.
- [48] The basic principle of Interreg III is that „National borders should not be a barrier to European balanced development and integration.”
- [49] OJ 2000/C 143/08.
- [50] The regulation on the ERDF defines its role and fields of interventions such as the promotion of public and private investments helping to reduce regional disparities across the Union. The ERDF will support programmes addressing regional development, economic change, enhanced competitiveness and territorial cooperation throughout the EU. Funding priorities include research, innovation, environmental protection and risk prevention, while infrastructure investment retains an important role, especially in the least developed regions.
- [51] <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:32006R1080:EN:NOT>
- [52] http://www.euroresources.org/guide/funding_programmes_open_to_all_applicants/eu_2_enpi_cross_border_co_operation.html
- [53] Commission Regulation 2760/98. <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CONSLEG:1998R2760:20050708:EN:PDF>
- [54] Community Action for Border Regions, 2002
- [55] The Commission Regulation No. 2760/98 was amended by Regulations No. 1596/2002 and No. 1822/2003, and is based on Joint Programming Documents and managed by the Joint Co-operation Committees.
- [56] Armenia, Azerbaijan, Belarus, Georgia, Kazakhstan, Kyrgyzstan, Moldova, Mongolia (until 2003), Russia, Tajikistan, Turkmenistan, Ukraine and Uzbekistan.
- [57] Report on the TACIS CBC, 2000.
- [58] http://ec.europa.eu/enlargement/how-does-it-work/financial-assistance/cards/index_en.htm
- [59] <http://bcserdon.com/wp-content/uploads/2011/03/eu-funding-for-the-western-balkans-2010-2012.pdf> PP.7-8.
- [60] Libya has an observer status in the Euro-Mediterranean Partnership and is eligible for funding under the ENPI. Negotiation for an EU-Libya Framework Agreement got underway in November 2008.

- [61] Russia is receiving funding from the ENPI even though relations with this neighbour country are not developed through the ENP, but through a strategic partnership covering four “common spaces”.
- [62] Based on data from http://www.enpi-info.eu/maineast.php?id=322&id_type=10
- [63] http://www.enpi-info.eu/main.php?id_type=2&id=402
- [64] Hardi, Tamás (2000)
- [65] Ibid.
- [66] Ibid.
- [67] Ibid.
- [68] Ibid.
- [69] Martinez 1994a, 1994b
- [70] This subchapter on the added value is based on and uses the results of Chapter 4 and 5.4.2-3 of the AEBR's White Paper on European Border Regions. Gronau 2006, pp.117. http://www.espaces-transfrontaliers.org/document/doc_white_paper_AEBR_EN.pdf
- [71] The Council of Europe uses the term “transfrontier” while the EU terminology always uses “cross-border” for the co-operations between neighbouring regions along a border (only bi or trilateral).
- [72]
- [73] http://www.coe.int/t/congress/presentation/default_en.asp?mytabsmenu=1 Accessed: 16 July 2012
- [74] http://www.coe.int/t/dgap/localdemocracy/Subcommittees/former_subcommittees/LRCT/Default_en.asp Accessed: 16 July 2012
- [75] http://www.coe.int/t/dgap/localdemocracy/Subcommittees/LRIC/default_en.asp Accessed: 16 July 2012
- [76]
http://www.coe.int/t/dgap/localdemocracy/areas_of_work/transfrontier_cooperation/committeofadvisers/default_EN.asp
- [77] http://www.aebr.eu/en/news/news_detail.php?news_id=186
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http://www.aebr.eu/files/publications/territorialauthorities_01.en.pdf
- [80] Ibid., p10.
- [81] <http://www.regional-studies-assoc.ac.uk/events/2011/mar-slovenia/papers/Lange.pdf> Accessed: 25 July 2012
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- [84] http://www.interact-eu.net/egtc_and_etc/egtc_and_etc/67/40
- [85] http://www.aebr.eu/files/publications/territorialauthorities_01.en.pdf

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[89] Markus, Perkmann (2003) Cross-border regions in Europe. Significance and drivers of regional cross-border cooperation.

[90] http://en.wikipedia.org/wiki/Cross-border_region

[91] http://www.slg-coe.org.ua/wp-content/uploads/2012/10/Toolkit_Cross-border-co-operation.pdf

[92] Czimre, Klára (2005) Cross-border co-operations: theory and practice. Kossuth Egyetemi Kiadó, Debrecen pp.110-111.

[93]
http://ec.europa.eu/regional_policy/country/prordn/details_new.cfm?gv_PAY=BE&gv_reg=ALL&gv_PGM=1264&gv_defL=7&LAN=7

[94] Todorovič – Tosič (2006): Transborder Cooperation in the Pannonian Plain – Case Study of „The Euroregion Danube-Drava-Sava”. In: Geographica Pannonica 10/2006. pp85-88.

[95] Jean-Michel Ligier, in „L’Arc Jura Region of Europe” <http://www.conference-transjurassienne.org/>

[96] http://www.conference-transjurassienne.org/qui-sommes-nous/nos-priorites/?no_cache=1.

[97] There are other countries in the EU which have common borders with third countries which they are not listed. The reason for this can be that either (1) there is no cross-border co-operation along it, or (2) the cross-border co-operations along it have more than one EU member state involved.

[98] The priorities of the Neighbourhood Programme Poland-Belarus-Ukraine were the following: **Priority 1:** Increase of competitiveness of border regions through modernisation and development of cross-border infrastructure; **Priority 2:** Development of human resources capital and institutional forms of cross-border co-operation as improvement of safety of the borders of the European Union.

[99] The focus of **Priority 1** is on **actions promoting and supporting better conditions for entrepreneurship, tourism development and transport connectivity**. It includes three Measures: Measure 1.1 Better conditions for entrepreneurship; Measure 1.2 Tourism development; Measure 1.3 Improving access to the region. **Priority 2** is focused on **management of environmental threats and actions promoting sustainable economic use of natural resources, development of renewable energy sources and energy saving, as well as increasing the efficiency of border infrastructure and procedures and improving border security**. It includes the following measures: Measure 2.1 Natural environment protection in the borderland; Measure 2.2 Efficient and secure borders. The focus of **Priority 3** is on **actions promoting and supporting cross-border cooperation in terms of institutional capacity building as well as local initiatives supporting people-to-people cooperation**. The following measures are included: Measure 3.1 Regional and local cross-border cooperation capacity building; Measure 3.2 Local communities’ activities.

[100] AER Conference on “Regions of the Black Sea: Creating success together” (Paris, 15-16 February 2010) Presentation of the Black Sea Euroregion by Ludmila Sfirloaga.

[101] http://www.bser.eu/dyn_doc/Microsoft%20Word%20-%20STATUTE_BSER_EN.pdf p2.

[102] http://www.bser.eu/dyn_doc/Microsoft%20Word%20-%20STATUTE_BSER_EN.pdf p2.

[103] „...the local county governments may cooperate with their partners on the other side of the border on their own initiatives and considering their own priorities, which also ensures an excellent basis for the utilisation of advantages resulting from the EU membership in the future; the good neighbourly relations are realised through concrete joint projects; provides a new opportunity for the further strengthening the relations between the

Hungarian minorities abroad with the other country, while helping them getting along on their homelands.” (K/909/1)

[104] TÁRKI Research on the level of self-governments – Report. Autumn 2002. TÁRKI, Budapest, February 2003, 21p.

[105] Czimre, Klára: Euroregionális fejlődés az EU csatlakozás küszöbén – különös tekintettel Magyarország eurorégióira. (*Euroregional development on the threshold of the European Union enlargement – The Case of Hungary*) Doktori értekezés, Debreceni Egyetem, Debrecen, 2003. 228p.