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CROSS-BORDER COOPERATION AS A TOOL OF SPATIAL INTEGRATION AND COOPERATION BETWEEN EU AND EASTERN PARTNER COUNTRIES

Editors:
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Editorial Note

On 26-27 November 2010, the BRIDGE International expert meeting (IEM) was held in Chisinau, Moldova, which was devoted to the various aspects of developing of cross-border cooperation between EU and Eastern European Partnership countries and Russia. The Meeting was attended by 32 participants from Ukraine, Moldova, Belarus, Russia, Slovenia and Italy. Present were also representatives of some ministries and higher education institutions from Moldova and of diplomatic representations of partner countries in Moldova. The focus of the IEM was on the question how can the cross-border cooperation and the corresponding EU funded neighbourhood programmes contribute to a more effective many-sided spatial integration and inter-action in the areas of the EU and of the neighbouring countries. The two-days discussion brought interesting and fresh insights into the topic on the agenda; ranging from analysis of problems and obstacles to a more effective cooperation all the way to the very positive examples of the successful projects and programmes. At the end of the meeting the participants adopted the Final recommendation in which they unanimously agreed that the cross-border cooperation in the future ENP and Eastern Partnership (EP) programmes is to be considered as an important tool for the achievement of the aims of these policies and especially for creating an area of stability, peace, sustainable development and overwhelming social and economic progress on the borders, which is shared by the EU and its eastern neighbouring countries. The Recommendation was distributed for consideration to selected bodies and agencies of the European Commission and of the governments of partner countries. The positive reactions to the recommendations were sent by the highest representatives of the European Commission; for example from the Office of the President of the European Commission; Mr Manuel Jose Barroso, from the Cabinet of the President of the European Council, Mr Herman van Rompuy and from Mr Hugues Mingarelli, who is the Deputy Director-General of the EC DG External Relations responsible for Eastern Europe, Caucasus, Central Asia, North Africa, Middle East and European Neighbourhood Policy.

This publication brings an absorbing presentation of the IEM discussions. An extensive analytical introduction is secured by the review on the development of the cross-border cooperation between the European Union and the Belarus, Moldova, Russia and Ukraine in the period 2004 – 2010, which was prepared by Dr. Olesia Sirbu. In the first chapter Dr. Sirbu presents some peculiarities of the cross-border cooperation between EU and the four partner

countries; while in the continuation she builds up an interesting presentation of the involvement of the forms of spatial interaction between EU and each of the four partner country, presenting extensive examples of good practice and providing analytical conclusion for each of the country. In the continuation the publication brings contributions from the IEM; where the first session elaborated on the political and legal aspects of the inter-regional and cross-border cooperation; the second was devoted to presentation of experiences of cross-border cooperation in the context of the EU policy towards its neighbourhood. The main objective of the third session was to define the main obstacles that this kind of cooperation is facing and to determine the preconditions for a more effective cooperation in the future. In the concluding session the participants shared the view that the cross-border cooperation holds an important potential for integration of patterns of development on both sides of the border; for enhancement of the local democracy and civil society; for sustainable development, stability and prosperity in the whole wider area under consideration. The views of the participants are reflected, as mentioned before, in the Final Recommendation, which is published at the end of this publication.

The contributions are prepared in English or in Russian language, which were the working languages of the International Expert Meeting, held In Chisinau in November 2010.

Maribor / Chisinau, 2012

EXPERT INTRODUCTORY STUDY

**REVIEW
CROSS BORDER COOPERATION
DEVELOPMENT OF EUROPEAN UNION WITH
RUSSIA, BELARUS, UKRAINE AND MOLDOVA
(2004-2010)**

Dr. Olesea Syrbu

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1. INTRODUCTION

Cross-border regions under its geo-economic position serves as natural “bridges” of economic cooperation of neighbouring countries; herewith their development mostly depends on the economic peculiarities and political interrelations on the international level, on the correlation contact and barrier functions of borders. In the policy of European institutions – EU and European Council – an important position has the cross border and transboundary (or interregional) cooperation under different forms. It is regarded as a universal mean, of largely understood European integration on the ground of approaches, developed by European institutions.

The Russian Federation, Belarus, Ukraine, and Republic of Moldova, in total have a large borders front, the length of which from Barents sea to the Black sea, makes up 6,2 thousand km. The Russian Federation borders with Finland, Estonia, Latvia, Lithuania and Poland have all together - 3175 km, Belarus with - Latvia, Lithuania and Poland -1220 km, Ukraine with Poland, Slovakia, Hungary and Romania -1152 km, Republic of Moldova with Romania - 692 km. Out from the total length of terrestrial borders in the share of European countries, Republic of Moldova accounts 42%, Belarus – 38, Ukraine – 25 and Russian Federation – 15%.

EU has borders with 5 regions from Russia, 3 regions (oblasti) from Belarus, 6 regions (oblasti) from Ukraine and 12 rayons from Republic of Moldova.

One of the most important aims, which are determined by the cross-border cooperation (CBC), is the creation of opportune conditions for development of border territories. CBC – is a specific variety of regional international activity. In the European Outline Convention from 1980 on cross-border cooperation between territorial communities or authorities, to which adhered Republic of Moldova, Russian Federation and Ukraine, the cross border cooperation implies “any coordinated actions, aimed to the consolidation and encouragement of good neighbourhood relations between territorial communities and authorities, being under the jurisdiction of two or more agreed parties and conclusion of any agreements and arrangements, necessary for fulfilling this aim”. CBC is realized within the powers of territorial communities and authorities, determined by the internal legal system of each party. CBC is a part of the international economic relations of border territories, which due to their status, play an important role in the global and regional systems of economic relations:

- 1) existence or absence of the cross border problems;
- 2) general level of cooperation development of neighbouring countries;
- 3) states security requirements;
- 4) social economic development level;
- 5) ethno-cultural peculiarities of border territories;
- 6) powers of regional authorities in realization of international activity;
- 7) condition of cross border infrastructure, including checkpoints.

The ascending political and economic relations between countries stimulate the development the transboundary relations (cross border and interregional, as a whole), while the intensive mutual relations; in turn will create advantageous premises for the development of inter-state relations and regional integration.

Cross border cooperation of Russian Federation, Belarus, Ukraine and Moldova with the EU countries, implies the possibility of receiving certain investments and technologies, a more active inclusion in the process in European integration. A vital necessity today is the modernization need of economy, social and nature conservation sectors, state and territorial administration. CBC creates for this additional opportunity. Cross border cooperation allows the regions to receive from the European partners for each project separately, financing and at the same time gives the possibility to assimilate the European technologies for administrating regional development, efficient solving the emerging social, ecological and infrastructural

problems. The emerged system of multilevel cross bordering cooperation of countries cannot assure a large economic modernization, but it creates for this certain institutional and infrastructural premises, as well helps to work out the vision about the ways of renovating the regional economy.

Cross border cooperation programmes allow solving many problems of region development. As an example, there can be mentioned the support of small and medium enterprises, of entrepreneurship and trade, transport, technologies, researches and tourism. Regions will be able to overcome general difficulties in such sectors as environment protection, nature protection and renewable sources of energy, culture and protection of historical heritage.

The innovative character of this cooperation lies in a balanced partnership: for the first time the partner-states and EU member states, are applying the same regulation concerning the project implementation, have a common budget and jointly take decisions within the framework of common administration structure. Local partners on both sides of borders identify the necessity of projects implementation, which meet the needs of their region; this gives the possibility to apply the approach “from top to bottom” and proceed from specific needs.

Cross border cooperation stimulates the economic growth and the increase of living standards on both sides of borders and facilitates the improvement of free trade conditions and exchange through the investment environment, assistance to the regional integration into European relations and transport networks. Cross border cooperation is regarded like a premise for larger processes regarding European integration and improvement of relations between neighbouring states. CBC also is seen as a mechanism of minimizing problems and shocks, appearance of new dividing lines between EU and non-joining states, as well as the harmonization of internal policy of priorities and considerations on international and regional security. Nevertheless, despite the obvious consensus of these advantages of cross border cooperation, so far its potential was not dully used. Moreover, the absence of political will and unofficial competing interests are often the impediments for efficient cross border cooperation.

2. PECULIARITIES OF CROSS BORDER COOPERATION DEVELOPMENT

2.1. Influence of EU enlargement on the cross border cooperation with Russian Federation, Belarus, Ukraine and Republic of Moldova

The enlargement of European Union in 2004 and 2007, revealed the necessity of adopting additional organizational actions, as well as new instruments, for the purpose of an efficient cross border cooperation development between EU and Russian Federation, Belarus, Ukraine and Republic of Moldova. In the European Commission's report: "Implementation of new mechanism for establishing good neighbourhood relations", are identified the following cross border cooperation goals:

- facilitating the economic and social development of border territories;
- work jointly on solving problems, emerging in such sectors, as environment protection, health care, prevention of law infringements and fight against organized crime;
- provide the efficiency and reliability of border security;
- organize local scale actions for population from border regions¹.

Cross border cooperation (CBC) on the external borders of EU is a key priority for European policy of neighbourhood (which comprises countries from Eastern Europe, Southern Caucasus and Southern Mediterranean), as well as for EU Strategic partnership with Russian Federation. They appear in other related policy directions, such as European – Mediterranean, Partnership (Barcelona process) and Northern Dimension. Adopting the European Neighbourhood and Partnership Instrument (ENPI) considerably were improved both the quality and the quantity coverage of CBC.

The new approach, stipulated by ENPI, assigns to the cross border cooperation an important role (CBC) in so far as, unlike the other forms of cooperation, it acts for the benefit of regions on both sides of external EU borders and receives financing from external, as well as from internal budget items. That's why the European Neighbourhood and Partnership Instrument (ENPI)², includes a special regulation on CBC, and in adopted by the Commission, Regulations on implementations are specified the detailed norms of CBC realization.

The main tasks of CBC policy on external borders of EU, consist in supporting the sustainable development on both sides of the border, in solving difficulties and using the possibilities, which appear whether as a result of EU enlargement or as a result of nearness to regions, adjoining to our terrestrial or maritime borders. In particular, cross border cooperation aims to assist in:

- encouraging economic and social development in regions on both sides of borders;
- finding solutions for common and complex problems, such as environment protection, health care, prevention of law infringements and fight against organized crime ;
- providing the efficiency and security of borders;
- encouraging the cross border actions "people to people" on sites.³

¹ Paving the Way for a New Neighbourhood Instrument. 2003. Commission of the European Communities. Brussels. COM (2003) 393 final: <http://eur-lex.europa.eu/LexUriServ/LexUriServ>

² Regulation (EC) 1638/2006 of the European Parliament and the Council of 24.10.2006.

³ European Neighborhood and Partnership Instrument. Cross border cooperation, Strategy Paper 2007-2013, Indicative Programme 2007-2010

The developed in EU, 2003, the strategy of relationship with neighbouring countries, after the cardinal enlargement of EU in 2004, implies the adoption for each neighbour of an “Action plan”, part of which became “the new neighbourhood” programmes.

Implementation of the new mechanism of establishing good neighbourhood relations had taken place in 2 stages. On the first stage, covering 2004-2006, there were worked out Neighbourhood Programmes. On the second, which started in 2007, began the putting into practice of the developed mechanism. According to the European Commission experts, “this kind of mechanism, which is able to function on both sides of EU external borders based on the same regulatory framework, will secure a more complex approach, allowing to develop on EU external borders, simultaneously, different forms of transfrontier and regional cooperation. Moreover, it will allow overcoming the real difficulties, which, apparently, will persist and after the implementation of all the above mentioned measures, including the restriction, applied on site and spending methods of the allocated financing”.⁴

The Russian part reacted negatively on the EU initiative of “Good neighbourhood”. Russia is not considering itself as a part of this policy, counting on a special role as an independent great power and stands up against the reinforcement of Eastern influence in region. The deputy minister of Foreign Affairs of Russia Federation, V.Chizhov, described the new strategy as it follows: “It seems that the consolidation of multi faceted formats under the same “roof”, based on one formal criterion of “neighbourhood”, right from the beginning carries a conceptual flaw”.⁵

On the 10th May, 2005, in Moscow took place, the fifteenth, traditional meeting of Russia and EU leaders. The major total of the summit was the approbation of “road maps” on four common spaces Russia – EU, and namely: common economic space; common space for freedom, security and justice; common space for external security; common space for science, education and culture.

Despite the fact that Russia and EU, have agreed on developing the partnership and cooperation within the framework of the four common spaces, nevertheless, separate elements of European policy, already today are used in the cross border cooperation. It is about six neighbourhood programmes, which in geographical dimension comprises all the Russian North-West territory. More detailed this will be discussed in chapter 6 of this review.

After being reformed in the end of 2006, the programme “Northern dimension”, received a new impulse for realization. The key moment of the new policy “Northern dimension”, is the fact that within its framework, there will be implemented “roadmaps” on the four common spaces of Russia-EU. Russian Federation, EU, Norway and Iceland have the status of partners of the renewed “Northern dimension”, conferred with equal rights while taking decisions and their implementation on the basis of co-financing of the coordinated projects.

The new stage of cooperation reinforcement the with countries, bordering with EU, began with the adoption in 2007 of the European Neighbourhood and Partnership Instrument (ENPI), which includes the components, directly aimed on cross border cooperation.

The cross border cooperation is regarded as a municipal and regional level of “Actions plan” implementation. The implementations of these programmes started in 2004 and until 2006, were financed from the funds of TACIS and INTERREG III programmes. From 2007, these programmes were substituted by the European Neighbourhood and Partnership Instrument (ENPI). It is based on new principle of financing – participant-country of joint programmes must submit for their implementation at least 10 % out of the assigned sum by EU.

⁴ Paving the Way for a New Neighbourhood Instrument. 2003. Commission of the European Communities. Brussels. COM (2003) 393 final: <http://eur-lex.europa.eu/LexUriServ/LexUriServ>

⁵ Chizhov VA (2004) Russia-EU/ A strategy of partnership /International Affairs. – Nr. 9. September 2004

For Belarus, Republic of Moldova and Ukraine there were worked out three separate “national strategic documents” (NSD) for 2007-2013, which present the general overview on future priorities of the EU support under the adopted programmes. Simultaneously EU adopted three **national indicative programmes (NIP)** for 2007-2013, in which in detail are identified the priorities activity within the framework of national context of ENPI for each country. The national indicative programmes determine the guidelines for project planning in the priority areas.

From 2007, the Russian Federation, Belarus, Ukraine, and Republic of Moldova have the possibility to participate in the following cross border cooperation programmes: Black Sea, Estonia-Latvia-Russian Federation, Lithuania-Poland-Russian Federation, Latvia-Lithuania-Belarus, Poland-Belarus-Ukraine, Hungary-Slovakia-Romania-Ukraine, Romania-Ukraine-Republic of Moldova (see Annex Nr.1). Further we’ll discuss in detail these programmes.

The joint development of these programmes, major institutional innovation of European policy, within the framework of ENPI and managing their implementations – is one of the components of European good neighbourhood policy, aimed to support the stability and development of regions of both sides of border and oriented towards the attaining the four major goals of EU strategy in cross border cooperation and are planned for a period from three to five years, based on European assistance programmes.

The readiness of Russian Federation to finance the project on equal terms with EU, distinguishes it from other countries, which do not possess necessary financial resources. In particular, Republic of Moldova and Ukraine try to build relationships thus to increase the financial support for joint projects. The membership of Romania in EU, increase the chances of these countries to receive more financial funds for joint projects. Nevertheless, the present regulations on co-financing demand from these states certain investments.

From January 1, 2007, Bulgaria and Romania joined European Union, the border of which, thus, ingeniously had reached the Black sea coast. From the European leaders point of view, this fact lead to the necessity of developing a special strategy in relationship with the Black Sea region, generally on the basis of a more active EU involvement in political, economical and other processes that are taken place. The European Commission submitted for examination to the EU Council and European Parliament, its new initiative on regional cooperation - “Black Sea Synergy”. The new initiative is applied to all the Eastern partners of ECBC, except Belarus, as well as on Russia and Turkey.

The necessity of working out a special regulation for this region was described in the document as it follows:

“Black Sea region is s special geographical area, endowed with natural resources and is strategically situated at the intersection of Europe, Central Asia and Middle East. With a numerous population, the region faces many challenges and has many opportunities. The region is a growing market with a development potential and important center of energy and transport flows. However this is a region with unresolved frozen conflicts, many environmental problems and insufficient border control, which creates good ground for illegal migration and organized crime. Despite the considerable positive improvements in the last years, there are still differences in the tempo of economic reforms and governing quality among different countries in the region. The dynamic regional answer to these problems can bring benefits to citizens of these countries, and as well to facilitate the overall development, stability and security in Europe.”⁶

The European investors are interested in participating in some project of regional cooperation between Republic of Moldova, Ukraine and Romania; they declared about the

⁶ European Commission, Communication COM(2007) 160 final to the Council and the European Parliament, Black Sea Synergy – A New Regional Cooperation Initiative. Brussels, 11.04.2007.

intention of allocating for these kinds of projects 126 million Euro. This amount is set aside for the development of cross border regions until 2013 within the framework of joint programmes. It aims to stimulate the development of border regions of the named countries through the contacts activation between partners with the purpose of improving the social-economical and environment situation

For the implementation of this programme there are provided a non-repayable financing for regional and local authorities, non-governmental organizations, education institutions, selected during the project open tenders on cross border cooperation. The selection criteria are approved by a common monitoring committee. The minimal criteria, for being eligible for finance granting is the availability of a partner on the other part of border, possession of administrative, technical and financial potential, as well as compulsory participation of Romanian partner in the project. The cooperation projects with the participation of partners only from Ukraine and Republic of Moldova are not approved. The area of cooperation activity within the framework of joint operational programmes Romania-Ukraine-Republic of Moldova comprises the whole territory of Republic of Moldova, in Romania – Botosani, Galati, Iasi, Suceava, Tulcea and Vaslui, and in Ukraine – Odessa and Chernivtsi regions.

The common problem of cross border cooperation was the joining of all EU countries to the Schengen agreement. People from Kaliningrad region until 2007, were travelling to the neighbouring Poland and Lithuania with a simplified customs procedure – on the ground of free, multiple entry and long term visas. The need of getting a Schengen visa made complicated the transfrontier traffic, in which was interested both the population of the neighbouring regions of Poland and Lithuania; as well as it slows down the intensity of processes of cross border cooperation in economic area. The joining to the Schengen agreement of the new EU members made complicated the transfrontier traffic of population between Republic of Moldova and Romania, as well as Ukraine with all its Western neighbours. But during the process of finding mutual agreements this problem is being solved. For Ukraine, the situation became much lighter after the conclusion of agreements of local border traffic in 2008 with Hungary, Poland and Slovakia, signed within the framework of agreements on simplification of visa regime between Ukraine and EU. These agreements stipulate that the citizens who live in the 50-km border area, can travel to the neighbouring country within the limits of 50 km area, without visa ⁷. Similar agreement in 2010 started its realization between Romania and Republic of Moldova. Between Poland and Belarus, was concluded an Agreement on the rules of local border traffic, stipulating the simplified procedure of crossing the Belarus-Polish border by citizens from border territories. Similar agreement was concluded in August 2010 between Lithuania and Belarus. For Kaliningrad population, Russian Federation there is provided an option of simplified travelling on neighbouring territory, valid for 24 hours.

European Union also has border mission in region. This EU Border Assistance Mission to Moldova and Ukraine was created in November 2005 for surveying the situation on common border between the countries and to assist in fighting with contraband, trafficking and customs frauds.

Cross border cooperation is part of the European integration process. This approximation instrument of non-EU countries with Union, and in this regard, comes as a factor of building “a wider Europe”. In this sense ENPI complements the launched in May 2009 project Eastern Partnership, in which participate Belarus, Ukraine and Republic of Moldova. With Russian Federation the cooperation is held within the framework of Strategic Partnership, on four “common spaces”.

⁷ <http://news-ukraine.com.ua/news/109853>

Countries which became subjects of European neighbourhood policy, in varying degrees participate in cross border cooperation with EU, proceeding from their peculiarities of the promoted internal and external policy. European neighbourhood policy on regional level (cross border cooperation) is characterized by the commitment to the standard procedures, which is manifested on all the levels and in all formats of integration processes. But at the same time the unification of procedures is combined with innovative approach and continuous improvement of cooperation instruments. Thus, the action of visa regime on Eastern borders of EU is combined with a developed institutional system of cooperation with neighbour-countries. Restrictions in transfrontier traffic of population are compensated by a larger access of goods on internal market and financial aid.

The system of cross border cooperation as a result of enlarging the Eastern borders of EU, has gained new forms, impulses and instruments, which facilitate the harmonization of legal area of neighbouring countries with EU standards and thus facilitates the creation of a single with EU, legal and institutional space, which is a compulsory condition for further formation of common economic space “EU – neighbouring countries”. However it should be mentioned that the harmonization process of national legislations of Russian Federation, Belarus, Ukraine and Republic of Moldova with the EU legislation, is found only in the initial phase, and there are a lot of work to be done in this area.

2.2. European neighbourhood policy and the Eastern Partnership, in reinforcement and development of cross border cooperation along the external Eastern border of European Union

“European neighbourhood policy is based on the premise of that, helping our neighbours, we help ourselves. It gives us new frames and new instruments of assistance in establishing the right governing and economic development on the territories, bordering with EU. It uses the valuable experience, which we have gathered from assisting the countries, in transition..., finding pragmatic solutions for difficult challenges, which Europe faces today “

Benita Ferrero – Waldner, European Commissioner for External Relations and European Neighbourhood Policy, October 2005

The large scale enlargement in 2004 and entrance of Bulgaria and Romania in EU in 2007 brought EU to new geographical borders. This led to the necessity of working out a complex policy regarding the relationship with Southern and Eastern neighbours. The first strategy was named as European neighbourhood Policy. After the enlargement on the East, the EU came close to the post-Soviet space (part of it (Baltic States) being already absorbed). The problem of new neighbourhood, in person of CIS member states became a topical one for EU. Formally ENP, appeared in May 2004, when was adopted the Strategy Report (Strategy Paper on the European Neighbourhood Policy). The idea came out in the 90's, and in 2003 the European Commission approved the report on “Wide Europe Neighbourhood: a new framework for relations with our Eastern and Southern neighbours”⁸.

The key element of ENP concept is the position about the fact that the relations with neighbours should be built on mutual commitment to common values, such as supremacy of law, observance of human rights, including the minority rights, principles of market economy and sustainable development. “European neighbourhood policy implies the reinforcement of commitment to common values, was stressed in the” Strategic document “from 2004. The effective fulfilment of this kind of engagements is a key element in EU relations with

⁸ Wider Europe — Neighbourhood: A New Framework for Relations with our Eastern and Southern Neighbours
http://ec.europa.eu/world/enp/pdf/com03_104_en.pdf

partners. The EU pursuit in developing relations with each partner through the ENP (European Neighbourhood Policy) will depend on, whether indeed these countries share common values⁹

On May 12, 2004, European Commission made public the Strategic report on ENP, in which were defined all the parameters, including the geographical one.

European Commission, in particular, defined as receivers, considerably increasing the financial aid on ENP: *9 Mediterranean countries, 3 Transcaucasian states (Armenia, Azerbaijan and Georgia) and Ukraine and Republic of Moldova. All together 15 countries-members of ENP, and also Russian Federation and Belarus, which are actually the EU neighbours, but did not signed with them the relevant documents,* forming an area with a population of app. 400 million people, who is roughly equal to the EU number of people. Their GDP makes up less than 10% out of EU GDP, having 25 members (excluding Bulgaria and Romania), but on the other part, it was two time bigger than of those 10 countries which joined EU in 2004¹⁰.

Altogether from 2005 until 2006, for implementation of programmes on EU neighbourhood policy, were allocated 955 million Euro. There should be mentioned that in 2000-2003, the main flow of funds in the Eastern Europe, which later were included in the ENP, was allocated through the TACIS programme. In particular, in the indicated period for the aid were allocated for: Russian Federation - 599,6 million Euro; Ukraine – 435,6 million Euro; Republic of Moldova– 46 million Euro; Belarus – 10 million Euro. To these amounts there should be added 241 million Euro, allocated for aid on group programmes. This increased the expenses of EU to 1 billion 322,2 million Euro¹¹.

The economic integration of EU allows the neighbour-countries to implement successfully their reform programmes and directions of economic development policy. Establishing prosper and sustainable neighbourhood means building sound political and economic system and the foundation of solid bases of social-economic development and physical relations.

Between reforms there is an interconnection: in order to develop the trade and investments, both sides should reinforce the transport services and infrastructure links, at the same time, reinforcement of judicial and regulatory systems have a positive impact on the business and investment environment. ENP aims to establish reliable and secure borders, provide assistance in economic, social and cultural exchanges, without building an “European fortress” and establishing new diving lines.

ENP acts on the ground of **partnership and participation** in the implementation of reform process, realized on the basis of coordinated priorities, which meet the necessities and aspirations of countries. By means of ENP Action Plan, of the partnerships on reform implementation, established on mutual agreement of parts, there are determined short and middle term reforming priorities in a wide range of areas, among them being:

- **Political dialogue** and reform;
- **Economic** and social cooperation and development;
- Issues, concerning the **trade**, market and regulatory reform;
- Cooperation in **Justice, Freedom and Security** areas;
- **Sector issues**, such as transport, energy, informational society, environment, and R&D;

⁹ Ibidem.

¹⁰ Speech of mister Gunter Verheugen, member of European Commission, at the Diplomatic Academy – Moscow , 27.10.2003. http://www.delrus.cec.eu.int/ru/news_45.htm

¹¹ Communication from the Commission. European Neighborhood Policy. Strategy paper. 12.05.2004 http://www.delrus.cec.eu.int/ru/images/pText_pict/628/NNP%20Communication%20rus.doc.

- **Human dimension**, in particular from “nation to nation”, civil society, education, public health.

Although the ENP action plans have similar structure, the fact that they were discussed with the partners, implies that the content of each of them are completely differentiated, that is corresponding to a concrete country, responds to its peculiarity of political, economic and social situation, to its needs and relation with EU.

Establishing the list of reform priorities and the schedule of their implementation has several meanings, for EU, as well as for partner-countries. For partner-countries, it constitutes a strategic valuable document. For example, for Republic of Moldova it became the central link in its internal reform strategy.

EU finds in document directions on grating assistance in supporting the implementation of these reforms, and also precise indicators, according to which the reforms are measured. For other international parties and donor-organizations, it constitutes a helpful plan for reforms, which a certain country committed itself to follow.

How are stimulated the participants of reform? As the **partners** come to the realization of the stipulated reform tasks in areas of ascertaining supremacy of law, democracy, human rights, oriented towards the reform of economic market, sectors and cooperation for carrying out key goals of foreign policy, EU offers to intensify the economic and political integration to the extent, surpassing the relations, which usually are offered to the third countries.

The advanced political integration means a more frequent and high-level dialogue, EU assistance in further consolidation of institutes, promoting democracy and supremacy of law, stimulating the realization of common priorities of foreign policy, such as regional cooperation, consolidation of activity efficiency of multi-lateral institutes, prevention from common security threats, such as terrorism, extremism, weapons of mass destruction, etc.

Advanced economic integration means considerable financial and technical assistance in implementation of the agreed priorities reform, carrying out transfrontier cooperation and reforms, which, in addition will help the partner-countries in using the wide access to the EU trade, offered by the participants of EU internal market (as well the assistance in gaining membership in WTO)

The new ENP principle constitutes universal, oriented towards the future, concept of stimulating the economic-political reforms, development and modernization, including elements, which are not offered to “third countries”. Among these – are new forms of cooperation in stimulating the economic and social development, opportunity to participate in programmes and activity of EU organizations – and the biggest innovation – possibility “to gain a share on the internal market”.

How advanced and prompt become the success in developing relations of partner with EU, depends from its potential and political will in implementing the planned reforms. As the country forwards, the stimulation of benefits are increasing. This means that, as soon as the countries determine the EU market sectors, in which they want to gain access and then (assisted by EU), implement the reform, needed to receive this access, they gradually join the EU transport, energy, telecommunication and educational links.

ENP and Belarus. In 2004, Belarus was eliminated from the EU neighbourhood programme due to the acute political contradictions between EU and Belarus administration. But this did not imply that Belarus was completely deprived from all the possibilities of cooperation with neighbouring countries and EU. It continued to participate in some regional programmes of good neighbourhood, moreover, in Europe persisted the intention to grant assistance to Belarus with the purpose of establishing there democracy, supremacy of law and etc.

However until the end of 2006, the efforts on Belarus’s democratization were assessed by EU “as inefficient”. Only against the background of Russian-Belarus gas scandal there was

worked out a plan of new cooperation strategy EU-Belarus. The plan comprised, on one part, concrete requirements to the country's leaders, on the other part - EU offers and promises. The demands to Belarus, named "12 EU conditions", were reduced to the implementation of democratic procedures in electing system, guarantying human rights, etc.

Euro Commissioner Benita Ferrero – Waldner on the occasion of adopting the strategy, said that: "Belarus's people have the right to know, what they lose. Our message consist in that when country will be willing to move to the genuine democracy, observance of human rights and supremacy of law, we'll be ready for the full partnership with Belarus within the framework of ENP. This will mean considerable reinforcement of assistance, which will bring to Belarus people a development of life quality".¹²

With that, the official Minsk did not show up their willingness to implement the expected reforms. The Belarus authorities stand, assuming, that "by making compromises, they will lose more, than they will gain".¹³ The first experience of Belarus cooperation with EU in the context of good neighbourhood policy was not a very successful one. Starting from 2009, the EU-Belarus relations became more active.

ENP and Russian Federation. Although Russia, is included in the area of ENP action, however it considers to be a special strategic partner of EU and that's why the development of its relations with Russian Federation is built according to a different logic and is recorded in other documents. During the last decade of international-legal basis for relations between Russia and EU, was considered the Agreement of partnership and cooperation, which expired in 2007. The persistent mutual interest of partners in each other, is developing against the background of increasing competitive interests,

Between Russia and EU the geopolitical competitiveness is increasing on CIS space, but on the other part, there is intensifying their economic interdependence, thus stimulating their cooperation. The share of Russian export in EU is 52% and while the foreign investments' is 70%.¹⁴ Russia supplies 25% from the consumed gas and oil in European Union countries, and ranks third country among Europe's trade partners; USA and China being on the first positions. The total amount of European capital investments in Russia, is much more bigger than the Russian investments in Europe (30 billion US dollars against 2 billion US dollars)

The EU policy on the post-Soviet space is interpreted by Moscow in geopolitical terms, as EU is perceived as a powerful competitor for the influence in CIS area, is traditionally considered strategically important for Russia¹⁵.

In 2008, the negotiations started between Russia and EU on the new Partnership and Cooperation Agreement.

ENP and Ukraine Activation of ENP on the Eastern direction coincided with the Orange revolution in Kiev. The president of European Commission Jose Manuele Barroso, confirmed the EU support in reform implementation in Ukraine, qualifying the policy of good neighbourhood with respect to Ukraine "very ambitious". According to Barroso, within the framework of new EU neighbourhood policy, there can be fulfilled all the aspirations of Ukraine, including the modernization of country and receiving economic-technical assistance. The Action plan for Ukraine was coordinated in the end of 2004, and approved in February 2005. It was developed for 3 years and aimed to assist the provisions implementation of Partnership and Cooperation Agreement between Ukraine and EU. The Ukrainian part relatively had registered good results in implementation of concrete programmes in different society areas. This was due to the fact that

¹² Ibidem

¹³ Ibidem

¹⁴ Rossiyskaya Gazeta, October 13, 2007.

¹⁵ Strategy of Russia Nr. 12, December, 2006.

in the period 2003-2006, the amount of EU investments increased by 2 times – from 50 million Euro to 100 million.¹⁶

Despite this, the EU evaluation of Action Plan implementation by EU, was in generally a positive one, the European experts paid attention to “the enormous amount of work”, which has to be done by Ukraine in order to harmonize its legislation to the European law.

Altogether, Ukraine assesses its good neighbourhood policy as evidently insufficient for its country, making definitely the European choice. In the declared by president Yushenko “National Strategy”, there is clearly stated: “Joining EU – is a strategic goal of Ukraine and historical opportunity for Ukrainian society. An alternative can be only the conscious willingness to remain out of the European cooperation area and to lose all the advantages, which gives the European integration”.¹⁷

However in the draft of new agreement EU-Ukraine developed, in spring 2007, the possibility of membership of Ukraine was not considered even in the far future. According to Benita Ferrero-Waldner “the perspective of membership is not considered as an indispensable lever in reform assistance. In Ukraine, and without this, there is observed a considerable progress in a whole range of areas such as, free mass media, energy, trade. The policy of good neighbourhood is not considered as an alternative of the discussion on the future EU borders: this is a separate process, which has its own value. EU is interested in establishing cooperation with neighbours on such issues as security, trade, energy and migration. According to the “Euro-barometer” survey, 80% of Europeans agree that this kind of cooperation is advantageous both for Europe and its partners.”¹⁸

At the International Conference, held in Brussels in September 2007, where participated 27 EU members and 16 neighbour- countries, the Ukrainian ambassador said that the good neighbourhood policy “cannot be considered as a foundation of EU-Ukraine relations. We’ll be able to work, with the condition that Ukraine is considered an integral part of Europe”, specifying that his country wishes to become a full member of EU¹⁹. Understating that EU is not yet ready for this level of cooperation, the Ukrainian part considers that the new EU-Ukraine agreement, in its legal character should be an Association agreement, developed on a period of 5-10 years, and should have a transitional character.

In February 2008, the EU-Ukraine negotiations started on the creation of free trade zones.

ENP and Republic of Moldova The European direction always had a very important place in the foreign policy of Moldova. Initially, the pro-Russian orientation of the president Vladimir Voronin, very soon was changed with the Euro-Atlantic one. After the collapse of “Kozak plan” on Transnistrian conflict settlement this tendency became determinative in the actions of Moldovan leaders. After the Romania joined EU, the geopolitical status of Moldova changed – it became a state bordering with an EU state, which could not influence on the quality and level of bilateral relations. The importance of European vector of the foreign policy of Moldova was reflected in the title of the main external-political institution, which was not simply entitled as the Ministry of Foreign Affairs, but the Ministry of Foreign Affairs and European Integration (MFAEI).

The Action plan EU-Moldova was coordinated and adopted by both parties in the same terms, as in Ukraine’s case, that is in the end of 2004 – beginning of 2005. However the EU relations level with Ukraine and Moldova are not quite comparable. The EU-Moldova Action plan is built on the same structure, as with Ukraine, nevertheless, containing several important distinctions:

¹⁶ Ibidem

¹⁷ Inostranets Nr.4 from 07.02.2005

¹⁸ Financial Times, 05.09.2007

¹⁹ Politics, 06.09.2007

- firstly, it is much wider, that is, in the same chapters, there is discussed in detailed each problem;
- secondly, there was a separate position, about the Transnistrian conflict, where was indicated that in settling this problem there should be respected the sovereignty and territorial integrity of Moldova within the framework of internationally recognized borders, as well to secure the observance of such principles, as respect for democracy, supremacy of law and human rights.

In December 2006, there was taken the decision for allocating financing of internal reforms in Moldova, the amount of 1,2 billion Euro (526 million Euro granted as credits, and 680 million as grants). Developed for a period of 3 years, the large-scale aid from EU and World Bank, is one of the largest for the entire 15-year history of Moldova and its amount is equal to the national budget of the country for the last two years.

In the area on European-Moldovan cooperation on foreign policy, security, and also conflict prevention and settlement, a considerable attention was paid, undoubtedly, to the Transnistrian problems. The Transnistrian settlement became especially important for European Union after the last enlargement, after Bulgaria and Romania's entry, and also the active implication of Moldova and Ukraine in ENP. Transnistria, as a conflict party with Chisinau, as a territory with preferential political influence, and with military and economic presence of Russia, naturally, does not fit into the parameters of neighbourhood policy with its unification of main political-economic standards on the European model.

In March 2005, the European Union appointed a special representative in Moldova, and in September same year together with USA, have joined the negotiation process on Transnistrian conflict settlement as observers. This was corresponding with the intentions of Moldova to weaken Russian influence in the region. EU especially for this purpose, created for Moldova a commission for cross border cooperation – EUBAM. Moldova following Ukraine, considers possible to pretend on the EU membership, in relatively near future. Moldova counts on the fact that it represents and will represent an interest for Europe as a very important component in neighbourhood policy. Without the partnership and cooperation with Chisinau, Brussels unlikely will be able to achieve the goals, regarding the association of Ukraine to the European space. In Moldova's favour act such factors as geographical position, small territory and relatively small population.

In 2007, there had started a new period in the development of neighbourhood policy. One of the most important factors of a successful implementation of any programme or plan is financing. This concerns also and the financial support of the cross border cooperation programmes, in which are taken into consideration all the actions and projects, stipulated in the "Action plan" on ENP. There should be mentioned that financing this programmes from different funds and sources makes difficult the implementation of neighbourhood policy, as the main part of these kind of organizations are not assigned for the ENP implementation, moreover the financial means are insufficient for its implementation.

Due to this, in the report "Financial prospect" for 2007-2013, the European Commission introduced the offer on creating, the so called, European Neighbourhood Instrument, which stipulates the development of a single regulation for managing the mechanism of neighbourhood, with the purpose of financing the actions in the EU, and as well as beyond its borders. Instrument will include such issues as foreign policy and internal affairs, and its financing will be carried out within the framework of one budget chapter. The budget for European Neighbourhood policy for partner-countries for the period 2007-2013, is making up 12 billion Euro²⁰. The financing have increased by one third. Besides the financial

²⁰ <http://www.tiga.by/news/world/2006/12/05/es/>

support, European Commission promised to all countries involved in the neighbourhood policy:

- the wide perspective in economic-commercial integration, built on the principles of free movement of goods;
- simplification of visa regime;
- systematic engagement of countries in joint programmes and a more intense cooperation in energy and transport areas.

ENPI – is an instrument based on the geographical principle and adjusted for the region of European neighbourhood instrument, with a budget exceeding 12 billion Euro for the period 2007-2013.

ENPI is considered the most important source for receiving financing from EU for 17 countries, for which it actually was created. ENPI means are spent on concrete countries, as well as on regional programmes for initiatives, where regional approach is needed, such as transport and environment protection areas.

This financial instrument is meant for the support of the European neighbourhood policy implementation.

A large share of means from the EU support for the partner-countries is directed for the reform assistance with using proper systems of these countries, through special financial agreements. That why, governments act as the main participants in application of these resources and this fact corresponds to the political goals of EU. However, European Commission continues to finance the initiatives in compliance with the traditional approach to the projects with the participation of non-governmental organizations or private companies, which offer for example, a local know-how.

Many difficulties encountered by EU and its neighbours, can be solved by separate countries on their own. For example: the pollution of environment, air quality, energy security and creating large maritime and terrestrial means of communication and much more other. That's why ENPI is financing also regional projects, which are considered the accelerators of regional cooperation. Regional programmes are the platform, on which such commitments are made and are fulfilled through financing of concrete projects.

Specific programmes, for certain countries or national programmes for partner countries receive a considerable predominant part of ENPI means. Each programme is thoroughly adjusted to the appropriate necessities of country. Annual programmes define how the granted resources will be used in each country and pay attention mainly to the support of reform in concrete areas.

ENPI has the following multilateral platforms for cooperation:

- Cross border cooperation. One of the key priorities for ENPI. It comprises four directions: facilitate the economic and social development of border regions; solve common problems; assure efficient work and reliability of borders; facilitate the cooperation between nations. Budget for 2007-2013, is 1,1 billion Euro.
- Neighbourhood investment fund, which combines grant financing from EU part and EU's member states and credits from the European state institutions, is considered an innovative instrument of European Neighbourhood policy. Oriented towards the mobilization of additional financing for infrastructure projects on the territory of neighbouring countries. Budget-contribution of the European Commission is 700 million Euro for the period 2007-2013 plus the contributions of EU member states.
- SIGMA(Support for Improvement in Governance and Management) Budget is 5,9 million Euro for 2008-2010.

- TAIEX(Technical Assistance and Information Exchange) was implemented in ENPI region in 2006 with the purpose of providing short term support and consulting services to the partner countries for the implementation of actions plans within the framework of European Neighbourhood policy. Annual budget for assistance in ENPI countries is approximately 5 million Euro.
- TWINNING from 2004, is applied on all the ENPI countries with the purpose of accelerating the cooperation actions. Annual budget changes and depends on the country; average amount is 1 million Euro.
- Erasmus Mundus II- Partnership, has the goal to stimulate the exchange of students, scientists and professors for supporting their free movement from countries beyond EU in EU member states. Budget for 2009, was provided in the amount of 29 million Euro. The same amount will be granted for the academic year 2010-2011.
- Tempus IV (Trans-European Mobility Programmes for University Studies). Budget for implementation of the programme in ENPI countries, annually is granted approximately 35-39 million Euro.
- CIUDAD- Cooperation in Urban Development and Dialogue. The programme is developed for facilitating the dialogue and development between the local authorities and civil institutions in EU and beyond its borders, at the same time stimulating the efficient administration and sustainable urban development in ENPI partner-states. Budget for the period 2009-2011, constitutes 14 million Euro.

Besides ENPI, which has exclusively a regional orientation and it's applied only to the EU neighbouring countries; European Union has a range of so called Thematic instruments. They have general purpose and can be used by partner countries.

- EIDHR(European Instrument for Democracy and Human Rights). Budget for 2007 provided not less than 77,4 million Euro for ENPI states.
- Environment protection and natural resources management. Budget for 2007-2010, provided 22,6 million Euro for ENPI countries
- Food safety. Budget - 30,6 million Euro for ENPI countries.
- Investments in human capital. Budget for 2007 – 2010 for ENPI countries, was 32 million Euro.
- Cooperation on nuclear safety. Budget for 2007-2012, is 524 million Euro.
- Migration and asylum. Budget for 2007-2010 for ENPI countries – 107 million Euro.
- Non state actors and local self-governments in development. Budget for 2007-2011 for ENPI states, is approximately 40 million Euro.

Cross border cooperation within the framework of European Neighbourhood and Partnership Instrument (ENPI)

Cross border cooperation is considered one of the key priorities of European Neighbourhood and Partnership Instrument (ENPI). It aims to reinforce cooperation between the member states and partner countries on the external borders of European Union.

In the prospect of reinforcing the cooperation with the states, bordering with EU, the European Neighbourhood and Partnership Instrument (ENPI) comprises components specially oriented towards the cross border cooperation.

The strategy of cross border cooperation has four main goals:

- Assisting the economic and social development in border regions;
- Solving common problems;
- Establishing efficient and safety borders;
- Encouraging the cooperation oriented towards people to people

Two programme models were developed:

- Terrestrial borders programme between two or more countries, having common border (or short sea crossing).
- Multilateral programmes, covering the maritime area.

The task of regional and local partners on both side, is to analyse their common needs and identify the priorities and actions, which have a direct connection to their local conditions. Managing programmes is the responsibility of the local or national authorities, while the management models are chosen jointly by all the participant countries of the programme.

CBC uses an approach largely modelled on 'Structural Funds' principles such as multiannual programming, partnership and co-financing, adapted to take into account the specificities of the EU's external relations rules and regulation. One major innovation of the ENPI CBC can be seen in the fact that the programmes with the participation of regions on both sides of the EU's border, share one single budget, common management structures, a common legal framework and implementation rules, giving the programmes a fully balanced partnership between the participant countries.²¹

On the 3.12.08 in the communication of European Commission to the European Parliament and to European Council, was pointed out : Securing stability of a more efficient state administration and economic development of countries, situated on the East of European Union, has to do with its vital interests. At the same time, all our partners in Eastern Europe and Southern Caucasus strive to deepen their relationship with EU.

European Union's policy concerning these states should be active and clear: EU will grant support to these partners in their aspirations to get closer to EU, as well, all the needed assistance in implementing reforms, necessary for get closer to EU. All this can be achieved by realizing the Eastern dimension – a separate component of European neighbourhood policy (ENP).

For the last 15 years on the East part from the EU border have happened radical changes. After concluding the Partnership and Cooperation Agreement between EU and Eastern partners, the further repeated EU enlargement stimulated the geographical approaching, while the reforms, implemented with the ENP support, secured the economic and political harmonization of these countries with EU. The EU responsibility for its partners is increasing: they should get assistance in overcoming political and economic challenges, which arise, and to support their aspiration for intensifying relations with EU. The time has come for major changes in relationship with these partners, not limiting the aspiration of separate countries concerning the future relations with EU.²²

Joint Polish-Swedish initiative "Eastern partnership" was for the first time made public in May 2008. In December 2008²³, European Commission submitted the proposal on draft development²⁴, and in May 2009 in Prague was held the first summit of Eastern partnership.

EU cooperation with the neighbouring countries has been developed through the programme "Eastern partnership", which is offered to Armenia, Azerbaijan, Belarus, Georgia, Republic of Moldova and Ukraine.

The goal of partnership, firstly, is to strengthen the statehoods of partner-states and to approach to the united Europe. While establishing the EU relations with each partner will be

²¹ http://ec.Europa.eu/Europeaid/where/neighbourhood/regional-cooperation/enpi-cross-border/index_en.htm

²² Communication from the Commission to the European Parliament and the Council. Eastern Partnership.Brussels,3.12.08.COM(2008)823final)

²³ Polish-Swedish Proposal. Eastern Partnership. 23 May 2008 (www.tepsa.eu/docs/draft_proposal_eastern_partnership.pdf)

²⁴ Communication from the Commission to the European Parliament and the Council. Eastern Partnership. COM (2008) 823 final. Brussels, 3.12.2008

taken into consideration, to which extent the country shares the fundamental EU values in real life.

The partnership foundation makes up the common interests and values, among which are:

- Commitment to the principles of supremacy of law and proper governance;
- Observance of human rights and fundamental rights, respect and protection of minority rights;
- Commitment to the principles of market economy and sustainable development.

An important role has the principle of common participation and responsibility, that's why both parties of Eastern partnership have appropriate obligations. The goal established by the Eastern partnership regarding the political harmonization and economic integration, can be achieved only through having a big political willingness from both parts.

The conflict escalation of Trans Caucasus in August 2008, undoubtedly, accelerated the process of working out this programme and giving a stronger language. If in the initial variant of document there was mentioned that "the new EU policy is secondary in respect to cooperation with Russia and is only supplementing it", then in the final version was pointed out that "Eastern partnership will be developed in parallel with the Russian cooperation"

Initially the Russian MFA and most of the Russian experts critically embraced this external political initiative of European Union. Concerns have been raised that the Eastern partnership will create new dividing lines in Europe and will force the countries from the region to make the artificial choice between the cooperation with Moscow or Brussels²⁵.

Nevertheless, the Eastern partnership cannot be regarded only like a response to Russia's action in respect to Georgia. The Trans Caucasus conflict in August 2008, accelerated the process of programme development, but the Russian factor was not its reason or purpose. The Eastern partnership is related firstly to the attempt (though not quite successful) to make more efficient the European neighbourhood policy and also to allow the new member states to speak about their external political priorities. Poland, Hungary and Czech Republic, even earlier, made different proposals regarding developing EU relations with post Soviet countries. There should be mentioned that the launch of Eastern partnership was possible, only with support of the "old" member state – Sweden (Initially Warsaw assumed to develop the Eastern partnership together with Germany).

Let's analyse, what results were achieved by Eastern partnership in its first year of acting:

- Started the negotiation on working out new *association agreements* with Ukraine and Moldova. In these documents there were formulated more clearly the EU requirements on harmonization of national legal framework to the norms of EU law (*acquis communautaire*). Monitoring the implementation of "Action plan", reveals that, in all likelihood, the economic reforms will be more successfully adopted, and not the regulations, related to the principles of "good governance". This is partly due to the EU position. Despite the constant criticism of judicial system of region states, the EU Council declined the proposal of European Parliament to send the so called Rule of Law Mission to Moldova, in spring 2009.²⁶
- In September 2009, there were prepared the assessment of the real conditions for creating free trade zone with Moldova

²⁵ About Russia's attitude towards "Eastern Partnership" from the briefing of the Russian Foreign Ministry spokesman AA Nesterenko March, 26 2009; Transcript of remarks and replies to Russian Minister Sergey Lavrov to media question during a press conference after a joint session of the Russian Foreign Ministry and FM of Belarus. November 25, 2009 .

²⁶ Jarabik B. Moldova between elections. FRIDE policy paper № 16. July 2009. P.4.

- The “Mobility pact”, signed with Moldova, is aimed not to ease the contacts and movement, but to regulate the migration flows.
- Within the framework of Eastern partnership there were worked out and approved the working programmes for the four thematic platforms, for 2009-2011.

The work will be done on the bilateral and multilateral levels:

- The actions on the bilateral level are aimed to strengthen the cooperation between EU and each partner country, assisting to their stability and welfare in our common interests. This assumes the modernization of contractual relation through concluding Association agreements; the prospect of conducting negotiations with the purpose of establishing sound and universal free trade zones with each country and the increase of the aid amount for satisfying the proper requirements taking into account the creation of free trade zone network, which in the future can be changed into the Economic Community of countries neighbouring the EU; the gradual simplification of visa regime in secure circumstances; deeper cooperation with the purpose of strengthening the energy security of partner states and EU; supporting the social and economic policy, aimed to minimize the inequalities inside each partner country, as well as between the states. For the capacity building of each partner country in terms of implementing the necessary reforms, it is needed a new programme on Integrated development of institutional capacity.
- Action on the multilateral level will provide the creation of new system, which will allow the solving of common problems. Four platforms are suggested: democracy, appropriate governance and stability; economic integration and harmonization with the EU policies; energy security; and contact between the citizens. The actions on the multilateral level also will be carried out within the framework of some key initiatives, aimed to support the tasks fulfilment of European partnership, and for this purpose there is expected to attract different donor sources, funds, granted by international organizations and private sector.

In 2009 Belarus joined a variety of actions in “Eastern partnership”, but taking into consideration the EU sanctions applied to this country, Belarus cannot benefit from the advantages of ENP.

Come into force of EU Visa Code in 2010 will improve the action coordination of member states in issuing visa and will slightly simplify the procedure of application submitting, but this is unlikely to change the situation, fundamentally.

In the end of 2009 and the first quarter of 2010, there were launched several other projects on Eastern partnership and namely, “Integrated Border Management”, “Regional energy market and energy efficiency”, Fund for Small and Medium Enterprises, projects of environment and disaster management. All these programmes are in the initial phase and are oriented towards specific areas of work. They are also subjects to the harmonization of national legal framework with norms of EU law.

Repeatedly was stated that in 2013, the participant countries of Eastern partnership will receive additional financial support, in the amount of 600 million Euro, at the same time will continue the financing on ENPI. However, none of the projects, scheduled for 2007-2010, were implemented. The full work of Comprehensive Institution Building Programme will start not earlier than in 2011, because only in the first part of 2011, will be selected programmes for financing. Nevertheless, the efficiency of Eastern partnership should not be assessed only by taking into account the financial indicators. Most important for the long term prospect is the creation of communication channels, socialization of elites of post-Soviet countries, enlarging the cooperation with the civil society organizations from the region.

Notable achievement of Eastern partnership can be the considerable reliance on non-governmental organizations (NGO) while implementing the EU policy in the region, in general and monitoring the “Action plan”, in particular. Exactly in this light there should be considered the Civil Society Forum held on November 16-17, 2009.

Today we can speak about the differences between the Eastern partnership and ENP and about its influence capacity. Within the framework of Eastern partnership there will be created conditions (on the middle term) for a fully harmonization of post-Soviet legal framework with the European Union's. Largely the Eastern partnership uses the traditional EU tactics in the region “influence, but not interfere directly”. The wide participation of civil society and attention paid to the harmonization of legal framework of the region states to the norm of EU law, will allow make this tactic more flexible and efficient.

In May, 2010, minister of foreign affairs of Ukraine, Constantin Grishenko, stated that the initiative “Eastern partnership” is one of many forms of cooperation between Ukraine and EU, and that “Kiev intends to make full use of it”. “Ukraine considers this EU initiative, which was launched a year ago, as a promising instrument for implementation of common projects of EU and Eastern European countries. Nevertheless the period of developing the “European partnership” concept has to be already followed by the phase of implementing practical programmes with a direct and obvious efficiency for the participant countries”, stressed the head of Ukrainian Ministry of Foreign Affairs”.²⁷

Taking into consideration the considerable achievements during the implementation of many programmes within the framework of good neighbourhood policy and Eastern partnership, there should be mentioned a range of factors that “inhibit” the good neighbourhood programmes, and also draws the attention the fact that *while changing the goals and tasks of EU foreign policy there was not modified the approach of establishing relations with the neighbouring countries, the fundamental principles and methods of activity*. No relations diversification was done with different groups of countries, surrounding the EU. The grounds of establishing relations within the framework of good neighbourhood programmes remained the conditioned approach, principle of reactivity, intergovernmental relations and the guideline for neighbouring countries - political willingness for Euro-integration and reform implementation. And all these principles are applied to all the countries, regardless what are the cooperation prospective with each of them.

In the programme of good neighbourhood policy, were uncritically transferred all the fundamental directions of EU countries while establishing relations with the countries from the European continent, in the period of EU active enlargement, where all the surrounding countries “were classified” on the ground of their readiness to join the European Union. This vision created the fundamental principle of relations building. The good neighbourhood programme declared “the optionality” of EU joining, but at the level of instruments and working mechanism did not provide diversity approaches for cooperation.

Within the framework of the conducted policy, there were not found the action instruments for countries, which express their unwillingness to comply of the norms and standards, offered by EU (especially in the area of political and civil institutes).

As the main destination and support of programmes, were considered the government reforms. But the readiness to changes was overestimated. The governments started to replace the long term goals with satisfying pragmatic interests. Civil society, is the area, where invariably persists the commitment to European values. But within the framework of good neighbourhood policy approaches there are no possibilities for civil society to participate at the level of intergovernmental dialogue.

²⁷

<http://www.regnum.ru/news/1293066.html#ixzz12MpUn9nY>

Thus, the goals and references, which had to be achieved by EU in its neighbourhood policy – stable pro-European oriented surrounding – were depended on the changeable political life of neighbour countries. The subjects and organizations, striving to disseminate of European norms and values were deprived of efficient instruments on influencing the development of relations between countries.

2.3. Legal aspects of cross border cooperation EU- Russian Federation

Russia has centuries old relations with the European countries. However, since the last decades the foreign economic interests of the European states and foreign political one, are accumulated by the European Union, this led to the actualization of problem concerning the legal formalization of EU-Russia relations. A whole range of factors – economic, political, geographical – indicate of the critical importance of effective cooperation of Russia and this international organization, linked by a single European law. EU today has 27 members. There can be stated that on the European continent there are taking place qualitative changes of economic and legal reality. In this sense, becomes evident the fact that in the EU space and in the relations with the neighbouring countries, the most important becomes not the principle of peaceful coexistence, but the economic priority and partnership. The currency of these topics consists in the fact that agreements have definitely a new quality.

First of all, this refers to the agreements, in which Russia does not monopolize the foreign trade with EU. The state rather has the position as a supreme public authority, which has the purpose only of creating optimal (legal) conditions for an efficient trade and cooperation on the behalf of all businesses from the Russian part. According to the accepted engagements, the Russian Federation, for example, is obliged to refrain from a conduct, which negatively influences the trade between Russia and EU.

Secondly, another peculiarity of the existing agreements consists in the fact that they describe in detail the proceedings of legal implementation, and also the control and responsibility of both parts. There should be mentioned that this “closeness” of commercial and economic (international) cooperation was not appropriated for Russian part.

Thirdly, all the mentioned specifications of the concluded EU-Russia agreements can be called non-typical for the Russian part, for the fact that they prescribe to Russia and oblige it to undertake large scale peculiar domestic actions, in order to fulfil the contractual obligations. Thus, Russia, according to the PCA (Agreement of partnership and cooperation), had in a short term to adopt a whole set of radical domestic legal reforms (in the area of competition policy, banking activity, book keeping and fiscal system, consumer rights protection, customs law, etc.).

International activity, the main component of which is the cross border cooperation (CBC) of regional authorities and local communities in Russia is controlled by the system of legal regulations, which form three legal groups.

First – comprises the federal legal acts. The most important among these are laws: “On International agreements of Russian Federation” (from 1995), “On International coordination and foreign economic relations of Russian Federation subjects”, from 1999, “On legal status of foreign citizens in Russia,” from 2002, “On fundamentals of state regulations of foreign trade activity”, from 2003, “On state border of RF”, “On concept of cross border cooperation in RF”, from 2001, and other.

An important place has the legal acts, defining the powers of regional and local authorities in realization of international relations. In Russia, these powers are established by RF Constitution and federal laws “On general principles of organization of legal and executive authorities of subjects of Russian authority” and “General principle of organization of local self-governing in RF” from 2003.

There should be mentioned that the cross border and interregional cooperation are not subject to regulation of special federal laws. The legislation in force does not make any preferences provisions for CBC. A definite exception makes the federal laws on special economic zones in Kaliningrad and Magadan regions. In this regard for CBC, a special meaning has the passport and visa, currency, customs and migration laws, norms and regulations, control of the transfrontier movement of people, money means and goods, and as well the federal goal-oriented programmes, regarding the development of border regions. An important role has also the federal goal oriented programmes in transport areas, communications, development of customs and border infrastructure.

The second legal group makes up the international documents and agreements, stipulating the goals, mechanisms and concrete areas of cooperation between Russia and the international organizations and individual countries. An important element of this legal block is considered the Russia's joining, in 2002, to the European Outline Convention on Transfrontier Co-operation between Territorial Communities or Authorities. According to the Convention, the CBC is carried out within the framework of powers of territorial communities and authorities, defined by the domestic legislation of each party. CBC in Convention means the cooperation of authorities, as well the population of border territories of neighbouring countries. In CBC definition, written in Concept of cross border cooperation in RF, the emphasis is put on the action coordination of the authorities of neighbouring countries and border territories and the specification of cooperation goals. That is, in Russian document, the CBC is understood, first of all, as the cooperation between authorities.

This undoubtedly, narrows the social basis of CBC, allows disregarding the interests of businesses and population from the border territories, while adopting certain federal legal acts and the organization of customs activity, of migration and border services. In autumn 2006, Russia signed the Additional protocol and Protocol Nr.2 to the European Outline Convention. The Additional protocol regulates the legal status of organizations of CBC (Euroregions) and their legal personality. Protocol Nr. 2 extends the provisions of Convention and Additional protocol on the regions which are not bordering with each other. The set of Russia's relations with EU countries is regulated by the Partnership and Cooperation Agreement with EU. Besides the North-West regions of federal district of Russia have a range of agreements, such as the Council of Baltic Sea States, Northern dimension and other.

The practical implementation of regulations from this group directly depends to which extent the national legislation of Russia will be aligned to the norms of international agreements.

The third legal group consists of agreements concluded within the framework of its powers, between the regional and local authorities with their counterparts from the neighbouring countries.

The main directions of EU-Russia dialogue are incorporated in the Medium-term Strategy for developing relations of the Russian Federation with the European Union for 2000-2010, signed in Helsinki, on October 22, 1999²⁸.

Until 1999, Russia did not have a detailed position concerning the goals and tasks of cooperation with EU. The Russian strategy in respect to European Union was defining the principles, based on which was planned to develop the cooperation with this international institution.

The strategy mainly is focused on solving short term and middle term problems of this stage and to prepare the bases of the partnership relations between Russia and European Union. Its main legal and organizational foundation represents the Agreement of partnership

and cooperation, establishing the partnership between Russian Federation, on one part and European communities and member states, on the other part, 1994²⁹.

In particular the strategy determines the area of transfrontier cooperation:

8. Transfrontier cooperation

- 8.1. To use the presence and the prospect of lengthening the common border of Russia and EU for the acceleration of level of transfrontier interregional cooperation and regions development of both parts, up to the level of standards, achieved by the so called Euroregions. Obtaining from the European Union the dissemination of cooperation of supranational and national systems of its stimulation, which are in force in the EU including the visa and border regime. Stimulate the contacts between regions of Russia and EU, and also use the capabilities of EU Committee of Regions, with the purpose of establishing humanitarian and economic relations and experience exchange regarding the local self-governing and management.
- 8.2. Jointly to fill with practical content the initiative "Northern dimension", for the development of European cooperation, obtaining financial support from EU, and attracting capital from non-European countries. Help to ensure that this initiative is aimed not only to stimulate the production and export of raw materials, but also to develop comprehensively Russia's North and North-West.
- 8.3. Taking into consideration special geographical and economic situation of Kaliningrad region, to provide the necessary external conditions for its activity and development as an integral part of Russian Federation and as an active participant of cross border and interregional cooperation. Determine for the future, the optimal economic, energy and transport specialization of the region, allowing operating efficiently in new conditions. Reliably equip its transport links with the mainland Russia. To work towards the conclusion, if necessary with EU, of a special agreement, providing the protection of interests of Kaliningrad region as a subject of Russian Federation in the process of EU enlargement, and as well, if possible, to turn this territory in a Russian "pilot" region in cooperation between Russia and EU in the 21 century.
- 8.4. On the Mediterranean direction of international cooperation (Barcelona process), to focus on the selective participation of Russia in its actions and assure the Russian interests while creating the EU free trade zones – Mediterranean countries.

The Strategy takes into consideration the main direction and goals of EU Collective Strategies in respect to Russia, adopted by the European Union Council in Cologne, on June 1999.

The middle term strategy initially symbolized the refusal from the traditional scheme of building relationship, based on the adoption of legal-political and economic standards of EU, as the main condition of efficient realization of cooperation. The document contained provisions regarding the harmonization of economic legislation and technical standards, however the Russian part stressed that this kind of process should not be one-sided.³⁰

The strategy defines:

9. Cooperation's legal framework development. Harmonization of economic legislation and technical standards

- 9.1. To strive to reinforce and develop the Agreement by concluding new agreements in different areas of cooperation with EU..

²⁹ Diplomatic Bulletin 1994. Nr. 15 - 16. p. 29 – 59

³⁰ Emerson, Michael, Tassinari, Fabrizio and Marius Vahl: New Agreement between the EU and Russia: Why, What and When?, in *CEPS Policy Brief, No. 103, May 2006*, page 6 Ibid, Annex 3, page 15

- 9.2. To work towards reaching an agreement with EU to jointly develop and sign a new wide agreement on strategic partnership and cooperation in the 21 century, designed to replace the Agreement. Move to it gradually, as the Agreement is implemented, on the basis of the concrete achieved results, as well as the common positions in the strategies on developing partnership and cooperation between Russia and European Union.
- 9.3. Preserving the independence of Russian legal system and legislation, to work towards its convergence and harmonization with the EU legislation, in areas of most active cooperation between Russia and EU, including the Parliamentary Cooperation Committee.
- 9.4. Preserving in Russia, its own systems of standards and certification, to conduct their harmonization with similar systems in the areas of most active trade and technical cooperation between Russia and European Union. A wider use of ISO standards. To work towards mutual recognition of certification documents, including through the establishment of joint certification agencies.

The modern legal framework for relations between Russia and European Union – was laid by the Partnership and Cooperation Agreement (PCA), establishing the partnership between Russian Federation on one part, and European communities and their member states, on the other part, concluded on June 24, 1994, on Corfu Island (Greece).³¹ The Federal Assembly of Russian Federation ratified the agreement in November 1996³². The agreement came into force on December 1, 1997 after been ratified by the European Parliament and by the national Parliaments of EU member states.

This agreement falls into the category of international treaties of Union, concluded jointly with the communities and member states. It was concluded on a period of 10 years, with subsequent annual automatic extension of Agreement, if none of the parties will assert its denunciation. The agreement contains a preamble, 112 articles, 10 annexes, 2 protocols and some joint and unilateral statements and correspondence.

The Partnership and Cooperation Agreement between Russia and EU, from 1994, laid a solid foundation for the development of dialogue between the parties on political, economic, cultural issues in the beginning of the 21 century. The agreement from 1994, has a basic character, it contains general provisions on cooperation between EU and Russia. PCA has a framework character, as many of its provisions require further development and specification in the special bilateral agreements on specific issues. Some PCA articles do not only perpetuate the opportunity, but even the necessity of concluding such agreements (for e.g. art. 21-22).

Analysis of the main economic component of Russia-EU cooperation, shows, that to current date, there is a failure in fully implementing the directions of economic cooperation, which were recorded in the Partnership and Cooperation Agreement. Many PCA provisions are outdated (like for e.g. it does not take into account the recognition by EU of Russia's market economy status) and do not correspond with the reached and modern level of economic cooperation of Russia and EU, as well as the prospects of its further development. In the present, there are expressed quite founded opinions about the necessity of concluding, in addition to the PCA, a special agreement on investment issues with the purpose of enhancing the roles of EU financial bodies in guarantying and financing in Russia the private investments of member states of this organization. However the global financial-economic crisis in 2008 greatly complicated the solving of this problem.

³¹ Diplomatic Bulletin 1994. Nr. 15/16. p. 29–59.

³² Federal law from November 25, 1996.

During the planned formation of the future Common European Economic Space, the parties will have to prepare a series of new agreements and programmes, which will inevitably go beyond the PCA framework. Modification or replacement of PCA with the new agreement will be needed and in the case of Russia's entry to WTO, which actually will make unnecessary a significant part of its provisions.

The EU enlargement in 2004, revealed the necessity to develop a new legal framework, for an efficient cooperation between Russia and EU.

The development of partnership and cooperation between the EU and Russia at the present stage led right up to the need for establishing a stronger neighbourhood, possessing features of the association. The current stage of cooperation between Russia and the European Union as a period of apparent domination of a pragmatic economic and energy interests, over any statutory legal issues has been created in 2005. In this year was approved the content of the roadmaps for "four common spaces" - a common economic space, common space on freedom, security and justice, common space on external security and common space on research and education, including cultural aspects. Implementation of the so-called road map for the common spaces, adopted during the Moscow Summit in May 2005, remains one of the key features of the cooperation between the EU and Russia. Such a project in the diplomatic and foreign policy practice, neither Russia nor the EU has ever had. This is really a new word in contemporary international relations.

Despite its political nature, all the approved papers in its framework have a legal character. They, on one part, increased the amount of political arrangements that fit into the logic and tradition of the Russian-European cooperation in general, but on the other part, organically linked with the legal sphere of partnership between Russia - the EU and with its main part - the Partnership and Cooperation Agreement. There should be mentioned, that this link has a reformative, specification, concretization and gap filling character in respect to the CBC text. Of course, it serves primarily a political role and function, although regulatory and governing also. In any case, the adoption of the current edition of the "road maps" - means moving in the right historical, political, economic and legal direction.

However, these documents confirm the opinion, often sounding in the Russian and the Western scientific community, that currently the European Union and Russian Federation are not the subjects of international relations, which signed the Partnership and Cooperation Agreement. One of the main differences between the "road maps" of PCA and the action plans offered to other countries in the framework of the "European Neighbourhood Policy", was the lack of requirements for implementing a number of political conditions "as the basis for moving from cooperation to integration or the deepening of bilateral contacts.

This fact does not mean a complete lack of continuity with earlier approaches to cooperate with each other. Roadmaps stressed that "strategic partnership" between Russia and the EU should be based on "common values" equality and mutual respect of interests. A new model of relations was combining the principles stated by the EU in the "Common Strategy" and by Russia in the "Medium-Term Strategy". Still the concept of "shared values" in generally was defined through a set of democratic principles and respect for human rights, especially the rights of persons belonging to minorities. Reference to "common values" as the basis of relationships was included in the two road maps: in the common space on external security and common space on freedom, security and justice. In the road map for the common space on freedom, security and justice, it was noted that "cooperation between Russia and the EU in the area of freedom, security and justice has progressed sufficiently and has become a key element of the strategic partnership between both parties". For example, "progress has been

made due to establishing regular consultations on human rights, including minority rights and fundamental freedoms³³

Russian experts have argued that “the understanding of the content of the” integration” between the Russian Federation and the European Union has changed. Originally, the process of integration implied a unilateral convergence of the Russian legislative, political, legal and economic models with the European one.

At the moment it is rather a bilateral convergence based on harmonization and exchange of interests.³⁴ The ultimate goal of political, economic and cultural dialogue in the context of each of the roadmaps is the maximum coordination of positions on both sides of the most significant issues. Collaboration gives a very contradictory picture: some of the provisions (liabilities) are executed, while others - out of date, a number of previously adopted documents quite objectively contain gaps due to the dynamic development of world's politics and economy. Parties as responsible actors could not have noticed this politico-legal and sociological disharmony. This resulted in the aspiration of Russia and the EU, to use other, not only legal instruments and mechanisms to optimize their interactions.

Such means, including an ideological sense, become the decisions and arrangements of Russia - EU Summits. The agenda of each of them included the most important bilateral and international issues. Outcomes of the discussions were documented in the decisions and recommendations that will surely provide political commitments. Their specificity lies in the fact that they are, firstly, related to many international legal obligations of Russia, the European Union, EU member states, and secondly, are correlated with the guidelines of PCA 1994, actualizes its provisions, including goal-oriented and , and thirdly entail political and moral responsibility of the parties for execution.

Modern realities highlight the need for new legal instruments for the productive cooperation between Russia and EU. The work is in progress. Topic of PCA 1994 modernization was a major issue of political and diplomatic discussions between Russia and the European Union. It was the subject of discussion at the Hague (2004) and London (2005), Sochi (2006) summits, the Russian Federation - European Union; many experts and scientific communities from European countries are working on analysing this topic.

The leaders of Russia and the EU had reached on EU-Russia summit in London in October 2005, a fundamental political agreement to conclude a new framework agreement, which should replace the current Partnership and Cooperation Agreement (PCA). Both Russia and the EU have gone through important political, economic and social changes since the signing of the PCA in 1994 and its coming into force in 1997, a new basic agreement is designed to reflect these changes and make a qualitative step forward - to create a more solid legal basis for relations Russia and the EU, to fix a common commitment to the basic principles of interstate relations, as well as bring the interaction to a higher level of strategic partnership.

The needs of updating the legal framework for relations between Russia and EU, are really urgent. The current PCA is flexible. Parties upgraded the system of managing the bilateral cooperation without formal changes. They agreed on the concept of common spaces and accepted for execution roadmaps for their construction.

The general international law is quite sufficient to regulate the bilateral relations. It provides the same binding principle, on which is based PCA. The PCA, itself, contains many references to the general international law and to the most important multilateral treaties. Regarding the maintenance of international peace and security it refers to the UN Charter.

³³ “Roadmap” on common space: freedom, security and justice. May 10., <http://www.kremlin.ru/events/articles/2005/05/87950/152814.shtml>

³⁴ Lukyanov, Fyodor. The new agreement between Russia and the European Union: Conditions and Opportunities. In Partnership with Russia in Europe. Scenarios for a Future Partnership and Cooperation Agreement. Fourth Discussion Circle Meeting Morozovka (near Moscow). September 10-12, 2006

Regarding the trade regimes, the references are made to the norms GATT/WTO. If there is an issue on general values then it refers to the International Bill of Rights and the European Convention on Human Rights and Fundamental Freedoms.

But PCA is hopelessly outdated. It does not take into account all the fundamental transformations that Russia and the EU have undergone over the years. It does not reflect the current state of relations between Russia and the EU. Parties have serious and quite founded claims to this document. Its capacity to shape the future is limited. Therefore, the new basic agreement is objectively needed.

There is the possibility to count on the general international law as the single or defining basis of the bilateral relations. But this will impoverish the system of regulation. The specificity will be lost. The process of giving special character to relations, on partnership strategy, will be quite impossible. At least, for a short term period. Therefore, the decision on a new basic agreement and its consistent implementation has fundamental political importance. The political super-task, which is the solution of the problem, is not limited only to the modernization of the legal regulation. It means at the same the choice of the bilateral relations, on the formation of which, further the Russian Federation and the EU will direct their efforts.

The new framework agreement has a lot to give to the potential partners. For Russia, the EU is a natural ally in implementing the policy of modernization and diversification of the national economy. From EU countries comes the main stream of machinery and equipment with which Russian companies make the renewal of fixed capital. Hence comes the largest share of investments in the economy.

The EU also can rely only on Russia in solving a wide range of international, political and economic problems.

The launch time of pragmatic international-legal project, that is the future foundation of EU-Russia, has already come. There are defined its outlines, principles, structures. The main goal is clearly stated- a strategic (in-depth, advanced, integration, etc) partnership. It is also clear that the evolution in the 21 century of the modern world order, tasks that are to be solved by its subjects, do not allow to delay the solution of problems concerning the multi-vector regulation of Russian-European relations. This is - a serious political, legal and ideological challenge that is put forward as a priority for the authorities of Russia and the EU.

Russia and EU started the negotiations on the new framework agreement in July 2008. Until the end of 2009, there were held seven negotiations rounds. The parties agree on (drafting) texts of articles on each section of the future agreement.

The main documents, regulating the EU-Russia relations are³⁵:

Partnership and Cooperation Agreement

- Partnership and Cooperation Agreement 1997
- Protocol on partnership and cooperation 2004
- Joint Statement on EU Enlargement and EU-Russia relations 2004
- Protocol on partnership and cooperation 2007
- Joint Statement on EU Enlargement and EU-Russia relations 2007

Road maps on four common spaces

- Road map on common economic space 2005
- Road map on common space of freedom, security and justice 2005
- Road map on common space of external security 2005
- Road map on common space of science and education, including cultural aspects 2005

Visa regime and readmission agreement

³⁵ www.russianmission.eu (Permanent Mission of the Russian Federation to the European Union)

- EU-Russia Agreement of visa facilitation 2006
- Agreement on readmission between Russia and EU 2006

Sector agreements

Energy

- EU-Russia energy dialogue. 10th Progress report 2009
- Memorandum on Early warning mechanism in the energy sector within the framework of EU-Russia energy dialogue 2009
- Memorandum of understanding and industrial cooperation in the energy sector between the Ministry for fuel and energy of the Russian Federation and European Commission 1999

Steel

- Agreement between the EU and the Russian Federation on trade in certain steel products 2007

Textile

- Agreement between the EU and the Russian Federation on trade in certain textile products, 1998

Combating the transnational crime and terrorism

- Agreement on cooperation between the European Police office and the Russian Federation 2003
- European Union action plan on common action for the Russian Federation on combating organized crime 2000

Fight against drugs

- Memorandum of Understanding between the Federal Service of the Russian Federation for Narcotics Traffic control and the European Monitoring Center for Drugs and Drug Addiction 2007

Science and technology

- Agreement on cooperation in science and technology between the European Community and government of the Russian Federation 2000
- Agreement renewing the Agreement on cooperation in science and technology between the European Community and government of the Russian Federation 2003

Non-proliferation, disarmament and export control

- Joint decision of Council of establishing *European Union Cooperation Programme for non-proliferation and Disarmament* in the Russian Federation 1999
- Council decision on implementing joint action 1999/878/cfsp with the purpose of contributing to the *European Union Cooperation Programme for non-proliferation and Disarmament* in the Russian Federation 2001

Regional policy

- A Memorandum of Understanding on regional policy cooperation between the European. Commission and the Ministry of Regional Development of the Russian Federation, 2007

3. REPUBLIC BELARUS

3.1. Cross border cooperation EU-Belarus

For many centuries until the period of separation of Rzeczpolita, the Belarusian lands were developing in the general European tendencies, and they also were subject of processes of state system and monarchy establishment, reformation and religious wars period, the Renaissance, the dissemination of Magdebourg law and guild organizations of artisans, development of printing and education. Most of these processes on the territory of Belarus took place simultaneously with the main part of Europe, although with some delay.

Natural and durable relationship with the history of most European states was interrupted by a series of partitions of Rzeczpolita, after which most of the Belarusian territory became part of the Russian Empire and later of the Soviet Union. This “Russian” period of history ended in 1991; after gaining independence the Republic of Belarus, leaving the country to itself to determine the vector of development. However, this choice is not “really” made even today. Embarked on the path of self-reliance and independence, the Republic of Belarus faced the need to develop its own ideas about which way to go. The birth of the young Belarusian state forced to comprehend its previous history and to identify new targets and goals.

Starting with 2004, it found itself in the relations of neighbourhood, not with separate European countries –Poland, Latvia and Lithuania, but with the European Union³⁶.

Today, Belarus and EU have not only a common border, but also common economic, political, ecological, energy, demographic and other problems, which need efforts for their solving. While Belarus is still rethinking the new format of relations, EU has a developed approach for building relations with its Eastern and Southern neighbours, which is now concentrated in the European neighbourhood and partnership instrument.

“Action Programmes under the European Neighbourhood and Partnership Instrument (ENPI) guide the European Commission’s assistance to Belarus. Up to now, Belarus has received far less assistance than its neighbours because the policies pursued by President Alexander Lukashenka's regime prevent the Commission from offering Belarus full participation in the neighbourhood policy.

The principal objectives of EU cooperation with Belarus are to support the needs of the population, to directly and indirectly support democratization, and to mitigate the effects of the self-isolation of Belarus on its population.

EU Assistance Programmes

To make the people of Belarus more aware of the advantages of EU assistance and the benefits of a closer relationship, the European Commission has issued a “non-paper” with the title: ‘What the European Union could bring to Belarus’.

However, the EU still manages to provide some support to Belarusians. Assistance concentrates mainly on the areas of **food safety** (ENPI Action Programme 2009), **energy** (ENPI Action Programme 2007), **environment** (ENPI Action Programme 2008) and **higher education** (Special Measures 2007 and 2008), but also on civil society and the social domain. The Commission also provides support to the country’s independent media.

To prevent drug abuse and fight against drug trafficking in Belarus, Ukraine and Moldova, the European Commission funds the BUMAD programme.

The EC also contributes to a project to promote a wider application of international human rights standards in the administration of justice in Belarus.

Dealing with Chernobyl’s legacy

³⁶ <http://www.delbl.ec.europa.eu/page1365.html>

The EU concentrates part of its assistance on areas of Belarus which were affected by the Chernobyl disaster.

More precisely, the assistance concentrates on supporting the provision of medical care services and monitoring to the most vulnerable categories of Chernobyl-affected population suffering from thyroid pathologies as well as to develop and implement sustainable social and economic initiatives through community mobilization.

Support to Civil Society

The EU funded project “Support to capacity building and networking of Belarusian NGOs and Local Authorities” maintains a communication and networking platform for EU and Belarusian NGOs and Local Authorities.

Boosting education

In October 2006, the EU launched a major programme to support scholarships for Belarusian students who wish to study abroad. Scholarships are granted to students who have been penalized by the Belarus regime and who have been denied access to local universities because of their political activities during and after the presidential elections of March 2006.

Thanks to these scholarships, Belarusian students who have been expelled will be able to pursue their studies in neighbouring countries, in particular at the European Humanities University (EHU) in Vilnius and at universities in Ukraine. This initiative complements the scholarships offered by several EU Member States. The project is part of the EU's continuing efforts to support Belarusian civil society, particularly Belarusian students and youth.

In April 2008, the European Commission has increased support to Belarusian students studying abroad. A € 1 million allocation will be paid into a designated Trust Fund for the EHU.

Belarusians can also take part in the Erasmus Mundus External Co-operation Window for mobility of students and academic staff.

Supporting the independent media

The European Commission provides continued support to Belarusian independent media.

An ongoing project which started in 2008 includes a new information source for Belarusian journalists. It is the website “EU-Belarus” which contains EU-related information in both Belarusian and Russian languages.

Furthermore, from 2006-2008, the EU has funded a large media project involving TV, radio, the printed press and the internet in order to increase Belarusian people's access to independent sources of news and information. The project makes use of existing media to provide independent, reliable and balanced information on Belarus and the EU. It also organizes training for Belarusian journalists. The actions range from weekly TV broadcasting and live TV specials to daily radio shows on European Radio for Belarus (ERB) and editorial cooperation with independent Belarusian newspapers.”³⁷

In the next few years Belarus will have to choose its own deliberate and balanced position concerning this instrument and to submit its understanding about the optimal relations with EU.

Belarus has consistently supporting the idea of transferring political relations of Belarus - the EU into a dialogue and pragmatic partnership, which should be based on realism, pragmatism, common and mutual respect.

In order to promote direct cooperation with the European Union in the spheres of mutual interest between Belarus and the EU are carried out expert consultations in such areas as energy, development of trans-European transport corridors, the interaction between customs

³⁷

www.Eurobelarus.info/delblr.ec.Europa.eu

services and improvement of conditions for transit, environment, macro-economic cooperation, agriculture, standardization etc.

In order to streamline cross-border cooperation the Council of Ministers of Belarus adopted a resolution “On creation of the Interagency Coordinating Council on cross-border cooperation with neighbouring countries” Nr. 1602 from 18.12.2004, which stated:

3. The main goals of the Council are:

- Coordination of state authorities activity with the purpose of developing a single position of Belarus regarding the cross border cooperation issues with neighbouring states,;
- Defining the priorities in the implementation of the key policies of cross border cooperation with the neighbouring countries;
- Solving a set of problems, arising in the implementation of key policies of cross border cooperation;
- Considering the projects of goal-oriented programmes, plans, international treaties regarding the cross border cooperation with the neighboring countries.³⁸

The Belarus pays a great attention to the development of interregional cooperation. The cross border cooperation is considered one of the fundamental directions of the country's external policy. There are provided various forms of cooperation: cooperation with foreign countries at the regional and local levels for the operational decisions on border issues, foreign investment to improve the border and transport infrastructure, creation of commercial organizations with foreign investments, development and implementation of regional technical assistance projects financed by international organizations and programmes in economy, spatial planning, entrepreneurship, infrastructure, information, environment, education, culture, tourism and sport.

A special attention, due to Belarus geopolitical position, is paid to the European component of cross border cooperation. There is expected, the encouragement of Euroregions, as forms of cross border cooperation with the purpose of reducing the differences in the levels of socio-economic development of territories, development of border infrastructure, joint solving of the problems in the areas of nature protection, overcoming imbalances in the population employment matters, cultural and language barriers (especially in the Euroregions “Niemen” and “Lake region”)³⁹.

Belarus is involved in European transboundary cooperation and the implementation of the EU concept of “Wider Europe - Neighbourhood: A new approach to relations with our Eastern and Southern Neighbours” (2003) and the strategy of the European Neighbourhood Policy “(2004).

It participates in three good neighbourhood programmes (“Poland - Belarus - Ukraine “, “Latvia - Lithuania – Belarus”, “the Baltic Sea Region “). Most active in this area are Brest, Vitebsk, Grodno and Minsk regions. It is significant that among the goals of these programmes exist and integration objectives. In this way, the program “Poland - Belarus - Ukraine” is aimed to raise the living standards and socio-economic integration of neighbouring regions, the program “The Baltic Sea Region” - to achieve a higher level of integration in the region and the formation of a sustainable and stable region of Europe. They are called sub-priorities, support integrated development of border territories, islands and other territories, the creation of sustainable patterns of communications for the growth of regional integration.⁴⁰

³⁸ Pravoby.info/docum09/part18/akt18663/htm

³⁹ See: The main directions of domestic and foreign policy of the Republic of Belarus: approved by the Law of the Republic of Belarus . Nr. 60-3. URL: <http://www.pravo.kulichki.com/zak/new03/newc3820>.

⁴⁰ See.: V.Belitsky.Odinets E. Orlov L. Experience of Belarus' participation in the EU good neighborhood.programmes // Magazine : International law and relations 2008. Nr. 3. C. 77—81

Thus, the European direction of cross-border cooperation should be considered among the integration priorities of Belarus, which may change considerably under the influence of fluctuations in the Russian-Belarusian relations. You can treat it, as an additional tactical resource in cooperation with European organizations and states, on the one part, and Russia - on the other, allowing Belarus to form a situation of alternative choice in terms of diversification of foreign policy. Some Belarusian authors attest indirect “support” for Russia against the European alternative, assuming that the model of inter-regional contacts between Belarus and the EU have been worked out in cooperation with Russia, as well as Ukraine, Latvia, Lithuania and Poland and can relatively quickly be adapted to the European direction⁴¹. The limit for RB to Europe can be considered “democratic” factor, since the conditions of involving the countries (regions) to participate in EU programmes of good neighbourhood suggest dependence on the success achieved in some areas, especially eligibility criteria.

The European Union is the largest donor of technical assistance to the Republic of Belarus through the Technical Assistance to CIS (TACIS). During the years of the TACIS activity in Belarus, there were implemented 320 projects worth about 204 million Euro. As a result of reforming the EU system of technical assistance from January 1, 2007 the TACIS Programme was replaced by European Neighbourhood and Partnership Instrument (ENPI), which applies to Belarus.

During the 2004-2006, there was planned to allocate 23 million Euro for the implementation of projects, aimed to strengthen the cross border cooperation between the enlarged EU and its “new neighbour” - Belarus within the framework of three programmes: “INTERREG III A Latvia-Lithuania-Belarus (Priority South)”, “Poland-Belarus-Ukraine INTERREG III A / TACIS CBC” and “The Baltic Sea Region INTERREG III B”. However, the participation of RB in these projects faced a number of serious problems, but their number is still insignificant. The most serious obstacles represent excessive centralization of decision-making of the Belorussian part. As a result, in recent times have been recorded only a few dozens of applications for the program “INTERREG III A Latvia-Lithuania-Belarus” and “Poland-Belarus-Ukraine INTERREG III A / TACIS CBC”.

At the same time, the excessive length of procedures for the approval of applications by the Belarusian part in some cases leads to the fact that potential foreign partners (which in general do not have the procedural problems) prefer to stay within the established time frame and to obtain financing, at least for themselves, as their Belarusian colleagues remain “with their own interests.” At this moment, approximately out of the 40 of real possible projects under the above mentioned programmes, there are implemented only 15. In September, 2005, the Belarusian partners participated only in 20 out of 101 approved projects under the 1-7 contests of the Neighbourhood Programme” The Baltic Sea Region INTERREG III B “whereas in January 2006 there were approved 120 projects with the participation of countries from all the regions.⁴²

During the period 2004-2006, out of the planned 23 million Euro, Belarus used only 1,034,282 Euro, or 4.5%.⁴³

According to the National Indicative Programme for Belarus in the period 2007- 2010, within the framework of ENPI, EU had provided technical assistance on two priorities: the social and economic development, democratic development and good governance. The budget for

⁴¹ See.: Alekseeva T, Gordeychik A, Dostanko E. Cooperation of Belarus with the leading European organizations in the late 90's // Belarusian magazine : International law and relations. 2000ю # 2. URL: http://www.evolutio.info/index.php?option=com_content&task=

⁴² http://www.bsrinterreg.net/programm/_downloads/2005.09.14.1_7_round_projects.zip

⁴³ A. Kruglashov, Y.Kotskaya. Belarus – Really Belarus needs such a regional policy ? Modern Europe Nr,2010 p..38

Belarus was established in the amount of EUR 5 million annually, but starting with 2009, has been increased twice - up to 10 million Euro.

Projects under the programmes, in which participate Belarus, are selected through an open or closed tender, depending on the topic. For example, information about the recipients of grants for projects supporting democracy – is not disclosed. The main recipients of technical assistance among government agencies are the *Minister of Nature Resources and Environmental Protection*, Ministry of Internal Affairs, State Border and State Customs Committee, and the Chernobyl Committee, Belarus Weather Centre and regional executive committees. In the projects also, participate the Belarusian non-governmental organizations, universities, research institutions

In the area of combating illegal migration for the project MIGRABEL, for Belarusian branch of the International Organization for Migration there has been allocated 700,000 Euro. The project aims to improve protection of Belarusian passports and visas from counterfeit, bring them into conformity with international safety standards, including biometrics.

Much attention is paid to the programmes of cross-border cooperation: “the Baltic Sea Region”, Poland - Belarus - Ukraine, Latvia - Lithuania - Belarus. All together, the budget for the Belarusian participants of these programmes for the period until 2013 amounts to 250.546 million Euro. (See Appendix Nr. 1)

Belarus is objectively interested in the development of the entire range of cross-border cooperation - in the cultural, economic, education and other spheres at the international, national, regional and local level in order to simplify the visa regime, develop the border, transport, telecommunication, nature protection, energy infrastructure, combat illegal migration and combat international crime.

Cross-border and transboundary cooperation could greatly contribute to the revival of depressed regions of Belarus, which include small towns, where are situated the unstable working industrial production enterprises, as well as a significant part of rural settlements, the economy of which make up unprofitable and non-profit agricultural enterprises, as well as to the mitigation of the regional inequalities and many socio-economic disparities between regions and between regions and the centre.⁴⁴

3.2. Practical implementation of cross border cooperation

EU and Belarus from May 2004, have a common border, with a length of 1213 km, being both objectively interested in that it will not become an obstacle for the economic cooperation, trade development, socio-cultural exchanges and cooperation. In this context, special importance have Euroregions as transfrontier socio-economic unions of integrated territories of the neighbouring countries.

Border territories of Belarus are part of some Euroregions, together with the neighbouring countries from the EU.

1. Agreement on the creating the Euroregion “Niemen” was signed on **June 6, 1997** by Grodno Oblast (Belarus), Suwalki Voivodeship (Poland), Alytus and Marijampole counties (Lithuania), while at the same time was approved its Charter.

Euroregion “Niemen” integrated the Belarus - Grodno region with the Polish part in 1998 - Podlaskie Voivodeship, from the Lithuanian part with - Marijampole, Alytus and Vilnius district, from the Russian part since 2002 with Chernyakhovsky, Krasnoznamensk, Ozersky, Gusev and Nesterovskiy areas Kaliningrad region. The area of the Euroregion is 69.8 thousand square kilometers. The population of the Euroregion - 3,6 million. Cities of Euroregion: Grodno, Lida (Belarus), Suwalki, Lomza, Augustow (Poland), Vilnius,

⁴⁴ Economics and society in Belarus: Imbalances and prospects of development. National Human Development Report 2004–2005

Alytus, Marijampole (Lithuania), Ozersk, Nesterov (Russia).

As the Euroregion includes territories of four states, a great importance for the region has the development of transport and telecommunications systems, as well as development of tourism infrastructure and recreation, roadside service. In the cities of Grodno and Lida operates a free economic zone "Grodno-invest".

Implemented project (with participation of Belarus):

- Annual exhibition of Euroregion "Niemen"

The purpose of the exhibition is the activation of cooperation between economic entities of Belarus, Poland, Lithuania, Russia; contracts; demonstration and sale of consumer goods.

- Info region Niemen (2001-2002), under which, Grodno hosted a forum of NGOs from Euroregion "Niemen", there was published an electronic newsletter "Niemen-Info", there was created a database of Euroregion organizations;
- PoLiBelKa (2003, 2006) - International Youth School with the participation NGO activists from the border areas of Poland, Lithuania, Belarus and the Kaliningrad region of Russia (2003, 2006).
- Project under the Good Neighbourhood Programme "Poland-Belarus-Ukraine" Bio-mechanical research and development of methods to improve Children movement system from Podlasie and Grodno
- Project "Unknown Europe - the development of tourism infrastructure of the Polish-Belarusian border area in the district of Augustow Canal and the Niemen. Implemented in 2008-2010. Budget: 740,000 Euro.

Additionally, through funding, received from the Small Projects Fund, managed by the Association Euroregion Niemen (Poland) were implemented several cross-border mini-projects with participation of Belarusian partners, including::

- "Green Lungs of Europe": a series of seminars dedicated to the issues of inventory of monuments of historical and cultural heritage in the border areas of Belarus, Poland and Ukraine (2007);
- publishing the multilingual version of the poem N. Gusovskogo "Song about Bison", Belarusian-Polish heathenish books "Myths and Legends: From the Niemen to the Bug" and "Traditional cuisine Bialystok and Grodno, and other (2007); (2007);
- "Searching for the intersection of cultures": youth expedition to the local history of Podlasie and Grodno (2008-2009).

2. Cross-border association "Euroregion Bug" (ERB) was founded in September 1995. In May 1998, part of its full members included Brest region of Belarus and Biala Podlaska Voivodeship of Poland. After the implementation of administrative reform in Poland, members of the Transboundary Association Euroregion "Bug" became: the Brest region of Belarus, Liublinskoe province of the Republic of Poland and the Volyn region of Ukraine. Starting from June 1996, Euroregion "Bug" is a member of the Association of European Border Regions. The area of the Euro-region - about 80 thousand square km. Euroregion population is 5 million.

Largest city: Brest, Baranovichi, Pinsk (Belarus), Lublin, Biala Podlaska (Poland), Lutsk, Kovel (Ukraine). The main advantage of the Euroregion "Bug" is a favorable geographical position. Through its territory pass the most important communications which links the countries of Western Europe, Russia, Ukraine, Belarus and the Baltic states.

Here are found the passenger and good cross border passages; the transportation services sector is very developed.

On the territory of Brest region is located the free economic zone "Brest", where about 100 enterprises are registered, including those with foreign capital participation.

Implemented projects under international programmes:

- Expanding the network of small inter-state border passages ;
- Developing the infrastructure of international border passages of European importance (“Warsaw Bridge,” “Kozlovichi”);
- TRIC (transfrontier information and contacts Brest - Biala Podlaska);
- TRIC-Region (creation at local government level of an interconnected -regional spatial planning in the border area from Poland and Belarus);
- Developing Brest border information center;
- International exhibition “Brest. Commonwealth “;
- Cooperation in the sphere of quality control of the border water basin Western Bug;
- Organization of joint areas (“Pribuzhskoje Polesie) and their development based on eco-tourism;
- Improving public participation in preventing and eliminating environmental disasters in the Euroregion “Bug”;
- Unified information system on interaction of population and authorities in transboundary region of Brest - Lublin;
- “Three Polesyes” - a joint strategy for protection and ecological use of the natural heritage of the Polish-Belarusian-Ukrainian border;
- International conference “Prospects of development of Belarusian-Polish-Ukrainian transboundary cooperation within the Euroregion” under the project “Assistance of transboundary cooperation within the framework of Euro-regions”
- Project “Closer to each other. Three Cultures, One Europe - cooperation between cultural institutions, NGOs and animators

Partners: Lviv (Ukraine), Brest (Belarus), Lublin (Poland), total amount of project: 172442 €. Project goal: increase the possibility of institutional cooperation in the sphere of culture between the cities of Brest, Lublin and Lviv. Completion period: October 2010 - September 2011

- From January 2011 there will start the implementation of the project “Tourist Information System in border towns - Lutsk (Ukraine), Brest (Belarus), Lublin (Poland)

Partners: Lublin, Brest, historical and cultural reserve “Old Lutsk”, Brest State University, Centre for European cross-border initiatives (Lublin). Project amount: 701 440 € for the project purpose: increasing tourism potential of cities Lutsk, Lublin and Brest. Completion period: January 2011 - June 2012

3. Euroregion Country of Lakes “

On September 4, 1998 in Braslav was signed the regulation on the Council on transboundary cooperation in border areas of three states. On January 29, 1999 in the town of Ignalina (Lithuania), Council received the status of the Euroregion; there were defined the structure, areas of cooperation, was signed the application for membership for the Association of the European border regions. Part of the Euroregion are: Braslavsky Verkhnedvinsk, Miorsky, Pastavy and Glubokskiy areas (Belarus); Daugavpils, Krāslava, Preilu and Rezekne districts, including the city of Daugavpils and Rezekne (Latvia), Zarasai, Ignalina, Utena and Shvenchensky areas, including the city of Visaginas (Lithuania). The area of the Euro-region - 21,9 thousand square km. The population of Euroregion - 595,000 people.

Euroregion cities:

Braslau, put (Belarus), Daugavpils, Rezekne (Latvia), Visaginas, Ignalina (Lithuania).

Euroregion Country of Lakes “is a member of the Association of European Border Regions.

Implemented projects:

- first project of transboundary cooperation, implemented within the framework of the program the EU Phare CREDO - “Establishing the Latvian-Belarusian information center.”
- Latvian office of the Directorate, in collaboration with Zarasai Business Information Centre from October 2002 until September 2003, implemented the project “Promoting Small and medium-sized businesses on the territory of Euroregion ‘Country of lakes’” through actions on transboundary cooperation. “
- Project “Culinary heritage as a method of developing a network of regional tourism in the context of Euroregion “Country of Lakes” was approved by the Interreg IIIA Programme and implemented from May 2005 until June 2006
- First million project of Euroregion “Country of Lakes “-” Development of a network cycle routes in the Baltic Country of Lakes”, was approved by the programme Interreg IIIA and TACIS. Project implementation period - from November 2005 until October 2007 in Latvia and Lithuania, and until May 2008 - on the territory of Belarus

4. Belarusian-Polish Euroregion “Belovezhskaya Puscha” was founded on May 22, 2002 in Haynuvka (Republic of Poland). In the same year, it was registered in the Ministers of Foreign Affairs of Belarus and Poland. In the same year the Euroregion “Belovezhskaya Puscha “integrated the Belarusian part - Kamenetsky, Pruzhanskij, Svislochsky areas with the Polish - Gaynovsky county. The area of the Euroregion - 7,5 thousand square km. Euroregion population - 174,700 people. Cities of Euroregion: Pruzhany, Kamenetz (Belarus), Hajnowka, Kleschel (Poland). The Euroregion “Belovezhskaya Puscha “ expresses the aspiration of a friendly and mutual beneficial transboundary cooperation on the territories of Belarus and Poland, where is situated a unique complex of relict forests Belovezhskaya Puscha.

Euroregion performs the function of attracting financing from the European funds for solving the regional problems, thus increasing the chances of local authorities in fulfilling different regional tasks..

Belovezhskaya Puscha is an unique, a common European value, a single ecological organism and monument, which has to be the object of common concern.

From 2003, the Euroregion representatives work in the Belarus-Poland Intergovernmental coordination Commission on the transboundary cooperation.

Implemented projects:

- Opening of the tourism passage “Pererov -Beloveja”
- project under UNDP regional program “Environmentally Sustainable Development in Belovezhskaya Puscha Region: Combining conservation and sustainable development”;
- TACIS project “Strengthening transboundary cooperation for regional development of the area Belovezhskaya Puscha, based on the principles of participation and sustainability.” The main objective of the project - environmental education and development of ecological and agricultural tourism;
- project “Development of transboundary tourism in the region of the Belovezhskaya Puscha – Good Neighborhood Programme Poland-Belarus-Ukraine INTERREG III A / TACIS CBC 2004-2006. The aim of the project was to develop the transboundary tourist routes , training of hotel personnel, marketing of ecotourism.
- project “Unified information system of interaction between population and authorities in transboundary region of Brest - Lublin” planned for 14 months and with a budget of 122.2 thousand Euro. Implemented in 2008 -2009.

- since March 2010 on the territory of the frontier post “Tomashovka” , by Brest Border Force (Brest region, village. Tomashovka) as been started the BOMBEL-3 project on the site on the Belarusian-Polish border.

The project is implemented by the State Border Committee, State Customs Committee of and the European Union and aims to improve the management system of border guards on the Belarusian-Polish state border. The EU has allocated to implement the third phase of the programme BOMBEL 7 million Euro, for creating a high-speed fiber optic data network.

In April 2008, there was signed a technical protocol between the Ministry of Belarus and the Ministry of Environment of Lithuania on cooperation in monitoring and exchange of information on the status of transboundary waters.

In September 2009, was signed an intergovernmental agreement “On Cooperation in the sphere of environmental protection” between the Belarus and Poland. It also provides the joint monitoring of transboundary waters and the exchange of data.

3.3. Conclusions

Although the RB participation in cross border cooperation projects faced some serious problems, at this moment there are still few. The most serious obstacles include poor quality of Belarusian partners applications, which do not comply with established requirements (including those due to technical difficulties associated with their preparation and execution), the difference between the interests of potential partners in neighbouring states, complex, bureaucratic and time-consuming procedure for project approval from the Belarusian part (need to conform to several regulations (Decree of the President on the international technical assistance and Instruction on technical assistance of the Council of Ministers). In addition, all projects must be endorsed by the relevant ministries and agencies, and should get the approval of a special committee of the Council of Ministers on international technical assistance (in the absence of remarks), after which the Prime Minister makes the final decision.

Many joint projects, despite their successful implementation, cover only a small part of the problems, being unable to involve all the potential interested institutions and civil organizations. This situation can be explained by the insufficient training of the Belarusian organizations in the project development (that is lack of information about the opportunities of finding a potential partners in EU, insufficient knowledge in the area of project development, possibility of receiving grants or financing, new procedures of state registration, and also the insufficient experience in operational and financial project management). All these problems impede the participation of local Belarus authorities and organizations in the international technical support programmes, aimed to support the institutional cooperation between Europe and Belarus.

Principles of a developed system of the local self-governing and providing financial basis are found in two important international documents on the cross border cooperation - Madrid Conference⁴⁵ and Charter of Local Self-Government⁴⁶; the border regions of Belarus are deprived of the necessary rights and opportunities, corresponding to these documents, for the efficient development of cross border cooperation.

It makes sense to talk about the need for large-scale programme of Europeanization, designed to synchronize Belarus with the European processes. Such a program should not only help eliminate the lack of knowledge about the life of modern Europe, but also allow Belarusian citizens to consider this life as their own, aware of itself as an organic and meaningful part of this “unity in diversity.” Active and massive study of the European Union in schools, additional education programmes for youth and adults should be the initial phase

⁴⁵ European Outline Convention on Transfrontier Cooperation between Territorial Communities or Authorities. Concluded in Madrid on 21.05.1980. [conventions.col.int\(CETS 106\)](http://conventions.col.int/CETS%20106)

⁴⁶ European Charter for local self-government .[conventions.col.int\(CETS 122\)](http://conventions.col.int/CETS%20122)

of this path. According to a study conducted in the first half of 2010 by the Belarusian Institute for Strategic Studies together with axiometrics laboratory Novak revealed a rather low level of understanding of the institutional linkages of Belarus and the European Union. While half of respondents believe that Belarus has the right to join the European Union, approximately 20.3% of respondents answered yes to question whether the Belarus is member of the Council of Europe. Almost half (46.9%) of respondents believe that Belarus participates in the European Neighbourhood Policy, 15% - that is not involved. There is a large percentage of those who didn't answer to these questions - respectively 38.9 and 39.3%. Interestingly, that the wrong answers to questions often were given by a more "developed" and informed population. Among young people 23.0% are convinced that Belarus is a member of the Council of Europe, among those with higher education - 21.2% and among who have access to alternative information sources about the EU - 22.2%. Among those who believe in the participation of Belarus in the European Neighbourhood Policy, 58.4% are Minsk dwellers, 58.1% - persons with higher education, 42.1% young people up to 24 years and 54% have access to alternative sources of information.

About the EU-Eastern Partnership (EP) knows only 21% of the questioned, while 78% does not know anything about this program. At the same time, 30% of respondents believe that Belarus participates in this program, 13% - that does not participate, 56.4% did not answer to the question. It is significant that, despite the generally favourable attitude of official organ to the programme, among those for whom the source of information is solely state-owned media heard about the EP only 13.1% of respondents, among those who receive information about the EU from alternative sources - 31.9% of respondents. Among those who heard about the programme EP, dominate the respondents with higher education (40.4%), Minsk dwellers (26.8%) and persons of middle age (25.8%).

Awareness among youth about the EP programme (14.0%) is on the same level with that of the pensioners (14.1%). Among those who have access to alternative sources of information, the percentage of those who heard about the EP program, is somewhat higher than the sample, but represents the smallest part of respondents (31.6%).

Confident people in the fact that Belarus is involved in the EP, again are higher among persons with higher education (46.5%), residents of Minsk and large cities (33.8 and 35.5% respectively), as well as those who have access to alternative information about the EU (41.8%) . Youth and pensioners once again showed approximately the same level of awareness on the participation of Belarus in the EP (26.1 and 25.7% respectively).⁴⁷

The challenges faced by Belarusian society in this area are more complicated than the "European agenda" because the solutions are to be provided almost simultaneously within a relatively short period of time. In order to cope with the tasks of "desovietization", formation of the modern Belarusian nation and fitting it into the context of European development processes, there is necessary to maximize the mobilization of available, as well as search and reproduction of the scarce resources of all kinds.

Thus, the Centre of the European transformation of the proposals on priorities of the National Indicative Programme 2012-2013 for Belarus and the roles of civil society in its development draws attention to the following: "While noting and supporting the positive changes during the formation of policies and programmes of the EU towards Belarus, we should mention the two most pressing problems which restrain the efficient and considered relationship:

1. **Lack of participation of the Belarusian part into the planning of programmes and strategies aimed for Belarus from the EU part as a whole and from the individual European countries.**

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2. **Weakness (low representation) of the Belarusian civil society as an equal partner in the Euro-Belarusian dialogue and collaboration.** Civil society and under the new conditions remains a consistent supporter of the European vector of development and the main force of democratic changes in Belarus. But today, most organizations and civil society structures are hostage of their long unstable situation.

While planning its activities, they are largely guided by those objectives and directions that are most actively financed by international foundations and organizations. To fully participate as partners in the dialogue with their goals and interests, civil society in Belarus has neither *enough comfortable circumstances of resources for independent action* (material and technical basis, the existence and stability of long-term action programmes, independence of specific actions from funding), nor *adequate mechanism for inclusion* in the partnership dialogue. Relevant examples of such a mechanism (for example, the Forum of civil society) represent a significant step in solving this problem, but they can be evaluated so far only as potential”⁴⁸

⁴⁸ EUROBELARUS/ Centre of the European transformation. Proposals on EU-Belarus cooperation priorities under the National Indicative Programme and the role of civil society in its development May2010r.

4. UKRAINE

4.1. Cross border cooperation EU-Ukraine

Ukraine has developed and historically established relations with a number of European countries, especially with Poland, Hungary, Slovakia, with which it has common border. Interaction took place also in those times, when the Russian empire became “Soviet power”. But the most powerful impulse to cooperation was received after the restoration of Ukrainian statehood in 1991. A complex combination of various forms of cross-border cooperation emerged and began to develop. Particularly intense they were with Poland and Hungary. Ukraine became an active participant in Euroregions model.

Ukraine is situated in the heart of Europe, it has a number of strategic characteristics, and among them being the developed transit potential. Across the country is an enormous amount of transport and communications, arteries from Asia to Europe, and in the opposite direction. Ukraine has always been the state, very powerfully built into the system of parallel coordinates West - East.

The EU is seeking an increasingly close relationship with Ukraine, going beyond mere bilateral cooperation, to gradual economic integration and a deepening of political cooperation.

Ukraine is a priority partner country within the European Neighborhood Policy (ENP). The Partnership and Co-operation Agreement (PCA) which came into force in 1998 and provides a comprehensive and ambitious framework for cooperation between the EU and Ukraine, in all key areas of reform.

At the Paris Summit in September 2008 an agreement was reached to start negotiations on an EU-Ukraine Association Agreement, which is to be the successor agreement to the PCA. Several negotiating Rounds have since been organized, alternately in Brussels and Kiev. In November 2009, the Cooperation Council adopted the EU-Ukraine Association Agenda.

The document includes the key priorities for reforms, which Ukraine has to implement in the coming years, in order to fully benefit from the activation of cooperation and enhancement of access to the markets, which are stipulated in the new Association Agreement.

This Agenda replaces the former Action Plan, and will prepare for and facilitate the come into force of the new Agreement. For 2010, a list of priorities for action was jointly agreed by Ukraine and the EU.

The Association Agreement will significantly deepen Ukraine’s political association and economic integration with the EU. As Ukraine became a member of the World Trade Organization (WTO) in May 2008, negotiations on the establishment of a Deep and Comprehensive Free Trade Area (DCFTA) could be launched, as an integral part of the Association Agreement. Negotiations for this DCFTA continue in 2010.⁴⁹

Today there are developed several levels of cross-border cooperation. First and foremost, we should note the conceptual level, developed by bordering states Ukraine - Poland, Ukraine - Hungary, Ukraine - Slovakia. To a lesser extent Ukraine - Romania, Ukraine - Bulgaria. It is necessary to expand the positive experience of cross-border cooperation with these states on the relations with Black Sea countries such as Georgia and Turkey, and Azerbaijan, and Moldova. Apparently, in this regard in Ukraine, it is important to raise the issue of expanding the current transboundary concept throughout the country, turning it into a trans-communication system that would connect the eastern and western, northern and southern markets on the Eurasian geo-economic space.

⁴⁹ Info center ENPI – Ukraine web page: <http://www.enpi-info.eu/countryeast.php?country>

Ukrainian transboundary cooperation develops within the border regions, which form a connection between two or more structural units. In this case as an example can be mentioned, the interaction between the Polish voivodeships and Ukrainian regions, which signed a partnership agreement.

It's quite an efficient form, providing not only economic and financial cooperation, but also cultural, scientific and technical exchange of teachers, students, the creation of various summer schools, camps, implementation of joint projects aimed to form mutual understanding between the people living in border regions. Within the partnership, efficiently interact, on one part, Volyn and Lviv region of Ukraine, on the other - Polish territories with centers in Lublin, Krakow and Helme. Chernivtsi region cooperates with the relevant Romanian region, and also has some relations with Moldova (the further development, unfortunately, is interrupted by the unresolved issue of Transnistria). An obstacle in the relations with the Bulgarian regional bordering authorities, is the weak level of communication channels functioning, the absence of a developed transport market in Black Sea area.

Development of cross-border cooperation between Ukraine reveals also the following components, working at the moment:

- a bipolar transboundary corridors in the sub-regions, which links different groups of administrative regions. Region administrations sign the agreement on partnership and cooperate in the financial and economic, cultural, scientific and technical areas.
- creation of a partnership network between the border cities, which establish a bipolar connections. Today, for example, actively is forming a system of partnerships between Ukrainian and Polish cities, registering a high efficiency.
- the development of systems that serve the border checkpoints and which allow to accelerate the passage of goods and people across the border. Here, Ukraine also has a wide experience. For example, there was signed an agreement with Poland about a joint examination of goods and people pass.

Currently, many aspects of cross-border cooperation requires a revision, since Poland, Hungary, Slovakia, Romania and Bulgaria joined the European Union and therefore should naturally follow the EU legislative framework in force. This fact, to some extent complicates the task of the cross border cooperation development.

Under the conditions of deepening international specialization, Ukraine develops bilateral relations with most countries. The most efficiently it occurs within the cross border cooperation. By definition - this is a specific sphere of international activity, which aims to establish and intensify economic, social, technical and scientific, cultural and other relations between the territories.

Transboundary cooperation, as a factor in the integration process and a premise for innovative development, aims to achieve maximum convergence of socio-economic development of regions that is the complete elimination of any restriction with respect to the movement of goods, works and services, labour, capital and technologies across the border.

Under current conditions of the world economy, there is a clear trend: globalization processes cover all areas of public life. But under the influence of the global economic crisis, globalization trends have a positive result mainly at the regional level, within the cross-border cooperation sphere.

One reason for the emergence of direct cross-border linkages between domestic entities is that at the state level, it is difficult independently, quickly and effectively solving, especially in border regions, tasks that are in the area of their responsibility and represent the necessary condition for economic development of the territories divided by the border. Therefore, Ukraine's participation in cross-border cooperation is the basis for expanding mutually

beneficial trade and economic cooperation at the regional level, that is cross-border cooperation can solve local problems locally, but also contributes to international integration at the state level.

According to the Additional Protocols, adopted by the European Outline Convention on Transfrontier Co-operation, local authorities have the right to sign international agreements strictly within the framework of transboundary cooperation. The document also stresses that cooperation takes place within national legislation. This is a limiting factor in the development and functioning of the Euroregions in Ukraine, which impedes the adoption of regional projects for border areas and people living here. The fact is that, these issues are the responsibility of central government. But one fact is clear: nobody knows better the regional problems than the local government does and nobody will deal with them closely. Euroregions precisely are created to unite the local authorities to find solutions, aimed to improve the living standards of population from border areas.

There is an urgent need for the redistribution of authority between central and regional authorities and the transfer to the latter the right to decide on their own the issues of cross-border cooperation.

The Law of Ukraine “On the cross-border cooperation” from July 22, 2004⁵⁰ defined the legal, economic and organizational principles of cross-border cooperation. Cross-border cooperation is defined in law as a sequence of actions aimed to establish and intensify economic, social, scientific, technical, environmental, cultural and other relations between territorial communities and their representative bodies, local executive authorities of Ukraine and similar public institutions of other states.

The law contains the concept of the Euroregion, which is defined as the organizational form of cooperation of administrative-territorial units of the European states, which is applied in compliance with the multilateral agreements on transboundary cooperation. In accordance with the law, subjects of cross-border cooperation territorial communities, their representative bodies, local executive authorities of Ukraine, which collaborate with the communities and relevant authorities of other states within their jurisdiction, are established by the applicable laws and agreements on border cooperation.

In accordance with the Law, the purpose of cross-border cooperation should be the development of socio-economic, scientific, technical, environmental, cultural and other relations between the actors and participants in cross-border cooperation, based on the following principles:

- Respect for national sovereignty, territorial integrity and inviolability of state borders;
- Taking into consideration government entities and the rights of participants of cross-border cooperation while concluding agreements on border cooperation;
- Coordinated removal of political, economic, legal, administrative and other obstacles while establishing mutual cooperation.

State policy in cross-border cooperation is based on principles of:

- legality;
- clear distribution of tasks, powers and responsibilities between the subjects of cross-border cooperation in Ukraine;
- coordination of state, regional and local interests;
- ensuring equal opportunities for the regions of Ukraine regarding cooperation in the framework of cross-border cooperation;

⁵⁰ Gazette of Verkhovna Rada, 2004 Nr.45, p. 499

www.kmu.gov.ua The Concept approved by the cabinet of ministers of Ukraine. 15.08.2010. Nr. 1838-p

- distribution of responsibilities and powers between central and local executive authorities in order to overcome most effectively, the challenges of cross-border cooperation;
- establishing effective mechanisms to ensure conditions for the cross borders cooperation.

Ukraine has a considerable amount of border territories: land borders with 7 countries, 4 of which are EU members. Their general length is over 5,6 thousand km, including with Russia - 1955 km, Moldova - 1202 km, Belarus - 1,084 km, Romania - 608 km, Poland - 542 km, Hungary - 135 km, Slovakia - 98 km.⁵¹

Depending on the priorities of the legal system, the transboundary cooperation can take place within permanent or policy structures. The most widespread form of transfrontier cooperation is considered the Euroregion. Euroregion is one of the organizational forms of transboundary relations, where within the limits of its competence and with the consent of central state bodies, on the ground of special extended powers in international cooperation, the local authorities of bordering regions have the possibility to develop special complex programme on economic, cultural and humanitarian cooperation, implement specific transboundary economic projects, solving problems of employment, infrastructure and ecology⁵². The formation of Euroregions also provides the possibility to create organizational structure and financing system in the form of international regional associations, unions, consortiums, etc., under the current legislation of Ukraine.

In Ukraine, currently there are a number of Euroregions with the participation of EU countries:

1. Carpathian Euroregion 1993, Hungary, Ukraine (Lviv, Transcarpathian, Ivano-Frankivsk, Chernivtsi Oblast), Poland, Slovakia, Romania
2. Euroregion Bug 1995, Poland, Ukraine (Volyn region) Belarus
3. Lower Danube Euroregion 1998, Romania, Moldova, Ukraine (Odessa region),
4. Upper Prut Euroregion 2000, Romania, Moldova, Ukraine (Chernivtsi, Ivano-Frankivsk region)
5. Black Sea Euroregion, 2007, Ukraine, Russia, Moldova, Romania, Bulgaria, Greece, Turkey, Georgia, Armenia and Azerbaijan.

There is discussed the issue on developing the project Euroregion "Sian" with the participation of the Lviv region of Ukraine and the Sub-Carpathian Voivodeship of Poland.

While the vast majority of regions of Ukraine have borderline location, only about 30% of the state territories are involved to cross-border activities.

Despite the significant prospects for Ukraine in the development of transboundary cooperation with neighbouring countries, the activities of Euroregions in which participates the country, does not meet fully their needs and does not use all the possibilities. A good example of the existing impediments to implementation intentions in cross-border cooperation is the organization of the Euroregion "Upper Prut". The idea to create a Euroregion "Upper Prut" was proposed by the Romanian part while signing the Ukrainian-Romanian basic political treaty in 1997. It should be noted that from the outset appeared different approaches of the parties in understanding the goals of the created Euroregion. Ukrainian part insisted on the creation of an ecologic Euroregion as a new system of transboundary cooperation, which will ensure the continuous development and anthropogenic and ecological security in the region. The Romanian considered as a top priority to protect the interests of the Romanian minority in

⁵¹ Dergacheva V. Cross border cooperation as a basic component of international scientific and technical cooperation. Economic bulletin HTYU"KIII" YDK 005.336

⁵² European Outline Convention on Transfrontier Cooperation between Territorial Communities or Authorities. Concluded in Madrid on 21.05.1980 35 p.

the Chernivtsi region, to ensure their national and cultural needs. In the draft's Charter of Euroregion, suggestions were made by Ukrainian and Romanian parts. The next obstacle was the problem of delegating powers between the central and regional authority. The Romanian part considered that the country Council has enough power to constitute the region. Ukrainian and Moldovan parts had taken into account the constitution of the Euroregion by the central authorities and its inclusion in different interstate and intergovernmental documents. Therefore, they believed that the Euroregion is not only a form for regional telecommunication channels, but also as part of the interstate transboundary cooperation. They persistently implemented the procedure of concordance of the draft texts of Charter documents with the central governments and strive to receive power from their governments to sign such documents. As a result when the signing date was set, the Ukrainian and Moldovan parts got permission from their governments, but the Romanian part was unable to sign the charter documents. Romania has changed in legislation according to which the County Council could not act without the permission of the Ministry of Foreign Affairs.

In the second half of March 1999 the overall activity of the representatives of Romania, Ukraine and Moldova on the Protocol on creating the Euroregion and its charter was nearly complete. After that, it was planned to agree on a draft of the Charter of the Euroregion and sign the documents during the visit of President of Romania and Moldova to Ukraine. However, the Department of local government administration under the Government of Romania required for analysis the documents of Euroregion "Upper Prut". It made a few formal remarks, including an unfinished administrative reform in Moldova. Thus, the signing of the documents had been postponed. On September 22, 2000 in Botosani, was signed an agreement on the creation of the Euroregion "Upper Prut". On November 30, 2000 were adopted the Charter and constitution documents.

Prospects of development of Euroregions in Ukraine consist in deepening the already existing transboundary linkages and creating new ones on all the border of the country.

Also, cross-border cooperation can be used as an additional opportunity of Ukraine's European integration. The transboundary cooperation can create a broad network of persistent connections of Ukrainian regions with the regions of the EU, which in turn will increase the possibilities of Ukraine inclusion in the pan-European integration processes.

The European Commission in January 2009 adopted the decision on financing programmes of cross-border cooperation between Hungary, Slovakia, Romania and Ukraine on 2007-2013, within the European Neighborhood and Partnership instrument (CBC ENPI), which is part of the European Neighborhood Policy. The first call for proposals for the programme was announced in spring 2009. The organizations which meet the requirements from the eligible regions have the right to submit projects for financing.

Priorities of the above programme are to promote economic and social development and to support cooperation among nations.

Regions of Ukraine, which meet the requirements of this new funding program - are the regions bordering with Hungary, Slovakia and Romania and which are defined in the EU strategy paper on CBC ENPI, and namely, Transcarpathian and Ivano-Frankivsk region and Chernivtsi region as neighboring regions. In the project can participate local, regional and national organizations, parastatal institutions, such as association and sponsors of regional development, agencies for innovation and development, scientific research institutes and universities, regional and local enterprises associations (such as chambers of commerce, unions) ; professional organizations, regional and local authorities and NGOs in their respective regions.

The legal foundations of Ukraine-EU dialogue on regional development of cross boundary cooperation are based on Article 70 of the Agreement on Partnership and chapters: 2.2 "economic and social reforms and development" and 2.6 "People to people" from the

Action Plan. The further need for specifying the directions in the development of regional and cross-border cooperation between Ukraine and the EU, has resulted in signing on the 22 July 2009 the Memorandum of Understanding to establish a dialogue on regional policy and regional cooperation, signed by the Ministry of Regional Development and Construction of Ukraine and the European Commission. In particular in section 2 of the Memorandum there is stated that:

“Goals of the dialogue are:

- to cooperate and exchange information on appropriate policies on promoting economic growth, competitiveness, employment, quality of life, and achieve a better territorial balance;
- to share information on experiences in the creation and implementation of regional policies with special emphasis on ways to assist the development of disadvantaged areas in order to strengthen border cooperation and socio-economic development of border regions and to assist cross-border, transnational and interregional cooperation as an important instrument for sustainable spatial development;
- to share views and practices on the forms of multilateral governance and the principles of partnership in regional policy, including principles of good governance at the regional and local level;
- to share experiences in developing and implementing regional strategies, including multi-year programmes;
- to support and facilitate cooperation between Ukrainian regions and regions in the EU, as well as between local, regional and national representatives;
- to share experiences in building institutional capacity of regional and local government, local government associations and institutions for regional development;
- to organize seminars, workshops and meetings at all the levels through the coordination of joint activities aimed to share the European experience in developing and implementing regional policy;
- to discuss any other topics of mutual interest in regional policy. “

For the implementation of this document, there was developed by the parties the Action programme for memorandum implementation, which sets out a list of activities for the period until 2011.

An important element of coordination between Ukraine and the EU in ensuring regional policy is the involvement of Ukrainian regions on a regular basis in the activities of European regional organizations, in particular, the Assembly of European Regions, the Council of European Municipalities and Regions, Conference of European regional legislative assemblies, the Association of European Border Regions, Conference of Peripheral maritime regions.

Practical cooperation between Ukraine and the EU in regional policy is currently focused on the following areas:

- Implementation of the Memorandum of Understanding to create a dialogue on regional policy between the Ministry of Regional Development and Construction of Ukraine and the European Commission as well as the Action Programme for its implementation in 2009-2011;
- Creating a mechanism for dialogue between representatives of local and regional authorities of Ukraine and the EU within the framework of the Committee of Regions.

- Implementing Cross-Border Cooperation Programme (a component of the ENPI-CBC Programme 'Hungary - Slovakia - Romania-Ukraine, "Ukraine-Poland-Belarus, the Ukraine-Romania-Moldova and regional programme "Black Sea");
- Cooperation in the Joint EU initiatives in the Crimea;
- Ukraine's participation in the development of the European Danube Strategy;
- Cooperation within regional and European organizations and associations

EU allocates 470.05 million Euro to support reforms in Ukraine in 2011 - 2013.

An indicative budget of 470.05 million Euro was allocated to Ukraine through the European Neighbourhood and Partnership instrument (ENPI) for the financing of National Indicative Program (NIP) 2011-2013. This results from the NIP, which was published by the European Commission. Thus, the average annual level of funding has increased by 25% compared to the previous programming period. The overall objectives of bilateral EU - Ukraine aid are defined in the National Strategic Program (NSP) for 2007-201⁵³. In the NIP there are identified the following priority areas:

- **Priority Area 1:** Good governance and the rule of law;
- **Priority Area 2:** Facilitating the coming into force of the Association Agreement EU-Ukraine (including intensive and comprehensive Free Trade Zone);
- **Priority Area 3:** Sustainable development.

"The close relationship between the overall political goals and aid's purposes, are secured by the fact that the NIP takes as starting point the obligations recorded in the Association Agreement, which is found in the process of negotiations between the EU and Ukraine, and includes an intensive and comprehensive Free trade zone. There are also identified the priorities of Association Agenda, which is designed to prepare and facilitate the come into force of the Agreement, "- states NIP ⁵⁴

4. 2. Practical implementation of cross border cooperation

Let's consider the examples of practical implementation of EU relations with Ukraine in the area of cross-border cooperation.

In September 2009, the European Commission passed to the State Border Service of Ukraine 24 mobile complex infrared imagers for surveillance worth 12 million Euro.

Within the program, until 2009, "Poland, Ukraine, Belarus", in which the Ukrainian part participated - Lviv, Transcarpathian and Chernivtsi region, were implemented border cooperation projects aimed to develop the health sector, environmental protection, improvement of transport infrastructure and checkpoints. All in one, for Ukrainian projects were allocated about 12 million Euro. So for example, on the project on creation of a network of emergency medical care on major highways, were spent over 800 000 Euro; on a project to improve tourist-information infrastructure in Lviv-700 000 Euro. From 2009 European programme had joined three other regions of Ukraine: Ivano-Frankivsk, Volyn and Rivne. In July 2010 there were signed contracts for three new transboundary projects, funded by the EU through the ENPI Cross-Border Cooperation (CBC) Hungary - Slovakia - Romania - Ukraine, will be directed to combat child mortality, the construction of cross-border industrial parks and development of biomass energy. The first project will help to improve the business infrastructure and thereby encourage the development and cross-border cooperation between Ukrainian and Hungarian small and medium enterprises by building an integrated industrial

⁵³ NSP Ukraine: http://ec.Europa.eu/world/enp/pdf/country/enpi_csp_ukraine_en.pdf

⁵⁴ NIP Ukraine: http://ec.Europa.eu/world/enp/pdf/country/2011_enpi_nip_ukraine_en.pdf

park. The second project will help the development of biomass energy in the border regions of Ukraine and Slovakia, while the third aims to reduce infant mortality in cross-border area of Hungary and Ukraine.⁵⁵

***Project title: „Elaboration of documents for Cross-Border Industrial Park Creation with the Elements of Logistics– “Bereg-Karpaty”**

Overall objective:

Improve a business infrastructure (through a created integrated cross-border industrial park) for enhancing development and cross-border cooperation of Ukrainian and Hungarian SMEs.

Specific objective:

Create a possibility to start the capital investment phase of integrated cross-border industrial park through the use of European experience.

***Project title: „Bioenergy of the Carpathians”**

Overall objective:

Increasing of the level of biomass energy development in UA-SK border regions.

Specific objectives:

1. To improve possibilities of biomass potential utilization in UA-SK border regions.
2. To increase number of consumers and local/regional producers or suppliers of biomass energy equipment in Zakarpatska oblast

***Project title: „European cradle”**

Overall objective:

Decreasing the level of infant (up to 1 year) mortality and infant disablement on border territory of Hungary and Ukraine.

Specific objectives:

1. To increase the percentage of infants’ recovery at children’s hospitals;
2. To decrease the level of postnatal infectious diseases of infants; and
3. To decrease percentage of infants’ birth traumas and anoxaemia of cerebrum.

Following the event, for your kind information all the details will be published on the website by the JTS team (in form of photos and video film).)

*** Phare CBC – Neighbourhood Programme Romania-Ukraine 2004-2006 –**

“Integrated system for monitoring of environmental factors, biodiversity and natural resources in the Danube Delta Transboundary Biosphere Reserve Romania / Ukraine
General objective: Improving cross-border integration between border regions by building the sound foundations for sustainable economic development through development of environmental infrastructure in the border area Romania / Ukraine

Results: A joint monitoring program implemented and working, a database established and operating, considering the Danube Delta as a whole; a trained staff in protected areas, a joint working group responsible with implementing the Joint Monitoring Programme, facilities for conducting data collection activities, supervision and monitoring in both areas of the reserve (an appropriately equipped mobile laboratory), a joint website and information materials on Transfrontier Biosphere Reserve “Danube Delta” Romania / Ukraine, printed and disseminated to target groups .

Implementation period: 12/01/2006 to 11/30/2008

Project Budget: 734,158.3 Euro

*** Phare CBC - Romania-Ukraine Neighbourhood Programme 2004-2006**

“Cross-border cooperation to demonstrate the many uses and benefits of wetlands restoration (in polders and Stensovsko Zagen and Stensovsko Zhibrianskie Plavni) of the Danube Delta Transboundary Biosphere Reserve Romania / Ukraine

⁵⁵

General objective: To improve cross-border integration between border regions by building a strong basis for sustainable economic development.

Implementation period: 08/28/2007 to 06/27/2009

Project budget: EUR 230,992.00 EUR

***Project “PURE WATER”**

Project Applicant: Agency of Regional Development and Cross-Border Co-operation “Transcarpathia

The partners:

- Uzhhorod District State Administration (Ukraine);
- Korytnyany Village Council of Uzhhorod district of Zakarpatska oblast (Ukraine);
- Agency of Regional Development in Košice (Slovakia).

Term of realization: 24 months (from 24.07.2008 to 23.07.2010).

Project results:

1. Introducing new technologies in the sphere of sewage water purification on the territory of Uzhhorod district;
2. Carrying out the joint cross-border activities in the sphere of prevention of environment pollution by sewage water

Cross-border impact: to improve condition of environment protection in the sphere of water resources management on border territory Hungary-Slovakia-Ukraine.

Budget of the Action: 662375,00 Euro

***Project “Touring routes in Romanian -Ukrainian border region**

Activity domain – tourism”2010

Project location: Romania & Ukraine

Romania – Maramures and Suceava counties – Bala Mare

Ukraina – Zakarpatska oblast – Uzhgorod.

Cross-border impact: The project activities were oriented on the development of tourism infrastructure, promotion of the cross border co-operation among the agencies of tourism, mutual elaboration of tourism’s routes in the target areas and improvement of social and economy development of the region.

Budget (in EUR): 64.290.

***Project: IKARUS - Intensifying of communication and cooperation of regional development actors from Ukraine and Slovakia.**

Slovakia – Košice region, districts Sobrance, Trebišov, microregions Koromľa, Borolo, Trojhraničie; Ukraine – Zakarpatska oblast.

Term of realization: April 2009 – November 2010

Cross-border impact is enhancement of cooperation and better local human and natural resources exploitation in Slovak-Ukrainian border area.

***Project „Learning about the European Union”**

The partners are follows:

- Agency of Regional Development and Cross-Border Co-operation, “TRANSCARPATIA”, Uzhhorod, Ukraine;
- Gymnasium and secondary school specialized in Hungarian language in Košice, 6, Kuzmónyho str.
- GABORA DYAKA secondary school No 10, 24, Pravoslavsna naberezhna, Uzhhorod, Ukraine.

Cross-border impact is in establishing close relationships between two neighbour states Slovakia and Ukraine as well as in developing cross-border co-operation that will form suitable conditions for Ukraine’s European integration. The flow of information between border regions will be ensured by carrying out seminars for project participants – pupils of 8-9

classes in Košice and Uzhhorod. As a result, participants of the target group will receive basic knowledge that can be used in the process of integration into the European Community

***Project “Good Host” Program for Developing Cross-Border Multi-Cultural Eco-Agrotourism**

Tourism, Cultural Exchange, Economic Development

The project location: Romania & Ukraine

The counties Satu-Mare, Maramures, Suceava and oblasts Zakarpatsk, Ivano-Frankivska, Chernivetska.

Cross-border impact: Project was oriented on development off eco-agrotourism in the border areas as a result of which was improving of social and economic situation in the target areas as well as stimulation of co-operation between the representatives from both Romania and Ukraine territories.

Budget (in EUR): 54771.

PROJECT “Staff Professionalization of local authorities in Lublin, Lutsk, Lviv and Ivano-Frankivsk, as part of cross-border cooperation “

Budget 306 822 €

Project objective: to strengthen and support transboundary cooperation, as well as enhancing institutional capacities and capabilities of strategic planning in local authorities of Lublin, Lutsk, Lviv and Ivano-Frankivsk.

The period of implementation: September 2010-August 2012.

*** PROJECT “Closer to each other. One Europe - cooperation of cultural institutions, NGOs and animators “**

Partners: Lviv, Brest, Lublin

Budget: 172,442 €

Project goal: increase the possibility of institutional cooperation in the sphere of culture between Brest, Lublin and Lviv

Implementation period: October 2010 - September 2011

*** PROJECT “Economic cooperation of Lublin and Lviv”**

Partners: Lviv, Lublin

Budget: 244,097 €

Project goal: to improve conditions for business development in Lublin and Lviv

Implementation period: January 2011 - June 2012

*** PROJECT “SOS - Safe coexistence of humans and stray animals in the border areas of Poland and Ukraine: Lviv, Lublin, Lutsk and Ivano-Frankivsk”**

Partners: Lublin, city of Lviv, Ivano-Frankivsk, Lutsk

Budget: 298 4466, 54 €

The aim of the project: improving safety among urban residents and visitors by enhancing the mechanism for regulating the number of stray animals and their protection, improving citizens' awareness of animal care and humane treatment

Implementation period: October 2010 - October 2012

***PROJECT “Intensive Student**

Partners: Lublin, Lutsk, Lviv, Youth Civic Center “Standard”, the regional center of youth action from Ivano-Frankivsk, Public Organization “Private Initiative Development Agency”

Budget: 267,854 €

The aim of the project: the creation of an active relationship among university students to develop a regional cross border cooperation on the basis of the local assets of the city

Period of implementation: January 2011 - December 2012

“Business Environment Developments - Sustaining economic stability and development

of the city “

Partners: Lublin, Rivne

Budget: 395 000 €

Project goal: improving the conditions of the business environment in the city Rivne for establishing local business partnerships

Implementation period: January 2011 - December 2012

*** PROJECT “Staff professionalization of local authorities in Rivne and Lublin”**

Partners: Lublin, Rivne

Budget: 445,000 €

for the project goals: improving cross-border cooperation of local authorities in Rivne and Lublin by improving the skills of their employees

Implementation period: September 2010 - August 2012

*** PROJECT “Ukrainian-Polish Center for cross-border partnerships - towards a detailed cooperation”**

Partners: Lublin, Rzeszów, city Zamość, Association of local authority initiatives (Lublin), Rivne, Lutsk

Budget: 235,470 €

Project goal: Increase opportunities for institutional cooperation between local self-governments and NGO's, partner of the city Lutsk

Implementation period: November 2010 - June 2012

*** PROJECT “Tourist Information System in border towns - Lutsk (Ukraine), Brest (Belarus), Lublin (Poland)**

Partners: Lublin, Brest, historical and cultural reserve “Old Lutsk, Brest State University, Centre for European cross-border initiatives (Lublin)

Budget: 701,440 €

project goal: increasing tourism potential of cities Lutsk, Lublin and Brest

Period of implementation: January 2011 - June 2012

*** The “Urban Management of the energy system in Lublin and Rivne”**

Partners: Lublin, Rivne

Budget: 549,120 €

The aim of the project: the introduction of comprehensive economic municipal energy management system in Lublin and Rivne

Implementation period: January 2011 - June 2012

*** In 2009, the Transcarpathian Regional Committee for Water is implementing a project in collaboration with partners of Neighborhood Programme Romania - Ukraine “Improvement of flood protection and ecological rehabilitation of the environment on the Ukrainian-Romanian border region, Tisza” and the project of the Neighborhood Programme Hungary - Slovakia - Ukraine” Development of Berehove transboundary polder system in the basin. of Tisza river”.**

***PROJECT Transboundary partnership for sustainable community development “**

EU contribution: € 231,442.00

Project period: From 07/2008 to 10/2010

Location: Ukraine - Transcarpathia (Rakhiv, Tyachevo, Hoost and Vynogradovo regions) Romania - County Maramures, Satu-Mare.

*** In 2009, started the project “Bucovina innovation center”, the realization of which provides the selection of technology and training on their implementation, the foundation and development of innovative laboratories in the city Chernivtsi and the city Suceava, the adjustment of European standards and innovative management instruments to regional characteristics, trainings for local consultants and entrepreneurs, the creation of “innovation incubator”, activity with investors.**

* From October 2008 until August 2009 in the county Suceava, Romania and Chernivtsi region, Ukraine, was implemented the project “Restoration of old corridors in the historical districts of Bucovina: county road number 175 Benya-Moldova Sulytsya” Budget - 711 849.44 Euro.

* During the second half of 2008 in the Transcarpathian region, by the Polish Association “B-4” , was implemented the project “Visit and see: support for promotion and marketing of agro-tourism and ecological agriculture in the Ukrainian Eastern Carpathians” within the framework of the Programme “Polish pomoc” and supported by the Ministry of Foreign Affairs Republic of Poland.

* From August 2008 there was launched an international project “NEURON - a network for the integration, coordination and monitoring of local development strategies on the border territories of the county Maramures (Romania), Transcarpathian and Ivano-Frankivsk (Ukraine), with financial support from the Neighbourhood Programme PHARE CBC “Romania-Ukraine.

*** Project “Business Infrastructure in Odessa Oblast, Lower Danube Euroregion “**

Duration - January 2003 - June 2005

Project cost - € 2 million

*** Project “Design of cross-border information and diagnostic centre for tuberculosis (TB) in the Lower Danube Euroregion area”**

Duration - November 2005 - April 2006

Project cost - € 57,122, including grant from the European Commission - € 42977

*** Project “The consolidation of the boundary regions integration in sense of countryside and green tourism development”**

Duration - July 2008 - July 2010

Project cost - 765,987 Euro

4.3. Conclusions

“The level of conceptual, methodological action is essential to any country. If not develop the concept of transboundary cooperation, it is very difficult to solve particular practical issues directly at the level of regions, cities, districts and individual business entities or public life. Ukraine carries out the relevant action that reflects its understanding of the importance and necessity of the further progressive development of cross-border cooperation as one of the essential components of European integration. Thus the Cabinet of Ministers in August 2010 approved the Concept of the State Program of cross-border cooperation development for 2011-2015. (Nr. 1838-r dated 08/15/2010). It is noted that cross-border cooperation in Ukraine is carried out under considerable disparities of socio-economic development of border areas, as well as the level of employment of these Ukrainian territories and border regions of neighbouring states, which leads to social instability of the subjects of cross-border cooperation.

Transboundary cooperation is one of the instruments to accelerate the processes of approximation of the of living standards of the population from border areas to the European average standard providing free crossing of goods, persons and capital of the state border. Such cooperation helps to bring together actors of transboundary cooperation to solve common problems of border regions, implementing European integration actions at the regional level.

There are certain factors constraining the development of cross-border cooperation, such as:

- lack of harmonized legal acts between the parties concerning the powers of authorities on transboundary cooperation issue and the existence of differences in laws of neighbouring states;
- differences between Ukraine and neighbouring countries in the development of regions economic independence, as well as legislation on foreign economic relations;
- insufficiency of funds for projects on transboundary cooperation and poor development of such projects;
- limited capacity of participants in cross-border cooperation in co-financing 10 per cent of the amount needed for the project implementation of cross-border cooperation;
- poor development of transboundary cooperation at the level of administrative districts and territorial communities;
- low level of personnel training in transboundary cooperation and the lack of an integrated system of professional development in this sphere;
- restrictions on visa-free movement of citizens across the border regions;
- low level of involvement of non-state institutions, enterprises and public organizations to implement actions under the transboundary cooperation;
- insufficient pace of construction and arrangement of checkpoints across the state border, which leads to a mismatch of their bandwidth capacity with the possibilities of transboundary cooperation;
- the lack of international transport corridors necessary for transboundary transport infrastructure;
- incoherence at the international level of priorities of the participants of Euro-regions, of principles and approaches towards the development of such cooperation;
- inconsistency of regulatory, organizational and methodological support of the Euroregions by the central authorities.

The concept also outlined the ways and means of solving problems arising in the cooperation activity, and also identified areas of development:

- extension of the integration processes as a result of transboundary cooperation with the purpose of improving the competitiveness of regions, ensuring their sustainable development under a modern technological basis and a high level of productivity and employment;
- development of industrial and social infrastructure in the regions, aimed to stimulate their economic development and improve quality of life and welfare of citizens;
- increased interaction between members of transboundary cooperation in business, the tourism sector;
- modernization and development of existing transfrontier transport network in order to increase its capacity;
- facilitating the development of border infrastructure in order to optimize the crossing state border regime by persons, movement of transport means and cargo(goods) and reducing the time of carrying out boundary-procedures;
- create a common system of environmental protection;
- promoting cross-border cooperation in education, science and culture;
- development of architectural planning documentation of border areas;
- activization of information sharing;

- ensuring the development of cooperation between territorial communities.⁵⁶

In our opinion, in the Concept, in detail are analyzed the problems that restrain the development of cross border cooperation, as well as, the ways for overcoming them.

⁵⁶ www.kmu.gov.ua The concept was endorsed by the Cabinet of Ministers of Ukraine .15.08.2010.№1838-p

5. REPUBLIC OF MOLDOVA

5.1. Cross border cooperation EU-Moldova

The first decade of independence, the 90' s, Republic of Moldova dedicated to establishing the statehood, the transition to democracy and market economy, macroeconomic stabilization and overcoming tendencies to separatism (Transnistria, Gagauzia). And for this it was necessary, above all, to establish constructive relations with the UN and international financial organizations, as well as with Russia, a state with a dominant power in the post-Soviet space.

At the same time, being at the crossroads of Central Europe, the Balkans and the CIS as a country with a predominance of Romance-speaking population, with a common historical and cultural roots with the countries of Southeast Europe, in particularly Romania, Moldova, as well as the Baltic countries, more than other former Soviet republics has been prone to “return” to Europe. And the first steps in this direction were:

- Moldova become a member, first among the CIS countries, of the Council of Europe (1995);
- coming into force of the Partnership and Cooperation Agreement EU-Moldova (1998);
- entrance of Moldova in the World Trade Organization (2001);
- adherence to the Stability Pact for South Eastern Europe (2001);
- development of the Concept of European Integration of Moldova (2003);
- adoption by the European Commission and the Government of the Republic of Moldova of the Action Plan: Republic of Moldova – the European Union (2004-2005).

Republic of Moldova became the first country with the government of which, the European Commission agreed on the Action Plan (February 2005). Thus, Moldova was invited to demonstrate concrete progress in the Europeanization of the country, to mobilize new sources of growth factors in the framework of five main components of the plan:

- *political dialogue* (democracy and the rule of law, fundamental rights and freedoms of individuals, efforts to settle the Transnistrian conflict);
- *economic and social reforms and development* (improving the welfare, the functioning of market economy, trade, movement of people and the coordination of social security);
- *justice and domestic affairs* (effective implementation of legislation, boundary-control, combating organized crime, drug trafficking and money laundering);
- *transport, energy, telecommunications and the environment* (implementation of policy, measures and reforms);
- *contacts of people* (research and development, education, culture, civil society, cross-border and regional cooperation programmes)

In the Action Plan in particular was noted:

“Cross-border and regional level co-operation

(79) Enhance contacts and capacity for cooperation at the cross-border and regional level by taking up the opportunities and challenges arising from EU enlargement.

- Encourage local and regional own-initiative approach to establish and develop cross border co-operation.
- Implement activities based on local and regional priorities, developed in co-operation with the areas concerned

- Pay special attention to and support the development and implementation of the new Neighbourhood Programmes through the active involvement of the local and regional levels.
- Provide support to development of human resources and other capacities in local and regional authorities to ensure efficient implementation of cross-border co-operation actions.”⁵⁷

For action coordination of public administration authorities, by the Resolution of the Government of the Republic of Moldova Nr. 264 on March 11, 2003 was created the Commission on cross-border cooperation development within the framework of Euroregions, which main tasks are:

- establishing mechanisms for cross-border cooperation within the framework of Euroregions as main elements of the European integration process;
- approximation of the laws and regulations on cross-border cooperation to the level of standards of European countries - members of the Euroregions;
- creating an implementation system of conventions and agreements (treaties) which the Republic of Moldova have joined in the forums of world and regional organizations, and decisions adopted by the Councils of Euroregions;
- creating a structure to enhance cross-border cooperation in various areas between the administrative-territorial units of the Republic of Moldova, Romania and Ukraine; to support cooperation by promoting various forms of cross-border cooperation.

An important factor influencing the development of cross-border cooperation in the Republic of Moldova became the concept of cross-border cooperation for 2004-2006.

It identified the goals, objectives, priorities, ways of implementation of cross-border cooperation. Introduced in Europe in close connection with the development of local autonomy and regionalization, the phenomenon of cross-border cooperation, particularly in the framework of Euroregions, consists in establishing direct links between regions and communities located on both sides of the border due to the jurisdiction of local authorities, defined by the national legal framework. In Moldova, the mechanism of cross-border cooperation, which exists in various forms, operates efficiently, and its advantages are undeniable: dynamism of trade and economic relations between the involved parties, favouring exchanges in culture, arts and sciences, personal and collective contacts, cooperation in ecology, providing prompt and efficient communication of transport systems and the development of cross-border relations in various sectors. A large role in the development of cross-border cooperation, particularly between the Euroregion, has the grating by EU and other international financial organizations substantial sums assigned to the respective programmes.

The Outline Convention on Transfrontier Cooperation between Territorial Communities (Madrid, 1980), ratified by the Parliament Decision Nr. 596-XIV from September 24, 1999, is the legal basis for action on cross border cooperation between local governments and communities. At the same time, Moldova is a signatory to the European Charter of Local government, adopted in Strasbourg in 1985 and ratified by the Parliament Decision Nr. 1253-XIII on July 16, 1997.

The Outline Convention contributes to a certain extent to cross-border cooperation and economic growth of border regions. Convention is an additional legal instrument, implying the involvement of the parties to solve some problems associated with cross-border cooperation.

⁵⁷ http://ec.Europa.eu/external_relations/moldova/index_en.htm

The Outline Convention defines the main concepts of cross-border cooperation, establishing the implementation forms of this kind of cooperation.

In addition to the above-mentioned international legal acts, the activity on cross border cooperation within the framework of Euroregions is supported by a series of bilateral and trilateral treaties, agreements and protocols signed by the Republic of Moldova, Romania and Ukraine, as well as bilateral agreements signed by local (regional) authorities of the Republic of Moldova, Ukraine and Romania.

As a result of socio-economic and political transformations, in recent years, significantly have increased cross-border cooperation, due the following factors:

- uniformity in terms of community, language, traditions and traditions;
- similar economic and social conditions;
- favourable geographic location;
- access to EU funds.

Social and economic potential of the Moldovan-Romanian-Ukrainian Euroregions creates the premises for cross-border cooperation in various areas, including:

- creation of a common information space on the economic potential and business environment in the border regions;
- establishing joint structures to promote economic cooperation and mutual recognition of certification procedures of goods;
- development of infrastructure that would facilitate border crossing and access to communications, automotive, railway, waterway and sea transport;
- development of an overall strategy for tourism development in border regions;
- development of cooperation relations between higher education institutions in the region, exchange of students and teaching staff;
- cooperation in the area of research - development, intensifying the exchange of scientific information in this sphere;
- organization of festivals, fairs, cultural fairs and regional sport competitions;
- harmonization of programmes on environmental protection, joint implementation of projects and monitoring the cases of environmental pollution in the region;
- share information and experience in the health sector, the consolidation of institutional opportunities, implementation of new technologies, staff training;
- promoting implementation of know-how and information technologies;

The main reasons for local communities' involvement in the cross border cooperation activity are:

- Transforming the borders from a dividing line into a place of communication between the neighbours;
- Overcoming the common prejudices and animosities between the residents of bordering regions; consolidation of democratic values and promotion of administrative institutes, which are able to function on the regional and local levels;
- Overcoming national-peripheral positions and isolations;
- stimulating economic growth, development and improvement of living standards, inclusion in the process of European convergence and European integration ;
- implementing an intensive and effective cooperation in order to combat drug trafficking, human trafficking, organized crime and terrorism;
- intensifying the participation in various forms of regional cooperation;

- developing joint programmes for the introduction of modern farming technologies, new methods of agro-marketing and trade of agricultural products”.⁵⁸

Further stages which influenced the development of cross-border cooperation were the signing in October 2007 of the Agreements between Moldova and the EU on visa simplification and readmission of persons found in the country illegally; adopting by the EU in January 2008, of the Regulation on the introduction of trade preferences for Moldova; the signing in June 2008 of Joint Declaration on the mobile partnership between the EU and the Republic of Moldova in order to strengthen legal migration opportunities, managing migration and combating illegal migration. About 40 initiatives⁵⁹ are being implemented within the framework of the Mobility Partnership between the EU and Moldova.

In December 2009, Republic of Moldova joined the Energy Community.

In January 2010, negotiations have started between the EU and the Republic of Moldova on the development of the Association Agreement EU-Moldova, one of goals being the creation of deep and comprehensive free trade area (DCFTA). There was initiated a dialogue to develop conditions for visa-free movement of Moldovan citizens.

Moldovan-Romanian intergovernmental agreement on small border traffic came into force on February 26, 2010. As a result, more than 1 million citizens of Moldova, from 361 border communities will benefit from permits issued for a maximum of 60 days. Prior to the entry of Romania into the Schengen zone, permits are free.

In September 2010, Moldova and the European Union signed an additional protocol to the Partnership and Cooperation Agreement, which will allow the country to take part in seven new programmes of the European Community. Moldova will be able to implement programmes designed for such important areas as customs, health, competitiveness, transport, innovation, communication.

The EU is a major financial “donor”, which supports the full range of reforms in Moldova. **EU will allocate 273.14 million Euro to support reforms in Moldova for 2011 - 2013.** An indicative budget of 273.3 million Euro was allocated to Moldova through the European Neighbourhood and Partnership instrument (ENPI) for financing of the National Indicative Program (NIP) 2011-2013. This follows from the NIP, which is published by the European Commission. In average per year this would represent 91.05 million Euro which is significantly more than 66 million allocated to Moldova in 2010 under the previous programme period 2007-2010. The overall objectives of bilateral aid are defined in the EU in the National Strategic Program (NSP) for 2007-2013.

In the NIP identifies the following priority areas;

- good governance, rule of law and fundamental freedoms;
- social and humane development;
- trade and sustainable development.⁶⁰

The share of 15% from the entire NIP will be allocated to resolving conflict and building confidence measures in the framework of other priorities, states NIP.

“Extensive collaboration between partner countries and the EU, which is based on political framework of East partnership, existing and possible future contractual relations requires that the NIP ENPI would cover a fairly wide range of areas,” – is noted in the NIP. It states that “in the next few years, there will be opened a unique door for possibilities, both for the EU

⁵⁸ The concept of cross border cooperation of Republic of Moldova, 2004-2006

Appendix Nr. 1 to the Decree of the RM Government Nr. 1069 from September 29 2004. Official gazette

⁵⁹ Appendix Nr.2. Mobile partnership

⁶⁰ NIP Moldova http://ec.Europa.eu/world/enp/pdf/country/2011_enp_nip_moldova_en.pdf

and Moldova, to consolidate the pace of modernization, to secure the democratic reforms and in the future to help stabilize this immediate EU neighbour.”

In the NIP, which is a policy document of the European Commission on granting assistance, it is stated about the development of bilateral relations and the domestic development of the country, as well as the pace of implementation of the agreements, in detail are assigned targets for each priority. Moldova also has access to other instruments of the EU support, which are used by both government organizations and civil society, for example:

- ENPI Regional Programmes, such as Transboundary cooperation, INOGATE TRACECA;
- Thematic budget lines, such as investment in people, Environment Programme and the EIDHR;
- interregional programmes and instruments such as the Investment Instrument of Neighbourhood, Tempus, Erasmus Mundus, Sigma.

Moldova participates in cross-border cooperation programmes 2007-2013:

- Moldova-Ukraine-Romania.⁶¹
- Black Sea.⁶²

Moldova is a country-partner within the *Black Sea Synergy*.

In Moldova, since 2005, is working the EU mission on the border with Ukraine (EUBAM), with the purpose of capacity building of border and customs services, to support the development of potential abilities for analyzing risk and improve interaction with other law enforcement agencies through monitoring, training and consulting.

5.2. Practical implementation of cross border cooperation

The programme Moldova-Ukraine-Romania 2007-2013, developed on the basis of previous experience of international cooperation of participating countries, as well as associated with the new realities in connection with the EU enlargement in 2007, has defined a strategy, goals and tasks of cross-border cooperation:

“The emphasis of the strategy is to develop partnerships to tackle problems which feature strongly in the cross-border area and to improve infrastructure where this will have a demonstrable effect on both sides of the border. The programme needs to balance infrastructure and softer outputs such as networks, exchange of experience and joint events. It is important to improve the infrastructure of the border areas in a range of activities in the close proximity of the border. The upgrading of roads, energy networks and environmental improvements are important in this respect. However, ameliorating the infrastructure is only one aspect of cross-border co-operation and so only small scale infrastructure will be permitted in this programme in a few measures.

It is also vitally important the Programme stimulates greater co-operation across the border through co-operation and exchange of experience activities including the creation of networks.

ii. Programme Aim

The aim of the programme is to unlock the development potential of the Programme Area in the context of safe and secure borders through increased contact of partners on both sides of the border to improve the economic, social and environmental situation in the Programme Area.

⁶¹ Appendix Nr.1

⁶² Appendix Nr.1. NSP Moldova: http://ec.europa.eu/external_relations/moldova/docs/index_en.htm

This aim will be pursued in a spirit of partnership and co-operation which encourages cross-border contact and activity and makes material improvement to the infrastructure.

iii. Programme Objectives

In order to achieve this aim, the Programme focuses on a limited number of objectives. These are objectives and issues which can be successfully addressed at the cross-border level and policy areas where co-operation at cross-border level is most likely to achieve results. Three objectives have been identified which underpins the programme's strategy. In each case the objective is to pursue cross-border co-operation through:

1. Stimulating economic and social development in the Programme Area and Adjoining Regions
2. Tackle environmental issues in border areas and ensure that there are higher levels of preparedness for emergencies
3. Encouraging greater contact and co-operation between people in the border areas.”⁶³

According to the Program, the entire territory of the Republic of Moldova is under the area scope of cross-border cooperation. Within the programme, the following projects were implemented:

- ➔ “Technical assistance to support the budget of public health” Budget: 2,992,753 Euro (100% out of the total amount)
- ➔ “Supply of medical equipment for primary health care centres in Moldova.” Budget 3,773,174 Euro (100% out of the total amount). Implemented from 10.2008 until 03.2009.
- ➔ “Modernization of Republican Clinical Hospital in Chisinau, budget 3,000,000 Euro (100% out of the total amount). Implementation period from 12.2008 until 12.2013.
- ➔ “Support for the trust fund for regional development and social protection.” The budget 12.5 million Euro (100% out of the total amount). Implementation period from 01.2009 until 04.2012
- ➔ “Satisfying the needs of vulnerable populations in the Republic of Moldova” The budget 1,198,410 (100% out of the total volume). Implementation period from 11.2008 until 11.2010.
- ➔ “Technical assistance to social sector in the Republic of Moldova.” Budget 648 500.00 Euro (100% of the total volume). Implemented from 05.2009 until 09.2010
- ➔ “Organization of the centre of care for the elderly persons and people with disabilities in Hincesti.” Implementation 2009-2010, Budget: 247,000 Euro (27,000 Euro - the share of local administration). From May 2010, the Centre serves 165 people.
- ➔ “Cross-border cooperation and sustainable management of the Nistru River basin.” Implemented in 2007-2010.
- ➔ “Joint environmental monitoring, assessment and exchange of information for integrated management in the Danube delta. Implemented in 2008-2009.
- ➔ “Risk reduction associated with stocks of obsolete pesticides in border basins and frontier areas.” Implemented in 2006-2010.

Approximately 200.000 inhabitants of Moldova will benefit from the project on improving water supply and sanitation systems, which is jointly funded by a loan of 10 million Euro granted in September 2010, by the European Investment Bank (EIB), as well as additional funds from the Neighbourhood Investment Fund (NIF). The project will help to

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http://ec.Europa.eu/world/enp/pdf/country/enpi_cross-border_cooperation_strategy_paper_en.pdf

implement the EU policies in support of the Eastern Partnership and to promote regional initiatives such as the EU strategy for the Danube region.

Currently in the Republic of Moldova there are three Euroregions.

The Euro-region “Lower danube” was established by signing the Agreement for Establishment of the Euro-region “Lower Danube” on 14th of August 1998 in Galați by those three countries. Members of this Euro-region are: Cahul and Cantemir Districts from the Republic of Moldova; Galați, Brăila and Tulcea Counties from Romania; Odessa Region from Ukraine.

The Euro-region „Upper Prut” was established on 22nd of September 2000 in Botoșani municipality (Romania). Members of this Euro-region are: Fălești, Edineț, Glodeni, Ocnița, Rîșcani and Briceni Districts from the Republic of Moldova; Botoșani and Suceava Counties from Romania; Cernăuți and Ivano-Frankivsk Regions from Ukraine.

At the time of its creation, the Upper Prut Euroregion occupied a territory of 28.9 thousand square kilometres with a population of 2.9 million. After the entrance into the Euroregion of Ivano-Frankivsk region of Ukraine (Council decision of Euroregion Upper Prut Nr. 55 from 27.05.2007) these parameters increased significantly: now the area of Euroregion has 42.8 square kilometres, and the population - 4.3 million people.

The participants of the Euroregion have a common position that the basis of the action should be the economic and trade cooperation. In the initial stages of interaction was observed the increase of export-import transactions between its participants. To the trade - economic cooperation contributed the coordination of organizing exhibitions and fairs, which are regularly held in Balti, Chernivtsi and Suceava, the participation of entrepreneurs in trade missions and partners search programmes, as well as the opening of bus passenger routes between territories from the Euroregion.

However, after the regular administrative-territorial reform and the abolition of the counties in the Republic of Moldova, volume of export-import operations of rayons from the Balti and Edinet counties declined significantly.

In the framework of the Euroregion, there were implemented a number of projects on cross-border cooperation, the results of which not only positively influenced the economic area but also the social and public sphere.

There can be mentioned, as an example, the following projects:

- “Agricultural production without harming the environment “
- “Support and entrepreneurship development in the Northern region of Republic of Moldova, through the creation of the International Association of Small and Medium Business ”
- “Rural Tourism Development RURAL ECO TUR”
- “Upper Prut, a new proposal on the tourism market from the border area of Moldova-Romania”
- “The use of alternative sources of energy derived from growing agricultural crops in the Republic of Moldova, by using experimental methods Alter-Energy”

There also should be pointed out the fact that in 2007, after Romania joined the European Union, factors have arisen, impeding a more active cross-border cooperation. They result from the need of implementation of the legislation, trade procedures, standards, EU visa regime and other changes, which have become inevitable parts of the process of expanding the EU frontiers, which is now passing on the Prut River through the whole territory of Euroregion.

In September 18th 2002, it is signed the Protocol for Cross-border Cooperation of the Euro-region Siret-Prut-Nistru in Iași. In December 4th 2002, it is adopted the Statute of the Euro-region Siret-Prut-Nistru within the first Forum of the Euro-region Presidents in

Ungheni. In 2005, the Euro-region Siret-Prut-Nistru Association was established, an association as a legal entity with the headquarters in Iași (Romania). Members of this Euro-region are: Calarasi, Orhei, Cimislia, Telenesti, Soroca, Strasenii, Leova, Ungheni, Criuleni, Ialoveni, Soldanesti, Hincesti, Floresti, Basarabeasca, Dubasari, Anenii Noi, Rezina and Nisporeni Districts from the Republic of Moldova; Iasi and Vaslui Counties from Romania.

The County Council of Iasi (Romania) and the District county of Ungheni (Moldova Republic) recognized since 2000 the role and the importance of regional co-operation for Romania-Moldova Republic relationships development. Therefore, based on the community needs from both sides of the border (separated by the Prut river), the public administrative entities signed the Cooperation Agreement. In this new context, in 2002 there was established a new cross-border cooperation instrument- Siret Prut Nistru Euroregion. (The County Council of Iasi and the District county of Ungheni are among the founders).

The public administration authorities from both sides of the Prut river understood that Ungheni - Iasi cross border area includes a geographical space which belongs to South East Europe and is confronted with a low level of life quality. That's one of the reasons which Siret Prut Nistru Euroregion founding is based on. There are also other strong arguments for developing the cross-border cooperation in this border area: the common historical roots, language, civilization and common interests.

Therefore, the main objectives of the Cooperation Agreement signed between The County Council of Iasi and the District county of Ungheni are:

- the organizational efforts of the local public authorities from Iasi and Ungheni areas are to be focused on cross-border cooperation relationship between local authorities and civil society;
- creating long term cross-border networks, based on reciprocal consultation and transfer of information, skills and knowledge regarding the democratization of public life.
- stimulating the twinning process between the communities from both sides of the border, in order to find solutions for common problems.

The efforts for cross-border cooperation development have crystallized into concrete projects, funded from E.U. funds such as:

- Development of cross-border cooperation DÉCOR (2003-2004)
- The assessment of the renewable energy capacities and the study of Republic of Moldova hydroelectrically resources exploitation (2003-2004)
- Creating of the cross-border centre for training of the parents and specialists in children with disabilities assisting (2003-2005)
- Prut river Conference (2005)
- Creating of a resource centre for business women (2003-2005)

With its last enlargement in 2007, the European Union has taken a big step forward in promoting security and prosperity on the European continent. The accession of Romania in E.U. also means that the external borders of the Union have changed, E.U. have acquired new neighbours and have come closer to old ones. These circumstances have created both opportunities and challenges. In this context, the *Economic and Social Development Strategy for Siret-Prut-Nistru Euroregion, 2007-2013* project aims to promote reinforcing the existing forms of regional cooperation and to provide a strategic framework for their further development, which is corresponding to the objectives of the European Neighbourhood Policy (ENP)⁶⁴. In Europe, the Euroregions are one of the most common instruments responsible for development of border regions and cross-border cooperation. The Euroregions should be

⁶⁴ Regulation (EC) No 1638/2006 of the European Parliament and of the Council of 24 October 2006 laying down general provisions establishing an European Neighbourhood and partnership Instrument

“magnets” for the social, economic and cultural development of the areas and populations concerned, in full synergy with the territorial authorities⁶⁵. However, the present situation shows that the role of Siret-Prut-Nistru-Euroregion in development and integration processes is not sufficient because the institutional capacity, especially strategic planning, is inadequate due to a lack of knowledge and experience.

Siret-Nistru-Prut Euroregion Association, with the headquarters in Iasi, is promoting the enlarging and improving of the relationships between the collectivities and local authorities in the spheres of economy, education, culture, science, sport and ensuring of a sustainable development of the region, in the context of European Union required standards. Siret-Nistru-Prut Euroregion Association is member of the Association of European Border Regions (A.E.B.R.) that is acting for the benefit of all European border and cross-border regions. From this prospect, A.E.B.R. actions are in conformity with European Union policies regarding regional development and community representativity at European level. In this context, the project proposes a systemic approach toward strategic planning: local strategic planning - regional strategic planning frame- European strategic planning frame.

The common problems of the members of the Siret-Prut-Nistru Euroregion are:

- the lack of an integrated approach for sustainable development,
- the lack of an institutional frame able to perform a strategic planning process,
- the need to complement EU structural fund activity in Romania and the EU Action Plans for Moldova.

As a result of these problems, these areas are confronting with:

- poor performance of their economies;
- low skills and low productivity in rural areas and on opposite, area of highly skilled workers in urban area of Iasi;
- low rate of direct foreign investments
- high migration rate (from Romania to Eastern European Union countries, on one part, and from Moldova to Romania and other European Union countries, on the other part)
- the need to address the issues regarding the environment quality.

Cross-border cooperation is a process that is getting more and more a strategic vision.

Therefore, the cooperation between Ungheni (Republic of Moldova) and Iasi (Romania) evolved and conveyed to an institutional structure- Siret-Prut-Nistru Euroregion. The future success or failure of this entity is depending on the public administrations capacities to promote and sustain partnerships:

- twinning partnerships - focused on reciprocal advantages;
- simple partnerships- oriented toward specific short time solving problems (economic, cultural, educational, social, environmental);
- institutional partnerships- initiated without a direct intervention of the public authorities.

5.3. Conclusions

The main factors restraining the development of cross-border cooperation in the Republic of Moldova are the following:

- direct interdependence of the cross-border cooperation intensification from political conjuncture emerging in any given period, rather than from pragmatic effectiveness and urgency,

⁶⁵ http://ec.Europa.eu/comm/world/enp/index_en.htm

- failure of measures aimed to develop private small and medium businesses, creation of joint ventures and trade companies in border rayons, due to which, there are decreasing the possibilities of resolving acute social and economic problems of border areas,
- result of the last territorial-administrative reform, which led to the fragmentation of the counties in rayons, which significantly reduced the financial and organizational possibilities of small border regions of Moldova in cooperation with neighbouring counties of Romania,
- need to co-finance joint projects in the amount of 10% of the budget, which in most cases is a major constraint for the administration of border areas of Moldova, due to their difficult economic situation and budgetary resources.
- poor activity on site, in the border areas, of civil society, institutions and economic agents, social partners, in the development, in the process of decisions making concerning the programmes and projects and their implementation.
- a major cause of restraining the projects development is the inability of officials and local entrepreneurs to use the instruments of business planning (strategic planning, SWOT-analysis, investment planning, preparation of investment documentation, financial management).
- lack of active dialogue aimed to achieve practical goals and tasks between the management of Euroregions and the central authorities.

6. RUSSIAN FEDERATION

6.1. Cross border cooperation EU-Russia

For several centuries, Russia is the largest state in Europe. The nations of Russia and the Europe are united by common history, common traditions, common spiritual and cultural values. Russia is an integral part of European civilizations, having its own specific and original position of a multinational country situated on two continents and which embodies dozens of different cultures.

Perestroika and the end of the Cold War, led Russia to renovation in the early 90-s of the twentieth century, the assertion of democratic political regime with a stable orientation to a market economy. Becoming a “new” democratic Russia coincided with the emergence of the European Union.

The Russian Federation is not a member of the European Union, however, this does not minimize the importance of developing relations between the European Union and Russia, which it has both for itself and for the whole region and world as a whole.

In addition to existing economic premises, establishing close relationship is necessary for the fact that after the entry of Finland in the European Union in 1994, Russia and the European Union became the “neighbours” with a total boundary length of 1313 km. Following the enlargement of the European Union in 2004, the length of common border has grown to 2200 km. Common border has always meant common transboundary problems, which can only be solved by joint efforts. But the most important thing that conditions the development and expansion of relations between Russia and the Union, is the dependence on the substance and specificity of the relationship of stability and security in Europe, in the “new” Europe free from dividing lines, from the ideological confrontation, but still not free from armed aggression, acts of international terrorism, human rights violations, economic instability, rampant crime and other problems. It is obvious that these conditions dictate the vital importance of developing relations between Russia and the European Union on a broad range of issues.

“Not only recent events, but the entire history of our relations demonstrates that the EU and Russia need each other, and together we shall overcome the crisis and shall build a safer and fairer Europe,” said Russian Foreign Minister Sergey Lavrov.⁶⁶

Relations between Russia and the EU also support the institutional architecture, which allows two parties to discuss on the various levels, almost all the problems of the modern world. Actual formats of the EU-Russia include summits with the Russian president, on one part, and the presidents of the European Council and the European Commission, on the other part; meetings between the Government of Russia and the European Commission, the meetings of the Permanent Partnership Council at Foreign Ministers level and in other specific configurations (including justice and internal affairs, energy, transport, science and technology, etc.), meetings at the political directors' level, regular meetings of the Permanent Representative of Russia to the EU and representatives of political and security Committee. Cooperation is reinforced in the format of the sector dialogues (including in such areas as energy, transport, industrial policy, information society, space) and at the level of expert advice on foreign and security policy (more than 20 meetings per year). Meetings of members of the Federal Assembly of Russia and the European Parliament are held on a regular basis.

⁶⁶ Sergey Lavrov, Russian Foreign Minister, from the article “Prospects of Russia-EU relations”, published on the web-site “Russia-EU partnership and success” January 14, 2009 .

Specific tasks for the near future are aimed to strengthen the strategic partnership between Russia and the EU, which are determined by the logic of developing relations with the European Union.

They include the adoption of a visa-free regime, creating a more effective and result-oriented cooperation in the area of foreign policy, particularly in crisis settlement, starting a dialogue on “relation” from the concept of economic and social development in Russia and the EU until 2020. In the context of overcoming the negative effects of global financial and economic crisis, the proposal by Russian President Dmitry Medvedev, which was approved on the 25 the EU-Russia summit in Rostov-on-Don on 31 May and 1 June 2010, to create the “Russia-EU partnership for modernization” gains a special significance.

This initiative will contribute to the achievement of mutually important goals, such as technological development, promoting the compatibility of technical regulations, strengthening professional and people to people contacts, support of rapid and full integration of the Russian economy into the global trade and economic system under non-discriminatory terms.

The main argument of the correctness of the approach between Moscow and Brussels towards the innovation of their relationship is their progressive development and structural adjustment in accordance with the criteria of globalization - the practical experience of the 4 “road maps”. Its appearance is crucial, at least, to regulate the following triad: the modernization of the Russian Federation, the reorganization of the European Union (especially under the Lisbon Treaty), the promotion of the Russian Federation and the EU, and their combined capital in solving the problems and complexities of the global financial and economic crisis, other issues that make up the international agenda according to the United Nations. A few real facts are provided to prove this.

Within the first direction, there was developed a system of 16 sector dialogues - investment, energy dialogue, transport regulation of industrial production (standardization, technical regulations and conformity assessment procedures), industrial policy and entrepreneurship, information society, intellectual property protection, early warning mechanism on changing the trade regime, space, agriculture, environment, financial and macroeconomic policies, public procurement, fisheries, health, and the work had begun on the interaction within the customs cooperation.

The vectors of the partnership dialogue vary and are extremely pragmatic, thus causing positive ratings. Progress on many of them, gives a practical result. In this way, today the EU is the largest investment actor in Russia. The share of EU member states accounts for more than 80% out of the total accumulated foreign investment in Russian economy. In the framework of energy dialogue with the European Union, the Russian part took the lead for the European market in gas and oil. It is obvious that the energy security of the region depends heavily on the supplies from Russia. Realizing this, the partners have introduced into the dialogue three new thematic groups - on energy efficiency and conservation, energy strategy, the development of energy markets, scenarios and forecasts. In 2009, a memorandum was signed on early warning mechanism in the energy sector. Positively was assessed the President's proposal of the Russian Federation, D.A. Medvedev on improving the international legal framework of World Energy (2009). A similar pattern exists in other formats, bringing the parties to the regime of integration cooperation.

The second “road map” for the common space on external security have its own specific tasks. One of the main is the maintenance of international order, based on effective multilateralism, indivisible security, respect for the UN, the unconditional observance of international law.

During the implementation of the document the EU and Russia, have repeatedly demonstrated their individual and cooperative ability to influence global processes, strive to optimize global governance.

A vivid example of their cooperation can be seen in the spheres of: fight against terrorism (in accordance with international standards in the sphere of human rights, refugee law and humanitarian law, on the positions of international and regional forums, in particular, the UN Security Council Counter-Terrorism Committee), non-proliferation, export control and disarmament, the universalization of international instruments, strengthening the IAEA's comprehensive safeguards, nuclear issue of North Korea and Iran's support for the Conference on Disarmament in Geneva).

An importance has a dialogue on security and crisis management with the purpose of responding to contemporary global and regional challenges and key threats. An important milestone was the involvement (at the request of the EU), of the Russian helicopter group to ensure the EU military operation in Chad and CAR in 2008-2009. Currently there are established working relationship between the Russian ships operating in Gulf of Aden, and the operation of the EU Atlanta to fight piracy on the coast of Somalia.

Actively and positively is developing the parties' cooperation in the area of civil protection. Thus, on the basis of Administrative arrangements, between the General Director of the Environment European Commission and Ministry of Emergency Situations of Russia on cooperation, mutual assistance and air support is discussed a draft on creating "Euro squadron". The European Commission identified the aircraft operator, who will be as the customer on behalf of the EC, and will carry out the lease of aircrafts, including the Russian transport and air firefighting means for the use within the EU Mechanism for Civil Protection.

Continuously is intensifying the practical cooperation in the sphere of population and territories protection from emergency situations with the European Union. A real example: the tragic events in Italy, where the powerful earthquake (2009) had happened, forest fires in Greece (2007 and 2009.), as well as the earthquake in Haiti (2010). The energy stability of EU member-states is secured by building gas pipeline routes: South Stream and Nord Stream, ; the works also are supported by MES of Russia. There continues to be studied the European experience of the introduction of a single emergency phone number "112".

Speaking about the prospects of cooperation of Russia and the EU in this direction, we should emphasize that they may be associated with the actions on the implementation of the Russian proposal for concluding a Treaty on European Security (2009). The initiative of Russian President D.A. Medvedev represents a solution for many of the Euro-Atlantic challenges, ensuring real and indivisible security, taking into account the interests of all European states and of the international organizations working in the region (NATO, OSCE, EU, CSTO, CIS, etc.). Many EU countries are actively acknowledged the Russian diplomatic offer. These and other examples show the practical value of the content of "road maps" and their connection to specific issues of international life and the evolution of the European space. Confirmation of this is the experience and implementation of the third "road map" for the common space on freedom, security and justice. Its key thesis - cooperation of Russia and the EU as an integral part of the strategic interaction between the parties, role of which will only increase. On the "freedom" block remains a priority the facilitation of the movement of people and readmission. Unfortunately, despite the launched in 2007 of the agreement on visa simplification and readmission, significant progress in its implementation was not registered. The growing number of expert meetings is not moving to the phase regarding the needed agreements on liberalization of the current visa procedures. Slow progress is related due to lack of political will from the EU part towards making radical steps.

Good results are registered in the formation of cooperation on border issues. In 2007 an agreement was concluded between the Russian Federal Security Service and the Border Management Agency, the EU external borders (FRONTEX), which facilitated a greater interaction at the external borders.

Among the promising vectors there is another one - providing effective migration policy. In 2009, Russia took the initiative to start the migration dialogue, Russia - the EU, primarily to remove the existing difficulties on visa-free way. Within the dialogue, there are proposed to be discussed in particular, such topics as simplification of the free movement of persons, including procedures for issuing entry permits, and registration; the effective management of migration, combating illegal migration, assessment of risks associated with migration.

On the block "safety" the parties focus their attention on the resources and on the following priorities: boosting cooperation in countering terrorism and the identification of ways to act together to prevent terrorism and fight against it in accordance with international law (share assessments of terrorist threats and information on developments in counter-terrorism in Russia and the EU, the implementation of the Global Counter-Terrorism Strategy, completion of the draft of the comprehensive convention on international terrorism), combating transboundary crime, including through the development of cooperation between law enforcement agencies (landmark - the fight against crime in the financial sector, human trafficking, drug trafficking, weapons and explosives, corruption, counterfeiting, etc.)

Among the urgent issues is the advancement towards concluding an operational agreement with Europol. The process is moving slowly. An unsolved problem remains the obtaining of mandate by Europol to negotiate with Russia. Situation contrasts against the background of the serious achievements of the Russian Federation and Europol on some aspects of practical cooperation, the growing importance of this form of cooperation, which is recognized by many member states of Europol and the European Union.

Another priority is solving the problem of narcotic drugs (including the proposal and drug trafficking, prevention of the diversion of precursors, prevention of drug demand and harm reduction).

The cooperation has clear prospects. There were started the negotiations on the agreement the EU - Russian Federation for control of precursor drugs. In Brussels, was received with interest the proposal of the Minister of Justice Alexander Kononov to focus on the joint actions in combating synthetic drugs coming from EU member states, as well as fostering cooperation on combating drug trafficking in Russia - EU - USA.

Two important areas – enhancing cooperation on criminal issues and developing cooperation in civil and commercial issues - are landmarks in the block "justice."

The parties engaged in a dialogue on various aspects, including the need for preparing international legal agreements: the agreement Russia - EUROJUST and the agreement the EU - Russia on legal assistance in civil and commercial issues. Unfortunately, the EU, has been repeatedly conditioning the diplomatic negotiations with different settings that become, by virtue of their long-term preservation, this political obstacle in enhancing the dialogue with Russia. Today such a situation in relation to the agreement with EUROJUST, is the statement by Brussels of impossibility of its signing, as long as in Russia does not come into force, the Convention for the Protection of Individuals with regard to automatic processing of personal data. Also the EU is not satisfied with the status of Federal Service for Supervision in the Sphere of Telecom, Information Technologies and Mass Communications (ROSKOMNADZOR). It insists on the need of creating some Russian autonomous authority for the protection of personal data, which will subordinate only to Parliament. Competent explanations of Russian experts are not always treated fully and with desire.

In the framework of negotiations on the second agreement, the representatives of the European Union raised the issue of accession of the Russian Federation as a member of the Hague Conference on Private International Law, to a number of the Hague Conventions, in particular, on the Civil Aspects of International Child Abduction (1980 and 1996). Russia is studying the issue; it recognizes the importance of the Hague law. But we see that these conventions apply to family law, subjects which are not included in the dialogue on the third “road map”. We must be objective.

Finally, the “road map” on creating a common space on science and education, including cultural aspects. It is based on a rich intellectual, spiritual and historic capital, close intertwining over several centuries of cultures, knowledge and traditions. All this contributes to the movement of Russia and the EU on the path of integration, the creation of truly new, innovate in fact, instruments and principles. During these years, the parties have moved towards the formation based on the Bologna Process of the European Higher Education Area. There is unfolding the cooperation within the framework of the launched programme in 2008, Tempus - IV. There is dynamically advancing the cooperation in education through the opened in Moscow (2005) European Studies Institute at the Russian University of MGIMO (University) MFA Russia. There is developed, based on experience, the Draft Actions Programme of Russia and EU: cooperation in the sphere of culture.

Thus, even a brief overview of the four “road maps” between Russia and the European Union shows their practical importance. It demonstrates the ability of the parties as strategic partners to respond to the challenges, to harmonize their interests, political will and organizing them considering the trends of globalization, of world politics and economy. Thus, there is created a specific subject of global governance, which bears high responsibility for the effective international order.

The experience, the international political and diplomatic practice gained in the last five years is a solid foundation for the development of a new agreement between Russia and the European Union on a strategic partnership. The urgent need of today realities is to adopt a federal law regulating cross-border cooperation. During the conference held in St. Petersburg, in September 2010, “Cross-border cooperation: the Russian Federation, the European Union and Norway,” Regional Development Minister Viktor Basargin said that the adoption of the law is scheduled for October this year.

The bill was passed to the State Duma on June 30 this year. It should create a regulatory framework for the development of border areas of Russia in collaboration with neighbouring countries and aims to identify instruments for regulating and controlling such projects by the representatives of the Russian part. (On the first reading the State Duma approved the draft of federal law “On Principles of cross-border cooperation in the Russian Federation”)

Provisions of the law will regulate the relationship between the entities involved in the projects and determine the procedure for concluding the relevant agreements. These projects are to be implemented over the next three years under an agreement between Russia, EU countries and Norway.

Victor Basargin noted that the development of border areas is one of the priorities of state policy. Many of the administrative and legal barriers for cooperating with neighbouring countries were removed, and the work is in progress with this regards, stated the minister..⁶⁷

⁶⁷ FC-Novosti September 22, 2010

6. 2. Practical implementation of cross border cooperation

Cross-border cooperation in the Russian Federation means coordinated actions of federal executive bodies, executive bodies of subjects of the Russian Federation, local authorities, aimed to strengthen cooperation between the Russian Federation and neighbouring countries in the issues concerning the sustainable development of border territories of the Russian Federation and adjacent states, increasing welfare of the population from the border territories of the Russian Federation and neighbouring countries, strengthening friendship and good neighbourhood relations with these states. Cross-border cooperation in the Russian Federation is based on the following principles:

- mutual respect for sovereignty and territorial integrity of other states;
- peaceful resolution of border disputes;
- mutual respect for the state laws, regarding the realization of cross-border cooperation, as well as the relevant international treaties;
- ensuring Russia's interests in cross-border cooperation;
- not causing damage to economic and other interests of the state, in realization of cross-border cooperation;
- follow of the peculiarities of border territories of the Russian Federation and neighbouring states, including their heterogeneity, the nature of interstate governmental relations and historical connections with neighbouring countries, natural - resource, social - economic, architectural, transport conditions for the development of border areas, as well as the character of threats for national security of the Russian Federation in the border area;
- compliance with the European Outline Convention on Transfrontier Cooperation between Territorial Communities or Authorities, 1980

Border area of the Russian Federation includes the border zone, the Russian part of the waters of transboundary rivers, lakes and other waters, internal maritime waters and territorial sea of the Russian Federation, where is established the border regime, the checkpoints across the state border of the Russian Federation, as well as the territories of administrative districts and towns, sanatorium - resort areas, specially protected natural areas, and other territories which are adjacent to the state border of the Russian Federation, to border zone, shores of the border rivers, lakes and other waters, the coast of sea or checkpoints

The territory, on which the cross-border cooperation is carried out, can be defined in international treaties of the Russian Federation, agreements of the Russian Federation with foreign partners, concluded in compliance with the laws of the Russian Federation.

Participants in cross-border cooperation in the Russian Federation within their powers can be the federal executive bodies, executive bodies of subjects of the Russian Federation and local self-governments, as well as legal and natural persons in accordance with the laws of the Russian Federation.

The main objectives of cross-border cooperation in the Russian Federation are:

- creating an environment of trust, mutual understanding and good neighbourhood relations between authorities, businesses and communities of the border area of the Russian Federation and local authorities, businesses and the population of border areas of neighbouring states;
- developing and strengthening economic, cultural and humanitarian relations between the border territories of the Russian Federation and adjacent states;
- promoting mutual understanding and friendship between the people inhabiting the border areas of the Russian Federation and the one from the adjacent states;

- facilitating communication between the concerned authorities, business and inhabitants groups, including ethnic communities divided by state border, the support of compatriots abroad, who live in the border area;
- joint creation and effective development of economic and social infrastructure in border areas
- joint solutions for economic, transport, energy, utilities, environmental, social - demographic, humanitarian and other problems of border areas;
- providing support to public authorities of the Russian Federation, and to the local self-governments of Russian organizations involved in provision of the necessary facilities of the border area and settle the problems of cross-border cooperation;
- creating conditions for facilitating the passage of goods exports and imports through the border territory of the Russian Federation, including the co-operation actions in provision of the necessary facilities of checkpoints across the state border and transport infrastructure, customs warehouses, terminals, etc.;
- more efficient use of industrial and social infrastructure of the border area;
- implementation of a coordinated urban policy in the border area;
- creating conditions for the integration of the system for prevention and elimination of emergency situations in neighbouring countries in order to improve the response to emergencies with transboundary effects;
- creating conditions for stopping the outflow of population from country's strategically important and sparsely populated border areas;
- establishing counteractions in the legislation of the Russian Federation concerning the manifestations of nationalism, chauvinism, ethnic and religious separatism, ethnic tensions in the border area;
- facilitating the implementation of Russia's domestic and foreign policy, assuring national interests and national security on the state border of the Russian Federation, including in the sphere of combating terrorism, drug trafficking and other offences..

On April 21, 2006 by the Russian Government Resolution Nr. 234, the duties for developing the public policy and legal regulation in the area of cross-border cooperation were attributed to the jurisdiction of the Ministry of Regional Development.

“Cross Border Cooperation Programme with Russia will allow the regions on both sides to strengthen cooperation in areas of common interests, which have been jointly determined,” said European Commissioner for External Relations and Neighbourhood Policy Benita Ferrero-Waldner. She added: “The border regions will work together to strengthen the socio-economic development, overcome general challenges in environmental protection, and assure the security of borders. Direct contacts between people are an important component of these programmes, and the joint actions in education, culture and civil society are major elements. I believe that the CBC will bring tangible benefits to people living in regions on both sides of the EU border. “(from the speech, November 2009 EU-Russia summit)”

Cross Border Cooperation Programmes allow solving many problems, for example, support for small and medium-sized enterprises, entrepreneurship and trade, transportation, technology, research and tourism. Regions will be able to overcome common challenges in areas such as environmental protection, conservation and renewable energy, **culture and historical heritage**.

The innovative character of such cooperation lies in a balanced partnership: for the first time, partner countries and the EU member states apply uniform rules for the implementation of projects, have a single budget and jointly make decisions within the common governance

structure. Local partners on both sides of the border define need in projects implementation, which meet the necessities of their region; this makes possible the use of approach “bottom-up” and proceeds from their specific needs.

EU Cross Border Cooperation Programmes with Russia: “Kolarctic - Russia, Karelia – Russia”, “South-East Finland – Russia”, “Estonia - Latvia - Russia, Lithuania - Poland - Russia, Black Sea”.⁶⁸

The border regions of Russia: Republic of Karelia, St. Petersburg, Leningrad, Pskov and Kaliningrad regions, participate in regional organizations, such as: the Council of the Baltic States, Nordic Council, the Union of Baltic Cities, Nordic Council of Ministers, the Forum of the coast regions of Europe, European Urban Association, Congress of Local Authorities of Europe and local governments, the program Northern Dimension. (Information on this cooperation, as well as the activity of Euro-regions of Russia with partners from EU countries, is in detail described by Professor Irina Busygina in the work paper “Analysis of Cooperation between the Russian Federation and European Union“, recently presented within the project” Bridge “.)

The leader of cross-border cooperation with Russia is certainly Finland. Cooperation of adjacent regions forms an integral part of the foreign policy of Finland. It is implemented in accordance with the Strategy for Cooperation with neighbouring regions, approved by the Government of Finland, on 22 April 2004. The coordinating functions are performed by the Finnish Ministry of Foreign Affairs (Division of Regional Cooperation). During the period of 1990-2009 years, Finland allocated for the joint projects with Russia, about 293 million Euro. The main partners of the adjacent co-operation in Finland are the North-West regions of Russia - Republic of Karelia, Leningrad region, Murmansk and St. Petersburg. Here are some projects that were implemented:

MURMANSK REGION

Project Title” Development project of Municipal Administration in the Southern Kola Peninsula”, **Project Timing** 1.4.2005 - 31.12.2008. **Financing Total 431 984,00 €**

Project Title “Family entrepreneurship development among indigenous people in the Murmansk region” **Project Timing** 1.1.2007 - 31.12.2009. **Financing Total 130 000,00 €**

Project Title “Neighbouring area cooperation project of social and health authorities of Lapland Province and Murmansk region in 2007-2008” **Project Timing** 1.1.2007 - 31.12.2008 **Financing Total 74 060,00 €**

Project Title Alakurtti Centre of Technology and Competence. **Project Timing** 1.4.2008 - 31.3.2010 **Financing Total 88 800,00 €**

Project Title Assessment of groundwater supply option for Apatity region. **Project Timing** 1.1.2006 - 31.12.2008. **Financing Total 200 000,00 €**

Project Title Developing fire and rescue services in the Murmansk Region. **Project Timing** 1.1.1999 - 31.12.2010. **Financing Total 215 283,19 €**

Project Title Development of Police Data Management, exchange of information as well as cooperation in the Barents Region. **Project Timing** 29.1.2004 - 31.12.2010. **Financing Total 149 865,00 €**

Project Title Project against corruption in the Murmansk region. **Project Timing** 1.1.2007 - 31.12.2008. **Financing Total 51 860,00 €**

Project Title Networking drug prevention in the Murmansk region. **Project Timing** 1.1.2007 - 31.12.2009. **Financing Total 186 367,00 €**

Project Title NDPHS/Strengthening of Intersectoral Action to fight drug abuse and drug related harm in Murmansk Region. **Project Timing** 1.4.2008 - 30.11.2009. **Financing Total** 178 471,00 €

REPUBLIC OF KARELIA

Project Title Tourism safety in the northern regions of the Republic of Karelia. **Project Timing** 1.1.2007 - 31.12.2008. **Financing Total** 44 000,00 €

Project Title Development Agency for Entrepreneurs in Olonets. **Project Timing** 1.1.2007 - 31.12.2009. **Financing Total** 210 000,00 €

Project Title Analysis of restoration needs of the electricity distribution network of Petrozavodsk and a plan for the refurbishment and maintaining of the network. **Project Timing** 1.1.2008 - 31.12.2008. **Financing Total** 84 040,00 €

Project Title Analysis on Operations, Marketing and Rail Traffic at the International Frontier

Station Vartius – Lytta. **Project Timing** 5.6.2008 - 28.2.2009. **Financing Total** 77 200,00 €.

Project Title One year PD-education program of management of pedagogical leadership. **Project Timing** 1.1.2007 - 31.12.2008. **Financing Total** 230 000,00 €

Project Title Development Plan for National Media in the Republic of Karelia. **Project Timing** 1.1.2008 - 31.12.2009. **Financing Total** 45 800,00 €

Project Title Development of water protection at Lake Onega. **Project Timing** 1.1.2005 - 31.12.2008. **Financing Total** 228 000,00 €

Project Title NDPHS/Fighting Tuberculosis in Karelia. **Project Timing** 1.1.2005 - 30.11.2009. **Financing Total** 590 871,00 €

Project Title Together against tobacco and alcohol – a community programme to prevent alcohol consumption and smoking among youth. **Project Timing** 1.1.2006 - 31.12.2008. **Financing Total** 174 756,00 €

Project Title Support to the implementation of the Health Promotion Policy in the Republic of Karelia. **Project Timing** 1.1.2007 - 31.12.2009. **Financing Total** 199 158,00 €

Project Title Prevention of HIV infection in the Republic of Karelia in 2007–2009. **Project Timing** 1.12.2007 - 31.12.2009. **Financing Total** 196 879,00 €.

Project Title Support to Social Work Addressing Families and Children in the Republic of Karelia. **Project Timing** 1.1.2007 - 31.12.2009. **Financing Total** 199 990,00 €

CITY OF ST. PETERSBURG

Project Title Ubiquitous Society: ITS in Saint Petersburg. **Project Timing** 1.2.2007 - 30.9.2008. **Financing Total** 300 000,00 €

Project Title A Feasibility Study for Building Business Innovation Capacity - Current State Analysis of the Small and Medium-Sized Enterprises in the St. Petersburg Area. **Project Timing** 1.1.2008 - 31.12.2009. **Financing Total** 71 370,00 €

Project Title Implementing Web based teaching methods and practices for distance learning in Finnish – Russian intercultural masters' programme. **Project Timing** 1.1.2008 - 31.12.2009. **Financing Total** 63 470,00 €

Project Title Enhancing intellectual property rights competence - A Joint Finnish-Russian Cooperation Project. **Project Timing** 1.1.2007 - 31.12.2008. **Financing Total** 50 014,00 €

Project Title Northern Dimension Partnership on Health and Social Wellbeing; joint Nordic project on alcohol and drug prevention among youth in St. Petersburg. **Project Timing** 1.1.2007 - 31.12.2009. **Financing Total** 111 000,00 €

Project Title Development of quality improvement system in primary care in St. Petersburg. **Project Timing** 1.1.2007 - 31.12.2009. **Financing Total** 198 013,00 €

Project Title Adolescents' Health and Safety. **Project Timing** 1.1.2007 - 31.12.2009. **Financing Total** 56 061,00 €

Project Title Support to Independent Living, Social Integration and Employment of Persons with Disabilities in the City of Saint Petersburg. **Project Timing** 1.1.2008 - 31.12.2010. **Financing Total** 99 755,00 €

LENINGRAD REGION

Project Title Analysis of the restoration needs of the electricity distribution network of Toksovo and a plan for the refurbishment and maintenance of the network. **Project Timing** 1.2.2008 - 31.7.2008. **Financing Total** 40 340,00 €

Project Title Reform of local self-governance in the Leningrad Region. **Project Timing** 1.1.2007 - 31.12.2008. **Financing Total** 131 844,00 €

Project Title Psychological and social support to HIV infected women in the Leningrad Region 2007–2009. **Project Timing** 1.1.2007 - 31.12.2009. **Financing Total** 197 834,00 €

Project Title Better youth - The welfare of Youth, Children and Families in Vyborg. **Project Timing** 1.1.2008 - 31.12.2009. **Financing Total** 72 245,00 €

Project Title Identification of Priority Measures to Reduce Water Pollution in the Neva-Ladoga Basin. **Project Timing** 1.3.2008 - 28.2.2009. **Financing Total** 450 000,00 €⁶⁹

Cross-border cooperation in Kaliningrad region of the Russian Federation has its own, not a long, but quite a rich history that began with a moment of turning it into a Russian enclave on the Baltic Sea. The region has accumulated an extensive and varied experience in dealing with border neighbours. By the instrumentality of international projects, it is possible to act together to solve common problems of adjacent areas. In cross-border cooperation there are involved almost all municipal institutions, dozens of non-governmental organizations, businesses, and many public sector institutions

Particularly should be mentioned the projects which aim to create segments for future innovation system of the Kaliningrad region. Since 2004, with the participation of Kaliningrad partners there were developed and implemented 46 projects, worth about 8 million Euro. The performed actions contributed to the socio-economic development of the area.

Ministry of Territorial Development and the interaction with the institutions of local government of the Kaliningrad region is a participant of one of the projects - “Partnership between Russian and Polish institutions of local self-government as a ground for cross-border”.

The goal of the project is studying the Polish experience in municipal reforms and its potential application in the transition to a two-lever organization of local self-governments in the Kaliningrad region. Also, the Ministry supports a number of projects, aimed to survey investment opportunities of municipalities in the region, training professionals able to draw up project proposals, the development of tourism potential of cities with the preserved Gothic castles. One of such project is “ East - West Window”, designed to promote the territorial integration of the North-West Russia in the Baltic Sea region through the common spatial planning and participation in projects for the development of such priority areas as business, transport, ICT and space planning of marine areas. The overall project objective is to create conditions for accelerated development of the Baltic Sea region through a more efficient use of existing potential of the territory. Realization of this goal will facilitate and encourage the solution finding for regional problems, the successful socio-economic development of

⁶⁹ NEIGHBOURING AREA COOPERATION BETWEEN FINLAND AND RUSSIA. LIST OF ONGOING PROJECTS June 2008 Department for Russia, Eastern Europe and Central Asia Unit for Neighbouring Area Cooperation. MINISTRY FOR FOREIGN AFFAIRS OF FINLAND

Kaliningrad region and other North-West Russia regions which are connected with the Baltic area.

In fact, there is created a new model of cross-border cooperation, tailored to European templates, but which allows to fully taking into account the peculiarities of each territory.

Regional Policy Dialogue: in early 2007 a new formal Dialogue on Regional Policy cooperation was established with the Ministry of Regional Development Russian Federation to exchange information and best practices on experiences in setting up and implementing regional policy.

A number of specific issues were identified in which Russia and the EU face similar challenges and/or in which EU experience may be valuable to further develop regional policy making in Russia, as for example: EU experience in devising instruments in support of innovation-driven regional development; territorial cohesion and spatial planning, preparation of regional development strategies and implementation programmes; information exchange on financing foreseen from structural funds in 2007-2013 for EU regions bordering Russia as well as projects foreseen for funding on both sides; classification and definition of regions and multi-level governance. It was agreed to hold a series of seminars during 2008 on these issues also involving sub-regional representation and civil society.

Neighbourhood Programmes: The Neighbourhood Programmes and provide a main contribution to the cross-border regions and to the strengthening of economic and people-to-people ties between Russian and EU regions. From the 186 projects approved by the selection committee, 171 projects were contracted or started in NW Russia (for a budget of around €30 million) by the end of 2007. As a result, a total of 227 projects were running at the end of 2007.

Cross Border Cooperation programmes: The introduction of the European Neighbourhood and Partnership Instrument (ENPI) provided a specific and innovative feature of the Cross-Border Cooperation (CBC). This component aims at financing “joint operational programmes” bringing together regions of the EU Member States and partner countries sharing a common land or sea border. The CBC Strategy Paper for 2007 - 2013, adopted in March 2007, identified the areas eligible for 15 geographical programmes along the EU external border and provided them with indicative financial allocations of approximately €1.1 billion in total. Russia can participate in 7 of these, corresponding to a Commission contribution of €307.488 million over the seven year period.

At the Mafra Summit Russia announced a contribution of €122m for these Cross Border Cooperation projects bringing the overall amount to €429.488 million in addition to some additional pledges made by Member States. The exact breakdown of the Russian contribution and the financing modalities are currently under discussion.⁷⁰

Several projects under the Programme of the EU-Russia solve the problem of e-government. In this way, administrative capacity-building project in Kaliningrad (€ 7 million) also includes a major component in the development of electronic government within the Kaliningrad regional and local authorities.

* Within the investment EU-Russia dialogue, held in Kaliningrad in December 2006, there was launched the project with a budget of 6.7 million Euro and on a period of 3 years “Administrative capacity building of Kaliningrad region”, which focuses on promotion of investment attractiveness of the region..

* A new project “Towards Enhanced Protection of the Baltic Sea from Main Land-based Threats: Reducing Agricultural Nutrient Loading and the Risk of Hazardous Wastes” started in February 2009. The overall objective of this project is to promote Baltic Sea protection from hazardous waste as well as from agricultural nutrient loading. The project will

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aim at reaching this goal by improvement of management of hazardous and agricultural wastes in St. Petersburg, Leningrad and Kaliningrad Oblasts of the Russian Federation. It has been agreed to co-finance a €40 million programme which will upgrade waste water plant facilities in Kaliningrad Oblast. The EC will contribute €9.5 million to the programme. The Kaliningrad Government will contribute €20 million and the balance will be financed under a loan organized through NEFCO (Nordic Environmental Finance Corporation).

The construction of the Saint Petersburg Sludge Incineration Plant was carried out on the basis of a €29,8 million contract, out of which €24,9 million is financed by the Commission. The provisional acceptance certificate for the construction was granted in December 2007. Final acceptance tests were completed in the first half of 2008. Supervisory services for the 2-year maintenance period are funded by the Commission.⁷¹

Some of the **main achievements** in the EU-Russia dialogue in 2009 included:

General:

- Negotiations for the New EU-Russia Agreement continued (5 negotiation rounds were held in 2009);
- Financing Agreements of 5 Cross Border Cooperation programmes (Kolarctic, Karelia, South East Finland – Russia, Lithuania – Poland – Russia, Estonia-Latvia-Russia) were signed (ratification by Russia pending).⁷²
- A project on **Enhancement of Management of the RF Border Checkpoints** financed under the Common Spaces Facility with a budget of Euro 600 000 started in September 2009. The project is implemented by the International Organisation for Migration. The Project Partner is the Federal Agency for Border Management of the Russian Federation (Rosgranitsa).
- -The Chernyshevskoye border crossing point (€ 8 million investment), on the Lithuanian border, was officially opened in October 2009.

The EU-financed construction of a border crossing at Mamonovo II (€ 13.3 million investment) was completed in December 2009. The contractor faced serious problems due to the failure of the Russian authorities to implement the exemption of taxes and other duties to which he was entitled.

The EU financed €10 million project (TACIS AP2006) for the construction of the Sovetsk crossing post close to the Lithuanian border, had to be cancelled, after Russia had informed that it was unable to finance the preparatory work.⁷³

Russia will allocate for the development of cross-border cooperation with EU countries for 2010-2013 up to 105 million Euro, including 24 million Euro - in the current year. The relevant disposition was signed by the Prime Minister Vladimir Putin.

The document provides for the transfer of the financial contribution of the Russian Federation to the European Bank for Reconstruction and Development (EBRD), which is the financial agent of the Russian government in the implementation of cross-border cooperation with Finland, Lithuania, Poland, Latvia and Estonia, as well as the programmes “Kolarctic” and “Karelia”.

For the 2011-2012 year, for these purposes should be provided up to 34 million Euro annually; while for 2013 - up to 13 million Euro.

The EBRD funds will be transferred after the coming into force of the agreements. The Government is entrusted with providing the necessary appropriations in the formation of the federal budget for next fiscal year and the planned period.

⁷¹ EU-RUSSIA COMMON SPACES PROGRESS REPORT 2008 Date: March 2009 p.23

⁷² EU-RUSSIA COMMON SPACES PROGRESS REPORT 2009 Date: March 2010 p.3

⁷³ http://ec.europa.eu/external_relations/russia/index_en.htm

⁷³ Ibidem p18-19

From 2010 the non-profit organizations from St. Petersburg, the Republic of Karelia, Leningrad, Arkhangelsk, Murmansk, Pskov and Kaliningrad regions had the opportunity to participate in the new program, **Nordic Council of Ministers**, aimed to strengthen cooperation between the countries. The new program is a sub-programme of the Council under the **“Knowledge Building and Networking cooperation with partners Programme in North-West region of Russia.”** It provides an opportunity for non-profit organizations in North-West Russia to strengthen collaboration with partners from Nordic countries and receive financial support from the **Nordic Council of Ministers**.⁷⁴

Mission of the European Union in the Russian Federation has launched a new program called “The Partnership for modernization. “ The program aims to support the coordinated actions in accordance with the priorities of the Partnership and EU-Russian dialogue in the framework of the four Common Spaces.

During the EU-Russia summit, which took place on May 31 - June 1, 2010 in Rostov-on-Don, the leaders announced the beginning of partnership for modernization for the well-being of its citizens. In a joint statement the parties identified priority areas and welcomed the implementation of specific projects.

The program “The Partnership for Modernization, “ as a financial instrument, is aimed to support the activities implemented in the agreed priority areas and designed for currently existing dialogue between the EU and Russia in the framework of the four Common Spaces. Starting from October 1, 2010, authorized representatives, from the ministries, federal agencies and services of the Russian Federation, as well as general directorates from European Commission, that take part in EU-Russian dialogue concerning the priority areas of the Partnership for Modernization, may apply within the program “The Partnership for modernization”. Applications will be considered by the European Commission services and the Russian government. Approved applications will be carried out by experts or consultants, selected in accordance with the tender procedures of the European Commission. In some cases, may be concluded direct agreements with international organizations.⁷⁵

Russian State Duma in July 2010 ratified five agreements on the financing and implementing of cross-border cooperation with the EU. All submitted for ratification agreements on the financing and implementation of five programmes on cross-border cooperation – “South-East Finland – Russia”, “Lithuania - Poland – Russia”, “Karelia”, “Estonia - Latvia - Russia “and” Kolarctic “- were signed on 18 November 2009 in Stockholm. The aim of all the documents is to define the foundations of relations of Russia and the EU within the framework of the implementation CBC programmes carried out under the ENPI. According to the text of the agreements in the implementation of “Karelia” programme, from the Russian part participate the Republic of Karelia, St. Petersburg and Leningrad, Murmansk and Arkhangelsk regions. The financial contribution of the Russian Federation on the implementation of this programme is carried out from the federal budget funds and makes up 11.6015 million Euro, while EU contribution is 23.2025 million Euro.

In the programme “Estonia - Latvia – Russia” from Russia’s part are participating the Leningrad and Pskov regions, St. Petersburg, and the financial contribution of Russia represents 15.909 million Euro. At the same time, the EU contribution will be equal to 47.775 million Euro.

In the program, “South-East Finland - Russia” from the Russian part, participate the Republic of Karelia, Leningrad region and St. Petersburg. Contribution of the Russian Federation on

⁷⁴ <http://www.regnum.ru/news/1128051.html#ixzz12MiWXYXG>

⁷⁵ russianmission.eu

the implementation of this program is also carried through the federal budget and amounts 18.0925 million Euro, while EU contribution represents 36.1854 million Euro.

Kaliningrad region, according to the text of the agreement, will participate in the implementation of programme "Lithuania - Poland - Russia". To implement this programme, Russia will provide funds amounting 43.999 million Euro, and the EU - 132.130 million Euro.

In addition, from the Russian part in the implementation of the programme "Kolarctic" participate Murmansk, Leningrad and Arkhangelsk, Nenets Autonomous District, as well as the Republic of Karelia and St. Petersburg. The financial contribution of the Russian Federation for this program is 14.120 million Euro, while EU contribution - 28.241 million Euro.

In August 2010, Russian President Dmitry Medvedev signed a federal law on ratification of agreements between Russia and the European Community for financing and implementing five programmes between Russia and the EU. These are the agreements on cross-border cooperation - "Karelia", "Kolarctic", "Lithuania - Poland - Russia", "Estonia - Latvia - Russia and South-East Finland - Russia". Documents include, first of all, all the subjects of the Federation, adjacent with the EU member countries and secondly the Russia border territories with, Finland, Estonia, Latvia, Lithuania and Poland.

Trade, investment projects and tourism exchange between Russia and EU are the most actively implemented in the EU-Russia border area. Therefore, during the recent forums, Russia - The European Union there was noted that adjacent to each other regions of the EU and Russia have become the channels of customs and economic convergence between the EU and Russia. Therefore, it is needed a further enhancement of economic conditions of cross-border cooperation. This is the aim of Agreement and the relevant federal laws, signed by the President of the Russian Federation.

According to estimations of regional administrations, the documents provide preferential regimes for trade, investment and environmental cooperation, as well as for tourist exchanges in the EU-Russia border area. The laws reflect the economic and legal framework of Russia's participation in these programmes - in addition to existing in the EU cross-border economic and legal mechanism.

Thus, in the EU-Russia border area is aimed to increase the capacity of customs checkpoints. As well as simplifying customs procedures for trade, investment and tourist flows. As noted in the signed laws, all projects of cooperation in these areas at first have to be agreed between the authorities of Russia and EU member countries. Then – they are nominated for the contest, and the realization of the selected projects will be carried out under contract with the authorized agencies of Russia and the EU.⁷⁶

In June 2010, in Petrozavodsk was held the International conference on cross-border cooperation between Russia and EU countries.

The event was attended by plenipotentiary of the Russian president in the Northwest Federal District Ilya Klebanov, who has stated the need for a federal law "On the basis of cross-border cooperation".

"For many border regions, and municipalities, there are no other chances, but the support from regional and federal level to develop their capacity on cross-border cooperation. People just have nothing to do, unless we help them to develop cross-border relationships. Today, there are many restrictions from the part of federal agencies and law enforcement agencies, which be removed by this law" - quoted Klebanov's press service of the Government of Karelia.

During the conference, there were discussed the experience of Karelia in the development of cross-border cooperation with Finland. Over the past 20 years on the territory

⁷⁶ "Russian Business Newspaper" Nr762 (29) from August 10, 2010.

of Karelia at the expense of Finland budget there were implemented about 440 projects worth around 35 million Euro. Among the most significant investment projects are construction of sewage treatment plants in Lahdenpohja and Sortavala, development and reform of health and social services for the population of Karelia. Also, in the framework of transfrontier cooperation, taking into account the funding of the European Union in Karelia there was built an international checkpoint Suoperya, visit centers for the National Park Paanajarvi and park Vodlozersky, as well as five information tourist centers. With the participation of the Finnish capital, there were built such large enterprises for Karelia as timber-processing plant “Setles” in the village Impilahti and the company in manufacturing electronic products “Karhakos” in Kostomuksha.⁷⁷

The main priorities of cross-border cooperation of the Estonian Republic and the North-West region of Russia are the development of the transport sector, primarily, the problem solving of insufficient capacity of the checkpoint of Narva (Ivangorod), (**Russia - Estonia**), investment in construction of roads, development of tourism projects. About this, said on September 28, 2010, **Krista Campus**, head of the **Office of Territorial Cooperation with the EU, of Ministry of Internal Affairs** of the Republic of Estonia during the fifth annual international conference “Cross-border cooperation: the Russian Federation, the European Union and Norway”, held in St. Petersburg.

According to Campus, for the implementation of cooperation projects with Russia, there will be allocated around 47.7 million Euro. Among the bilateral tourism programmes Campus stressed the programme for developing water tourism, in particular the creation of tourist routes in the area of Lake Peipsi, as well as joint projects on environmental protection”.⁷⁸

6.3. Conclusions

After EU enlargement in May 2004, when several countries from the Baltic Sea region joined EU, the conditions for the development of cross-border relations have changed significantly. There aroused new possibilities, but at the same time appeared serious organizational problems in the development of transboundary regional relationships. This was due not only to regional transformations, but also due to the changes in international development in general. Russian and Finnish experts stress that “globalization and development of new information technologies resulted in the fact that regions are facing a new problem: they are drawn into the international competition in a situation of unpredictable and changing environment. The necessary condition for stimulating economic growth and enhance competitive advantages is the ability to create new products and services, to generate business processes”.⁷⁹

We have to admit that the Centre for regional and transboundary cooperation created on May 30, 2006 during the session of the Congress of Local and Regional Authorities of Europe in St. Petersburg did not become a significant factor in promoting transfrontier and cross-border cooperation within Euro-regional integration process. Despite this fact, the idea of establishing a centre, submitted by Mr. Giovanni Di Stasi, the former chairman of the Congress of Local and Regional Authorities, has received very broad support from the Council of Europe and many countries, and the position of St. Petersburg as a unique bridge between Europe and Russia allowed him to cope with this task, but the project didn't continue due to bureaucratic reasons largely.

⁷⁷ RIA Novosti, June 4, 2010

⁷⁸ <http://www.regnum.ru/news/1209670.html#ixzz12MhsBGKM>

⁷⁹ [The Vision 2013 2005: 3]. The Vision 2013. To Make Our Common Area a Better Place to Live and Generate New Business. 2005. Centre of Expertise in Southeast, Finland

The intensity of cross-border linkages in the North-West Russia is particularly high. The economic cooperation is often a necessary foundation for establishing institutional relations, a traditional basis for the partnership. However, during the implementation of institutional cooperation, North-West region faces several challenges. Inter-state issues have a direct impact on cross-border cooperation of Russia's regions; these are questions of Russia's relations with the European Union and neighbouring countries in the North-West border of Russia, including the unsettled problems between Russia and the Baltic States.

“Cross-border position - this is only a potential benefit in terms of geographic location. It can provide feedback only when with corresponding provision of facilities - the development of cross-border transport infrastructure - building new facilities, upgrading existing ones, improving the quality of service. The cross border cooperation needs to “to be equipped” and institutionally, developing its legal framework, which is still fragmented.

Federal law regulates only certain aspects of cooperation; the fundamental regulation does not exist. Obstacles for developing cooperation, represents the incomplete legalization of boundaries in the legal arrangements (e.g., the Russian-Estonian border). Finally, the development of cross-border interactions cannot be considered separately: it strongly depends from the general trends in Russia's relations with neighbouring states.”⁸⁰

The Russian federal centre and as well as the European Union and its agencies pay today a heightened attention to North-West region of Russia due to its geopolitical and geo-economic attractiveness. The support for EU cross-border cooperation is conditioned by the strategic objectives: the possibility of opening new markets, the European security interests, political stability and economic cohesion, the ability to avoid the negative effects of competition between regions, the development of national / regional economies in the post-socialist countries. To achieve these goals, there is encouraged the creation of interstate agencies to coordinate cross-border cooperation. Cross-border cooperation not only helps create a positive political environment, but also fills with concrete projects the Russian-Baltic interstate relationship. Many issues depend on the initiative of regional authorities, their ability to catch the interest of the population and businesses, as well as to defend those interests at the federal level, when it is needed.

Cross-border cooperation has become an important part of life of local communities, municipal territorial entities of Russia, situated nearby the border. The intensity of the development process of cross-border cooperation is different in different subjects of Russia and even in municipalities located in the same region. This situation is a consequence of the high degree of concentration of foreign trade activities management in the hands of regional authorities and essential differences in the level of economic development of the municipalities themselves. The local community, including executives and employees of municipalities, in fact, has no influence on the policy of such key federal agencies in the area of cross-border cooperation, as the Ministry of Foreign Affairs, Ministry of Regional Development, Federal Customs Service, and Federal Border Service. Decisions are made in the best case, taking into account the views of regional authorities, while all the infrastructure problems are borne by local governments.

For Russia and the EU countries the maintenance in their relationship of their positive elements and the transition of these relationships to a higher quality are vitally important. But these relations need a new philosophy, which is based on an understanding that in the end not even a strategic partnership, but rather a strategic alliance based on equality of rights and global responsibility, can prevent the relative marginalization of the European Union and Russia in terms of reduction (for EU) and maximum conservation (for Russia) of their perspective share in world's GDP, contribute to their stability against the challenges and

⁸⁰ I. Busygina, E. Lebedeva Subjects of the federation in the international cooperation p.26.2008 year.

threats of the future world, strengthen their positive role in it. Acting in isolation from each other and moreover competing, Russia and Europe, most likely, will not be able to claim the role of world-class centres of power of the future world order, comparable to the U.S. and China, and will become objects of external forces policy. Under the complementarity of economic, political, diplomatic, military, political and geopolitical capacity of the parties, such a pole can only be a union between Russia and the EU.

Europe - one of the main sources of Russia's civilization and identity, the Russia's social and cultural modernization. For the modern EU, Russia is the largest and the only additional external resource of geopolitical influence, economic and political subject in the future world. Over the past years, Russia and the European Union have gained significant experience in constructive cooperation on most issues, of their political and economic relations. But let's be sincere. While these relations are deadlocked, this leads to "provincialization" and "degeneration" of Russia - the EU agenda, reducing the ability and willingness of the parties to compromise on the current agenda issues and to overcome the logic of "zero-sum game," reinforcing the dependence of their relationship from external factors.

Officially, the stated goal of relations is a strategic partnership. However, under this conceptual vacuum, and the level of competition and even rivalry, it cannot be able, even in the case of signing the relevant documents, to bring the relationship in correspondence with the long-term needs of the parties in a dynamic future world.⁸¹

⁸¹ S. Rarganov: European Union, NATO and Council of Europe may be under the auspices of a new European Treaty. Rossiyskaya Gazeta – Federal edition Nr 4786 from November 6, 2008 .

7. Conclusions

Problems arising in the border regions of Russia, Belarus, Ukraine and Moldova while establishing cooperation with neighbouring EU countries, are largely associated with the peculiarities of public administration. In all countries the implementation of the projects on cross-border cooperation to a certain extent depends on the decisions taken at the centre.

Rigid centralism often makes meaningless the attempts of local managers to increase the competitiveness of the region, which adversely affects its external economic relations, including with neighbouring countries. In the development of cooperation with them, the main emphasis is put on the collaboration at the state level with the apparent underestimation of regional and local level. Meanwhile, cross-border cooperation implies an active participation of regional and local authorities in its development.

This complicates the organization of cross-border relations, reduces the initiative of local authorities to develop cooperation with other countries.

Thus, one of the main conditions for increasing the effectiveness of international cooperation of border regions is the rejection from excessive centralization and empowering regions with sufficiently broad powers. The central government should support cross-border cooperation by providing local and regional authorities the necessary powers and resources without fear to lose the sovereignty. However, local authorities play a key role in providing services to citizens, and must be fully involved in the implementation of initiatives on cross-border cooperation. A serious negative impact on the cooperation development of border regions has a shortage of skilled professionals in the regions, the weak implementation of modern methods of organization of foreign economic activity, the lack of information on opportunities for cooperation, lack of financial resources of the potential participants of the cooperation.

A serious obstacle for international cooperation of border regions represents the “non-complementarity” of national legislations of the countries and the EU.

A considerable element of uncertainty in cooperation represents the problems of relations between Belarus and Russia with the EU at the state level. Thus, periodically there are emerging tensions with the EU (including with neighbouring Poland, Estonia, Latvia and Lithuania), creates an unfavourable political background for cooperating with them on the regional level.

General changes in foreign policy do not necessarily have to complicate the situation in the border regions. If cross-border programmes have been “launched”, then they should be implemented strictly at the regional level without interference from the national level. It is the duty of state and government to facilitate and promote this cooperation, rather than impede it. Potential cross-border cooperation should be used to maximize the perpetuation of stable political relations between neighbouring countries.

A constraint is the lack of political and institutional accountability and responsibility for the results of implementation or non fulfilment of decisions, agreements, programmes, projects on cross-border cooperation.

There should be noted that most of the international regional policy in the implementation of Euroregional model on post-Soviet space is just an “intentions policy” and the self-presentation rhetoric; the real experience of cooperation and implementation of joint projects is insufficiently effective. Of course, there is a shortage of new ideas and forms of cooperation. CBC members themselves feel a lack of information about the practice of cross-border cooperation in the municipalities of West European countries.

Any significant improvement in the current situation in cross-border cooperation is impossible without a better planning, identification of the most effective instruments, determining directions, and better-financial support from EU. There is a need to link regional

development strategies surrounding border areas. This is especially important for improving the infrastructure of checkpoints and trans-European transport corridors, state-forging systems of electrical networks, environmental protection, management of migration flows, joint efforts to fight organized crime.

However, cross-border transfrontier cooperation is part of the process of European integration. It is an instrument of convergence of non-EU with the Union, and in this sense it is a factor in creating a “Wider Europe”.

The system of cross-border cooperation facilitates the harmonization of legislation of neighbouring countries with the EU regulations, thus contributing to the creation of a single EU institutional and legal space, which is a premise for the subsequent formation of a common economic space of “the EU – neighbouring countries.”

The need to secure national borders should not limit the potential of this important area of international cooperation.

The border regions of Russia, Belarus, Ukraine and Moldova under globalization processes are involved directly in the area of international problems. For many regions the foreign economic activity, cross-border cooperation have become an important factor for socio-economic development.

In conclusion I would like to say that William Penn, one of the leaders of the Quaker movement in England, published in the end of the seventeenth century a paper entitled “Essay on the present and future peace in Europe.” It was, in essence, a new word in the development of the “European idea” as it was attempting to combine Christian humanism and pacifism with a pragmatic approach, which allowed taking into account the real political structure of Europe, divided into many states. William Penn described the benefits that can be gained from securing a peaceful order in Europe.

This implies not only saving lives and the results of human labour, restoring the authority of Christianity and the embodiment of its moral ideals, but also the positive impact of peace in Europe on economic and cultural life - the development of industry, trade and routes in Europe, construction, education, art. One of the central ideas of William Penn was the creation of the European league, or confederation. “Its supreme body should have been a meeting of representatives of European countries (Congress, the Supreme Soviet, Parliament or Chamber). While, the main function of this European Forum, William Penn related to the peaceful settlement of conflicts between nations or by (in a situation where one of the conflicting parties are not subject to the decision and has resorted to violent methods) sanctioning and organizing joint actions with other states in order to force it to submission and compensation of damage to the victim. William Penn's peculiar approach to the determination of members of the European leagues is the following: he enumerates the European states, completing the list: on the East - Poland and of that times the Courland, but believes that “it would be worthy and just” to accept in this league, “the Turks and Muscovites”.

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Appendix Nr.1

1. ENPI CBC Black Sea Programme

Total allocation (2007-2013): 17.306 million EUR

Eligible regions:

Romania: South East

Bulgaria: Severoiztochen, Yugoiztochen

Greece: Kentriki Makedonia, Anatoliki Makedonia Thraki

Turkey: Istanbul, Tekirdağ, Kocaeli, Zonguldak, Kastamonu, Samsun, Trabzon

Russia: Rostov Oblast, Krasnodar Krai, Adygea republic

Ukraine: Odessa, Mykolaiv, Kherson, Sevastopol, Zaporosh'ye and Donetsk Oblasts,

Crimea

Republic, Sevastopol

Moldova, Georgia, Armenia, Azerbaijan: the whole country

Managing Authority: Ministry of Development, Public Works and Housing, Romania

The strategy of the ENPI-CBC Black Sea Basin programme is coherent with the EU Black Sea

Synergy regional initiative. It will contribute to the Black Sea Synergy cooperation sectors with a clear focus on civil society and local level cross-border cooperation, aiming additionally to foster coherence with other national and trans-national programmes and strategies.

Priorities of the programme:

1. Cross border support to partnership for economic development based on combined resources:

Strengthening accessibility and connectivity for new intra- regional information, communication, transport and trade links; creation of tourism networks in order to promote joint tourism development initiatives and traditional products; creation of administrative capacity for the design and implementation of local development policies

2. Networking resources and competencies for environmental protection and conservation:

Strengthening the joint knowledge and information base needed to address common challenges in the environmental protection of river and maritime systems; promoting research, innovation and awareness in the sphere of conservation and environmental protection for protected natural areas; promotion of cooperation initiatives aimed at innovation in technologies and management of solid waste and wastewater management systems

3. Cultural and educational initiatives for the establishment of a common cultural environment in the basin:

Promoting cultural networking and educational exchange in the Black Sea Basin communities.

2.ENPI CBC Estonia – Latvia – Russia Programme

Total allocation: (2007-2013): 47.775 million EUR

Eligible areas:

Latvia: Latgale, Vidzeme; adjoining areas: Riga City and Pieriga

Estonia: Kirde-Eesti, Lõuna-Eesti, Kesk-Eesti; adjoining areas: Põhja-Eesti

Russia: Leningrad oblast, Pskov oblast, St.-Petersburg City

Managing Authority: Ministry of Regional Development and Local Governments of Latvia

The **overall aim** of the Programme is to use the potential of the wider border region in order to further its economic development and to attract productive investments for better employment and creation of prosperity.

Priorities:

1. Socio-economic Development: fostering socio-economic development and encouraging business and entrepreneurship; transport, logistics and communication solutions; tourism development.

2. Common Challenges: protection of environment and natural resources; preservation and promotion of cultural and historical heritage and support to local traditional skills; improving energy efficiency

3. Promotion of People to People Cooperation: small scale activities to develop local initiative, increase administrative capacities of local and regional authorities; co-operation in spheres of culture, sports, education, social and health care.

3. ENPI CBC Lithuania-Poland-Russia Programme

Total allocation (2007-2013): 132.130 million EUR

Eligible regions:

Lithuania: Marjampolis, Taurages and Klaipėdos Apskritis; (adjoining regions: Alytus, Kaunas, Telsiai and Šiauliai counties)

Poland: Gdansk-Gdynia-Sopot, Gdanski, Elblaski, Olsztynski, Elcki, Białostocko-Suwalski;

(adjoining regions: Słupski, Bydgoski, Toruńsko-Włocławski, Łomżyński, Ciechanowsko-Płocki, Ostrołęcko-Siedlecki. Those sub regions (NUTSIII) belong to five Polish provinces (NUTSII): Pomorskie, Podlaskie, Warmińsko-Mazurskie, Kujawsko-Pomorskie and Mazowieckie Voivodships (regions).

Russia: Kaliningrad Oblast

Managing Authority: The Ministry of Regional Development of the Republic of Poland

The Programme intends to develop a zone of shared stability, security and prosperity, involving a significant degree of economic social and political co-operation. The focus will be on joint projects/efforts involving local and regional authorities, SMEs associations, NGOs and the general public. The programme will contribute to building mutual trust and progressive regional economic integration in line with principles of subsidiary and sustainability. Further, it should evolve into a cross-border region of mutual understanding between the neighbours working together to develop or maintain the most important developmental assets of the area, such as natural and cultural heritage and human capital (in particular entrepreneurship). In line with the analysis of the present situation, the assistance shall remove obstacles to effective cross-border co-operation and provide favourable conditions for linking potentials over the national borders and to safeguard good social, cultural and natural environment for the residents, tourists and investors in the Programme area.

Priorities of the programme:

1. Contributing to solving common problems and challenges: Sustainable use of environment;

Accessibility improvement

2. Pursuing social, economic and spatial development: tourism development; development of human potential by improvement of social conditions, governance and educational opportunities; increasing competitiveness of SMEs and development of the labour market
Horizontal priority dedicated to **people-to-people cooperation.**

4. ENPI CBC Latvia-Lithuania-Belarus Programme

Total allocation (2007-2013): 41.737 million EUR

Eligible regions:

Latvia: Latgale Region

Lithuania: Utenos, Vilniaus and Altyaus Apskritis (adjoining regions: Kaunas and Panevezys Counties – NUTS III)

Belarus: Hrodna and Vitebsk Oblasts (adjoining regions: Minsk and Mogilev Oblasts, Minsk City)

Managing Authority: The Ministry of Interior of the Republic of Lithuania, Regional Policy Department

The overall strategic goal of the Programme is to enhance the territorial cohesion of the Latvian, Lithuanian and Belarusian border region and secure economic and social welfare and cultural identity of its inhabitants. The ENPI CBC instrument for the Latvian-Lithuanian-Belarusian cross border region shall serve as a instrument to facilitate the sustainable socio-economic development and cohesion of the border regions, and to secure an attractive living environment and welfare for its inhabitants. Cross border co-operation shall also be utilised to minimise the impact of national borders and contribute towards improved partnership and better cooperation of the three neighbouring countries.

Priorities of the programme:

1. Promoting sustainable economic and social development: By its Priority 1 this Programme strives to encourage co-operation by connecting people, organisations of regions and sectors, for creating the opportunity to develop the region's strengths and help the achievement of the first Objective of the ENPI Strategy Paper.

2. Addressing common challenges: By its Priority 2 this Programme is aiming to improve environmental conditions, solve various issues in social, educational and health spheres and help the achievement of the second objective of ENPI Strategy Paper.

5. ENPI CBC Poland-Belarus-Ukraine Programme

Total allocation: 186.201 million EUR

Eligible regions:

Poland: Bialostocko-suwalcki, Ostrolecko-siedlecki, Bialskopodlaski, Chelmsko-zamojski, Krosniensko-przemyski (adjoining regions: Lubelski, Rzeszowsko-tarnobrzanski, Lomzynski)

Belarus: Hrodna and Brest oblats, Eastern part of Minsk oblast [Miadel, Vileika, Molodechno, Volozhin, Stolbtsy, Niesvizh and Kletsk districts] (adjoining regions: eastern part of Minsk Oblast, Gomel Oblast)

Ukraine: Volynska, Lvivska and Zakarpatska Oblasts (adjoining regions: Rivnenska, Ternopil'ska Oblasts and Ivano-Frankiv'ska Oblasts)

Managing Authority: The Ministry of Regional Development of the Republic of Poland

The aim of the ENPI-CBC PL-BY-UA Programme is to improve the economic, social and environmental situation in the Programme area, in the context of safe and secure borders, through increased contact between partners on both sides of the borders

Priorities of the programme:

1. Increasing competitiveness of the border area: Better conditions for entrepreneurship; tourism development and improving access to the region.

2. Improving the quality of life: Natural environment protection in the borderland and efficient and secure borders.

3. Networking and people-to-people cooperation: Regional and local cross-border cooperation capacity building and local communities' initiatives.

6. ENPI CBC Hungary-Slovakia-Romania-Ukraine Programme

Total allocation: 68.638 million EUR

Eligible regions:

Hungary: Szabolcs-Szatmár-Bereg (adjoining region: Borsod-Abaúj-Zemplén)

Slovakia: Košický, Prešovský

Romania: Maramureş, Satu-Mare (adjoining region: Suceava)

Ukraine: Zakarpatska, Ivano-Frankiv'ska, (adjoining region: Chernivetska)

The participation of Suceava and Chernivetska is restricted (e.g. no Lead partner from the regions, participation in soft projects etc.)

Managing Authority: The National Development Agency in Hungary

The overall objective of the programme, as agreed by all countries participating is as follows: 'to intensify and deepen the cooperation in an environmentally, socially and economically sustainable way between Zakarpatska, Ivano-Frankivska and Chernivetska regions of Ukraine and eligible and adjacent areas of Hungary, Romania and Slovakia'.

Priorities of the programme:

1. Promote economic and social development: Harmonised development of tourism; to create better conditions for SME's and business development

2. Enhance environmental quality: Environmental protection, sustainable use and management of natural resources; emergency preparedness

3. Increase border efficiency: Improvement of border-crossing transport infrastructure and equipment at border controls

4. Support people to people cooperation: Institutional cooperation; small scale "people to people" Cooperation.

7. ENPI CBC Romania-Ukraine-Republic of Moldova Programme

Total allocation (2007-2013): 126. 718 million EUR

Eligible regions:

Romania: Botosani, Suceava, Iasi, Vaslui, Galati, Tulcea Tulcea (adjoining region1: Braila)

Ukraine: Chernivetska, Odessa Oblasts (adjoining regions: Ivano-Frankivska, Ternopilska, Khmel'nitska and Vinnitska Oblasts)

Republic of Moldova: the whole country

Managing Authority: The Ministry of Development, Public Works and Housing, Romania The aim of the ENPI-CBC Romania-Ukraine-Republic of Moldova Programme is to improve the economic, social and environmental situation in the Programme area, in the context of safe and secure borders, through increased contact of partners on both sides of the borders.

Priorities of the programme:

1. Towards a more competitive border economy, concentrating on improving the economic performance of the border area through the diversification and modernisation, in a sustainable manner, of the border economy.

2. Environmental challenges and emergency preparedness supporting long term solutions to the environmental problems faced by the border areas, particularly those associated with environmental emergencies where a co-ordinated approach is essential

3. People to people co-operation promoting greater interaction between people and communities living in the border areas.

The adjoining regions will have access to all priorities of the Programme, but only soft projects may be implemented in these areas.

8. ENPI CBC South East Finland – Russia Programme

Total allocation: (2007-2013): 36.185 million EUR

Eligible regions:

Finland: South Karelia, Kymenlaakso, South Savo; adjoining areas: Northern Savo, Päijät-Häme, Itä-Uusimaa

Russia: Leningrad Oblast with St Petersburg; adjoining areas: Republic of Karelia

Managing Authority: Regional Council of South Karelia, Finland

The **strategic objective** of the programme is to promote the position of the programme area as an integrated economic zone and a centre for transportation and logistics in order to strengthen its competitiveness and attractiveness to investors, and to improve the state of the

environment and the standard of living and welfare of its citizens. The programme will contribute to the transfer of competence and the flow of goods, passengers and information, as well as the diffusion of innovation over the border, and provide ground for common actions to improve the environment.

Priorities:

1. Economic development: to strengthen local and regional sustainable economic development in the programme area - SME and business development, incl. labour market development; trade and investment promotion; transport and logistics; research and education; innovations and technology; energy cooperation; tourism industry; rural development.

2. Common challenges - border-crossing and the environment:

Efficient and secure borders – to develop transport links and improve the operations of the border crossing points; effective (facilitating bona fide cross-border traffic of persons and legitimate trade and transit) and secure border management (preventing illegal bordercrossing and illegitimate trade and transit, and combating organised crime, trafficking, and contraband); strengthening of maritime search and rescue services in the area; supporting activities that promote emergency preparedness and cooperation between local and regional authorities and organisations in order to minimize risks.

Environment and nature protection – sustainable waste management; improve infrastructure for waste management and waste water treatment; protection of natural heritage

3. Social development and civic society: to strengthen people-to-people and civic society contacts at regional and local levels in the educational, cultural, and other similar spheres, as well as to enhance cross-border contacts between civic society groups and NGOs in view of promoting local governance and mutual understanding.

9. ENPI-CBC Baltic Sea Region Programme

Total allocation (2007-2013): 23 million EUR (for the benefit of the eligible regions in Russia and Belarus)

Eligible regions:

The whole country of Belarus; Denmark; Estonia; Finland; Latvia; Lithuania; Norway; Poland and Sweden

Germany: the States (Länder) of Berlin, Brandenburg, Bremen, Hamburg, Mecklenburg- Vorpommern, Schleswig-Holstein and Niedersachsen (only NUTS II area Regierungs-bezirk Lüneburg)

Russia: St Petersburg and the surrounding Leningrad Oblast, Republic of Karelia, the Oblasts of Kaliningrad, Murmansk, Novgorod and Pskov; for projects addressing the Barents Region, also co-operation with Archangelsk Oblast, Komi Republic and Nenetsky Autonomous Okrug is envisaged.

Managing Authority: Investitionsbank Schleswig-Holstein, Kiel, Germany

The Baltic Sea Region (BSR) Programme 2007-2013 has been designed under the European Community's territorial cooperation objective. It is built on the experience of its two predecessor programmes supporting transnational cooperation in the Baltic Sea region under the Community Initiatives "INTERREG IIC" (1997-1999) and "INTERREG III B Neighbourhood Programme" (2000-2006). The overarching strategic objective of the Baltic Sea Region Programme is to strengthen the development towards a sustainable, competitive and territorially integrated Baltic Sea region by connecting potentials over the borders.

Priorities of the programme:

1. Fostering of innovations across the BSR: To advance innovation-based regional development of the BSR through the support of the innovation sources and their links to SMEs, facilitation of transnational transfer of technology and knowledge and strengthening the societal foundations for absorption of new knowledge.

2. Internal and External Accessibility of the BSR: To increase the area's external and internal accessibility through development of transnational solutions diminishing the functional barriers to diffusion of innovation and to traffic flows.

3. Management of the Baltic Sea as a Common Resource: To improve the management of the Baltic Sea resources in order to achieve its better environmental state.

4. Attractive and Competitive Cities and Regions: To ensure co-operation of metropolitan regions, cities and rural areas to share and make use of common potential.

10. ENPI CBC Karelia Programme

Total allocation: (2007-2013): 23.203 million EUR

Eligible regions:

Finland: Kainuu, Northern Ostrobothnia, North Karelia; adjoining areas: Lapland, Northern Savo

Russia: Republic of Karelia; adjoining areas: Murmansk Oblast, Archangelsk Oblast, Leningrad Oblast and St. Petersburg

Managing Authority: Council of Oulu Region, Finland

The **strategic objective** of the Programme is to increase well-being in the programme area through cross-border cooperation.

Priorities:

1. Economic development: to strengthen cross-border economic co-operation and increase cross-border business; to improve conditions for cross-border economic co-operation. The cornerstones of economic co-operation in the programme area are the forest and wood sectors, and the tourism sector.

2. Quality of life: clean and pleasant environment; planning systems and service structures supporting cross border co-operation; attitude education and youth – building material for future co-operation; health and well-being – common challenges; culture; civic organization co-operation.

11. ENPI CBC Kolarctic Programme

Total allocation: (2007-2013): 28.241 million EUR

Eligible regions:

Finland: Lappi; adjoining areas: Oulu Region

Sweden: Norrbotten; adjoining areas: Västerbotten

Norway: Finnmark, Troms, Nordland

Russia: Murmansk, Archangelsk, Nenets; adjoining areas: Republic of Karelia, Leningrad Oblast

Managing Authority: Regional Council of Lapland, Finland

The **strategic objective** of the Programme is to reduce the periphery of the countries' border regions and its related problems as well as to promote multilateral cross-border co-operation. The Programme aims to help the regions in the Programme area to develop their cross-border economic, social and environmental potential, which shall be achieved by supporting innovative cross-border activities, accessibility, and the sustainable development of natural resources, communities and cultural heritage.

Priorities:

1. Economic and social development: to develop SME and business co-operation; to promote trade; to develop sustainable transport, logistics and communication systems; to implement educational and research activities; to ensure the quality of public and private services; to use innovations and new technology; to enhance the use of renewable sources of energy and active energy saving; to develop energy co-operation; to support the development of traditional ways of living; to develop labour markets and to support entrepreneurship; to exchange best practices in rural development, municipal services and special planning

2. Common challenges: border-crossing and the environment - to support health and social welfare; to improve security; to prevent accidents and environmental risks (incl. emergency preparedness, radiation safety, marine pollution risks); to improve border crossing efficiency (incl. small scale infrastructure, harmonisation of border crossing procedures and increase of transparency); education and research

3. People-to-people co-operation and identity building: strengthen people-to-people and civil society contacts at the local level. Actions in the educational, cultural and art spheres as well as enhanced cross-border contacts between civil society groups and NGOs aimed at promoting local governance and mutual understanding.

Theme	Objective	Area of Action	Initiatives	Partner responsible for the initiative	Implementing institution & contact details	Indicators	Implementation period	Funding source, if applicable
I. Monitoring of migration flows	<i>1. Analysing the migration flow in order to determine the needs and necessities</i>	A. Preparatory actions	a. Migration profile	EC, ETF	EU Delegation in Chisinau - Ms Ghenadie Barba , implementing partner IOM Chisinau - Ms Ghenadie Cretu (gcretu@iom.md)	Set of the benchmarks to monitor the impact of the mobility partnership on the socio-economic development of the country.	The period of the mobility partnership. Starting in 2010.	EC ENPI 2008
II. Consolidation of the National Migration Management System	<i>1. Strengthening the institutional capacities of the Moldovan institutions dealing with migration aspects</i>	A. Legal migration	a. technical training workshop on residence permit and work permit legislation	EL, MD	Ministry of Interior – Ms Rania STAVROPOULOU Head of Section of Migration Policy Ministry of Economy : Ms. Ecaterina Buracec, Head of the migration policy directorate, Tel: (373 22) 250-692; 250-693; 250-692, e-mail: buracec@mec.gov.md buracec@gmail.com Ministry of Interior of the Republic of Moldova : Migration Policy Directorate: Mrs Carolina Miscoi, Head of Analysis and Prognosis Division, tel: (373 22) 277488 ; e-mail: (moldovacarolina@gmail.com) Mrs Olesea Cotoman, consultant of Analysis and Prognosis Division, tel/fax: (373 22) 277251 email:migrare@migrare.gov.md	The programme shall include, inter alia, quantitative indicators (number of requests, number of participants, number of activities carried out) as well as qualitative indicators (satisfaction level of trainees, cost effectiveness, evaluation of the training courses)	first semester of 2010	
II. Consolidation of the National Migration Management System	<i>1. Strengthening the institutional capacities of the Moldovan institutions dealing with migration aspects</i>	A. Legal migration	b. capacity building in the area of residence of foreigners	HU, MD	Office of Immigration and Nationality, Dr. Dániel Horváth (horvath.daniel@bah.b-m.hu, 00-36-1-463-4840, fax: 00-36-1-463-9108) Mr. Balázs Kovács (case worker of our Unit) Ministry of Interior of the Republic of Moldova : Migration Policy Directorate: Mrs Carolina Miscoi, Head of Analysis and Prognosis Division, tel: (373 22) 277488 ; e-mail: moldovacarolina@gmail.com Mrs Olesea Cotoman, consultant of Analysis and Prognosis Division, tel/fax: (373 22) 277251 email:migrare@migrare.gov.md	One 3-day seminar on institutional management for 20 middle or higher rank officials; 1-2 study visits for 8-8 participants per trip, 4 working days.	2010 (no exact implementation period yet foreseen, problem with financing)	National funds - misinterpretation, HU is going to propose to MO "EC TAIEX"
II. Consolidation of the National Migration Management System	<i>1. Strengthening the institutional capacities of the Moldovan institutions dealing with migration aspects</i>	A. Legal migration	c. training and expert support for residence / work permit, exchange of knowledge, experiences and best practices	CY, MD	Civil Registry and Migration Department Ministry of Interior CY1457 - Nicosia Republic of Cyprus Ms Panagiota Nathanael Administrative Officer Tel. +357 22 804498 Fax. +357 22 804598 Email pnathanael@cmd.moi.gov.cy Ministry of Economy : Ms. Ecaterina Buracec, Head of the migration policy directorate, Tel: (373 22) 250-692; 250-693; 250-692, e-mail: buracec@mec.gov.md buracec@gmail.com Ministry of Interior of the Republic of Moldova: Migration Policy Directorate: Mrs Carolina Miscoi, Head of Analysis and Prognosis Division, tel: (373 22) 277488 ; e-mail: moldovacarolina@gmail.com	2 study visits in Cyprus, 2 working days each, up to 5 participants each visit, immigration system, procedures, practices, experiences	2010 (no exact implementation period yet foreseen)	National funds

II. Consolidation of the National Migration Management System	<i>1. Strengthening the institutional capacities of the Moldovan institutions dealing with migration aspects</i>	B. Illegal migration	b. training to police officers in combating illegal migration postponed	SK, MD	Mrs Olesea Cotoman, consultant of Analysis and Prognosis Division, tel/fax: (373 22) 277251 email:migrare@migrare.gov.md Bureau of Border and Alien Police of the Ministry of Interior, National Unit Combating Illegal Migration Vajnorská 25, 812 72 Bratislava, Slovak Republic martin.borza@minv.sk katarina.fischerova@minv.sk Ministry of Interior of the Republic of Moldova : Migration Policy Directorate: Mrs Carolina Miscoi, Head of Analysis and Prognosis Division, tel: (373 22) 277488 ; e-mail: moldovacarina@gmail.com Mrs Olesea Cotoman, consultant of Analysis and Prognosis Division, tel/fax: (373 22) 277251 email:migrare@migrare.gov.md Security and Intelligence Service: Mr. Igor Gorodetki, Expert in combating illegal migration, Tel. +373 22 239404; +373 22 239651; fax. +373 22 226278; email: re@sis.md; Elena.postolachi@gmail.com Border Guard Service of the Republic of Moldova Mr Rosian Vasilo, Head of General Director's Office, Tel + 373 22 259603, rosian.vasilo@border.gov.md Mr Averian Borgia, Head of Section within the Division for International Relations and European Integration, HQ Tel. +373 22 259642 Fax. +373 22 259651 rel.int@border.gov.md	Seminar in Moldova for operative search unit (1-2 days)	2010 (no exact implementation period yet forseen)	The national budget
	<i>1. Strengthening the institutional capacities of the Moldovan institutions dealing with migration aspects</i>	C. Sharing of knowledge and best practices	a. study visits	HU, MD	a) Office of Immigration and Nationality, Dr. Dániel Horváth (horvath.daniel@bah.b-m.hu, 00-36-1-463-4840, fax: 00-36-1-463-9108) Ministry of Interior of the Republic of Moldova : Migration Policy Directorate: Mrs Carolina Miscoi, Head of Analysis and Prognosis Division, tel: (373 22) 277488 ; e-mail: moldovacarina@gmail.com Mrs Olesea Cotoman, consultant of Analysis and Prognosis Division, tel/fax: (373 22) 277251 email:migrare@migrare.gov.md	a) 1 interview and assessment techniques seminar; b) 1 seminar on refugee reception facility management c) 1-2 study visits on refugee reception facility management Maximum number of participants of the interview and assessment techniques seminar: 16 persons. Maximum number of participants of the seminar regarding refugee reception facility management: 16 persons, length of the seminar: 5 working days with 2 HU lecturers Number of participants on the study visit: 6-8 persons. Comment: 50 % of the participants should be selected from those who attended the seminar; proposed length of the study trip: 4 days.	a) September 2010 ; b) May-June 2010 ; c) September-October 2010	National budget

II. Consolidation of the National Migration Management System	<i>1. Strengthening the institutional capacities of the Moldovan institutions dealing with migration aspects</i>	C. Sharing of knowledge and best practices	d. study visits postponed	SK, MD	Migration Office of the Ministry of Interior, Pivonkova 6, 812 72 Bratislava, Slovak Republic Tel. +421 2 48 254 106 / 251 / 257 Fax: +421 2 43 414 759 achbergt@minv.sk / petra.achbergerova@minv.sk timurhan@minv.sk Ministry of Interior of the Republic of Moldova : Migration Policy Directorate: Mrs Carolina Miscoi, Head of Analysis and Prognosis Division, tel: (373 22) 277488 ; e-mail: moldovacarina@gmail.com Mrs Olesea Cotoman, consultant of Analysis and Prognosis Division, tel/fax: (373 22) 277251 email:migrare@migrare.gov.md Border Guard Service of the Republic of Moldova Mr Rosian Vasilo, Head of General Director's Office, Tel + 373 22 259603, rosian.vasilo@border.gov.md Mr Averian Borgia, Head of Section within the Division for International Relations and European Integration, HQ Tel. +373 22 259642 Fax. +373 22 259651 rel.int@border.gov.md Security and Intelligence Service: Mr. Igor Gorodetki, Expert in combating illegal migration, Tel. +373 22 239404; +373 22 239651; fax. +373 22 226278; email: re@sis.md; Elena.postolachi@gmail.com	2 study visits for 3 Moldovan asylum officers (3 days).	2010 (communication about the implementation has started with MO few days ago; - probably second half of 2010)	national budget
II. Consolidation of the National Migration Management System	<i>1. Strengthening the institutional capacities of the Moldovan institutions dealing with migration aspects</i>	C. Sharing of knowledge and best practices	b. study visits	SI, MD	Ministry of Interior Dominika Marolt Maver Dominika.marolt-maver@gov.si +386 31 359 043 Ministry of Interior of the Republic of Moldova : Migration Policy Directorate: Mr. Veaceslav CIRLIG, Head of Division, tel: (373 22) 277488 ; e-mail: (cirlig.slav@yahoo.com) Mr. Panuta Iurie, Head of division for monitoring and controlling the Centre for Combating trafficking of human beings (we were informed that the contact persons from the Moldovan side has been changed, SI asked MDA to make the official notification of new contact persons to the European Commission. Till the official notification of new contact persons we cannot continue with the implementation of SI project.	SI is offering expert support within the projects of "leading MS". 3 day Study visit for (3) Moldovan migration and asylum officers in the Directorate for Migration and Integration, MOI- administrative procedures and reception facilities.	First half of 2010.	National budget
II. Consolidation of the National Migration Management System	<i>1. Strengthening the institutional capacities of the Moldovan institutions dealing with migration aspects</i>	F. Documents security	a. technical assistance and training in the area of document security and fraud	PT	this action/initiative should be seen in the framework of initiative X 1 A. a.	SEF – Service des Etrangers et des Frontières Immigration and Borders Service gric@sef.pt Tel. +351 21 423 6363 Border Guard Service of the Republic of Moldova Mr Rosian Vasilo, Head of General Director's Office, Tel + 373 22 259603, rosian.vasilo@border.gov.md	To be started after a bilateral agreement is signed	National budget

						Mr Averian Borga, Head of Section within the Division for International Relations and European Integration, HQ Tel. +373 22 259642 Fax. +373 22 259651 rel.int@border.gov.md		
II. Consolidation of the National Migration Management System	<i>1. Strengthening the institutional capacities of the Moldovan institutions dealing with migration aspects</i>	F. Documents security	b. "Strengthening Capacities and Cooperation in the Identification of Forged and Falsified Travel Documents at the Republic of Moldova-Romania border"	HU, PL, CZ, RO	ICMPD On behalf of HU: National Police Headquarters Ágnes Kertész kertesza@orfk.police.hu On behalf of PL: Border Guard Headquarters Ms. Wanda Koziura wanda.koziura@strazgraniczna.pl +48 22 500 40 94 On behalf of RO: Roxana NEGOI-NITA General Directorate of European Affairs and International Relations M.I.A.R. tel.: +4021.206.09.36 fax: +4021.314.74.22 E-mail: pro.eu@mira.gov.ro Unit for Policy, International Relations and Information on Countries of Origin Department for Asylum and Migration Policy (OAMP) Ministry of the Interior of the Czech Republic Nad Stolou 3 P.O.BOX 21/OAM 170 34 Prague 7 Czech Republic Tel.: + 420 974 832 472 Fax: + 420 974 833 530 E-mail: zacios@mvcv.cz Border Guard Service of the Republic of Moldova Mr Rosian Vasilo, Head of General Director's Office, Tel + 373 22 259603, rosian.vasilo@border.gov.md Mr Averian Borga, Head of Section within the Division for International Relations and European Integration, HQ Tel. +373 22 259642 Fax. +373 22 259651 rel.int@border.gov.md Ministry of Interior of the Republic of Moldova : Migration Policy Directorate: Mrs Carolina Miscoi, Head of Analysis and Prognosis Division, tel: (373 22) 277488 ; e-mail: moldovacarina@gmail.com Mrs Olesea Cotoman, consultant of Analysis and Prognosis Division, tel/fax: (373 22) 277251 email:migrare@migrare.gov.md	Capacity-building of the Moldovan authorities acting in the areas of border management, migration and consular issues. Cooperation will cover areas, such as the identification of forged and falsified travel documents and the promotion of cooperation and information exchange between the respective authorities. In the framework of the project conferences, seminars, study visits and the exchange of best practices will take place.	18 months (started in April 2009) ongoing	National budget

					Ministry of Foreign Affairs and European Integration: Mr.Oleg Nica – Head of the division, Juridical and consular relations directorate. Tel. (373 22) 201 046; e-mail oleg.nica@mfa.md			
III. Information on legal migration and assistance for returning migrants	<i>1. Informing potential migrants about ways of legal migration to the European Union and legal employment in the Member States, as well as about the risks of illegal migration, and assistance for returning migrants.</i>	A. Strengthening the Republic of Moldova capacity to manage labour and return migration	a. Providing information on routes for legal migration to the EU, legal employment in the EU Member States, dangers and negative effects of illegal migration as well as return and reintegration, with active participation of interested MS	SE, MD HU, PL, DE, CY, EL, RO, IT, BG, LT, CZ, SK (activities of the project described in the Terms of Reference of the Project at www.legal-in.eu)	Swedish Public Employment Service and Moldovan NES (ANOFM) Swedish PES Per Lindberg Representative of Swedish Public Employment Service in Moldova 77 Vlaicu Parcalab str, entrance 6, Chiinu, MD 2012 Tel/ Fax: + 373 22 21 31 42 E-mail: per.lindberg@legal-in.eu Web: www.legal-in.eu Ministry of Economy : Ms. Ecaterina BURACEC, Head of the migration policy directorate, Tel: (373 22) 250-692; 250-693; 250-692, e-mail: buracec@mec.gov.md buracec@gmail.com	1. Train 200 (out of a total 249) officers in how the EURES system Works, rules, homepage etc. Make a random sample of 20 officers and perform a test . 2. Interviews and enquires on how satisfied job seekers and employers are with the information given, performed by independent Institutions. 3. Focus groups, where stakeholders (mainly private and public employers) evaluate the information activities carried out by the project 4. Number of information activities carried out 5. Number of people employed in Moldova and the Member Status	Jan 2009- Dec 2011	
III. Information on legal migration and assistance for returning migrants	<i>1. Informing potential migrants about ways of legal migration to the European Union and legal employment in the Member States, as well as about the risks of illegal migration, and assistance for returning migrants.</i>	C. On-line information	a. website on legal migration	EL, MD	The Ministry of Interior will be the responsible authority for the supervision of the procedures involved – Ms Rania STAVROPOULOU tlf. +30 210 3741268 / 62 (Rania) Head of Section of Migration Policy Ministry of Economy : Ms. Ecaterina BURACEC, Head of the migration policy directorate, Tel: (373 22) 250-692; 250-693; 250-692, e-mail: buracec@mec.gov.md buracec@gmail.com	The programme shall include, inter alia, quantitative indicators (number of visitors, number of uploads) as well as qualitative indicators (level of satisfaction of visitors, evaluation of the information provided etc)	first semester of 2010	
III. Information on legal migration and assistance for returning migrants	<i>1. Informing potential migrants about ways of legal migration to the European Union and legal employment in the Member States, as well as about the risks of illegal migration, and assistance for returning migrants.</i>	D. Financial services for projects in Moldova	a.	DE, MD	1. DEG –Deutsche Investitions- und Entwicklungs-gesellschaft http://www.deginvest.de and other European development finance institutions http://www.edfi.be/2 . Credit insurance and related services: http://www.eulergroup.com/en/Ministry of Economy :Ms. Ecaterina BURACEC, Head of the migration policy directorate, Tel: (373 22) 250-692; 250-693; 250-692, e-mail: buracec@mec.gov.md buracec@gmail.com	Financing of viable projects in Moldova with a local private sponsor	2009 answer pending	National budget

IV. Labour migration schemes	<i>1. Offering better access to Member States labour markets</i>	A. Horizontal support	a. Exchange of information on a systematic basis with Moldovan "focal points" about private employment agencies involved in labour mobility between the two countries.	CY, MD	<p>PES Cyprus 9 klimentos St, 1480 Nicosia Cyprus Mr Demetris Georgiou Labour Officer dgeorgiou@dl.mlsi.gov.cy tel: +357 22400812 fax: +357 22400809</p> <p>Ministry of Economy : Ms. Ecaterina BURACEC, Head of the migration policy directorate, Tel: (373 22) 250-692; 250-693; 250-692, e-mail: buracec@mec.gov.md buracec@gmail.com</p>	Exchange of information, organize a visit to select private employment agencies in Cyprus	<p>2009-2010 ongoing</p> <p>1. Moldovan Working Group (MWG) to Cyprus (December 2009 which included the discussion about migration and employment services)</p> <p>2. MWG to Moldova (2nd quarter 2010)</p> <p>3. MWG to Cyprus (3rd quarter 2010)</p>	National Funds - CY
IV. Labour migration schemes	<i>1. Offering better access to Member States labour markets</i>	A. Horizontal support	b. Preparation of informational material on the issues of permits of entry, residence and employment in the Republic of Cyprus.	CY, MD	<p>Ministry of Interior CY1453 – Lefkosia Cyprus Ms. Agni Papageorgiou Administrative Officer Tel: + 357 22 867722 Fax: + 357 22 867838 email: apapageorgiou@moi.gov.cy</p> <p>Ministry of Economy: Ms. Ecaterina BURACEC, Head of the migration policy directorate, Tel: (373 22) 250-692; 250-693; 250-692, e-mail: buracec@mec.gov.md buracec@gmail.com</p>	Draw up a Guide providing information on legal migration, procedures, and relevant employment issues. 6000 copies, two leaflets 3000 copies each	2010 (no exact implementation period yet foreseen)	National Budget - CY
IV. Labour migration schemes	<i>1. Offering better access to Member States labour markets</i>	A. Horizontal support	c. circular migration projects which include support for labor management and reintegration of returning migrants	CY, MD	<p>PES Cyprus 9 klimentos St, 1480 Nicosia Cyprus Mr Demetris Georgiou Labour Officer dgeorgiou@dl.mlsi.gov.cy tel: +357 22400820 fax: +35722400809</p> <p>Ministry of Economy : Ms. Ecaterina BURACEC, Head of the migration policy directorate, Tel: (373 22) 250-692; 250-693; 250-692, e-mail: buracec@mec.gov.md buracec@gmail.com</p>	Establishment of a Moldova Cyprus Working Group, implement study visits, up to 3 persons per visit, include activities in different relevant areas, expertise and knowledge sharing (implemented under the SPES project)	<p>2009-2011 ongoing</p> <p>1a. Meeting in Moldova (September 2009)</p> <p>1b. Moldovan Working Group (MWG) to Cyprus (December 2009 which included the discussion about migration and employment services). The discussion / information exchange included the following: - The operation and licensing system of private employment agencies in Cyprus and Moldova. - Problems arising</p>	National Budget - CY with a contribution from the SPES project

							from the operation / cooperation of private employment agencies involved in labour mobility between the two countries. - Exchange of information on the licensing status of the private employment agencies involved in labour mobility between the two countries. - Appointment of contact persons and exchange of information on the channels that can provide data about the above agencies. 2. MWG to Moldova (2nd quarter 2010) 3. MWG to Cyprus (3rd quarter 2010)	
IV. Labour migration schemes	<i>1. Offering better access to Member States labour markets</i>	B. Bilateral agreements	Revision of the Agreement on the Regulation of Labour Migration signed in the 2003	IT, MD	Torlino Gerardo [mailto:GTorlino@lavoro.gov.it]	Signature of the Revision Agreement. Results achieved so far: - initiation of talks - number of acquaintance visits - number of consultations and exchange of legislation - number of negotiation rounds	2010 ongoing, next consultation May 2010, possible signature at the end of 2010.	
IV. Labour migration schemes	<i>1. Offering better access to Member States labour markets</i>	B. Bilateral agreements	a. Agreement on the Regulation of Labour Migration	BG, MD		initiation of talks number of acquaintance visits number of consultations and exchange of legislation number of negotiation rounds approval of the final text and signing	Haven't started. Expected to be fulfilled in 2010-2011	
V. Voluntary return and reintegration schemes	<i>1. Promoting the voluntary return of migrants, notably highly-skilled migrants, in order to counteract the brain drain</i>	A. Support for voluntary return projects	a. Support for voluntary return projects	CZ, MD	Ministry of Interior dept. of Asylum and Migration Policy Nad Štolou 3 Prague 7 zacios@mvr.cz IOM CR Ministry of Economy: Ms. Ecaterina BURACEC, Head of the migration policy directorate, Tel: (373 22) 250-692; 250-693; 250-692, e-mail: buracec@mec.gov.md buracec@gmail.com	1) contribute to the sustainable reintegration of Moldovan citizens currently residing in the Czech Republic and willing to return, 2) contribute to an enhanced use of more efficient transfer channels and to more productive investment of remittances by migrants and their families	2009 - June 2010 ongoing	CZ (Development Co-operation Programme of the Mol)

VI. Diaspora consolidation and co-development	<i>1. Strengthening the link of the Moldovan communities abroad with their home-country and promoting co-development projects</i>	A. Horizontal Support	a. Strengthen the development dimension of migration	EC				ENPI 2008
VI. Diaspora consolidation and co-development	<i>1. Strengthening the link of the Moldovan communities abroad with their home-country and promoting co-development projects</i>	A. Horizontal Support	b. Strengthening the activities of the Information Centres for the Moldovan migrants in the Moldovan diplomatic missions ?	MD	Ministry of Foreign Affairs and European Integration: Mr. Oleg Nica – Head of the division, Juridical and consular relations directorate. Tel. (373 22) 201 046; e-mail oleg.nica@mfa.md		?	
VII. Social protection of migrants and their families	<i>1. Promoting the transfer of social security benefits and addressing the social dimension of migration in the sending country.</i>	A. Administrative capacity of the Republic of Moldova	a. Strengthening the administrative capacity of the authorities of the Republic of Moldova in relation to transfers of social security benefits	RO, MD	Ministry of Labour, Family and Equal Opportunities Magda Filip, Director, Directorate for External Relations and International Organisations drici@mmssf.ro + 40 21 312 13 17 Ministry of Labour, Social Protection and Family : Mrs. Laura Grecu, Director of the Social Insurance Policies Division; Tel. +373 22 731506 Email: laura.grecu@mpsfc.gov.md	O1.30 Moldavian civil servants within the Ministry of Social Protection, Family and Child from Republic of Moldavia, National House of Social Insurances from Republic of Moldavia trained;O2.A model project of bilateral agreement in the field of social security in English, French, Spanish and German;O3.A model project of Administrative Arrangement for the implementation of the agreement in the field of social security;O4.The forms for the implementation of the bilateral agreement in the field of social security;O5. Explanatory guide of the bilateral social security agreement;O6.Report of analysis on the social insurance legislation;O7. Explicatory guide of Regulation 1408/71 and Regulation 883/2004.	sept 2009 – dec 2010 ongoing	State budget, implemented by ILO
VII. Social protection of migrants and their families	<i>1. Promoting the transfer of social security benefits and addressing the social dimension of migration in the sending country.</i>	B. Social dimension of migration	a. Agreement between Romania and Republic of Moldova on social security	RO, MD	Ministry of Labour, Family and Social Protection Magda Filip, Director, Directorate for External Relations and International Organisations drici@mmssf.ro + 40 21 312 13 17 Ministry of Labour, Social Protection and Family : Mrs. Laura Grecu, Director of the Social Insurance Policies Division; Tel. +373 22 731506 Email: laura.grecu@mpsfc.gov.md	Agreement between Romania and Republic of Moldova on social security.	The Agreement between Romania and Republic of Moldova on social security has been agreed. Awaiting signature of MD side - probably by the end 2010	

VII. Social protection of migrants and their families	<i>1. Promoting the transfer of social security benefits and addressing the social dimension of migration in the sending country.</i>	B. Social dimension of migration	b. The Ministry of Labour of the Republic of Cyprus is currently preparing a Bilateral Agreement on Social Security Transfer Arrangement with Moldova.	CY, MD	The Social Insurance Department, Mr. Loukas Kerimis lkerimis@sid.mlsi.gov.cy tel: +35722401875 fax: +35722401664 Ministry of Labour, Social Protection and Family: Mrs. Laura Grecu, Director of the Social Insurance Policies Division; Tel. +373 22 269339 Email: laura.grecu@mpsfc.gov.md		2009-2011	
VII. Social protection of migrants and their families	<i>1. Promoting the transfer of social security benefits and addressing the social dimension of migration in the sending country.</i>	B. Social dimension of migration	c. Building two Daily Centres to provide home care and other socio-medical services for people with mental and physical disabilities and long-term ill patients. Schooling of nurses and volunteers.	CZ, MD	CZ - Ministry of Labour and Social Affairs, Na Poříčím právu 1, 128 01 Praha 2, e-mail: eva.nemeckova@mpsv.cz - Association "Homecare" Fiscal Code: 41372010 Zelinschi str.nr. 37, ap.44, Chisinau Contact person: Tamara Adasan, director E-mail: tamaramanager@yahoo.com tel. +373 688 14 222		2007-2011	CZ (development cooperation programme)
VIII. Development of the Moldovan labour market	<i>1. Optimizing the labour market of the Republic of Moldova, promoting student and professional exchanges and improving the economic conditions for returning migrants</i>	B. Strengthening the capacity of higher education institutions	a. Strengthening the development dimension of migration	EC, MD	Ministry of Economy : Ms. Ecaterina BURACEC, Head of the migration policy directorate, Tel: (373 22) 250-692; 250-693; 250-692, e-mail: buracec@mec.gov.md buracec@gmail.com - EC Delegation in Chisinau		to be contracted in 2009	ENPI 2008
VIII. Development of the Moldovan labour market	<i>1. Optimizing the labour market of the Republic of Moldova, promoting student and professional exchanges and improving the economic conditions for returning migrants</i>	B. Strengthening the capacity of higher education institutions	b. Promotion of the quality of the institutions of higher education and the university exchanges	MD ?	Ministry of Education: Mrs. Ludmila Pavlov, Head of the International Relations and European Integration Division, Tel. +373 22 233474; Fax. +373 22 233515 Email: international@edu.md		Ongoing	

VIII. Development of the Moldovan labour market	<i>1. Optimizing the labour market of the Republic of Moldova, promoting student and professional exchanges and improving the economic conditions for returning migrants</i>	C. Labour market matching	a. Further promotion of the participation of Moldovan students and researchers in the Erasmus Mundus exchange programme	EC, MD	Ministry of Education : Mrs. Ludmila Pavlov, Head of the International Relations and European Integration Division, Tel. +373 22 233474; Fax. +373 22 233515 Email: international@edu.md		Ongoing	n.a.
VIII. Development of the Moldovan labour market	<i>1. Optimizing the labour market of the Republic of Moldova, promoting student and professional exchanges and improving the economic conditions for returning migrants</i>	C. Labour market matching	b. Scholarships and other facilities offered to students from the Republic of Moldova	RO	Ministry of Education, Research and Innovation of Romania Directorate General European Affairs and External Relations, director general Luminita Matei luminita.matei@medu.edu.ro	For the scholar year 2009-2010 Romania has allocated for Moldovan citizens approx. 3,590 scholarship enrolments, at pre-university, university and post-university level, with two main degrees of financial aid. Number of citizens from the Republic of Moldova benefitting from scholarships.	Academic year 2009/2010.	RO national budget.
VIII. Development of the Moldovan labour market	<i>1. Optimizing the labour market of the Republic of Moldova, promoting student and professional exchanges and improving the economic conditions for returning migrants</i>	C. Labour market matching	c. Bilateral projects in the field of small and medium sized enterprises, promoting the creation of job opportunities in the field of tourism and rural development	RO, MD	Ministerul pentru Intreprinderi Mici și Mijlocii, Comerț, Turism și Profesii Liberale - România și instituția omoloaga din R. Moldova Ministry of Economy : Ms. Ecaterina BURACEC, Head of the migration policy directorate, Tel: (373 22) 250-692; 250-693; 250-692, e-mail: buracec@mec.gov.md buracec@gmail.com		?	
VIII. Development of the Moldovan labour market	<i>1. Optimizing the labour market of the Republic of Moldova, promoting student and professional exchanges and improving the economic conditions for returning migrants</i>	D. Recognition of skills and qualifications	a. Promotion of recognition of skills and qualifications	All Signatories ETF MD	Ministry of Education : Mrs. Ludmila Pavlov, Head of the International Relations and European Integration Division, Tel. +373 22 233474; Fax. +373 22 233515 Email: international@edu.md	a) a methodology for comparing and assessing competence of adult workers is in place; b) a methodology for validating prior learning is in place; c) forms of recognising beyond traditional certification are discussed between Government and Social Partners.	Ongoing	ETF budget

IX. Visa and readmission	<i>1. Further strengthening the dialogue and cooperation on visa issues and readmission</i>	A. Enlargement of the Common Visa Application Centre in Chişinău by interested Member States	a.	HU, MD	<p>Consular Department of the Ministry of Foreign Affairs Zsófia Gyöngyös zsgyongyos@kum.hu 0036 1 458 3620</p> <p>Now is in charge of this project Pintér Mariann [MPinter@kum.hu] tlf. 0036 1 458 14 72 Hungarian embassy in Moldova responsible for this project ANDRAS BRETT (Common visa application centre)</p> <p>Ministry of Foreign Affairs and European Integration: Mr. Oleg Nica – Head of the division, Juridical and consular relations directorate. Tel. (373 22) 201 046; e-mail oleg.nica@mfa.md</p>	<p>Indicators: number of Schengen States represented by Hungary (through the Common Visa Application Centre within the Embassy of the Republic of Hungary) in Chisinau</p> <p>Results achieved so far: Luxembourg is represented at the Centre from 1 June 2009, Finland and Belgium joined on 1 October 2009, Greece and the Netherlands on 1 January 2010, thus visas are currently issued on behalf of 12 Member States. Negotiations on concluding representation agreements are ongoing with Norway, Switzerland, Slovakia and non-EU member Croatia.</p>	Ongoing (throughout the lifetime of the Mobility Partnership)	HU + visa fees
IX. Visa and readmission	<i>1. Further strengthening the dialogue and cooperation on visa issues and readmission</i>	B. Common Visa Application Centre	a. Cyprus has expressed an interest to participate in the Common Visa Application Centre in Chisinau. The Ministry of Foreign Affairs is examining the matter with the respective Hungarian Ministry.	CY, HU, MD	<p>Ministry of Foreign Affairs of Cyprus Director of Consular Affairs/ Schengen Division 00357 22401124</p> <p>Ministry of Foreign Affairs and European Integration: Mr. Oleg Nica – Head of the division, Juridical and consular relations directorate. Tel. (373 22) 201 046; e-mail oleg.nica@mfa.md</p>		2009-11	National Budget
X. Cooperation in border management, identity and travel documents, fight against illegal/irregular migration and trafficking in human beings	<i>1. Fighting irregular migration and the trafficking in human beings</i>	A. Horizontal support	a. Bilateral agreement between the competent authorities of both countries for cooperation in the field of exchange of information, technical assistance and training in the areas of document security and fraud, border control and trafficking in human beings	PT, MD	<p>SEF – Service des Etrangers et des Frontières Immigration and Borders Service sef@sef.pt Tel. +351 21 423 6363 Border Guard Service of the Republic of Moldova Mr Rosian Vasilo, Head of General Director's Office, Tel + 373 22 259603, rosian.vasilo@border.gov.md Mr Averian Borga, Head of Section within the Division for International Relations and European Integration, HQ Tel. +373 22 259642 Fax. +373 22 259651 rel.int@border.gov.md</p>	Exploratory bilateral contacts between the two institutions are going on. The Border Guard Service of Moldova is analyzing some amendments suggested by Portuguese authorities in the draft protocol.	2009 ongoing	n.a.

X. Cooperation in border management, identity and travel documents, fight against illegal/irregular migration and trafficking in human beings	1. Fighting irregular migration and the trafficking in human beings	A. Horizontal support	b. Continuation of the support for the programme to prevent and combat trafficking in human beings and to assist the victims of smuggling	FR, MD	<p>Border Guard Service of the Republic of Moldova Mr Rosian Vasiloï, Head of General Director's Office, Tel + 373 22 259603, rosian.vasiloï@border.gov.md Mr Averian Borgia, Head of Section within the Division for International Relations and European Integration, HQ Tel. +373 22 259642 Fax. +373 22 259651 rel.int@border.gov.md</p> <p>Ministry of Interior of the Republic of Moldova : Migration Policy Directorate: Mrs Carolina Miscoi, Head of Division, tel: (373 22) 277488 ; e- mail: moldovacarina@gmail.com) Mrs Olesia Cotoman, consultant, Analysis and Prognosis Division tel/fax: + 373 22 277 252, email:migrare@migrare.gov.md Ministry of Labour, Social Protection and Family Mrs. Laura Grecu, Director of the Social Insurance Policies Division; Tel. +373 22 731506 Email: laura.grecu@mpsfc.gov.md</p> <p>Ministry of Foreign Affairs and European Integration: Mr. Oleg Nica – Head of the division, Juridical and consular relations directorate. Tel. (373 22) 201 046; e-mail oleg.nica@mfa.md</p>		To be started	
X. Cooperation in border management, identity and travel documents, fight against illegal/irregular migration and trafficking in human beings	1. Fighting irregular migration and the trafficking in human beings	A. Horizontal support	c. The steady improvement of border management, and cooperate with Frontex on the implementation of the operational arrangement they mutually agreed to conclude, which would cover activities in the field of information exchange and risk analysis, training, research and development, coordination of joint operational measures, an active discussion on the	FRONTEx, MD	<p>Border Guard Service of the Republic of Moldova Mr Rosian Vasiloï, Head of General Director's Office, Tel + 373 22 259603, rosian.vasiloï@border.gov.md Mr Averian Borgia, Head of Section within the Division for International Relations and European Integration, HQ Tel. +373 22 259642 Fax. +373 22 259651 rel.int@border.gov.md</p>		Ongoing	

			improvement of technical equipment and technological upgrading at the borders, development of best practices as well as improving the operational interoperability between the border guard organisations of the EU Member States and the Republic of Moldova					
X. Cooperation in border management, identity and travel documents, fight against illegal/irregular migration and trafficking in human beings	<i>1. Fighting irregular migration and the trafficking in human beings</i>	D. Border Management	a. Bilateral agreement between the competent authorities of both countries for cooperation in the field of exchange of information, expertise and visits in the area of trafficking of human beings postponed	CY, MD	<p>Ministry of Interior CY1453 – Lefkosia Cyprus Ms. Natasa Economou Administrative Officer A* Tel.: + 357 22 867 733 Fax: e-mail: neconomou@moi.gov.cy</p> <p>Ms. Agni Papageorgiou Administrative Officer Tel: + 357 22 867 722 Fax: + 357 22 867 838 e-mail> apapageorgiou@moi.gov.cy</p> <p>Ministry of Interior of the Republic of Moldova : Migration Policy Directorate: Mrs. Carolina Miscoi, Head of Analysis and Prognosis Division, tel: (373 22)277 488 ; e-mail: (moldovacarolina@gmail.com) Mrs. Olese Cotoman, consultant tel/fax+ 373 22 277 251, email: migrare@migrare.gov.md</p> <p>Ministry of Labour of Social Protection and Family : Mrs. Laura Grecu, Director of the Social Insurance Policies Division; Tel. +373 22 731506 Email: laura.grecu@mpsfc.gov.md</p> <p>Ministry of Foreign Affairs and European Integration: Mr. Oleg Nica – Head of the division, Juridical and consular relations directorate. Tel. (373 22) 201 046; e-mail oleg.nica@mfa.md</p> <p>Border Guard Service of the Republic of Moldova Mr Rosian Vasilo, Head of General Director's Office, Tel + 373 22 259603, rosian.vasilo@border.gov.md Mr Averian Borge, Head of section within the Division for</p>		2009-10 (this activity is not any more within the plan, it should be removed)	National Funds

					International Relations and European Integration, HQ Tel. +373 22 259642 Fax. +373 22 259651 rel.int@border.gov.md			
X. Cooperation in border management, identity and travel documents, fight against illegal/irregular migration and trafficking in human beings	<i>1. Fighting irregular migration and the trafficking in human beings</i>	D. Document security	a. Setting up and keeping up to date an action plan for the steady improvement of travel and identity document security, including through the use of biometric data	EC, MD	Ministry of Informational Development Mr. Pavel SINCARIUC – Head of the general directorate for informational development of society, Tel: (373 22) 504-504, fax 504 – 979, e-mail pavel.sincariuc@mdi.gov.md Border Guard Service of the Republic of Moldova Mr Rosian Vasilo, Head of General Director's Office, Tel + 373 22 259603, rosian.vasilo@border.gov.md Mr Averian Borgia, Head of section within the Division for International Relations and European Integration, HQ Tel. +373 22 259642 Fax. +373 22 259651 rel.int@border.gov.md			EC ENPI 2008
X. Cooperation in border management, identity and travel documents, fight against illegal/irregular migration and trafficking in human beings	<i>2. Facilitation of mobility</i>	A. Local mobility	a. convention on local border traffic	RO, MD	Ministry of Foreign Affairs General Department for Consular Affairs Contact person: Mr.Cornel Vişoiu, Director drco@mae.ro <u>New contact:</u> 0040213196879 Mihai Delcea [Mihai.Delcea@mae.ro] is now in charge of this project Ministry of Foreign Affairs and European Integration: Mr. Oleg Nica – Head of the division, Juridical and consular relations directorate. Tel. (373 22) 201 046; e-mail oleg.nica@mfa.md		answer pending	State budget

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CROSS-BORDER COOPERATION AS A TOOL OF DEVELOPMENT AND COHESION – EXPERIENCES IN THE EU

Introduction: the context of cross-border cooperation in Europe

Cross-border co-operation was present in Europe already before the Second World War, however became an intensive process particularly after it. It is interesting that Germany was the most active initiator of developing first initiatives for cross-border cooperation with its adjacent countries in the period after the WWII. Cross-border cooperation was thus an important process of promoting of good neighbourly relations in Europe.

Cross-border cooperation is not a process, which is exclusive solely for Europe; forms of cross-border and territorial co-operation are common also for other parts of the world. However, in no other part of the world has cross-border co-operation become such an important and integrated element of the spatial planning and development as in Europe.

Cross-border cooperation has throughout the years grown to become today an irreversible element in the European territorial construction process, which has been recognised as such in public international law, embodied in principles, strategies and policies of all levels of administration (local, regional, national and international). The EU has through this process not turned into the “Europe of Regions”, however the spatial restructuring continues with a rapid pace and cross-border cooperation, as a part of territorial cooperation in Europe, will certainly continue to be an integral element of the European politics also in the future.¹

PART 1: HISTORICAL STAGES IN DEVELOPMENT OF CROSS-BORDER COOPERATION IN EUROPE

The evolution of the forms of the territorial co-operation at the sub-state level in Western Europe can be divided into four historical periods:²

1st Period: 1958 - 1980

This period was marked by spring of spontaneous forms of cross-border cooperation. The first attempts to solve common problems at local and regional level were present in the then emerging Be-Ne-Lux and then soon also on other borders; almost exclusively between Germany, Netherlands Belgium, Luxembourg, France and Switzerland and Scandinavia. Those initiatives were based on more or less formal agreements, and often they were the result of the goodwill expressed by the actors. In 1970ies states began to establish intergovernmental committees on issues related to borderland; regional and local authorities were never invited to participate. Therefore, there was a rejection and lack of financial and technical support to cross-border cooperation as it was still perceived as a threat to dissolution

¹ Keating (2008)

² Guimera, Gonzales (2010)



of the state territory and any attempt to formalise this kind of cooperation was understood by central governments as infringement of state sovereignty.

In this period the first cross-border region appeared; this was the Euro-region “EUREGIO” on the Dutch-German border in 1958. The idea started in a cross-border conference which was organised by municipal associations from both sides. For the start of the cooperation each side established its own association of municipalities on the basis of private law. The two associations organised regular meetings in order to discuss common problems and solutions; mainly in the field of creating efficient and complementary regional and local infrastructure. In 1966 the first joint operational body for the cross-border region was founded, called the “EUREGIO working group”. Looking from the today’s position has EUREGIO spent more than 45 years building and reinforcing cross-border structures. Today they have structures which are assigned the task to create and develop better relations at all levels and in all spheres of life between citizens and authorities. Still today EUREGIO is one of the most successful Euro-regions. It spans over approximately 13.000 km² and includes 3,3 million inhabitants.

www.euregio.de/

2nd Period: 1980 - 1990

The period was characterised by development of the first instruments for legal support

In 1980 the 1st international legal document was prepared by the Council of Europe:

European Outline Convention on Transfrontier Co-operation between Territorial Communities or Authorities, the so called “Madrid Convention”

<http://conventions.coe.int/>

Madrid convention depicts the beginning of the new era for cross-border cooperation, which is characterised by intense development of the international legal provisions, mainly in the frame of the Council of Europe.

Madrid Convention was prepared as a set of framework legal solutions, which can help local and regional authorities to establish a legal framework for cross-border cooperation. It is divided into two parts; the first part of the convention contains legally binding regulations for the signatory states, while the second part lists a series of ‘model agreements’, both for the inter-state and the local levels, as options for possible CBC arrangements. This latter part of the convention is intended for guidance only and has no treaty value.

Madrid Convention has been up today ratified by 36 member states of the Council of Europe, while 11 did not ratify it yet. Among countries which didn’t ratify the Convention are UK, Iceland, Cyprus, Greece, some other small European states like Andorra, San Marino and some Balkans states (Serbia, Montenegro, FYR Macedonia). The Convention is ratified by Moldova (1999), Russia (2002) and Ukraine (1993) without any reservations.

1981 – ***“European Charter for Border and Cross-Border Regions”*** was worked out by the Association of European Border Regions (AEBR) as an informal document, presenting a set of recommendations for developing cross-border cooperation. AEBR today has more than 180 members, which are regions or cross-border regions or large scale territorial cooperation forms.



This document does not have a legal validity, but is clearly aimed at influencing and supporting the establishment of cross-border structures.

www.AEBR.eu

The Council of Europe prepared in 1985 a new convention, which should assist the creation of cross-border cooperation; i.e. the *European Charter of Local Self-Government*.

<http://conventions.coe.int/>

Today it is ratified by almost all CoE members, except of micro-states Andorra, Monaco and San Marino. Moldova ratified the Charter in 1997, Russia in 1998 and Ukraine in 1997; all three countries posed no reservations.

The Charter commits the ratifying member states to guaranteeing the political, administrative and financial independence of local authorities. It provides that the principle of local self-government shall be recognised in domestic legislation and, where practicable, in the constitution. It is the earliest legal instrument to set out the principle of subsidiarity (matters should be handled by least centralised competent authority). This implies that local authorities, acting within the limits of the law, are to be able to regulate and manage a substantial share of public affairs under their own responsibility in the interests of the local population.

In 1997 the Congress of Local and Regional Authorities of the Council of Europe with the backing of the Committee of Regions of the EU prepared a draft “European Charter of Regional Self-Government”. The CLRAE is still making efforts to get this charter the Status of European Treaty, which however because of discordances between the member states still did not succeed until today.

3rd Period: 1990 - 2006

In 1990 began in the EU the time of setting in place of strong instruments for financial support and strong expansion of cross-border initiatives.

The Single European Act, which was adopted in 1986, laid the basis for comprehensive regional policy of the EU, which main objective was to assist the less-favoured regions in their development initiatives. The EU regional policy is carried out through the Structural funds, which provide financial support to different programmes. INTERREG programme was initiated in 1990 and its objective was to support the cross-border cooperation between the EU regions. It evolved in three periods: 1990-93, 1994-99 and 2000-2006), each one with grater funding, eligible areas and territorial scope. Soon after setting Interreg programme in place, the EU opened also programmes for border regions of non-EU states (Phare, Tacis, Cards and Meda, today IPA and ENPI).

4th Period: 2006 onwards

A new step marked with strong institutional support to promotion of cross-border cooperation.

It can be stated that in 2006 a new period started with the turning point in the evolution of cross-border cooperation in Europe, which is reflected in the field of institutional support (legal and financial) to more resolute initiatives of cross-border co-operation.

With the regulation (EC) No 1082/2006 EU created a new legal instrument *EGTC – European Grouping for Territorial Cooperation*, which was designed to facilitate and promote cross-border, transnational and interregional cooperation. Unlike the structures which governed this kind of cooperation before 2007, the EGTC is a legal entity.

http://ec.europa.eu/regional_policy/funds/gect/index_en.htm

Also the Council of Europe developed a very similar instrument, as the 3rd Protocol to the Madrid Convention. It was open for signatures in 2009 and offers provisions for establishment of European Cooperation Groupings (ECGs), which is a complementary instrument to the EGTCs of the EU. This instrument until now was not yet ratified by any member state.

<http://conventions.coe.int/Treaty/en/treaties/html/206.htm>

These new instruments were designed in order to facilitate the work of the many Euro-regions that exist in Europe, but which predominantly show a very low performance and the results are weak. The new instruments seek to deliver to Euro-regions a legal entity, which should increase their functional potential.

PART 2: FRAMING CROSS-BORDER COOPERATION

1. What is cross-border cooperation?

Due to great variety of different forms, solutions and the size of area in which the cross-border cooperation develops, it is basically impossible to determine a universal definition of this phenomenon.

The European Commission in its programme outline simply states that: ..

“... Cross-border cooperation is essentially about "filling the gaps..."

It is not difficult to agree that cross-border cooperation is a more or less institutionalised collaboration between actors from both (or more) sides of the border and it is aimed to coordinate and elaborate common policies and actions and to achieve synergy in development efforts of each area separated by a border.

Main elements of cross-border cooperation can be defined as³:

- collaboration of sub-state authorities (from regions to local councils);
- collaboration of other territorial actors (enterprises, chambers of commerce, schools, universities, NGOs etc.);
- it is aimed at solving the dysfunctions caused by the border (political and administrative, economic, cultural etc);

2. The changed context of borders in Europe today

³ Guimera, Gonzales (2010)

It is to be stressed that as contradictory as it might seem, the integration and functional unification of the EU space and the vivid and plentiful forms of cross-border cooperation did not eliminate the notion of borders in Europe⁴; they are still present between the members of the EU, everybody knows exactly where the borders lie; however what has changed is the character of the borders, the way in which people perceive the borders in Europe today. The borders are today clearly demarcation lines, which delimit spaces of national and cultural identities and as such have grown in importance in the mental picture of the people belonging to such specific spaces. In functional sense the borders have assumed the role of areas of contact and open inter-action of various factors from both sides of the border. More specifically, we can clearly claim that borders in Europe today perform the following main functions:⁵

- a point of junction
- a link for separated spaces
- an area of developing synergy
- an area of open social, economic and political inter-action

3. Reflection on the border regions and the change in the centre-periphery relations

What territory are we talking about when we say border region? Territories concerned by cross-border cooperation usually form spontaneously as a result of the benefits of economic development that such cooperation brings. The border regions can thus range from relatively small areas in sparsely-populated or relatively inaccessible spaces (rural areas, mountain ranges) to larger spaces (urban areas); when they enter into cross-border cooperation from one country one local community or one region or many local / regional communities can join this initiative.

Today nearly all European local or regional authorities lying along borders are party to some form of cross-border co-operation. In such circumstances of increasingly integrated Europe, defining of border regions and nature of borders is becoming an ever more complex task. The borders have lost their role as the “gatekeepers of the state sovereignty”⁶ and border regions have moved away from their historical position as the under-developed space in certain country, which encountered many problems due to its periphery position; while the poles of growth were concentrated in the central areas of the country. The border regions have assumed the central position in a different context: the motivation for searching for synergies across the borders, in a larger area, is stronger as in the “traditional” development areas and thus the incentives for new project and cooperation ideas carry greater energetic potential. All this is sufficiently backed also with the instruments (legal and financial) in an international context, which all results in a growing development potential and indicators in the border regions.

4. Main motives for Cross-border cooperation

Motives for starting cross-border cooperation can be many and various, from improving the neighbourhood relations or protecting the rights of minorities, however it can be stated that the strongest motives which give incentive for a lasting and successful cooperation are:

⁴ See Keating, M (2008), Gualini, E (2003)

⁵ Resumed after Ricq, C (2000)

⁶ Gualini (2003)

- Increase in the economic capacity for development of border areas and
- Increase in the standard of living of the population on both sides of the border.

Further it is to be stressed that experiences show that cross-border cooperation brings opportunities and development advantages to areas from both side of the border also in case; case if the levels of development are different; cross-border cooperation brings benefits to the lesser and to the stronger developed area.

5. Fundamental principles of cross-border cooperation

The philosophy behind cross-border cooperation is that border should not be a line of division, but a line of cooperation and common development.

This can be embraced by the following principles:

- partners instead of competitors
- dysfunctions caused by border can be eliminated
- building synergies across border
- think global, act local (common endeavours to find local solutions for global challenges)
- diversity is an asset, not a barrier
- win-win situation

These basic principles reflect the main corner stones for any cross-border incentive and describe the potential that such kind of cooperation carries within.

6. Main hindrances to successful cross-border cooperation

The situations regarding cross-border cooperation are very various across Europe. It is impossible to define all obstacles for all situations that can emerge and they may have very different sources, however it is important that partner in such programmes make a thorough analysis of potential weaknesses and threats so that they can be addressed in time and with efficiency. Nevertheless, experiences show that there are some common challenges that have to be addressed by the partners in cross-border cooperation. They can be divided into internal and external factors

Internal (national) factors:

- National administrative decentralisation of the territory; some local and regional authorities may have very little competencies transferred from the central state level for engaging in such forms of cooperation;
- National prevailing atmosphere towards this kind of cooperation; which might be unfavourable towards the initiatives of border regions to establish cooperation with adjoining areas;
- Insufficiency in "development potential" of the regional / local border communities; among other factors especially:
 - Lack of motivated and trained staff;

- Lack of awareness and knowledge on the existing concepts, programmes and instruments for stimulating of regional / local development and cross-border cooperation;
- Lack of skills for successful project management;
- Lack of financial sources.

External (international) factors:

- Economic imbalances (difference in costs of work and services, differences in entrepreneurial structure, in infrastructure, tax differences etc.);
- Administrative incompatibilities: different administrative procedures; different administrative structures, different level of institutional competencies, differences in financing procedures and in sources and allocation of public and/or private funds;
- Cultural and linguistic distances.

7. Fields of Cooperation

The EU stipulates that cross-border co-operation deals with a wide range of issues, which include:

- Encouraging **entrepreneurship**, especially the development of SMEs, tourism, culture and cross-border trade;
- Improving joint management of **natural resources**;
- Supporting links between **urban and rural areas**;
- Improving access to **transport and communication** networks;
- Developing joint use of **infrastructure**;
- Administrative, **employment** and **equal opportunities** work.

Whether the challenge relates to infrastructure (building bridges), to markets and services (linking universities to business to clients) or to cultural or linguistic barriers, cross-border co-operation is intended to address them.

8. Process of building of cross-border cooperation

Cross-border cooperation is a process, it is like building a house; it takes somebody to instigate the idea, fundamentals have to be built, a lot of effort and personal motivation is necessary and it is a time-consuming process.

The principal issue in promoting of cross-border cooperation is the need that two areas separated by a border move from logic of pure competition to logic of “coopetition” combining cooperation and competition. Essential is the recognition of both sides that coming closer to a neighbour can provide what is lacking for your own development. This is true both for public-sector actors and for the economic actors themselves.

The main focus of the public authorities in their economic development programmes is still often the nation-State framework. Competition between territories is still the rule in many cross-border regions. There is a lack of awareness of the fact that cross-border economic development can generate added value for the whole territory. The provision of suitable instruments for the economic actors is dependent on raising this awareness.

The mutual mistrust of economic actors at local level is one of the major obstacles to cooperation in a predominantly competitive context. It is necessary to demonstrate the added value of cooperation across borders in order to increase the potential of cross-border



territories. The border can be used in a way that optimises collective advantages. Neither public- nor private-sector actors maximise their potential by each developing their own strategy.

Diminishing dysfunctions of borders: It is time to make optimum use of the common territorial capital of the cross-border territories. For example, mastery by the labour force and businesses of two languages, cultures, administrative environments, etc., is an advantage, opening up their economic horizon not only to the cross-border territory itself, but also more broadly to the whole of the two or three countries concerned, and even beyond to European or global level.

Building synergies and complementarity: It is important not to have too naive an approach: businesses, like territories, are in competition within national spaces and all the more so in a cross-border context. By participating in the European Union, the States have chosen to cooperate; the construction of Europe is undisputedly a “win-win” game, but one in which some territories may suffer in the short term.

Disparity of economic forces on either side of a border is a crucial contextual factor for cooperation. The economic or industrial fabric often differs significantly between the two sides of the border. This is closely linked with differences in salaries, unemployment rates, prices, etc. The paradox is that such a context can be both an advantage for private actors (households and businesses), which profit from these differences in their choice of location and use of the labour market, and for certain public-sector actors (fewer unemployed and lower burdens on social protection systems), and a handicap for other public-sector actors.

Think global, act local: In an approach based on economy of scale, “the bigger, the greater the impact”, cross-border cooperation “enlarges” the territory, perhaps enabling it to reach critical mass in terms of facilities and public services. The same applies to SMEs, which have a higher international profile, etc.

One of the most important consequences is the splitting of the costs of investment in innovative sectors for facilities, laboratories, etc., often very expensive in such fields, between the partners. In many cases this investment would not have been considered by each partner on its own. This can generate joint capability-building for winning local, European and global markets.

By looking beyond the local context it is possible to reach a win-win situation at the international level. To achieve this it is necessary to think “European”, even “global”.

PART 3: EU SUPPORT TO EUROPEAN TERRITORIAL COOPERATION

http://ec.europa.eu/regional_policy/index_en.htm

1. Policy for European Regions

The aim is to reduce disparities in growth between the regions in the EU, which have significantly grown with the EU enlargements in 2004 and 2007.

- average GDP per capita in EU-27 **reduced by almost 12 %** compared to EU-15

- **STRAND C: Interregional cooperation**
 - Known as Interreg C, Interact, Urban, ESPON
 - Covers all EU, Norway and Switzerland
 - Cca.: 5% of budget; i.e. 445 million €

3. Programmes for cross-border cooperation with regions on the external EU border

http://ec.europa.eu/europeaid/where/neighbourhood/regional-cooperation/enpi-cross-border/index_en.htm

The instrument, which offers support to cross-border cooperation between member states and partner countries along the external border of the European Union in the financial period 2007-2013 is **ENPI Cross Border Cooperation (TACIS before)**

The ENPI CBC strategy has four key objectives:

- Promote economic and social development in border areas
- Address common challenges
- Ensure efficient and secure borders
- Promote people-to-people cooperation

Funding: altogether in 2007-2013: **1.18 billion €, which is divided into:**

- 2007-2010 amounts to **€ 583.28 M** (€ 274.92 M ENPI, and € 308.36 M ERDF)
- 2011-13 foreseen further **€ 535.15 M** (€ 252.23 M ENPI and € 282.93 M ERDF – subject to mid-term review of this strategy and the adoption of the Indicative Programme for the period 2011-13)

15 Programmes were established under the ENPI Cross-border cooperation programme for the period 2007-2013:

Land-Border Programmes

- The Kolarctic-Russia Programme
- The Karelia-Russia Programme
- The South-East Finland-Russia Programme
- The Estonia-Latvia-Russia Programme
- The Latvia-Lithuania-Belarus Programme
- The Lithuania-Poland-Russia Programme
- The Poland-Belarus-Ukraine Programme
- The Hungary-Slovakia-Romania-Ukraine Programme
- The Romania-Ukraine-Republic of Moldova Programme

Sea-Crossing Programmes

- The Spain-Morocco Programme
- The CBC Atlantic Programme
- The Italy-Tunisia Programme

Sea-Basin Programmes

- The Black Sea Programme

- The Mediterranean Sea Programme
- The Baltic Sea Region Programme

Each programme has a Joint Managing Authority and the Technical Secretariat, which are responsible for managing and coordinating the particular ENPI CBC programme. All the necessary information about open calls management and other can be obtained on the internet pages of the particular programme.

ENPI CBC Technical Assistance

The European Commission is providing also technical support to the programmes, mainly by financing two special projects: RCBI and INTERACT. They provide valuable information and support to everybody who wants to engage in the projects of ENPI CBC: RCBI focuses on assistance mainly at project level (helps to develop project proposals); INTERACT ENPI is set up to improve the management and the implementation of the ENPI CBC programmes

More info:

<http://www.rcbi.info/>

http://www.interact-eu.net/interact_enpi/interact_enpi/122/562

4. EU Cross-border cooperation – Success Story “Euregio Maas-Rhein”

In continuation we are presenting a typical story on cross-border cooperation, which is being funded by the EU cross-border cooperation programme. As mentioned above, in the period 2007-2013 there are 52 cross-border cooperation programmes between EU regions approved into financing.

More about the approved operational programmes can be obtained at:

http://ec.europa.eu/regional_policy/atlas2007/eu/crossborder/index_en.htm (programme summaries)

Operational Programme 'Euregio Maas-Rhein' (Belgium, Germany, Netherlands)

The total allocation for the programme amounts to 144.8 million euros.

The Euroregion Maas Rhein is among the oldest in Europe, it was established in 1976.

Strategic objectives of the Operational Programme

The cross-border co-operation strategy for Euregio Maas-Rhein for 2007-2013 aims to promote sustainable regional development in economic, spatial and social terms where borders are no longer an obstacle. This involves strengthening its image as an innovative region in which social cohesion and environmental protection are incorporated into the development and job-creation process.

Estimated impact of the Operational Programme

The implementation of this cross-border co-operation programme should lead to the creation of several business clusters, the establishment of a number of small and medium-sized enterprises (SMEs) in high-technology sectors, the development of public/private research, the protection of some 30 hectares of cross-border natural areas, the creation of new and sustainable transport routes and services, the development of the use of renewable energies,

the creation of up to a dozen new cross-border health care services and the development of several new tourism products and cultural events.

Priorities

There are four strands to the Operational Programme:

*** Strengthening the economic structure, the promotion of knowledge, innovation, and the creation of more and better quality jobs**

This priority seeks to improve the economic competitiveness of the Euregio Maas-Rhein by developing business competitiveness, promoting technology and innovation, promoting cooperation between academic establishments and businesses, strengthening the tourism sector and supporting the development of the labour market.

*** Nature and the environment, energy, natural resources and mobility**

There are three main objectives in this priority area: nature and landscape conservation, the promotion of sustainable forms of mobility and the production and promotion of renewable energy.

*** Quality of life**

The aims here are to improve health care services by developing cross-border services, to promote cultural diversity, to improve the quality of life and to strengthen cooperation in the field of public security.

*** Technical assistance**

This strand will provide support for the introduction of an effective management, monitoring and control system, for the evaluation of the programme and its projects and for communication and publicity actions relating to the programme.

Managing Authority

Stichting Euregio Maas-Rhein

Postbus 5700

NL-6202 Maastricht

Web: www.euregio-mr.org

Joint Technical Secretariat

Gospertstraße 42

B-4700 Eupen

5. Regional Policy for Macro Regions

A relatively new approach has emerged in the EU policy for territorial cooperation, which expands cross-border cooperation to a greater level; namely the scope of cooperation is targeted on the “macro-region”. In June 2009 the European Commission approved the EU “**Strategy for the Baltic Sea Region**”, which is the first comprehensive strategy and integrated set of instruments for one macro-region.

When explaining why this strategy is need, the European Commission writes: since the EU enlargement of 2004, challenges facing the Region have increased. Escalating environmental threats, gaps in economic development and poor transport accessibility are issues which need to be tackled urgently. Many of these problems can only be addressed through better coordination and joint action. The EU is well-placed to facilitate comprehensive and integrated approach to solving of problems in a macro-region.

Exactly in this time the last preparations for the adoption of the second Strategy for the macro-region are being carried out; namely in December 2010 the European Commission should issue the communication and adopt the Action plan of the “**Strategy for the Danube Region**”.

This strategy builds on experiences of the Strategy for the Baltic Sea Region; however it is taking into account its own particularities. In difference to the Baltic Region, includes the Danube region also non-EU countries. The area of cooperation is determined as a functional area defined by its river basin. Geographically it concerns primarily but not exclusively: Germany (Baden-Württemberg and Bavaria), Austria, the Slovak Republic, the Czech Republic, Hungary, Slovenia, Romania and Bulgaria within the EU, and Croatia, Serbia, Bosnia and Herzegovina, Montenegro, **the Republic of Moldova and Ukraine** (the regions along the Danube) outside. The Strategy remains open to other partners in the Region. Since the Danube flows into the Black Sea, it should be coherent with Black Sea perspectives. With over 100 million people, and a fifth of EU surface, the area is vital for Europe.

On 8 November 2010 a Danube summit was held in Bucharest, present was also the President of the European Commission, Mr. Jose Manuel Barroso. In the Declaration from this Summit the Heads of State and Governments of the Danube Region highlighted that:

- **They were strongly committed to implement the Strategy** (and hence their administration should also assist);
- The Strategy aimed at a more efficient use of existing EU instruments and funds (which should be aligned);
- The Commission should play an important role in the implementation of the actions;
- Realistic and visible actions were needed to have concrete improvements on the ground.

More about both macro-region strategies:

http://ec.europa.eu/regional_policy/cooperation/baltic/index_en.htm

http://ec.europa.eu/regional_policy/cooperation/danube/index_en.htm

References:

European Commission: Europe 2020, a Strategy for smart, sustainable and inclusive growth, March 2010

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Internet sources:

Policy for cross-border cooperation

http://ec.europa.eu/regional_policy/cooperation/index_en.htm

http://ec.europa.eu/europeaid/where/neighbourhood/regional-cooperation/enpi-cross-border/index_en.htm

Technical support to cross-border cooperation:

RCBI – technical support to ENPI CBC

http://www.rcbi.info/pages/27_1.html

InterAct ENPI

http://www.interact-eu.net/interact_enpi/interact_enpi/122/562

InterAct EU

<http://www.interact-eu.net/>

EU institutions

- European Parliament/Committee on Regional Development (REGI)
http://www.europarl.europa.eu/meetdocs/2009_2014/organes/regi/regi_7leg_meetinglist.htm
- Committee of the Regions
<http://www.cor.europa.eu>
- European Economic and Social Committee (ECO Section)
<http://www.eesc.europa.eu/?i=portal.fr.eco-section>
- European Investment Bank
<http://www.eib.org>
- Eurostat (Regional statistics)
http://epp.eurostat.ec.europa.eu/portal/page/portal/region_cities/introduction
- Eurostat (NUTS-Nomenclature of territorial units for statistics)
http://epp.eurostat.ec.europa.eu/portal/page/portal/nuts_nomenclature/introduction

European regions' and cities' organisations

- Council of Europe (Congress of local and regional authorities)
http://www.coe.int/t/congress/default_en.asp
- Assembly of European Regions (AER)
<http://www.a-e-r.org>
- Association of European Border Regions (AEBR)
<http://www.aebr.net>
- Conference of Peripheral and Maritime Regions (CPMR)
<http://www.crpm.org>
- Council of European Municipalities and Regions
<http://www.ccre.org/>
- Eurocities
<http://www.eurocities.org>
- European Metropolitan Regions and Areas (METREX)

- <http://www.eurometrex.org>
- Association of Regional Development Agencies (EURADA)
<http://www.eurada.org>
- Euromontana
<http://www.euromontana.org>

Regional policy research:

- European Spatial Planning Observation Network (ESPON)
<http://www.espon.eu>
- Regional Studies Association
<http://www.regional-studies-assoc.ac.uk/>
- European Policy Research Centre, Glasgow
<http://www.eprc.strath.ac.uk/eprc/>
- European Institute of Public Administration
<http://www.eipa.nl/>

International organisations:

- OECD (Regional, rural and urban development)
http://www.oecd.org/about/0,2337,en_2649_37429_1_1_1_1_37429_00.html
- World Bank
<http://www.worldbank.org/>
- Commission on Growth and Development
<http://www.growthcommission.org/>

Maps

- Eurostat (Statistical maps)
http://epp.eurostat.ec.europa.eu/portal/page/portal/gisco/maps_posters/maps
- European Spatial Planning Observation Network (ESPON), Publications
http://www.espon.eu/main/Menu_Publications/
- European Environment Agency (Graphs and maps)
<http://dataservice.eea.europa.eu/atlas/default.asp?refid=2D511360-4CD0-4F20-A817-B3A882ACE323>
- International Monetary Fund (World GDP)
<http://www.imf.org/external/datamapper/index.php>
- Worldmapper
<http://www.worldmapper.org/index.html>

**СОСТОЯНИЕ, ПРОБЛЕМЫ И ПЕРСПЕКТИВЫ
ПРИГРАНИЧНОГО СОТРУДНИЧЕСТВА РЕСПУБЛИКИ
БЕЛАРУСЬ
С ЛИТВОЙ И ЛАТВИЕЙ**

SUMMARY

The relations between the Republic of Belarus, Latvia and Lithuania are based largely on foreign trade. However, the cross-border cooperation of these countries has recently acquired considerable development. The favorable location of Latvia and Lithuania, their accession to the European Union enable the Republic of Belarus to promote trade not only with these countries, but also with other countries in Western Europe.

The major commodity groups exported to Latvia are oil products, semi-finished unalloyed steel products, rapeseed, and others. Oil products, mineral fertilizers, rapeseed oil and other products are exported to Lithuania. Currently, the cooperation between the Republic of Belarus, Latvia and Lithuania is not limited to trade only. Besides there functions the Bug Euroregion, joint venturing is being developed, and the programs of cross-border development are being elaborated.

Республика Беларусь, как и другие государства бывшего СССР после обретения суверенитета стала активным участником международных отношений. Тенденции развития внешней торговли до 2008 г. были оптимистическими, экспорт возрастал высокими темпами. Однако, финансовый кризис, произошедший в конце 2008 г. отразился и на экономике Беларуси, что выразилось в сокращении экспорта.

Отрицательное внешнеторговое сальдо и зависимость от импортируемых энергоресурсов требует постоянного поиска возможностей увеличения экспортного потенциала республики.

Деятельность Беларуси не ограничивается только торговлей, работа ведется по многим направлениям, таких, как:

- унификация нормативно-правовой базы в соответствии с международными стандартами,
- взаимодействие с международными финансово-кредитными и другими организациями,
- привлечение иностранных инвестиций,
- организация совместных производств,
- создание и функционирование свободных экономических зон,
- участие в различных экономических образованиях (Таможенный союз, ЕвразЭС и др.),
- развитие сферы услуг;
- международное научно-техническое сотрудничество и др.

Кроме этого, Республика Беларусь осуществляет сотрудничество в целях развития приграничных регионов, особое внимание при этом следует уделить

взаимоотношениям с Латвией и Литвой.

Взаимоотношения Республики Беларусь с Латвией и Литвой строятся в большей степени в сфере внешней торговли. В торговых отношениях Беларуси с Латвией и Литвой наблюдается аналогичная динамика, как и в целом по внешней торговле Беларуси. Данные об экспорте и импорта представлены в табл. 1.

Таблица 1 – Динамика внешнеторгового оборота Беларуси с Латвией и Литвой за 2006-2009 гг.

Показатели	Годы				Темпы изменения, в % к предыдущему году		
	2006	2007	2008	2009	2007	2008	2009
Экспорт, всего	19734	24275	32571	21282	123,0	134,2	65,3
в т.ч.							
- в Латвию	462	990,2	2141	1658,5	214,3	216,2	77,5
- в Литву	432,7	564,5	619,2	370,8	130,5	109,7	59,9
Импорт, всего	22351	28693	39381	28564	128,4	137,2	72,5
в т.ч.							
- в Латвию	111,9	127,5	138	116,6	113,9	108,2	84,5
- в Литву	170,3	180,1	233,6	194,8	105,8	129,7	83,4

До 2008 г. в экспорте с Латвией и Литвой были положительные тенденции, но в 2009 г. при снижении общего объема экспорта на 34,7%, экспорт в Латвию сократился на 23,5%, в Литву – на 40,1%.

Исходя из данных таблицы 1 видно, что до 2008 г. экспорт и импорт с Латвией и Литвой возрастали. Вместе с тем, в 2009 г. по сравнению с 2008 г. при общем снижении экспорта на 34,7%, экспорт в Латвию сократился на 23,5%, в Литву – на 40,1%. Сократился и импорт, то меньшими темпами.

Динамика удельного веса экспорта в Латвию и Литву в общем объеме экспорта в Беларусь за 2006-2009 гг. представлена на рисунке 1.

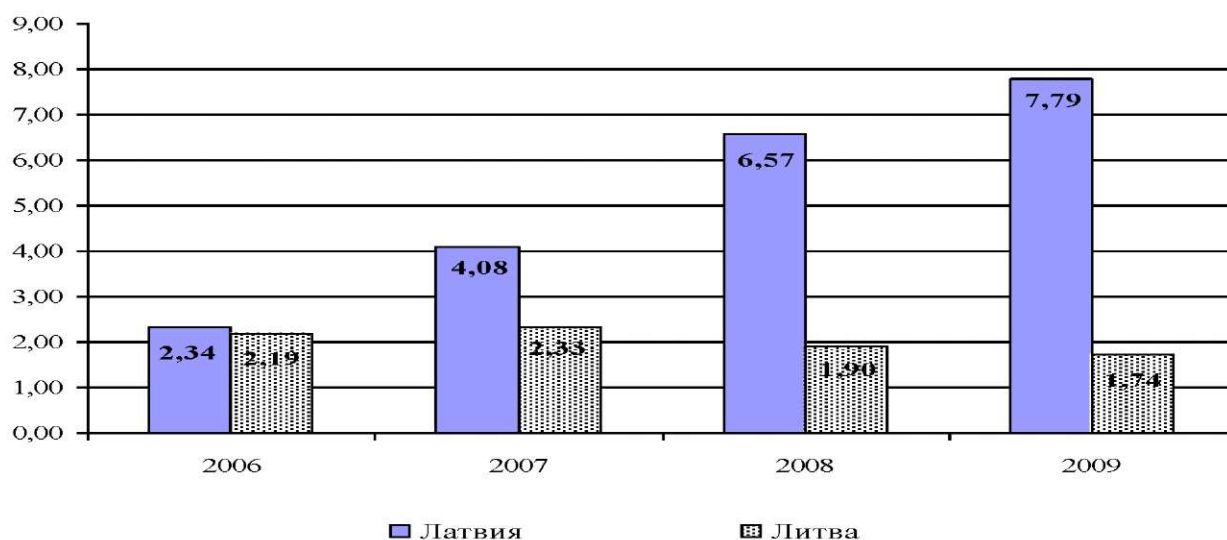


Рисунок 1 – Динамика удельного веса экспорта в Латвию и Литву в общем объеме экспорта в Беларусь за 2006-2009 гг., %

Несмотря на сокращение экспорта в Латвию его удельный вес в общем экспорте Республики Беларусь возрастает, в 2009 г. составил 7,79%. Удельный вес поставок в

Литву – 1,74%.

Республика Беларусь экспортирует в Латвию такие групп товаров: семена рапса, масло рапсовое, соль, продукты перегонки, нефтепродукты, кокс и битум нефтяные, соединения, содержащие функциональную нитрильную группу, удобрения калийные, удобрения минеральные смешанные, лесоматериалы, лесоматериалы продольно-распиленные, изделия столярные строительные, шлаковата, полуфабрикаты из нелегированной стали и др.

Структура экспорта белорусских товаров в Латвию представлена на рисунке 2. Наибольший удельный вес в экспорте по нефтепродуктам – 56,61%, полуфабрикаты из нелегированной стали – 4,02%, семена рапса – 2,47%.

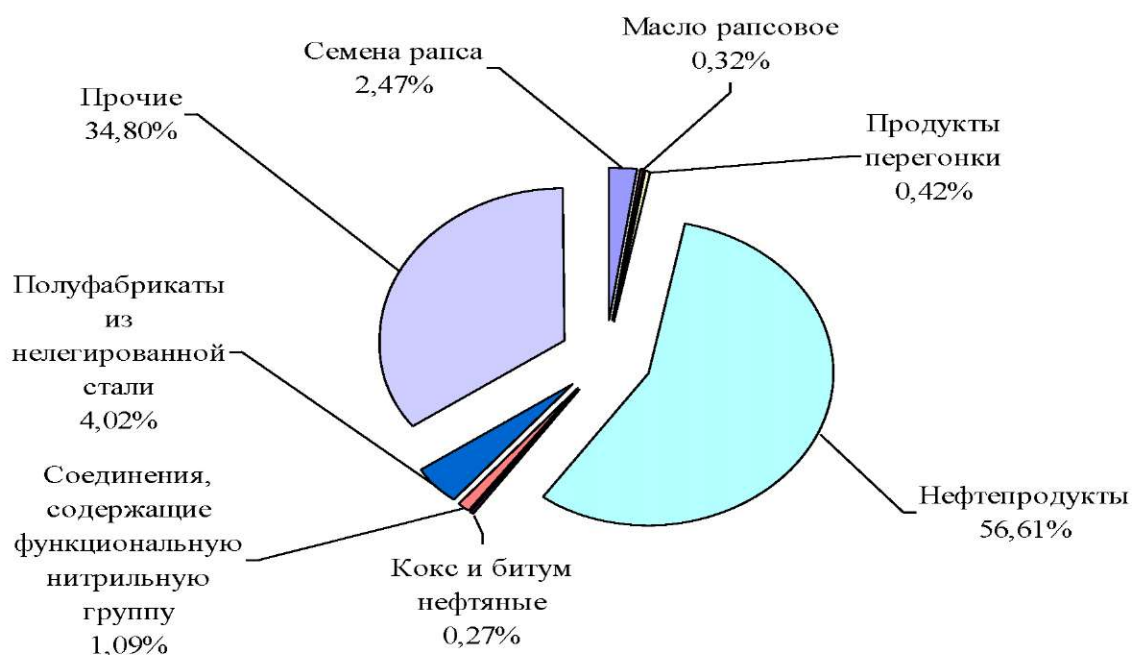


Рисунок 2 – Структура экспорта белорусских товаров в Латвию за 2009 г.

В Литву поставляются следующие товарные группы: фрукты замороженные, масло рапсовое, цемент, торф, нефть сырая, включая газовый конденсат, нефтепродукты, удобрения минеральные смешанные, жгут синтетических нитей, казеин, древесина топливная, лесоматериалы продольно-распиленные, прутки из нелегированной стали, проволока из нелегированной стали, металлоконструкции алюминиевые, тракторы и седельные тягачи, бинокли, монокуляры и другие.

Наибольший удельный вес в экспорте по нефтепродуктам – 16,52%, минеральные удобрения – 6,36%, масло рапсовое – 4,25%. Структура экспорта белорусских товаров в Литву представлена на рисунке 3.

В импорте из Латвии преобладает продукция сельского хозяйства и пищевой промышленности, кроме того импортируется: рыба мороженая, консервированная рыба, икра, продукты для кормления животных, гипс, ангидрит, гипсовые вяжущие, электроэнергия, лекарственные средства, замазки, шпатлевки, вещества связующие готовые, узкие ткани, трикотажные полотна металлоконструкции из черных металлов, вагоны моторные железнодорожные или трамвайные и др.

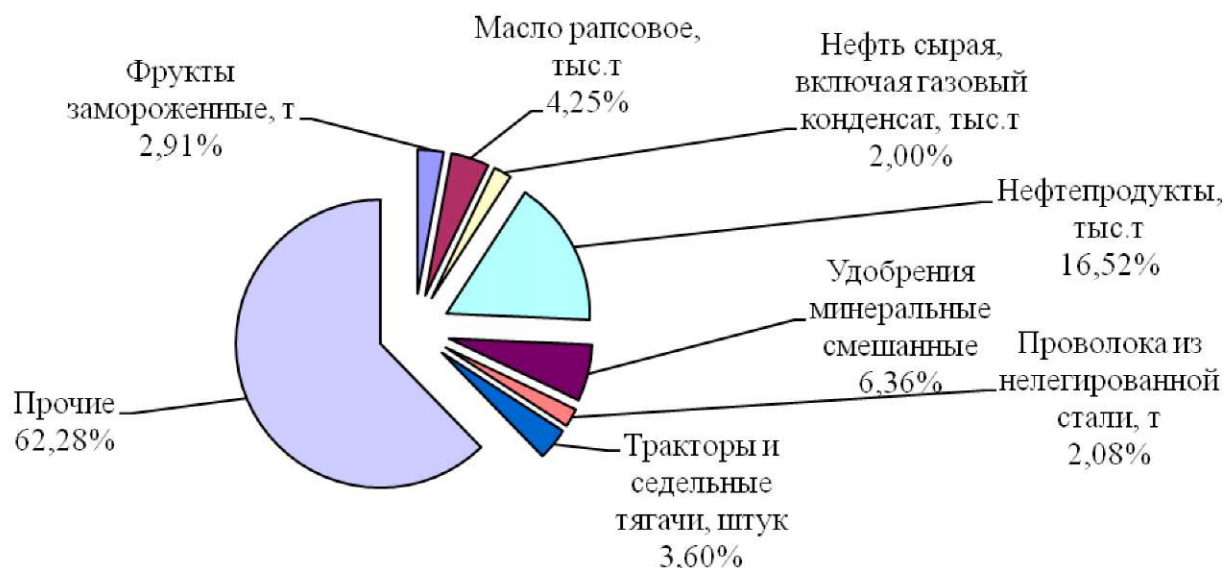


Рисунок 3 – Структура экспорта белорусских товаров в Литву за 2009 г.

Важной составляющей импорта из Литвы в Беларусь является электроэнергия, кроме того импортируется домашняя птица, пшеница, продукты для кормления животных, нефтепродукты, краска типографская, чернила или тушь для письма, плиты, листы, пленка из пластмасс, тара из бумаги и картона, ярлыки и этикетки из бумаги, картона, вата, стекло безопасное, металлоконструкции из черных металлов, насосы жидкостные, автомобили легковые, арматура для трубопроводов, пульта, панели, столы для электроаппаратуры и др.

Как показывают результаты представленного выше анализа, Беларусь является в большей степени экспортером, как уже отмечалось выше достаточно значительны поставки в Латвию 1,66 млрд долларов США или почти 8% от общей суммы экспорта. При этом 56% это поставки нефтепродуктов. Импорт составил всего 166,6 млн. долларов США.

С Литвой объемы торговли скромнее, экспорт 370,8, импорт 194,8 млн. долларов США. Из обеих стран в Беларусь поставляется электроэнергия, а из Беларуси осуществляются поставки нефтепродуктов, нефти, удобрений.

Распространению белорусской высокотехнологичной продукции на рынках стран Балтии способствует то, что цены на нее ниже, чем на аналогичные товары из стран ЕС.

В отношениях Беларуси с Латвией и Литвой присутствуют и различного рода проблемы, чаще всего они обусловлены отсутствием основы для полноценного политического диалога, недостаточной склонностью правильно понять позицию друг друга. Первоочередной задачей взаимоотношений данных стран является создание «пояса добрососедства».

Своеобразным компенсатором проблем, возникших в экономических отношениях Беларуси с приграничными странами на уровне государственных структур, стало налаживание деловых связей на низовом уровне в форме «челночного» бизнеса.

Также можно отметить проблемы, связанные с:

- совершенствованием и упрощением процедуры пропуска местного населения на территорию соседнего государства,
- созданием общими усилиями благоприятных условий для флоры и фауны белорусско-литовских пограничных заповедных природных зон,
- существуют проблемы в отношениях с основными европейскими организациями, в которые вступили Литва и Латвия;

- расхождения в действующих национальных таможенных законодательствах, которые снизили эффективность взаимодействия таможенных служб Беларуси с соседними государствами;

- развитием сотрудничества в области общественного управления, включая подготовку и осуществление программ по обучению государственных и муниципальных служащих,

- расширением контактов между гражданами, молодежью, неправительственными организациями, учреждениями печати и информации; создание условий для дальнейшего развития торгово-экономических отношений, основанных на принципах рыночной экономики и взаимовыгодного сотрудничества,

- развитием сотрудничества в области транспорта, включая развитие транспортных перевозок.

Посредством трансграничного сотрудничества в данных регионах обеспечивается:

- совершенствование мер по борьбе с международным терроризмом,
- снижение трансграничной преступности и других глобальных угроз безопасности;

- борьба с незаконной миграцией и контрабандой;
- сохранение значимости транспортных коридоров, газо- и нефтепроводных магистралей,

- увеличение транзитных потоков через Беларусь;
- рост экспорта товаров и услуг, и другие.

В рамках трансграничного сотрудничества Беларуси, Латвии и Литвы существует возможность создания единой водной магистрали с выходом торговых потоков в европейскую систему водных путей от Балтики до Черного моря.

Развитию приграничной инфраструктуры способствует деятельность еврорегионов «Неман» (участники Россия, Польша, Беларусь, Литва) и «Озерный край» (участники Беларусь, Латвия, Литва).

Основные проекты еврорегиона «Озерный край»:

- создание латвийско-белорусского информационного центра;
- содействие развитию малых и средних предприятий на территории еврорегиона с помощью трансграничного сотрудничества;

- реализация проекта «Озерный край» – менеджмент и маркетинг сельского туризма;

- развитие приграничных территорий;
- усовершенствование кулинарных услуг в Латгалии на основе концепции кулинарного наследия;

- ежегодные фестивали народного творчества «Дзвіна – Даугава – Двина».

Основные проекты еврорегиона «Неман»:

- открытие туристских фирм (филиалов) на территориях регионов, входящих в еврорегион «Неман», в целях развития приграничного туризма в районе Августовского канала,

- развитие туризма в еврорегионе «Неман»;

- ежегодно проводится выставка-ярмарка «Еврорегион «Неман».

Важным аспектом экономического взаимодействия Беларуси с приграничными государствами Центральной и Восточной Европы является создание совместных предприятий и предприятий со 100-процентным иностранным капиталом, их создание началось в первой половине 90-х годов и продолжается по настоящее время.

Одним из эффективных инструментов поддержки трансграничной деятельности Беларуси с Латвией и Литвой является Программа Европейского инструмента

добрососедства и партнерства (ЕИДП) «Латвия – Литва – Беларусь», которая продолжает традиции трансграничного сотрудничества между Латвией, Литвой и Беларусью, заложенные в одноименной программе добрососедства ЕС на 2004-2006 гг., в рамках которой реализовано 14 проектов с белорусскими партнерами.

Основной целью данной программы является сближение уровня социально-экономического развития различных частей трансграничного региона за счет сокращения региональных различий, обеспечения экономического и социального благосостояния и культурной идентичности его жителей.

При реализации данной программы планируются следующие направления:

- содействие социально-экономическому развитию, поддержка бизнеса и предпринимательства;
- усиление роли стратегического развития и планирования на местном и региональном уровне;
- повышение доступности региона через развитие транспортных и коммуникационных сетей, а также соответствующих услуг;
- сохранение и поддержка культурного и исторического наследия, развитие трансграничного туризма;
- развитие социально-культурных сетей и поддержку развития местных сообществ;
- защита окружающей среды и сохранение природных ресурсов;
- поддержка развития образования; здравоохранения и социальной сферы;
- развитие инфраструктуры и оборудования пунктов пограничного пропуска;
- улучшение управления границей и таможенных процедур.

К наиболее приоритетным направлениям трансграничного сотрудничества Беларуси с Латвией и Литвой является:

- расширение номенклатуры товаров в торговле между данными странами;
- продвижение белорусских товаров в Европу;
- рассмотрение вопроса о совместном строительстве атомной электростанции;
- обеспечение транспортировки нефти из Венесуэлы через порты Латвии и Литвы;
- развитие сферы туризма;
- разработка и реализация программ по защите окружающей среды и улучшению экологической ситуации в приграничных регионах;
- решение вопросов о безвизовом пересечении границ жителями приграничных регионов и другими гражданами данных стран.

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ПОЛИТИЧЕСКАЯ И ПРАВОВАЯ БАЗА БЕЛАРУСИ ПО ВОПРОСАМ РЕГИОНАЛЬНОГО И ПРИГРАНИЧНОГО СОТРУДНИЧЕСТВА С ЕВРОПЕЙСКИМ СОЮЗОМ

Аннотация

The legal provision of Belarus's regional development has been examined in the article. The basic principles, tasks and scope of the implementation of the Belarus's foreign policy, including cross-border cooperation, have been given. The legal basis for cooperation between the EU and Belarus at the regional and local levels has been indicated. The experience of establishing cross-border cooperation between Belarus and the Commonwealth of Independent States has been considered.

Развитию добрососедских отношений Беларусь уделяет большое внимание. Это обусловлено, во-первых, геополитическим положением: Беларусь является коридором между Европейским Союзом и Россией; во-вторых, историческим опытом: Беларусь и страны Европейского Союза (Литва, Польша) входили в состав Великого княжества Литовского и Речи Посполитой.

В настоящее время добрососедские отношения в политической, экономической, научной и образовательной, культурной и информационной сферах оказывают положительное влияние на социально-экономическое развитие государства и укрепление его конкурентоспособности.

Правовое обеспечение регионального развития в Беларуси составляет *Концепция государственной региональной экономической политики Республики Беларусь*, в которой нашли свое отражение цели, приоритеты и механизмы реализации государственной региональной экономической политики на долгосрочную перспективу. [3]

Следует отметить, что в Беларуси реализация региональной политики носит пока централизованный характер и воплощается посредством государственных программ:

- Программа социально-экономического развития Республики Беларусь на 2006-2010 годы;
- Национальная стратегия устойчивого социально-экономического развития Республики Беларусь до 2020 года;
- Государственная комплексная программа развития регионов, малых и средних поселений на 2007–2010 годы;
- Государственная комплексная программа возрождения и развития села на 2005-2010 годы;
- Государственная программа инновационного развития Республики Беларусь на 2007-2010 годы.
- Государственная программа социально-экономического развития и комплексного использования природных ресурсов Припятского Полесья на 2010-2015 годы.

На региональном и локальном уровне разрабатываются и реализуются Программы социально-экономического развития областей, районов, отдельных городов по времени упреждения от года до пяти лет.

Со второй половины 90-х годов XX века в Беларуси начали разрабатываться и реализовываться Стратегии устойчивого развития территории (местного сообщества). Например, разработка стратегии устойчивого развития для г.п. Турова Житковичского района Гомельской области, Дисненского края Миорского района Витебской области и др.

Правовые основы осуществления политики Беларуси регламентируются Законом Республики Беларусь от 14 ноября 2005 г. № 60-З «**Об утверждении Основных направлений внутренней и внешней политики Республики Беларусь**». В соответствии с данным нормативно-правовым актом внешняя политика Беларуси реализуется согласно следующим принципам:

- развитие на основе общепризнанных принципов и норм международного права всестороннего сотрудничества с иностранными государствами, международными организациями, взаимный учет и соблюдение интересов всех членов международного сообщества;
- добровольность вхождения и участия в межгосударственных образованиях;
- приверженность политике последовательной демилитаризации международных отношений;
- отсутствие территориальных претензий к сопредельным государствам, непризнание территориальных притязаний к Республике Беларусь. (ст. 23)

Согласно норм Ст. 25 в спектр задач внешней политики Республики Беларусь включены:

- равноправная интеграция Республики Беларусь в мировое политическое, экономическое, научное, культурное и информационное пространство;
- создание благоприятных внешнеполитических и внешнеэкономических условий для повышения уровня благосостояния народа, развития политического, экономического, интеллектуального и духовного потенциала государства;
- ***формирование добрососедских отношений с сопредельными государствами.***

Внешняя политика Беларуси реализуется в следующих сферах:

- внешнеэкономическая деятельность;
- международное экономическое сотрудничество;
- международное сотрудничество в области космической деятельности;
- международное военное сотрудничество;
- международное сотрудничество по реализации государственной пограничной политики;
- международная безопасность;
- гуманитарное сотрудничество и права человека;
- международное сотрудничество в области здравоохранения, образования, науки, информации и информатизации, культуры, спорта, туризма, охраны окружающей среды;
- международное сотрудничество в области предупреждения и ликвидации чрезвычайных ситуаций;
- сотрудничество в области кодификации и прогрессивного развития международного права;
- трансграничное сотрудничество.

Основными направлениями в сфере трансграничного сотрудничества являются (ст. 37):

- **взаимодействие с иностранными государствами на региональном и местном уровнях в целях оперативного решения приграничных проблем,** привлечения иностранных инвестиций для совершенствования приграничной и транспортной инфраструктуры, создания коммерческих организаций с иностранными инвестициями;
- разработка и реализация региональных проектов технического содействия, финансируемых международными организациями и программами в области экономики, территориального планирования, предпринимательства, инфраструктуры, информации, охраны окружающей среды, образования, культуры, туризма и спорта;
- **поощрение еврорегионов как формы приграничного сотрудничества** в целях сглаживания различий в уровнях социально-экономического развития территорий, развития приграничной инфраструктуры, совместного решения проблем в сфере охраны природы, преодоления дисбаланса в вопросах занятости населения, культурных и языковых барьеров.

В Беларуси создан государственный орган - *Межведомственный координационный совет по вопросам приграничного сотрудничества с сопредельными странами*, имеющий статус консультативного органа по координации совместной деятельности органов государственного управления при реализации политики приграничного сотрудничества Республики Беларусь с сопредельными странами (Латвией, Литвой, Польшей, Украиной и Россией). Юридические основы создания и функционирования данного Совета утверждены Постановлением Совета Министров Республики Беларусь от 18 декабря 2004 года №1602 «О создании межведомственного координационного совета по вопросам приграничного сотрудничества с сопредельными странами».

Основными задачами Совета являются:

- координация деятельности органов государственного управления в целях выработки единой позиции белорусской стороны по вопросам приграничного сотрудничества с сопредельными странами;
- определение приоритетов при реализации основных направлений политики приграничного сотрудничества с сопредельными странами;
- разрешение комплекса проблемных вопросов, возникающих при реализации основных направлений политики приграничного сотрудничества;
- рассмотрение проектов целевых программ, планов, международных договоров в сфере приграничного сотрудничества с сопредельными странами.

Рассматривая правовые основы двухсторонних отношений, следует отметить, что Беларусь взаимодействует с Европейским Союзом на основании Соглашения о партнерстве и сотрудничестве между СССР и ЕЭС 1989 года, а Базовое соглашение о партнерстве и сотрудничестве между Беларусью и Европейским Союзом 1995 года не вступило в силу. [2, С. 15]

Правовые основы рамочных условий сотрудничества на региональном и местном уровнях обеспечивает *Европейская конвенция о приграничном сотрудничестве территориальных сообществ и властей* (1980 г., Мадрид). Беларусь применяет положения данной конвенции с 1997 года. Согласно норм указанной выше конвенции субъектами сотрудничества являются органы местного управления и самоуправления, действующие в рамках внутренних законодательств.

Сотрудничество на региональном приграничном уровне осуществляется посредством создания евререгионов, таковых в настоящий момент в Беларуси функционирует 5, в том числе в состав четырех евререгионов входят административные единицы ЕС: «Буг», «Беловежская пуща», «Неман» и «Озерный край».

В основу правового обеспечения регионального и приграничного сотрудничества Европейского Союза положена Европейская Хартия местного самоуправления Совета Европы 1985 г., (вступила в силу для Украины, Молдовы и Российской Федерации). Однако, Беларусь не подписала данный документ.

В основу сотрудничества Беларуси и Европейского Союза, включая приграничный аспект, положены следующие документы:

- *Договор между Республикой Беларусь и Республикой Польша о добрососедстве и дружеском сотрудничестве*, заключенного в г.Варшаве 23 июня 1992 г.
- *Договор о добрососедстве и сотрудничестве между Республикой Беларусь и Литовской Республикой* (подписанный 6 февраля 1995 года, ратифицирован Постановлением Верховного Совета Республики Беларусь от 25 апреля 1996 г. N 216-ХШ).
- *Соглашения между Правительством Республики Беларусь и Правительством Латвийской Республики об основных принципах трансграничного сотрудничества* (подписано 16 мая 1998 г., вступило в силу 9 июля 1998 г.).

Вышеуказанные Договоры и Соглашение устанавливают, что предметом трансграничного сотрудничества будет: развитие регионов, городов и сельских районов; территориальное планирование и хозяйство; транспорт и коммуникации (средства общественного транспорта, дороги, аэропорты, водные пути и порты на внутренних водных путях); развитие пограничных пунктов пропуска и приграничной инфраструктуры; охрана природы и окружающей среды (снижение загрязнения воды, воздуха и почвы, строительство природоохранных объектов, развитие рекреационных зон); промышленное сотрудничество (кооперационные связи, создание совместных предприятий); торговый обмен; сельское хозяйство (развитие агротехники, переработка и сбыт сельскохозяйственной продукции); образование и научные исследования (профессиональное обучение, помощь по изучению языка другого государства); охрана здоровья; туризм, отдых и спорт; взаимная помощь в случае катастроф и стихийных бедствий (эпидемии, паводки, пожары, промышленные катастрофы, транспортные происшествия). А также установление и развитие прямых контактов и сотрудничества между их административно-территориальными единицами. Особое внимание будет придаваться сотрудничеству в приграничных районах.

- *Соглашения о партнерских и дружеских контактах между городами из приграничных регионов*, например между Брестом и Бяла Подляска (1991 год) с целью расширения партнерских контактов через всестороннее сотрудничество между двумя городами;
- *Договор с Польшей о правилах приграничного движения* (2010 год). С апреля 2011 года устанавливается упрощенный порядок пересечения Государственной границы для жителей приграничных территорий Беларуси и Польши. К приграничным территориям относятся «территориально-административные единицы, расположенные не далее чем в 30 км от общей границы». Если часть населенного пункта находится между 30-м и 50-м километрами от границы, то этот населенный пункт также признается частью приграничной территории. Перечень населенных пунктов, расположенных на приграничной территории, изложен в приложении к договору. Право на упрощенный порядок пересечения границы имеют жители приграничных территорий, проживающие на них не менее трех лет. Для упрощенного прохождения границы они должны получить специальное разрешение на приграничное движение (сбор за выдачу разрешения - 20 евро) и предоставить документ, удостоверяющий личность (паспорт). Разрешения выдаются на срок от двух до пяти лет и дают право пребывать на территории другого государства до 90 дней в течение полугода. Однако все граждане при этом обязаны зарегистрироваться на территории другого государства в

установленном порядке. Аналогичные договоры подписаны Беларусью с Латвией и Литвой.

• *Соглашение между Национальным статистическим комитетом Республики Беларусь и Председателем Центрального статистического управления Республики Польша о сотрудничестве в области статистики* (вступило в силу 7 августа 2009 года) предполагает расширение обмена статистической информацией, издание совместных статистических сборников, характеризующих состояние приграничных территорий. Подобные соглашения подписаны Беларусью с Латвией и Литвой.

Таким образом, в Беларуси созданы политические и правовые основы для эффективного двухстороннего сотрудничества с соседними государствами-членами Европейского Союза, но, в основном, они направлены на национальный и трансграничный уровни.

Однако, Беларусь имеет достаточно успешный опыт налаживания приграничного сотрудничества в рамках Содружества Независимых Государств.

В Модельном Законе «О приграничном сотрудничестве» (Постановление Межпарламентской ассамблеи государств – участников СНГ от 31 октября 2007 г. N 29-18) законодательно закреплены следующие понятия: приграничное сотрудничество, участники приграничного сотрудничества, соглашение о приграничном сотрудничестве, а также определены принципы, цель и задача приграничного сотрудничества, направления и виды деятельности в данной области, принципы и формы государственной поддержки развития приграничного сотрудничества.

Конвенции о приграничном сотрудничестве государств – участников Содружества Независимых Государств (Указ Президента Республики Беларусь от 30 апреля 2009 г. N 222) регламентирует понятия «приграничное сотрудничество» и «приграничные территории», а также определяют направления осуществления приграничного сотрудничества.

В целях координации многостороннего взаимодействия государств - участников СНГ в решении вопросов устойчивого экономического развития регионов и приграничных территорий, обеспечения безопасности граждан, укрепления дружбы и добрососедства государств - участников СНГ создан Совет по межрегиональному и приграничному сотрудничеству СНГ, состоящий из руководителей министерств (ведомств), ответственных за межрегиональное и приграничное сотрудничество. Создание данного Совета законодательно закреплено в Соглашении о Совете по межрегиональному и приграничному сотрудничеству государств – участников СНГ (Указ Президента Республики Беларусь от 30 апреля 2009 г. N 223).

Таким образом, Беларусь, обладая эффективным опытом приграничного сотрудничества в рамках СНГ и имея законодательную основу для развития сотрудничества со странами ЕС, способна успешно развивать приграничное региональное сотрудничество с Польшей, Литвой и Латвией.

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РОЛЬ РЕГУЛИРОВАНИЯ ЗАРАБОТНОЙ ПЛАТЫ В ИНТЕГРАЦИОННЫХ ПРОЦЕССАХ В РАМКАХ ВОСТОЧНОГО ПАРТНЕРСТВА

Опыт создания Европейского союза свидетельствует о значительном внимании со стороны правительств европейских государств к вопросам регулирования заработной платы и еще в большей мере – к уровням оплаты труда в государствах, формирующегося Евросоюза.

В последние годы двадцатого столетия вопрос об уровне оплаты труда, в частности, о размерах минимальной заработной платы занимал важное место в деятельности органов ЕС, поскольку глубокие различия в оплате труда (а, в конечном счете, в издержках предпринимателей) между отдельными европейскими странами ставили под вопрос эффективность создания «единого социального пространства» и могли серьезно повлиять на свободу передвижения капиталов, товаров, услуг и рабочей силы.

В свою очередь главная цель проекта «Восточное партнерство», созданного Европейским союзом, – сближение ЕС с шестью странами бывшего СССР (Азербайджаном, Арменией, Беларусью, Грузией, Молдовой, Украиной). В подобных условиях для выше перечисленных стран актуализируются вопросы, связанные с максимальным приближением системы регулирования оплаты труда к тому механизму, который сформировался в странах с развитой рыночной экономикой, и повышением уровня заработной платы для обеспечения экономической безопасности в ракурсе сохранения для национальной экономики наиболее активных трудовых ресурсов.

Уровень денежной заработной платы является важнейшим социальным индикатором, фактором, оказывающим существенное воздействие как на деятельность субъектов хозяйствования, так и на функционирование экономики в целом, влияющим на расходы наемных работников, доходы и прибыль предпринимателей, потребительский спрос и инвестиции, агрегированный выпуск продукции и уровень занятости.

Роль государства в процессе регулирования заработной платы в странах с развитой рыночной экономикой сводится главным образом к выполнению социальной функции посредством преимущественно косвенных методов воздействия по обеспечению гарантированного минимума доходов населения путем установления минимальной заработной платы, введения обязательности корректировки оплаты труда в связи с ростом цен, проведения определенной налоговой политики. Масштабы прямого воздействия государства на уровень и соотношения в заработной плате ограничены лишь государственными организациями, но и при этом учитываются общие условия оплаты, сложившиеся на рынке труда. В частных промышленных компаниях вопросы установления и регулирования заработной платы решаются в рамках коллективно-договорного процесса. Отметим, что система регулирования заработной платы, сложившаяся в настоящее время в Республике Беларусь, в полной мере соответствует

вышеназванным аспектам (рисунок 1).



Рисунок 1 – Взаимосвязь заработной платы с институциональными факторами

Исследование опыта Республики Беларусь в области регулирования оплаты труда на основе установления минимальной заработной платы позволяет выявить позитивные тенденции, характерные для современного этапа трансформационных преобразований. Законодательно-правовые меры последних лет, нацеленные на повышение роли минимальной заработной платы и ее регулирования, предопределили направленность к восстановлению ее социальной и воспроизводственной функций. Меры прямого экономического регулирования, ориентированные на повышение реального содержания минимальной заработной платы, способствуют восстановлению выполнения ею не только социальной и воспроизводственной, но и стимулирующей и регулирующей функций, мотивируя субъекты хозяйствования к эффективному использованию рабочей силы. Антиинфляционные меры правительства создали возможность наращивания размеров минимальной заработной платы, повышения ее реального содержания при позитивной динамике инфляции.

Тенденция опережающего роста минимальной заработной платы в сравнении со средней заработной платой позволила повысить реальные доходы низкооплачиваемых групп населения, уменьшить долю населения, находящегося за чертой бедности, сблизить уровни потребления низкооплачиваемых и других категорий работников.

Отказ Правительства от частого пересмотра размеров минимальной заработной платы вполне обоснован, поскольку данный подход является менее инфлятогенным и позволяет результативно задействовать механизм индексации заработной платы. О высокой степени унификации регулирования на основе установления минимальной заработной платы в Республике Беларусь и странах с развитой рыночной экономикой, в частности, европейских (Франция), свидетельствуют данные таблицы 1.

Таблица 1 — Порядок установления и пересмотра минимальной заработной платы по некоторым странам

Страна	Форма установления	Порядок пересмотра
Беларусь	На национальном уровне (месячная, почасовая)	Ежегодно (преимущественно по состоянию на 1 января), при необходимости чаще в соответствии с динамикой индекса потребительских цен
Франция	На национальном уровне (почасовая)	Ежегодно (по состоянию на 1 июля) после соответствующего соглашения с Национальной комиссией по коллективным переговорам; в соответствии с динамикой общенационального индекса цен на потребительские товары и услуги
Япония	На уровне префектур (почасовая и дневная)	Региональный минимум заработной платы пересматривается один раз в год
США	На федеральном уровне и на уровне штатов (почасовая)	Государство не несет никаких обязательств по регулярному пересмотру минимума заработной платы

При разработке действенного механизма индексации важно его идентифицировать с масштабными мерами антиинфляционной политики. При этом следует правильно обосновать набор товаров и услуг, отражающих реальные изменения потребительских цен, и межиндексационные интервалы; предотвратить возможность раскручивания инфляционной спирали, нарушение выполнения заработной платой стимулирующей функции, систематического завышения издержек, процессов рыночной саморегуляции.

Многовариантность механизма индексации (таблица 2) заработной платы следует рассматривать в зависимости от особенностей конкретного этапа экономической трансформации. В современных условиях индексация может быть применена, с одной стороны, как стабилизационная мера, направленная на обеспечение социальной легитимности реформ, а с другой стороны, как антиинфляционный элемент, нацеленный на предотвращение расслоения населения по уровню доходов.

Исследование многовариантных подходов к построению системы индексации на основе выделенных нами классификационных признаков (степень компенсации роста цен, время и периодичность компенсационных выплат) свидетельствует о необходимости применения на современном этапе трансформационных преобразований экономики частичной ретроспективной и преимущественно непрерывной индексации доходов населения в связи с ростом цен.

Несмотря на позитивную тенденцию поэтапного увеличения индексируемой величины денежных доходов населения целесообразно оптимизировать распределение инфляционного ущерба, разработать затухающую шкалу компенсационных выплат, превышающих норматив индексации денежных доходов населения, для того, чтобы в меньшей мере ущемлять

интересы высококвалифицированных работников.

Таблица 2 — Преимущества и недостатки основных элементов механизма индексации

Классификационный признак	Виды индексации	Преимущества	Недостатки
Степень компенсации и роста цен	полная	реализация принципа социальной справедливости, расширение покупательского спроса	развитие инфляционных процессов, необходимость привлечения значительных средств госбюджета и коммерческих организаций
	частичная	экономия денежных средств на осуществление компенсационных выплат	ущемление интересов высококвалифицированных работников, нивелирование размеров заработной платы, сдерживание роста покупательского спроса
Время компенсационных выплат	ожидаемая	обеспечивает социальное спокойствие в обществе, стимулирует рост спроса и потребления	может явиться инфлятогенным фактором, «толчком» для раскручивания спирали инфляции
	ретроспективная	сдерживает темпы инфляции, компенсирует фактический рост цен	наличие временного лага между периодами роста цен и компенсационных выплат, что ущемляет интересы работников
Периодичность компенсационных выплат	непрерывная	регулярность компенсационных выплат на основе ежемесячной диагностики динамики цен	в сочетании с частичной индексацией дискриминирует высокооплачиваемых работников
	единовременная	компенсирует рост цен всем категориям работников	опасна в период усиливающейся инфляции, раскручивание спирали «заработная плата – цена»

С точки зрения государственного регулирования экономики налоговая система, в том числе подоходное налогообложение, играет двойственную роль. С одной стороны, она должна обеспечить достаточные поступления в бюджет, то есть выполнять фискальную функцию, с другой стороны – способствовать росту и развитию экономики в соответствии со стратегическими установками, то есть выполнять в широком смысле регулирующую функцию. В Республике Беларусь так же как и в странах с развитой рыночной экономикой (таблица 3) предусматриваются налоговые льготы. Особое внимание в последние годы уделяется стимулированию инвестиционной активности населения, в том числе в области индивидуального жилищного строительства, что, несомненно, влияет на повышение качества жизни, а также повышению уровня человеческого развития, посредством льготирования получения образовательных услуг.

В ходе ретроспективного анализа тарифных систем в странах с развитым рынком выявлена тенденция к унификации тарифных условий заработной платы работников в отраслевом разрезе. Это позволило сделать вывод о том, что растущая монополизация

производства обусловила использование в этих странах отраслевых тарифных систем, для которых характерен процесс сужения разрыва ставок между разрядами и крайними точками тарифных сеток или схем должностных окладов. Отметим, что факторы формирования тарифной системы в Республике Беларусь соответствуют западноевропейским подходам (таблица 4).

Таблица 3 — Обоснование использования налоговых льгот (изъятий) в странах с развитой рыночной экономикой

Статьи налоговых льгот	Обоснование исключения статей из налогооблагаемого дохода
Возмещение деловых расходов	Являются расходами, необходимыми для получения налогооблагаемого дохода
Благотворительные, пенсионные, страховые взносы, расходы на образование	Способствуют расширению общественно полезных видов деятельности, совершенствованию человеческого потенциала страны
Процентные платежи по ипотеке	Снижают нагрузку на госбюджет, стимулируют развитие частной жилищной собственности
Медицинские расходы, налоговые выплаты другим государствам, взносы на социальное страхование	Являются общественно полезными, недобровольными, обеспечивают поддержание здоровья и благополучия нации, влияют на уменьшение налоговой платежеспособности физических лиц
Потери от аварий и краж	Возмещают в определенной мере моральный ущерб, влияют на уменьшение налоговой платежеспособности физических лиц

Таблица 4 — Факторы формирования тарифной системы в некоторых странах с развитой рыночной экономикой

Тип тарифной системы	Факторы, формирующие систему
Белорусский	<ul style="list-style-type: none"> • Сложность работы; • квалификационные требования: - уровень образования; - стаж работы по специальности.
Западноевропейский	Квалификационные группы в зависимости от: <ul style="list-style-type: none"> • времени обучения; • производственного опыта
Японский	Анкетные данные (возраст, пол, образование, стаж, формы по найму: постоянные, временные, поденные, «командировочные»)
Американский	<ul style="list-style-type: none"> • Сложность работы; • уровень образования; • условия труда

В условиях экономической трансформации применение тарифной системы позволит обеспечить воспроизводство рабочей силы конкретного уровня квалификации; установить обоснованные различия в заработной плате в зависимости от уровня квалификации работников, сложности и ответственности выполняемых ими работ (функций); создать условия для выделения по оплате труда работников, труд которых в наибольшей степени определяет динамику развития фирм, в том числе в научно-технологическом аспекте; сформировать во всех отраслях и сферах экономики объективную основу для реализации принципа равной оплаты за равный труд

независимо от форм собственности и методов хозяйствования.

Таким образом, сложившаяся в Республике Беларусь система регулирования заработной платы в полной мере адекватна механизму регулирования оплаты труда в странах с развитой рыночной экономикой, в том числе в высокоразвитых европейских странах. Наиболее актуальным для постсоветского пространства, в частности, для стран Восточного партнерства, является вопрос о повышении уровня оплаты труда. Следует отметить, что последние резко отстают по размерам минимальной заработной платы от постсоциалистических стран Европейского союза (таблица 5).

Таблица 5 — Минимальная месячная заработная плата в 2010 году по некоторым постсоциалистическим странам [1]

Интеграционное объединение	Страна	Сумма в евро*
Страны Европейского союза	Польша	318,85
	Чехия	309,96
	Словакия	307,70
	Венгрия	277,77
	Эстония	277,72
	Латвия	253,75
	Литва	233,02
Страны Восточного партнерства	Россия**	102,39
	Украина	75,31
	Азербайджан	65,25
	Беларусь	63,70 (95,86 на 01.11.2010 г.)
	Молдова	62,23
	Армения	55,52
	Грузия	8,18

* В соответствии с официальными курсами национальных валют по отношению к евро на 19.01.2010 г.

** Приглашается для обсуждения некоторых местных инициатив, в частности относящихся к Калининградской области.

Как отмечалось выше, подобная проблема характерна и для «старейших» стран Европейского союза, о чем свидетельствует ретроспективный анализ. Так, в «богатых» северных странах месячная минимальная заработная плата в конце 1980-х годов колебалась в пределах от 440 до 550 фунтов стерлингов, а в «бедных» южных – от 113–118 до 230. Минимальный размер заработной платы в европейских странах по данным за 1997 г. также как и в конце 1980-х годов весьма дифференцирован. В частности, в Испании он составлял 2,94 дол. в час, в Великобритании – 5,44 дол., во Франции – 5,56 дол., в Нидерландах – 6 дол., в Бельгии – 6,4 дол. [2, с. 60]. Расширение Европейского союза еще в большей мере увеличило диапазон различий. По данным на 1 января 2005 г. – от 121 евро в месяц (минимальное значение в постсоциалистических странах) до 1467 евро (максимальное значение в наиболее обеспеченных европейских странах) [3, с. 23]. Современное состояние и различия в минимальной оплате труда наглядно представлены в таблице 6 (от максимального значения к минимальному).

В поэтапном продвижении к унификации регулирующих воздействий на сферу оплаты труда целесообразно использовать возможности коллективно-договорного механизма и опыт заключения международных тарифных соглашений. Это создаст возможность для установления справедливой заработной платы, ее обоснованной дифференциации, интернационализации стоимости рабочей силы по критерию количества и качества труда, позволит динамично продвигаться к повышению уровня жизни, унифицировать нормы трудового

Таблица 6 — Минимальная месячная заработная плата в 2010 г. в некоторых странах Европейского союза по данным Евростата [4]

Страна	Сумма в евро*	Страна	Сумма в евро*
Люксембург	1682,76	Португалия	554,17
Ирландия	1461,85	Польша	320,87
Нидерланды	1407,60	Словакия	307,70
Бельгия	1387,50	Чехия	302,19
Франция	1343,77	Эстония	278,02
Великобритания	1076,46	Венгрия	271,80
Греция	862,82	Латвия	253,77
Испания	738,85	Литва	231,70
Мальта	659,92	Румыния	141,63
Словения	597,43	Болгария	122,71

* По данным на 01.01.2010 г.

права, сформировать предпосылки для образования субъектов международного коллективно-договорного процесса [5].

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ТРАНСЕВРОПЕЙСКАЯ ПРИГРАНИЧНАЯ СЕТЬ МУНИЦИПАЛИТЕТОВ И НЕПРАВИТЕЛЬСТВЕННЫХ ОРГАНИЗАЦИЙ «ПАРТНЕРСТВО ВОСТОК – ЗАПАД»

Как известно, под трансграничным сотрудничеством (ТГС) принято понимать совместные действия, субъектов ТГС, направленные на установление, развитие и углубление экономических, культурных и других гуманитарных отношений между территориальными общинами, органами местных и региональных властей, неправительственными организациями (НПО) двух стран в пределах их компетенции, определённой национальными законодательствами каждой из стран и международными правовыми актами.

Ныне действующая система ТГС в Европе прошла длинный путь становления и развития в послевоенном мире, постепенно приобретая черты современной модели сотрудничества общин, городов и территорий. При этом сложилась и вполне логичная разница между понятиями ТГС и приграничного сотрудничества (ПГС). Последнее предполагает сотрудничество непосредственно на территориях, прилегающих и государственной границе между двумя странами.

Значение ТГС и ПГС огромно в развитии современной цивилизации, протекающем в условиях ускорения глобализационных процессов. Достаточно указать на то, что именно посредством механизмов ТГС и ПГС удалось постепенно снять напряжения и дисбаланс в развитии приграничных территорий и общин, создав тем самым предпосылки и для образования Европейского Союза (ЕС), и для качественного изменения в последние годы самих границ внутри ЕС.

Но что являет собой новая граница ЕС по географическому периметру со странами, не являющимися его членами? В частности, с шестёркой стран Восточного Партнёрства ВП – Белоруссией, Украиной, Молдовой, Грузией, Арменией и Азербайджаном?

На этот счёт в среде экспертов стран ВП мнения распределились между двумя крайними точками зрения:

1. Граница стран ЕС с Белоруссией, Украиной и Молдовой – это новый железный занавес в Европе.
2. На границах со странами ЕС активно развивается ПГС и ТГС во всём многообразии форм, а ЕС и страны ЕС финансово поддерживают такое сотрудничество.

Как всегда, истина где-то посередине между этими крайне пессимистической и вполне оптимистической точками зрения. Причём ситуация довольно разная и для различных

двусторонних границ – Белоруссии с Польшей, Украины с Польшей, Словакией, Венгрией и Румынией, Молдовы с Румынией. А начиная с середины нынешнего десятилетия ЕС уже предвидел новую ситуацию на своих восточных границах в связи со своим расширением на Восток. В результате – появились новые долгосрочные Программы - ВП и Европейский Инструмент Добрососедства и Партнёрства (ENPI), реализацию которых ныне наблюдаем.

Не подвергая ни малейшему сомнению важность и пользу программ ВП и ENPI для развития ТГС и ПГС (дареному коню в зубы не заглядывают), важно все же получить чёткие ответы на вопросы:

- В какой степени геополитика и вопросы безопасности ЕС определяют внешнюю политику и взаимоотношения с шестёркой стран ВП, включая инструменты Программ ВП и ENPI?
- Насколько «классические» субъекты ТГС и ПГС – местные органы власти, их объединения и НПО в шестёрке стран ВП и их потенциальные партнёры по ту сторону границы определяют приоритеты своего сотрудничества, поддерживаемого ЕС? Иными словами, насколько децентрализовано это сотрудничество?

Ответ на оба вопроса скорее неутешительный. Более того, возникает много новых вопросов.

Во-первых, геополитика и учёт взаимоотношений её основных «игроков» в Европе – России и ЕС являются доминирующим фактором построения политики Восточного Партнёрства ЕС, хотя Россия и не входит в шестёрку стран ВП. Зато эта же шестёрка стран ВП входит в орбиту интересов нынешней государственной власти в России как постсоветское пространство по периметру страны, несмотря на почти двадцатилетний период независимости Украины, Белоруссии, Молдовы, Грузии, Армении и Азербайджана. Таким образом, выстраивание отношений с Россией с учётом приоритетов безопасности (в том числе и безопасности поставок энергоносителей) для ЕС не может не влиять на её политику в отношении шестёрки стран ВП. Временами складывается даже впечатление, что сотрудничество ЕС и России имеет большую динамику и наполнение, нежели с приграничными к ЕС Украиной, Белоруссией и Молдовой.

На эти геополитические стены может ещё долго наткаться вектор стремления к евроинтеграции в демократических частях обществ стран шестёрки ВП. К тому же нет и внутренней консолидации обществ в странах ВП относительно перспектив вступления в ЕС, а противники евроинтеграции в качестве альтернативы указывают на различные формы объединения с Россией..

Во-вторых, в каких условиях на границе с ЕС осуществлялось и происходит и ныне ТГС и ПГС между «классическими» субъектам ТГС, к которым мы относим местные органы власти, их ассоциации и НПО? Со стороны стран ЕС (Польша, Словакия, Венгрия, Румыния) имеем постреформенные или в стадии активного реформирования национальные системы местной и региональной власти с сильным местным самоуправлением, динамично развиваемым гражданским обществом. По другую сторону границы в странах ВП системные реформы явно задержались лет на десять или, что ещё хуже, происходят псевдореформы и сдерживается развития организаций гражданского общества.

В-третьих, расширение Шенгенской зоны и визового режима до границ ЕС со странами ВП на самом деле стало равносильно опусканию нового железного занавеса между Западом и Востоком Европы, но уже со стороны ЕС.

В-четвёртых, развитие ТГС и ПГС между местными и региональными властями для стран ЕС и стран ВП, хотя потенциально и было независимым в выборе приоритетов и совместных проектов (в соответствии с Европейской Рамочной Конвенцией ТГС местных властей и общин), но в действительности определялось и по ресурсам, и по приоритетам политикой и программами ЕС, которые сменяли друг друга. В условиях, когда национальных программ поддержки ТГС в странах ВП не существовало и не существует вообще и донныне, и такая ситуация была положительной во всех отношениях. Как минимум, формировались партнёрские связи, появились новые НПО, существенно возрастали экспертный уровень и способность к разработке и выполнению всё более сложных проектов в большинстве из шестёрки стран ВП. На сегодня с уверенностью можно говорить о том, что за последние 5-7 лет в странах ВП произошли качественные изменения и количества, и уровня экспертного потенциала в приграничных со странами ЕС регионах в сфере проблематики местного и регионального развития, включая инструменты и возможности ТГС и ПГС.

С учётом этой новой ситуации целесообразно проанализировать имеющиеся общие мотивации и предпосылки для объединения усилий шестёрки стран ВП и приграничных областей ЕС с целью выработки общих позиций и выражения общих интересов во взаимоотношениях с ЕС в сфере ТГС и ПГС в приграничных регионах по обе стороны границы:

1. Мы можем и должны видеть и учитывать истинные интересы наших партнеров по ту сторону границы в ЕС и строить с ними отношения на долговременной и взаимовыгодной основе. Это путь не только от конкуренции к стратегическому партнёрству на уровне программ ЕС, но и путь использования других ресурсных источников, включая мобилизацию внутренних ресурсов общин и местные бюджеты.
2. Мы можем и должны вместе отстаивать право на выбор в пределах более широкого спектра приоритетов и возможностей в двух – и трехстороннем ТГС и ПГС, чем это диктуется нынешними тремя рамочными приоритетами программ ВП и ENPI (поддержка развития малого и среднего бизнеса; туризм и экология; совершенствование человеческих контактов).
3. На нынешнем этапе общественных трансформаций в странах ВП одним из важнейших приоритетов ТГС и ПГС может и должно стать направление **поддержки системных реформ и децентрализации власти** за счёт передачи и творческого применения опыта посттоталитарных независимых государств – Польши, Словакии, Венгрии и Румынии, наиболее близких нам странам по стартовым условиям развития демократических обществ. Без реформ в странах ВП достижения ТГС и ПГС – это точечные эффекты, оказывающие незначительное влияние на общественное и, тем более, на экономическое развитие.

Какие направления системных реформ в указанных новых странах ЕС – наших соседях важны для перенятия опыта в первую очередь? На наш взгляд, это реформы: в области

территориальной публичной власти, отвечающей Европейской Хартии местного самоуправления; регионализация, включая существенную децентрализацию развития регионов; создание предпосылок и поддержка развития полноценного гражданского общества.

Одним из наиболее эффективных подходов решения накопившихся проблем ТГС и ПГС в странах вдоль границ ЕС и стран ВП может стать **институционный**. Поэтому в 2009 году нами были выдвинуты идея и проект создания Международной трансевропейской Ассоциации приграничных местных, региональных властей и неправительственных организаций «Партнёрство Восток – Запад». Идея создания новой Ассоциации на уровне меморандума в 2009-2010 годах уже получила поддержку со стороны более 50 мэров городов в приграничных регионах Польши, Украины, Белоруссии, Словакии, Венгрии и Румынии. На очереди граница Молдавии и Румынии. В новом трансграничном сетевом объединении вдоль границ ЕС предполагается и возможность вхождения в Ассоциацию еврорегионов в качестве ассоциированных членов, что придает ей, кроме трансевропейского, и макрорегиональный характер.

Одной из главных целей создания Международной Ассоциации «Партнёрство Восток – Запад» в приграничных регионах по обе стороны и вдоль всей границы ЕС от Балтийского до Черного моря является объединение усилий общин этих специфических и проблемных регионов как для преодоления отставаний и дисбаланса, так и для интегрированного развития. С эффективным и полноценным использованием механизмов и инструментов ТГС и ПГС.

История снятия барьеров и напряжений на границах, характеризующая весь послевоенный период развития Европы, может повториться на новом витке цивилизационного развития, но уже в Восточной и Юго-Восточной Европе. И снова надежда лишь на «классические» субъекты ТГС и ПГС – местные органы власти и НПО, представляющие интересы местных общин. Эти интересы удивительно похожим образом не видны из Варшавы, Минска, Киева, Братиславы, Будапешта и Кишинёва. Тем более они не видны и не слышны в Брюсселе. Международная трансевропейская Ассоциация «партнёрство Восток – Запад» - это шанс изменить положение к лучшему: основательно и надолго.

REGIONAL POLICY IN UKRAINE AND CROSS-BORDER COOPERATION WITH THE EU COUNTRIES: LEGAL FRAMEWORK AND PRACTICE

Abstract

The key thesis of this publication is based on the ideology of the Third World Forum on Regional Economic Development (Madeira, November 2009): regional policy is no longer aims to assist the poor. This is a means of keeping states or even the European Union coherent and safe in the long term.

In this context, the role of cross-border co-operation in regional/spatial development is stipulated by its ability to mobilise and efficiently use the existing potential of border areas and to join resources of border regions of neighbouring countries to find solution to common problems and to foster co-operation within transboundary regions.

Cross-border co-operation between the border regions (oblasts) of Ukraine and the neighbouring countries may be theoretically divided into two directions:

- CBC on the EU-Ukraine border,
- and CBC in the so called “new border area” along the borderline emerged between Ukraine, Russia, Belarus and Moldova after the collapse of the Soviet Union.

The key feature of the cross-border cooperation involving the border regions of Ukraine is the high level of its institutionalisation. It is implemented in the framework of seven euro-regions: Bug, Upper Prut, Lower Danube, Dnieper, Carpathian, Slobozhanschina and Yaroslavna.

EU and Ukraine: some facts related to cross-border cooperation:

The EU is the key donor giving financial and technical aid to the South-West border regions of Ukraine (Odessa, Chernivetska, Ivano-Frankivska, Lvivska, Zakarpatska, Volynska). In 1998-2002 the European Commission through the TACIS CBC Programme granted to Ukraine 22.5 million euros. [Source: European Neighbourhood Policy. Country Report. Ukraine. Commission Staff Working Paper. – Brussels, 12.5.2004. SEC (2004) 566. COM (2004) 373 final.]

The European Neighbourhood and Partnership Instrument (ENPI), a tool of the implementation of the EU Neighbourhood Policy, is implemented in two stages:

- 2004-2006: Neighbourhood Programmes;
- 2007-2013: ENPI.

The ENPI's financial envelope for Ukraine under the National Indicative Programme 2007-2010 is 494 million euros.

The CBC Programmes 2007-2013, in which Ukraine is involved, has been approved in 2008 including:

- Hungary-Slovakia-Romania-Ukraine: € 68.640 million;
- Romania-Ukraine-Moldova: € 126.718 million;
- Poland-Belarus-Ukraine: € 186.201 million;
- The Black Sea CBC Sea basin programme: € 17.306 million.

[Source: Implementation of the European Neighbourhood Policy in 2008. Progress Report: Ukraine. Commission Staff Working Document. – Brussels, 23/04/2009. Sec (2009) 515/2.]

The legal framework for the involvement of Ukraine's border regions in cross-border cooperation is well developed and quite sufficient. It includes:

The Council of Europe acts: *European Outline Convention on Transfrontier Co-operation between Territorial Communities or Authorities* (Ratified by the Decree of Verkhovna Rada of 14 July 1993) and *European Charter of Local Self-Government* (Ratified by the Act of Ukraine of 15 July 1997).

National legislation: Act of Ukraine on Local Self-Government (adopted: 21 May 1997); Act of Ukraine on Local State Administrations (adopted: 9 April 1999); Act of Ukraine “*On Transfrontier Co-operation*” (adopted: 24 June 2004). The latter defines: the objectives and principles of the national policies in the field of transfrontier co-operation; powers of Ukrainian entities involved in transfrontier co-operation; the principles and methods of the government support to transfrontier co-operation including the national funding.

Decree by the Cabinet of Ministers of Ukraine “*On the Measures to Implement the Concept of the State Regional Policy*” (adopted: 13 Sept. 2001); Decree by the Cabinet of Ministers of Ukraine “*On Some Issues of the Development of Cross-border Co-operation and the Euroregions*” (adopted: 29 April 2002).

Bilateral agreements on co-operation and good neighbourhood between Ukraine and the neighbouring countries and special bilateral agreements on cooperation between Ukraine and the neighbouring countries in boundary regime and sectoral cooperation (e.g. trade, cooperation in the management and protection of transboundary waters etc.).

Documents outlining Ukraine's move towards accession to the EU: *EU-Ukraine Partnership and Co-operation Agreement* (signed in 1994, entered into force in 1998); *Strategy of Ukraine's integration into the EU* (approved by the President's Decree of 11 June 1998); *National Programme of Ukraine's integration into the EU* (Sept. 2002); yearly adopted *EU-Ukraine Action Plans*.

Challenges to cross-border cooperation, Ukraine - Neighbouring Countries:

External:

- Schengen visa regime;

- Visa regime between Romania and Ukraine.

Internal:

The lack of Ukraine's central Government understanding of the role of cross-border cooperation as a tool of regional development and the improvement of people's quality of life in border areas.

The lack of the Ukrainian Government's strategic vision of the objectives and perspectives of cross-border cooperation development. The same to the local government.

The national legislation of Ukraine is not in compliance with the EU legislation and practice.

Too ambitious objectives and steep expectation of the euroregions. Too big areas of the euroregions that sometimes makes cross-border cooperation within them not manageable.

The lack of governmental (both central and local) funding of cross-border projects. The Decree by the Cabinet of Ministers of Ukraine № 339 of 11 May 2005 *"On approval of the Regulations for the Evaluation and Selection of Projects (Programmes) of Cross-border Co-operation that can be funded from the National Programme of Cross-border Co-operation Development"* doesn't work.

Weakness of the institutional base of regional and local development in Ukraine.

The poor public authorities' human capacity for the management of and involvement in cross-border projects.

Poor intersectoral co-operation. Poor involvement of NGOs and think-tanks in cross-border cooperation.

Conclusion:

The aim of the national policy in the field of cross-border cooperation, as it is stated in the Act on Transfrontier Co-operation – "the creation of favorable conditions for the efficient and mutually beneficial involvement of the Ukrainian entities in cross-border co-operation, the fostering of socio-economic development of the regions of Ukraine and the improvement of people's quality of life" – can be achieved only under the circumstances of comprehensive and efficient regional policy. This policy should ensure that legal, institutional and financial tools exist. Together with a public administration reform this has to facilitate the role of local self-government and the decentralisation of public administration.

РЕГИОНАЛЬНАЯ ПОЛИТИКА В УКРАИНЕ И ТРАНСГРАНИЧНОЕ СОТРУДНИЧЕСТВО СО СТРАНАМИ-ЧЛЕНАМИ ЭС: ПРАВОВЫЕ РАМКИ И ПРАКТИКА

Современная концепция политики регионального развития, которая является доминирующей в странах ЕС, основывается на понимании того, что она (эта политика) по большей части должна ориентироваться не столько на поддержку депрессивных регионов за счет регионов-доноров, сколько на создание условий для мобилизации местного потенциала и ресурсов, усиление конкурентоспособности регионов. Этот тезис приобретает особую актуальность, когда речь заходит о пограничных регионах, которые являются отдаленными от больших административных, финансовых, деловых, научных, культурных центров своих стран, ведь понятие "периферийный" и "отсталый" во многих случаях стали восприниматься почти как синонимы.

Впрочем, "...новая региональная парадигма заключается в том, что в условиях сети пространственного развития "периферийный", "провинциальный" не обязательно означает что-то слабое, так же, как и "центральное положение" не всегда неизбежно связано с экономическим процветанием" [1]. Итак, сегодня концепция развития пограничных регионов Европы, которая рассматривается сквозь призму трансграничного сотрудничества, заключается в том, чтобы отрицательные черты периферийности превратить в преимущества.

В этом контексте место трансграничного сотрудничества в региональном/территориальном развитии определяется его способностью к мобилизации и эффективному использованию существующего потенциала пограничных регионов и территорий, а также к оптимальному объединению возможностей и ресурсов пограничных регионов и территорий двух или более стран, которые граничат, с целью решения общих проблем и решения задач пространственного развития в пределах трансграничных регионов.*

Состояние участия пограничных регионов Украины в трансграничном сотрудничестве: обзор

В Украине трансграничное сотрудничество сегодня рассматривается в двух плоскостях - как инструмент развития пограничных территорий и как фактор реализации ее евроинтеграционных устремлений.

Трансграничное сотрудничество пограничных областей Украины и соседних стран условно можно разделить на два "направления" [2]:

1) трансграничное сотрудничество, которое происходит на границе Украины с ЕС и Румынией, вступление которой в Евросоюз запланировано на 2007 г.;

2) трансграничное сотрудничество в так называемом новом пограничье, которое некоторые украинские исследователи определяют как совокупность исторических и новообразовавшихся социальных и экономических связей вдоль границ бывших советских республик, в частности Украины, России, Белорусии и Молдовы.

Для каждого из указанных "направлений" существуют разные задачи. Главной задачей сотрудничества на границе с ЕС и Румынией является преодоление последствий воплощения в советские времена концепции границы как линии распределения и усиления его контактной функции, которая, среди другого, предусматривает "недопущение проведения ...новых разграничительных линий" после расширения ЕС в мае 2004 г. Именно на этом положении делается ударение в Сообщении Европейской Комиссии для Совета и Европейского Парламента "Расширенная Европа - соседство: новая структура отношений с нашими восточными и южными соседями" [3].

Развитие трансграничного сотрудничества в "новом пограничье", наряду с задачами экономического и культурного сотрудничества, имеет еще одно - преодоление психологического дискомфорта, который возник у местных жителей территорий, ставших пограничными вследствие дезинтеграции СССР.

Сегодня трансграничное сотрудничество в обоих направлениях сталкивается с новыми вызовами, которые представляют угрозу безопасности на границах Украины, а именно: нелегальная миграция, торговля людьми, контрабанда, опаснейшими видами которой считается перевоз наркотиков и оружия.

Особенностью развития трансграничного сотрудничества на границах Украины является высокий уровень институализации. Прежде всего это касается юго-западной границы нашего государства, где сотрудничество осуществляется в пределах четырех еврорегионов - Карпатского, "Буг", "Нижний Дунай", "Верхний Прут" - при участии Одесской, Черновицкой, Ивано-Франковской, Львовской, Закарпатской и Волынской областей. В "новом пограничье" развитие трансграничного сотрудничества также имеет тенденцию к институализации: в апреле 2003 г. создано Еврорегион "Днепр", охватывающий Черниговскую область Украины, Брянскую область России и Гомельскую область Беларуси; в ноябре 2003 г. между Харьковской (Украина) и Белгородской (Россия) областями подписано Соглашение об образовании Еврорегиона "Слобожанщина".

- В Украине среди основных факторов, которые сдерживают развитие трансграничного сотрудничества, можно назвать такие:
- недооценка со стороны центральной власти трансграничного сотрудничества как инструмента территориального/регионального развития и улучшение качества жизни людей, которые живут в пограничных регионах Украины;
- ограниченность стратегического видения задач и перспектив развития трансграничного сотрудничества, как со стороны правительства, так и со стороны местных органов власти Украины, а также "отсутствие привычек общего планирования развития пограничных территорий" [4];
- мизерный уровень финансовой поддержки общих трансграничных проектов, как со стороны правительства, так и со стороны местных органов власти (за исключением обустройства пограничной инфраструктуры);

- слабость институциональной базы регионального развития, которая в пограничных регионах должна играть роль одного из движителей трансграничного сотрудничества;
- отсутствие у местных органов власти осознания того, что задача развития трансграничного сотрудничества требует от них функций координации, а не жесткого администрирования. Как следствие, к внедрению проектов трансграничного сотрудничества привлекается весьма мало предпринимателей и неправительственных организаций.

Среди факторов, которые сдерживают развертывание сотрудничества вдоль границ, эксперты также отмечают [5]: "чрезмерную амбициозность и, вместе с тем, нечеткость миссии функционирования еврорегионов на границах Украины и государств Центральной Европы, которые декларируют стремление решить общие проблемы во всех сферах общественной жизни"; низкий уровень социально-экономического развития территорий, которые являются участниками трансграничного сотрудничества, сравнительно со средними национальными показателями; разность "между уровнями децентрализации управления в странах Центральной Европы и Украине; специфику украинской правовой системы, нормы которой часто вступают в коллизию с нормами ЕС в сфере управления, предпринимательской деятельности".

Национальная нормативно-правовая база развития трансграничного сотрудничества

Участие приграничных областей Украины в трансграничном сотрудничестве базируется на довольно развитой нормативно-правовой базе. В соответствии с Постановлением Верховной Рады Украины от 14.07.1993 г. Украина присоединилась к "Европейской рамочной конвенции о трансграничном сотрудничестве между территориальными общинами или властями", которая вместе с двумя протоколами является частью национального законодательства Украины. Общие правовые основания для участия в трансграничном сотрудничестве местных территориальных общин или властей устанавливает "Европейская хартия местного самоуправления" (ратифицированная Законом Украины от 15.07.1997 г.), законы Украины "О местном самоуправлении" (от 21.05.1997 г.) и "О местных государственных администрациях" (от 09.04.1999 г.).

Частью законодательной базы Украины, которая также регламентирует трансграничные отношения, является и ряд двусторонних соглашений, в частности: Соглашение о добрососедских отношениях и сотрудничестве между Республикой Польша и Украиной от 18.05.1992 г. (приобрело силу 30.12.1992 г.); Договор об основах добрососедства и сотрудничества между Украиной и Венгерской Республикой от 6.12.1991 г.; Договор о соседстве, дружеских отношениях и сотрудничестве между Украиной и Словацкой Республикой от 29.06.1993 г.; Договор об отношениях добрососедства и сотрудничества между Украиной и Румынией от 2.06.1997 г.; Договор о дружбе, сотрудничестве и партнерстве между Украиной и Российской Федерацией от 31 сентября 1997 г.; Соглашение между Правительством Украины и Правительством Республики Молдова о сотрудничестве между пограничными областями Украины и

административно-территориальными единицами Республики Молдова от 11 марта 1997 г.

Нужно также упомянуть Указы Президента Украины "О мерах по развитию экономического сотрудничества областей Украины с сопредельными пограничными областями Российской Федерации" (№ 112/94 от 25 марта 1994 г. с изменениями и дополнениями, внесенными Указом Президента Украины от 3 июня 1994 г. № 271/94, от 9 июня 1994 г. № 287/94) и "О мерах по развитию экономического сотрудничества областей Украины с сопредельными областями Республики Беларусь и административно-территориальными единицами Республики Молдова" (№ 271/94 от 3 июня 1994 г.).

Кроме того, существует немало двусторонних соглашений, которые регламентируют сотрудничество между Украиной и названными выше государствами по вопросам режима границы, передвижения людей, транспортных средств и товаров через границы, сотрудничества между пограничными службами.

К трансграничному сотрудничеству имеют прямое отношение документы, которые определяют стратегические направления движения Украины в сторону ЕС. Это, прежде всего, "Стратегия интеграции Украины в Европейский Союз", утвержденная Указом Президента Украины от 11.06.1998 г., а также "Национальная программа интеграции Украины в Европейский Союз", одобренная в сентябре 2002 г.

Необходимость усовершенствования нормативно-правовой базы трансграничного и межрегионального сотрудничества была определена в Распоряжении Кабинета Министров Украины "О мероприятиях по реализации Концепции государственной региональной политики" от 13.09.2001 г. А 29 апреля 2002 г. было принято Постановление Кабинета Министров Украины об "Некоторых вопросах развития трансграничного сотрудничества и еврорегионов".

В указанных документах определяются такие основные приоритеты:

- укрепление конкурентоспособности украинских территорий на западной границе государства;
- строительство пунктов пересечения границы и соответствующей инфраструктуры;
- составление новых трансграничных соглашений;
- развитие сети логистических центров и центров поддержки предпринимательства;
- координация социально-экономического и экологического развития пограничных регионов;
- гармонизация законодательства Украины в указанных сферах с европейским законодательством.

24 июня 2004 г. был принят Закон Украины "О трансграничном сотрудничестве", который среди прочего определяет цель и принципы государственной политики в сфере трансграничного сотрудничества, полномочия субъектов трансграничного сотрудничества Украины, принципы и формы государственной поддержки трансграничного сотрудничества и его финансовое обеспечение.

Проблемы и перспективы развития пограничных территорий Украины сквозь призму Закона "О трансграничном сотрудничестве"

Мы не задаемся целью делать правовой анализ этого закона. Лишь укажем, что он не входит в противоречие с действующим законодательством Украины, которое регламентирует разнообразные вопросы участия местных общин и властей ее пограничных областей в трансграничном сотрудничестве.

Без сомнения, к положительным моментам закона нужно отнести четкое определение субъектов трансграничного сотрудничества (территориальные общины, их представительные органы, местные органы исполнительной власти Украины), а также его участников, которыми считаются юридическое и физическое лица, общественные организации, которые принимают участие в трансграничном сотрудничестве [6]. Последнее важно учитывая то, что, как уже отмечалось, одной из украинских реалий осуществления трансграничного сотрудничества до сих пор остаются попытки жесткого администрирования со стороны местных органов власти вместо координации усилий разных игроков. Кстати, сам закон, определяя функции субъектов трансграничного сотрудничества Украины, делает акцент именно на осуществлении ими координационных функций.

Оценивая же место Закона "О трансграничном сотрудничестве" в развитии политики регионального развития в Украине, можем констатировать, что его основным недостатком является моральная устарелость уже на момент принятия.

Можно отметить четыре основных недостатка закона.

Во-первых, он фактически игнорирует роль трансграничного сотрудничества как одного из инструментов регионального развития и не рассматривает его как составную часть региональной политики в Украине.

Во-вторых, разработчикам закона не удалось преодолеть доминирующего среди украинских органов государственной власти разных уровней взгляда на трансграничное сотрудничество как инструмент преимущественно экономического сотрудничества. В частности, общую координацию трансграничного сотрудничества законом возложено на специально уполномоченный центральный орган исполнительной власти по вопросам экономической политики. Между тем, как явление трансграничное сотрудничество намного более сложное и многомерное, охватывает намного более широкий круг аспектов жизнедеятельности жителей пограничных территорий, чем экономическое сотрудничество.

В-третьих, этот закон законсервировал существующие формы государственной финансовой поддержки трансграничного сотрудничества, а фактически ее отсутствие. В частности, в законе указано, что "государственная финансовая поддержка может предоставляться проектам (программам) трансграничного сотрудничества, которые имеют достаточную аргументацию относительно эффективного решения актуальных проблем и были отобраны на конкурсной основе..." [7]... Однако источник и механизм предоставления такой поддержки со стороны государства не определяются. Здесь следует заметить, что сегодня проекты и программы трансграничного сотрудничества, которые осуществляются в пограничных регионах Украины, большей частью финансируются международными донорами. Причем в более удобной позиции находятся пограничные регионы Украины, расположенные на юго-западной границе (сейчас это граница с ЕС и Румынией). Они имеют возможность получать финансирование со стороны ЕС через программу "ТАСИС - пограничное сотрудничество" (Tacis CBC), а, начиная с 2004 года, - в рамках "программ соседства".

На протяжении 1998-2002 гг. Европейской Комиссией по программе "Tacis CBC" Украине с целью финансирования проектов трансграничного сотрудничества, которые осуществлялись и осуществляются ныне на территориях Волынской, Львовской, Закарпатской, Ивано-Франковской, Черновицкой и Одесской областей, было предоставлено 22,5 млн. евро [8]. И здесь ЕС является наибольшим донором.

Наиболее проблемными являются сегодняшние возможности относительно финансирования трансграничных проектов и программ, которые внедряются в "новом пограничье", в частности на границе Украины, России и Беларуси. Действие программы "Tacis CBC" и "программ соседства" не распространяется на эти территории. Поэтому в условиях отсутствия финансовой поддержки со стороны государства и местных бюджетов надеяться на осуществление масштабных трансграничных проектов, которые нуждаются в значительном финансировании, пока что невозможно. Несмотря на впечатляющее, по первым итогам, начало трансграничного сотрудничества, которое продемонстрировал Еврорегион "Днепр" [9], вряд ли стоит надеяться, что в ближайшее время в его рамках смогут быть реализованы проекты, подобные многолетним проектам TACIS "Придунайские озера Украины: постоянное восстановление и защита экосистем" и "Бизнес-Инфраструктура в Одесской области - Еврорегион "Нижний Дунай". Каждый из них имел бюджет 2,3 млн. евро. Первый проект уже завершен, а второй сейчас осуществляется на территории Одесской области в рамках Еврорегион "Нижний Дунай".

В-четвертых, закон не учитывает изменения механизма поддержки трансграничного сотрудничества со стороны Европейского Союза, в частности новых инструментов добрососедства и реформирование соответствующих программ Европейской Комиссии (Phare/Tacis CBC и INTERREG) после объявления сообщений "Более широкая Европа - соседство: новая структура отношений с нашими восточными и южными соседями" (Брюссель, 11.03.2003 г.) и "Прокладывая путь для внедрения нового инструмента отношений со странами-соседями" (Брюссель, 1.07.2003 г.).

Здесь важными являются два момента. Первый перекликается с вышеизложенными замечаниями относительно состояния финансовой поддержки проектов и программ трансграничного сотрудничества со стороны государства и местной власти. Одной из основных требований относительно их финансирования Европейской Комиссией по программе "Tacis CBC" и "программами соседства" есть обеспечение самим реципиентом финансовой помощи в пределах не менее чем 20% стоимости проекта. Во многих случаях местные бюджеты не способны выделить средства на подобное софинансирование.

Второй момент связан с акцентом на применении программного подхода к развитию сотрудничества на границе расширенного ЕС и стран-кандидатов (в частности Румынии), что сделано в Сообщении Еврокомиссии "Прокладывая путь для внедрения нового инструмента отношений со странами-соседями". Речь идет о необходимости общего планирования и координации развития пограничных территорий местными органами власти соседних государств, а также внедрение принципа децентрализованной организации "программ соседства". Последний предусматривает повышение роли собственно местных органов власти в определении приоритетов трансграничного сотрудничества для той или той территории.

И здесь становятся наглядными следствия торможения административной реформы в Украине, в частности недостаточность возможностей для осуществления

стратегического планирования и координации трансграничных программ со стороны органов местного самоуправления и жесткая подчиненность местных органов государственной власти центра. И вдобавок в Украине очень ограниченный опыт привлечения неправительственных организаций, в том числе "мозговых центров", к планированию территориального развития, которое тоже ослабляет возможности для более эффективного решения конкретных проблем.

Вопреки тому, что Закон Украины "О трансграничном сотрудничестве" почти не подлежит критике с правовой точки зрения, однако он демонстрирует ошибочность региональной политики, которая осуществлялась в нашей стране и привела к фактическому отсутствию эффективных административных, финансовых и институциональных инструментов территориального развития и обеспечение конкурентоспособности украинских регионов. И сегодняшние проблемы осуществления трансграничного сотрудничества местными общинами и властями Украины является прямым отражением недостатков этой политики.

Опыт осуществления трансграничного сотрудничества центральноевропейскими соседями Украины показывает, что оно рассматривается ими как составляющая политики регионального развития. Указанные страны не постановляют специальных законов о трансграничном сотрудничестве, имея вместе с тем законы о региональном развитии. Например, в Венгрии действует Закон "О региональном развитии и физическом планировании", согласно которому был создан Национальный совет регионального развития как орган, что должен помогать правительству страны осуществлять задачи регионального развития. К его компетенции, среди прочего, принадлежат координация программ развития на национальном и региональном уровнях и разработка предложений относительно распределения бюджетного финансирования потребностей регионов [10]. Создана также вертикаль советов развития, как регионов, так и уездов с соответствующими полномочиями.

Интересным, на наш взгляд, есть и опыт Румынии, с которой Украина имеет общую границу протяженностью 638,4 км. Сотрудничество между пограничными регионами двух стран осуществляется в пределах трех еврорегионов - Карпатского, "Нижний Дунай" и "Верхний Прут".

Румынская модель реализации политики регионального развития - одна из наиболее прагматичных. В 1998 г. парламент страны постановил Закон "О региональном развитии в Румынии", согласно которому ее региональная низменность была приведена в соответствие к классификации ЕС - NUTS (Номенклатура территориальных единиц для статистических целей). Но главное то, что этот закон четко определяет финансовые и институциональные механизмы регионального развития, в частности создания Национального совета, Национального агентства и Национального фонда регионального развития, а также аналогичных учреждений, которые действуют в пределах каждого из 8 регионов развития, на которые была разделена территория Румынии [11]. Основным инструментом осуществления политики регионального развития являются агентства регионального развития (АРР), к функциям которых принадлежат разработка стратегий регионального развития и планов использования фондов, реализация программ регионального развития [12]. В пограничных регионах Румынии АРР есть одними из главных игроков на поле трансграничного сотрудничества, ведь они имеют для этого соответствующие человеческие, финансовые и материальные ресурсы. Уезды же совета выполняют собственно функции

координации и содействие. И вдобавок законодательное поле, в котором работают неприбыльные организации в Румынии, а именно в такой форме существуют там АРР, стимулирует их активность. Все это обуславливает чрезвычайную, сравнительно с украинским опытом, эффективность участия пограничных регионов Румынии в трансграничном сотрудничестве и синергетический эффект от объединения собственных ресурсов и помощи со стороны ЕС и международных доноров.

Учитывая то, что Закон Украины "О трансграничном сотрудничестве" практически ничего не прибавил к уже существующему законодательному полю, в котором осуществляется трансграничное сотрудничество местных общин и органов власти пограничных регионов нашей страны и стран-соседей, его "добавочной стоимостью" могло бы стать четкое определение механизма предоставления финансового содействия со стороны государства. Например, целесообразно создать государственный фонд поддержки проектов и программ трансграничного сотрудничества, который, в частности, был бы источником софинансирования проектов, которые внедряются по программам Европейской Комиссии. Но во время Форума Партнерств-2004, который проходил в рамках IV Экономического форума (Львов, 6-7 октября 2004 года), представитель управления по вопросам координации программ международной технической помощи и сотрудничества с ЕС и странами Европы Министерства экономики и европейской интеграции Украины указал, что нынешняя нормативно-правовая база и практика государственного управления делают невозможным такой шаг.

Впрочем, нужно отметить, что после многолетних разговоров о необходимости развития и поддержки на государственном уровне сети агентств регионального развития, которые в пограничных регионах Украины могли бы стать двигателями трансграничного сотрудничества, их создание началось и продолжает происходить стихийно, преобладающим образом без любого содействия со стороны государства. Украинские АРР и неправительственные организации, которые работают в сфере регионального и местного развития, большей частью существуют за счет получения финансирования от зарубежных и международных доноров. Тем не менее, координация деятельности агентств, как между собой, так и с органами государственной власти и местного самоуправления сейчас отсутствует. Затем в осуществлении трансграничного сотрудничества не внедряется комплексный подход к решению проблем развития пограничных территорий Украины и снижается синергетический эффект, которого можно было бы достичь при условии надлежащей координации и межсекторного сотрудничества.

Опираясь на опыт европейских стран, и прежде всего центральноевропейских соседей Украины, которые прошли путь от социалистического лагеря к членству в ЕС, можно утверждать, что изложенные выше проблемы невозможно решить фрагментарными мероприятиями. Цель государственной политики в сфере трансграничного сотрудничества, которая провозглашена в соответствующем законе - "создание благоприятных условий для эффективного и взаимовыгодного сотрудничества субъектов и участников трансграничного сотрудничества Украины, повышение социально-экономического развития регионов Украины и уровня жизни населения", - может быть достигнута лишь при условии внедрения целостной и эффективной политики регионального развития. Она должна предусматривать создание действенных правовых, институциональных и финансовых инструментов, которые в сочетании с

административной реформой обеспечило бы усиление роли местного самоуправления и децентрализации государственного управления.

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* В этой статье мы не определяем базовых понятий, в частности "пограничный регион" и "трансграничный регион". Предложенные автором дефиниции см.: Студенников И. Трансграничное сотрудничество и его место в региональном развитии // Региональная политика в странах Европы: Уроки для Украины / Под ред. С. Максименко. К., 2000. С. 138-170; Феномен еврорегионов в контексте методологии историко-региональных исследований // История Украины. Малоизвестные имена, события, факты (36. статей). К., 2003. Вип. 22-23. С. 187-201.



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РЕГИОНАЛЬНАЯ И МЕСТНАЯ КООПЕРАЦИЯ В ТРАНСГРАНИЧНОМ РЕГИОНЕ РУМЫНИЯ-УКРАИНА- РЕСПУБЛИКА МОЛДОВА.

Разнообразные контакты — экономические, социальные, профессиональные, культурные — в этом регионе имеют длительную историю, значительную интенсивность, положительный, за некоторыми исключениями, опыт.

После вступления Румынии в Европейский Союз 1 января 2007 года контакты на региональном и местном уровнях осуществляются на качественно иной политической основе — Европейской политике соседства.

После завершения своей пятой волны расширения Европейский Союз начал внедрение Европейской политики соседства (англ. European Neighborhood Policy) — новый подход по отношению к своим 16 странам-соседям, который имеет преимущество над традиционной политикой, основанной на сотрудничестве. Данная политика проявляется в рамках консолидации соседских отношений и предвидит усиление широкого сотрудничества с странами-соседями ЕС с целью создания территории благосостояния и добрососедства, а также «круга друзей» на границах Сообщества.

Европейская политика соседства (ЕПС) может быть ответом на расширения границ ЕС и на границы расширения. Осознавая, что Сообщество не может расширяться безгранично за короткое время и что, одновременно, его расширение привело уже к созданию потенциально нестабильных территорий, ЕПС пытается развить дружеское соседство и территорию долгосрочного благосостояния по отношению к соседям ЕС. Одновременно, она предвидит создание новых линий деления в Европе и продвижение стабильности и процветания на новых границах Союза. Общей целью ЕПС есть сотрудничество с странами-партнерами с целью стимулирования процесса политического и экономического реформирования, продвижения более тесного экономического понимания, стойкого развития, предоставления политической поддержки и финансовой помощи.

ЕС взяло обязательство поддержать усилия стран-соседей касательно снижения уровня бедности и создания территории благосостояния и общих ценностей, основанной на углублении экономической интеграции, более тесных политических и культурных отношениях, консолидированному трансграничному сотрудничестве та общему предупреждению конфликтов. Поддержка предвидит исполнение определенных критериев, а для более продвинутых партнеров было обещание перспективы участия на внутренних рынках и возможность ускоренного

присоединения до определенных совместных программ в отраслях культуры, образования, среды и т.д.

В контексте «усталости от расширения» ЕПС было продумано как альтернатива расширения ЕС. С другой стороны, хотя постоянно делалось уточнение, что ЕПС не является комнатой ожидания будущего расширения, она не исключает в категоричной форме новое будущее расширения в сторону Востока.

В основании ЕПС лежат как альтруистические, так и, прежде всего, прагматические цели, которые есть взаимовыгодными. В официальных презентациях ЕПС альтруистические цели выдвигаются на первый план и включают в себя: раздел пользы от расширения ЕС, что касается стабильности, безопасности и благосостояния, предупреждение появления новых линий раздела между расширенным Союзом и новыми соседями; возможности, которые открываются в следствие участия в разных инициативах ЕС, через широкое политическое, экономическое, культурное сотрудничество в отрасли безопасности.

Все-таки очевидным есть то, что логика ЕПС заключается в желании Союза поднять уровень собственной безопасности, особенно путем улучшенного сотрудничества с соседними стабильными странами, которые хорошо администрирование и имеют экономику, что развивается.

Кроме двусторонних отношений, ЕПС переделывает внимание и трансграничному сотрудничеству на границах ЕС. Трансграничное сотрудничество есть условием сохранения стабильности и экономического роста. Европейский Союз продвигает экономическую интеграцию на всех территориях, на которые распространяется его политика как средство не только экономического роста, а и как гарантия стабильности и безопасности. Даная ориентация ЕС начинается от истоков Сообщества после Второй мировой войны.

Как следствие, направление европейского трансграничного сотрудничества двоякое: предвидится, с одной стороны, усиление обменов (экономических, культурных) между странами ЕС та их соседями (Румыния – Республика Молдова, Украина, а также Сербия), а с другой стороны, существует желание региональной интеграции соседей ЕС.

Что касается восточного подхода ЕПС, то свежий проект восточного партнерства хотя и не имеет главной целью региональную интеграцию, но является инструментом, с помощью предвидится осознанный охват пространства для региональной интеграции.

Трансграничное сотрудничество по своей природе предвидит получение пользы для тех регионов, которые имеют прямую границу с ЕС, а также для приграничных территорий ЕС.

Европейский инструмент соседства и партнерства (ЕИСП/ENPI) является новым финансовым инструментом, с помощью которого ЕС оказывает поддержку Восточной Европе, Южному Кавказу и странам Южного Средиземноморья.

Начиная с января 2007 года, благодаря реформированию инструментов поддержки Европейской комиссии, программы MEDA, TACIS, а также много других были заменены единым Европейским инструментом соседства и партнерства (ЕИСП/ENPI). Создание этого инструмента предусматривало более гибкий механизм, через который ЕПС могла быть эффективнее внедрена.



Совместная операционная программа «Румыния – Украина – Республика Молдова 2007-2013 г.г.» получает европейское финансирование в период с 2007 по 2013 год при посредничестве Инструмента европейского соседства и партнерства (ЕИСП).

Программа предусматривает создание соединительного мостика между тремя партнерскими странами с целью поддержки общин приграничного региона для поиска совместных решений с подобных проблем, с которыми они сталкиваются.

При посредничестве этой программы местные органы власти и другие организации приграничного региона будут поощрены сотрудничать для местного экономического развития, решения некоторых проблем, связанных с окружающей средой, а также для подготовки к чрезвычайным ситуациям. Программа также будет поддерживать лучшую взаимосвязь между общинами приграничных территорий.

Финансирование Европейской комиссии Совместной операционной программы «Румыния – Украина – Республика Молдова 2007-2013гг.» составляет 126,72 млн. евро (на период с 2007 по 2013 год).

Программа характеризуется специфическими элементами, связанными с приемлемыми территориями, приоритетами и мероприятиями, приемлемостью заказчиков, определенных совместной операционной программой «Румыния – Украина – Республика Молдова 2007-2013 г.г.»

Распределение общего приемлемого бюджета	Общие приемлемое финансирование (млн. евро)	Финансирование INPI (млн. евро)	Национальное финансирование (млн. евро)
Итого	137,4	126	11,4
Приоритет 1. Формирование конкурентоспособной экономики на приграничной территории	62,7	57	5,7
Приоритет 2. Экологические вызовы и готовность к чрезвычайным ситуациям	49,5	45	4,5
Приоритет 3. Сотрудничество «Человек к человеку»	13,2	12	1,2
Техническое обеспечение	12	12	0

Приемлемыми бенефициарами являются местные и региональные органы власти, неправительственные организации, представительские ассоциации и организации, университеты, исследовательские институты, образовательные/методические организации.

Выбранные регионы

Основные регионы

Основной регион для операционной программы состоит из:

- Жудецов в Румынии: Сучава, Ботошани, Яссы, Васлуй, Галац и Тулча
- Одесской и Черновицкой областей Украины
- Республики Молдова

Дополнительные регионы

Включено такие неприграничные соседние территории, которые могут положительно влиять на сотрудничество в этой зоне:

- Жудец Браила в Румынии
- Ивано-Франковская и Винницкая области Украины, а также десять районов (Виньковецкий, Чемеровецкий, Хмельницкий, Каменец-Подольский, Летичевский, Дунаевецкий, Деражнянский, Новоушицкий, Ярмолинецкий и Городокский) в Хмельницкой и двенадцать районов (Тернопольский, Бережанский, Подгаецкий, Теребовлянский, Монастырисский, Гусятинский, Чортковский, Борщёвский, Залещицкий и Бучачский) в Тернопольской областях.

Дополнительные регионы будут иметь доступ ко всем приоритетам программы, но на этих территориях могут разрабатываться и внедряться только «мягкие» проекты.

Все вышеуказанные территории названы «выбранными регионами», а это означает, что только проекты, разработанные в этих областях, могут получить финансирование от рабочей программы.

Правительственные и неправительственные организации Румынии, Республики Молдова и Украины также являются приемлемыми в составе двух других программ трансграничного сотрудничества: «Венгрия – Словакия – Румыния – Украина» и Совместной операционной программы «Черное море».

Совместная операционная программа Румыния – Украина – Республика Молдова охватывает три приоритета и один дополнительный элемент – техническую помощь.

Первый приоритет: *Формирование конкурентоспособной экономики на приграничной территории.* Имеет целью улучшение экономической ситуации приграничных территорий путем поддержки диверсификации и модернизации экономики.

Второй приоритет: *Экологические вызовы и готовность к чрезвычайным ситуациям.* Имеет целью разработку долгосрочных решений экологических проблем, с которыми сталкиваются приграничные области, особенно те, которые связаны с чрезвычайными экологическими ситуациями, когда скоординированный подход является чрезвычайно важным.

Третий приоритет: *Сотрудничество «Человек к человеку».* Имеет целью содействие большему взаимодействию между людьми и общинами, которые живут в приграничных областях.

Техническая помощь. Цель технической помощи — достичь реального и эффективного выполнения Программы через подготовку, мониторинг, административную и техническую поддержку и обеспечение более широкого участия общественности.

За четыре года реализации программы «Румыния-Украина-Республика Молдова» проведена значительная подготовительная работа. Созданы органы управления программой, определены и согласованы принципы, задачи и приоритеты программы. В июле 2009 года объявлен первый конкурс проектов. Проведены встречи потенциальных партнеров. Но уже на этой стадии были допущены серьезные просчеты, которые существенно повлияли на выполнение программы. Отделения Бюро трансграничного сотрудничества в Черновцах и Одессе (Украина) были созданы осенью 2010 года через почти полтора года после объявления первого конкурса проектов. На заседании Мониторингового комитета (Бухарест, декабрь 2008 г.) их открытие было запланировано на февраль 2009 года. С таким же значительным отставанием было укомплектовано Бюро трансграничного сотрудничества в г. Сучава (Румыния) украинскими менеджерами.

Поэтому качество подготовки и проведения первого конкурса проектов по программе «Румыния-Украина-Республика Молдова» было ниже всякой критики. Особенно это касается подготовки материалов на украинском языке, проведения семинаров для украинских участников.

С другой стороны, принцип партнерства, который является одним из важнейших в реализации трехсторонней программы, содействовал расширению и интенсификации контактов местных и региональных органов власти, неправительственных организаций. Эти контакты, благодаря Программе трансграничного сотрудничества приобретают новое содержание. Созданные партнерства в большинстве случаев имеют значительный потенциал и готовы его эффективно использовать.

На первый конкурс было подготовлено и представлено более 400 проектов. Менеджеры программы, односторонне и монополично представленные румынской стороной, предприняли тенденциозно и, одновременно, прагматично попытку исключить из конкурса подавляющее большинство проектов украинских и молдавских аппликантов по административным признакам.

Основная причина таких действий состоит в разных прагматических целях старых и новых членов Европейского Союза, более или менее удачно прикрываемых альтруистическими целями. Для старых членов ЕС — финансы (деньги) ЕИСП/ENPI. Деликатность ситуации состоит в том, что деньги ENPI предназначены для поддержки стран Восточной Европы, в том числе Украины и Молдовы, а, соответственно, через программу трансграничного сотрудничества их приграничных регионов. Для новых стран ЕС предназначены структурные фонды ЕС, недоступные для стран Восточной Европы.

Пользуясь тем, что ЕС поручил администрирование программы Румынии, последняя опираясь на аргументы национального финансирования, опыта в реализации проектов делает все возможное и невозможное, чтобы направить деньги ENPI на развитие своих регионов. Может быть это и не коррупция. Может быть это только недобросовестная конкуренция.

После обращения ряда неправительственных организаций Украины и Молдовы в Брюссель и к своим правительствам с указанием на некорректные действия менеджмента проекта Бюро трансграничного сотрудничества в г. Сучава (Румыния) обратилось к аппликантам и партнерам отклоненных проектов с запросами на представление дополнительных документов. После этого они были допущены к оцениванию.

В результате оценивания проектов трансграничной программы «Румыния-Украина-Республика Молдова» по третьему приоритету и подведения итогов мониторинговым комитетом победителями стали 46 проектов, среди них 36 румынских аппликантов, 4 украинских, 6 молдавских. Финансирование распределилось следующим образом: 5,37 млн. евро или 79 % получили проекты румынских аппликантов, 0,54 млн. евро или 7,9 % украинских, 0,9 млн. евро или 13,1 % молдавских.

Прагматизм румынской стороны не вызывает нареканий. Вызывает удивление наивность и недальновидность менеджеров из Брюсселя. Не возникает иллюзий в отношении итогов конкурса проектов по первому и второму приоритетам программы. Устранившись от управления программой трансграничного сотрудничества «Румыния-Украина-Республика Молдова» ЕС поставил под сомнение достижение поставленных целей, эффективное использование ENPI в трансграничном сотрудничестве. При таком состоянии дел программы трансграничного сотрудничества окажутся шагом назад по сравнению с программой TACIS. А граница ЕС с Украиной и Молдовой станет не границей безопасности и развития, а границей недоверия и несбывшихся надежд.

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BUNE PRACTICI DE COEZIUNE SOCIALĂ ÎN COOPERAREA TRANSFRONTALIERĂ UNGHENI, REPUBLICA MOLDOVA – IAȘI, ROMÂNIA PRIN ÎMBUNĂTĂȚIREA SERVICIILOR SOCIALE

Cele mai vechi relații de bună vecinătate orașul și raionul Ungheni le are cu municipiul și Județul Iași din România. Ambele părți au conștientizat existența în regiunea transfrontalieră Ungheni, Republica Moldova – Iași, România a unui amplu potențial de cooperare reciproc avantajoasă în domeniile social, economic, cultural și ecologic. În acest context se încheie acordurile de colaborare dintre Consiliul raional Ungheni și Consiliul Județean Iași încheiate și periodic actualizate pe durata a mai bine de 16 ani, precum și Strategia de dezvoltare a Euroregiunii Siret – Prut – Nistru din care aceste două unități teritoriale – administrative fac parte. La baza acestor documente stau domeniile de cooperare transfrontalieră identificate, cu largi posibilități de completare și armonizare.

Ca urmare punerii în aplicare a acordurilor de colaborare amintite mai sus, începând cu anul 1996 în Ungheni și Iași s-au desfășurat un șir de activități cu caracter transfrontalier la care au luat parte reprezentanți ai tuturor actorilor comunitari și care au cuprins schimburi de experiență, conferințe, expoziții, târguri, misiuni economice etc.

Începând cu anul 1998, în regiunea Ungheni – Iași s-au derulat mai multe activități de cooperare în cadrul proiectelor transfrontaliere cu finanțare din partea Comisiei Europene, care au contribuit la instituirea, stimularea și dezvoltarea unor relații strânse de cooperare între autoritățile publice locale, societatea civilă și mediul de afaceri de pe ambele maluri ale râului Prut. S-a constatat că parteneriatul și cooperarea transfrontalieră constituie un instrument eficient în armonizarea mecanismelor de funcționare, de promovare a dezvoltării în toate sectoarele: administrativ, economic, social, educațional, de sănătate, ecologic, cultural. De subliniat, administrațiile publice locale, societatea civilă și mediul de afaceri ar putea contribui mai mult la cooperarea reciproc avantajoasă sub toate aspectele, cu efecte imediate sau strategice.

Ca rezultat al cooperării transfrontaliere pe multiple planuri, în regiunile de frontieră Ungheni – Iași s-au atins mai multe obiective:

- s-au stabilit parteneriate active între localități, autorități publice locale nivel I și II, instituții, organizații, mediul de afaceri, societatea civilă, cetățeni;
- s-au desfășurat activități de informare privind oportunitățile de cooperare transfrontalieră;
- s-a înlesnit transferul de experiență între parteneri, eliminându-se unele disfuncționalități între instituțiile publice, societatea civilă și mediul de afaceri;
- s-au implementat proiecte transfrontaliere de consolidare a capacității autorităților publice locale, societății civile și mediului de afaceri pentru dezvoltarea durabilă a localităților și implicit pentru gestionarea eficientă a treburilor publice;

- s-au implementat programe și proiecte transfrontaliere de dezvoltare socio-economică și de mediu.

Întrucât **îmbunătățirea accesului la serviciile sociale** a fost identificată ca obiectiv major comun pentru regiunea Ungheni – Iași, unul din cele mai importante domenii de cooperare s-a dovedit a fi cea pe domeniul social. Astfel între autoritățile publice locale, societatea civilă și mediul de afaceri din regiune Iași s-au inițiat parteneriate în derularea de proiecte și programe pentru:

- prevenirea marginalizării sociale
- găsirea de soluții de reintegrare a diverselor categorii de cetățeni: familii cu mulți copii, familii mono-parentale, vârstnici, tineri, femei, persoane cu dizabilități

În contextul îmbunătățirii accesului la serviciile sociale, Asociația Zona Metropolitană Iași, Primăriile Iași, Botoșani, Galați – România în parteneriat cu Primăriile Ungheni, Nisporeni, Hîncești, Cahul - Republica Moldova au implementat în cadrul Programului PHARE CBC - UE România - Republica Moldova 2004-2006 un proiect de succes - *Social Work for Better Life*.

La baza cooperării transfrontaliere în cadrul acestui proiect a stat inițiativa și dorința comunităților aflate la frontieră de a obține servicii sociale calitative și eficiente pentru o viață mai bună. Problema necesității îmbunătățirii serviciilor de asistență socială în regiunea de frontieră România – Republica Moldova a fost identificată în urma unor sondaje de opinie efectuate în comunitățile partenere într-un proiect transfrontalier implementat anterior *L.G.U. WEALTH NETWORK (Rețeaua APL de cooperare transfrontalieră L.G.U.)* derulat în cadrul Programului PHARE CBC - UE România - Republica Moldova 2004-2006.

Obiectivul general al proiectului social l-a constituit *obținerea coeziunii sociale pentru comunitățile din regiunea transfrontalieră România – Republica Moldova prin îmbunătățirea și activarea sistemului descentralizării serviciilor sociale și sistemului protecției sociale pentru facilitarea accesului la aceste servicii și promovarea incluziunii sociale*. Pentru atingerea acestui obiectiv major au fost formulate trei obiective specifice:

- *modernizarea procesului de descentralizare a serviciilor de asistență socială și sistemul de protecție socială și implementarea bunelor practici;*
- *corelarea curriculei și sistemului de training cu nevoile furnizorilor de servicii sociale, în special cei publici;*
- *crearea unui profil al grupurilor asistate, al furnizorilor de servicii sociale și al sistemului de protecție la nivel local*

Studiul privind dezvoltarea comunității și descentralizarea serviciilor de asistență socială efectuat a evidențiat imaginea reală a nivelului educației oferite de furnizorii de servicii sociale din regiune și ca urmare au putut fi identificate cele mai indicate mecanisme și instrumente pentru dezvoltarea serviciilor sociale.

Printre cele mai importante rezultate ale cooperării transfrontaliere în cadrul acestui proiect se înscriu:

- au fost create grupurile pentru dezbaterile problemelor privind dezvoltarea comunitară și descentralizarea serviciilor de asistență socială;
- alcătuită o baza de date cu furnizorii de servicii de asistență socială;
- creată pagini web pe site-urile partenerilor dedicată informațiilor despre schimbările produse în rezultatul activităților desfășurate;
- construite parteneriatele publice – private stabilite în sfera serviciilor sociale;

- elaborate două instrumente în sprijinul dezvoltării serviciilor sociale în comunitate (*Ghidul pentru dezvoltare comunitară și descentralizarea serviciilor de asistență socială și Manualul pentru specialiștii administrației publice în domeniul serviciilor sociale*).

Spre exemplu, grupurile de dezbateri create au desfășurat mai multe discuții asupra modelului descentralizării serviciilor sociale și de protecție la Iași și Ungheni precum și asupra corelării curriculei universitare cu nevoile serviciilor sociale și furnizorilor de servicii sociale. Un rol important l-au avut aceste grupuri și la organizarea dezbaterilor asupra implicării autorităților publice locale și regionale, cetățenilor și mediului de afaceri în parteneriate publice – private pentru servicii sociale mai bune în localitățile partenere.

Ghidul pentru dezvoltare comunitară și descentralizarea serviciilor de asistență socială a prezentat principiile care stau la baza descentralizării serviciilor de asistență socială, instrumente și tehnici de evaluare a nevoilor din comunitate, de facilitare comunitară apreciativă și de contractare a serviciilor sociale. Un capitol aparte al ghidului îl cuprinde modelele de bune practici privind serviciile sociale alternative.

Manualul pentru specialiștii administrației publice în domeniul serviciilor sociale a oferit informații privind competențele asistentului social în administrația publică, măsuri de ameliorare a situației persoanelor aflate în dificultate precum și aspecte din legislația de specialitate.

O primă măsură identificată și considerată principală este *reorganizarea și dezvoltarea infrastructurii de asistență socială*.

În regiune este nevoie de identificarea și dezvoltarea unui sistem de asistență socială care să furnizeze servicii sociale moderne, să promoveze incluziunea socială și să contribuie la reducerea sărăciei din rândurile cetățenilor. Acest lucru impune reformarea actualului sistem și construirea unor structuri regionale de asistență socială, capabile să furnizeze și să gestioneze serviciile sociale, într-un cadru de consultare efectivă a beneficiarilor și a comunităților locale.

În domeniul social, ca și în alte domenii, este mai important, mai eficient și mai ieftin să previi apariția fenomenelor și a cazurilor sociale decât să le rezolvi. Pentru o asemenea acțiune preventivă s-a propus crearea unei rețele de asistență socială la nivelul localităților, ceea ce presupune o armonizare a abordărilor din partea administrației publice și a societății civile locale, o dezvoltare și încurajare a inițiativelor care favorizează implicarea comunității în rezolvarea problemelor sociale.

Obiectivul general constă în proiectarea unei game largi de servicii și prestații sociale, accesibile, de calitate și adaptabile nevoilor individuale ale beneficiarului care să prevină, să limiteze, să combată situațiile de marginalizare socială, să recupereze și să reintegreze social persoanele aflate în situații de risc. Pentru aceasta a fost propunuse unele modele de asistență socială, echilibrate și echitabile cu un management eficient, în care beneficiarul / potențialul beneficiar se va afla în centrul sistemului. Modelele de asistență socială se pot desfășura cu respectarea unor norme de calitate stabilite pentru serviciile sociale, cu respectarea obligatorie a criteriilor prevăzute de reglementările în vigoare.

Serviciile sociale previzionate trebuie furnizate în parteneriat de către toți factorii implicați, atât publici cât și privați și se bazează pe evaluarea nevoilor personale, sunt orientate către susținerea individului și integrarea acestuia în cadrul comunității.

Potrivit legilor asistenței sociale, administrația locală poate organiza servicii comunitare (sociale și medico-sociale) adresate persoanelor defavorizate, parțial le poate finanța sau subvenționa, monitoriza și evalua potrivit unor standarde de calitate stabilite.

O nouă direcție strategică a sistemului de asistență socială ar putea contribui la transformarea regiunii transfrontaliere într-o regiune dinamică, care să ofere la standarde europene educație, siguranță, condiții decente de locuire, oportunități egale de afirmare și realizare profesională pentru copii, tineri și adulți, astfel încât fiecare cetățean să-și atingă potențialul său maxim și să contribuie în mod efectiv la dezvoltarea și promovarea culturii specifice zonei.

Prioritățile care s-au stabilit la nivelul regiunii în acest domeniu sunt următoarele:

- persoanele cu dizabilități
- persoanele vârstnice
- copii și familii aflate în dificultate
- tineri și familii aflate în dificultate

Pentru îmbunătățirea calității vieții **persoanelor cu dizabilități** din regiune s-au stabilit obiective specifice:

- înființarea de servicii comunitare alternative (case de tip familial, locuințe protejate, adăposturi temporare, centre de criză, centre de zi, centre de consiliere, cluburi, centre de terapie și recuperare) pentru persoanele cu dizabilități cât și încadrarea cu personal de specialitate potrivit tipului de serviciu oferit;
- accesibilizarea mediului fizic conform termenelor stabilite de legislația în vigoare.

Aspectul tehnic pentru atingerea acestor obiective prevede continuarea procesului de evaluare a persoanelor calității serviciilor oferite. În acest context, este indicată restructurarea instituțiilor clasice rezidențiale și înființarea de servicii comunitare alternative (de tip rezidențial și nerezidențial). Standardele de calitate impun reorganizarea serviciilor sociale.

Pentru integrarea cât mai bună a persoanelor cu dizabilități în societate, trebuie asigurată și accesibilizarea mediului fizic.

Activitățile propuse în domeniu:

- înființarea de alternative de tip rezidențial (adăposturi temporare, centre de tranzit, centre de criză, locuințe protejate, case de tip familial);
- înființarea de alternative de tip nerezidențial (centre de zi, centre de consiliere, cluburi, centre de terapie și recuperare);
- montarea și amenajarea telefoanelor publice conform actelor normative în domeniu;
- amenajarea locurilor de parcare pentru persoanele cu dizabilități;
- adaptarea clădirilor instituțiilor publice, ale celor culturale, sportive sau de petrecere a timpului liber, magazinelor și restaurantelor, sediilor prestatorilor de servicii către populație, precum și a căilor publice de acces;
- montarea sistemelor de semnalizare sonoră și vizuală pentru persoanele cu dizabilități la trecerile de pietoni, precum și a panourilor de afișaj în mijloacele de transport public și pe străzile orașului;
- achiziționarea mijloacelor de transport special adaptate pentru accesul neîngrădit al persoanelor cu dizabilități.

Pentru îmbunătățirea calității vieții **persoanelor vârstnice aflate în dificultate** din regiune au fost formulate următoarele obiective specifice:

- reducerea numărului de locuri din centrele de tip rezidențial, astfel încât acestea să corespundă din punct de vedere al calității serviciilor oferite standardelor impuse de legislația în vigoare și celor impuse de UE;
- modernizarea noilor centre pentru persoanele vârstnice (recompartimentarea lor, remobilarea, renovarea, dotarea lor cu aparate tehnice și medicale necesare unei bune

desfășurări a activității), astfel încât să corespundă standardelor impuse de legislația în vigoare și de cele impuse de UE.

Reieșind din situația nevoilor persoanelor vârstnice din regiune și a resurselor existente s-a observat că nevoile persoanelor vârstnice nu pot fi satisfăcute datorită lipsei fondurilor la nivel local, a unui număr încă foarte mic de organizații neguvernamentale care prestează servicii de asistență socială specializate în protecția persoanelor vârstnice.

Luând în considerare situațiile statistice, s-a propus organizarea, înființarea și funcționarea de servicii de asistență socio-medicală pentru persoanele vârstnice pentru ca nevoile acestei categorii sociale vulnerabile să fie satisfăcute într-un mod cât mai eficient și care să ofere servicii calitative în conformitate cu standardele impuse de legislația în vigoare.

Atât în stabilirea obiectivelor pe termen scurt cât și a celor pe termen lung trebuie luată în considerare situația persoanelor vârstnice (numărul lor, starea lor materială, starea de sănătate, numărul persoanelor vârstnice imobilizate la pat, etc.) din regiune.

S-au identificat următoarele priorități în funcție de nevoile care există în regiune:

- numărul persoanelor vârstnice (persoanelor care au împlinit vârsta standard de pensionare);
- numărul persoanelor vârstnice, care datorită stării lor fizice sau materiale nu se pot îngriji singure și au nevoie de protecție specială;
- ponderea pe care o ocupă numărul persoanelor vârstnice din totalul numărului de locuitori;
- ponderea pe care o ocupă numărul de persoane vârstnice care, datorită stării lor fizice sau materiale nu se pot îngriji și întreține singure, din totalul numărului de locuitori.

Pentru îmbunătățirea calității vieții *copii, trineri, femei aflați în fdlificultate* din regiune au fost formulate următoarele obiective specifice:

- sprijinirea autorităților locale în vederea preluării de către acestea a serviciilor locale de protecție a copilului (centre de zi, de consiliere) și a înființării altor servicii în sprijinul familiei și al copilului;
- înființarea unor adăposturi de protecție a persoanelor victime ale violenței domestice unde pe lângă consiliere socială, psihologică și juridică, victimele să poată fi extrase temporar din mediul familial violent și reintegrate din punct de vedere social;
- înființarea de centre maternale și a celor de zi;
- îmbunătățirea calității vieții copiilor aflați în dificultate prin crearea de case familiale și transferul copiilor la asistenți maternali profesioniști sau în centre de plasament de tip familial și adopție.

Cel mai vulnerabil segment al acestei categorii de tineri este cel al tinerilor care au crescut în centrele de plasament, aceștia, fiind lipsiți de un mediu optim de dezvoltare individuală, au șanse minime de reintegrare socială și profesională, comparativ cu copiii care au trăit alături de părinții lor. Aceștia întâmpină greutăți în procesul de integrare socială și profesională din cauza deprinderilor însușite în perioada de instituționalizare (tendința de izolare, probleme afective,). În momentul când împlinesc 18 ani și sunt nevoiți să părăsească centrele unde au crescut, integrarea lor în societate este posibilă doar după o perioadă de pregătire în scopul integrării sociale. Cea mai mare problemă cu care se confruntă acești tineri nu se regăsește în refuzul societății de a-i accepta, ci în incapacitatea lor de a se adapta societății.

În vederea reinserției sociale și profesionale a acestei categorii de tineri se impune implementarea unor programe de înființare a unor “centre de tranzit” destinate tinerilor care

părăsesc serviciile de protecție a minorilor și care, din cauza deprinderilor însușite în aceste centre, întâmpină dificultăți în integrarea lor socio-profesională. Ca exemplu poate servi Centrul CREDO din orașul Ungheni, destinat reintegrării socio-profesionale a tinerilor din categoria susmenționată care are ca specific de activitate evaluarea, preluarea, îngrijirea, formarea și socializarea tinerilor pentru o perioadă determinată (maxim un an), astfel încât, în urma acestei perioade de consiliere psihologică și socială, tinerii să fie apti să se integreze în societate fără a mai întâmpina dificultăți, dar acesta după faza de experiment va avea nevoie de un suport substanțial pentru menținere și extindere.

Accentuarea fenomenului de violență domestică, alcoolism, consum de droguri, însoțită de o creștere a numărului de victime, implică în mod imperios crearea unui mediu de protecție socială pentru această categorie vulnerabilă. De cele mai multe ori, se impune extragerea temporară din mediul familial violent, fapt imposibil de realizat în absența unui adăpost. Este nevoie de înființarea unor adăposturi de protecție a persoanelor victime ale violenței domestice, unde pe lângă consiliere socială, psihologică și juridică, victimele să poată fi extrase temporar din mediul familial violent și reintegrate din punct de vedere social.

A doua măsura importantă vizează îmbunătățirea și extinderea sistemului de servicii sociale. Pentru aceasta au fost formulate următoarele *obiective specifice*:

- creșterea implicării administrației și a sectorului neguvernamental în apărarea drepturilor grupurilor dezavantajate și întărirea rolului acestora în acordarea de servicii sociale;
- asigurarea egalității șanselor și a integrării sociale a tinerilor, femeilor și persoanelor cu nevoi speciale;
- înființarea și desfășurarea de servicii de consiliere destinate familiilor aflate în situații de risc, asigurarea de adăpost, hrană, asistență medicală pentru această categorie de persoane;
- dezvoltarea de noi servicii de îngrijire la domiciliu pentru persoanele vârstnice;
- îmbunătățirea standardelor de calitate a serviciilor oferite de instituțiile și serviciile alternative pentru protecția persoanelor vârstnice.

Din analiza realizată în baza studiului efectuat în regiune și a acțiunilor de promovare a incluziunii sociale asupra situației existente rezultă o amplificare a fenomenului sărăciei. Procesul de sărăcire a majorității populației s-a produs atât prin erodarea veniturilor și degradarea acumulărilor, dar și prin creșterea aspirațiilor de consum datorită contactului cu viața mondială și cu societățile occidentale. Dintre multiplele modalități de manifestare a sărăciei, excluziunea socială este procesul cu efectele sociale cele mai negative datorită paralizării capacității de redresare.

Această măsură intenționează să impulsioneze și să dezvolte cadrul instituțional al autorităților publice locale pentru a oferi servicii sociale direct sau a acționa în parteneriat cu alți agenți, organizații publice, private sau non - profit.

Activitățile din cadrul acestei măsuri sunt menite să ducă la diversificarea, extinderea și creșterea calității serviciilor sociale oferite de autoritățile locale, organisme guvernamentale și neguvernamentale astfel încât să poată beneficia de acestea un număr cât mai mare de persoane aflate în situații care necesită intervenția serviciilor sociale specializate.

Se urmărește promovarea participării persoanelor excluse social la viața culturală și socială a comunității; încurajarea lor în asumarea responsabilității comunitare; acordarea de asistență socială și servicii persoanelor aflate în dificultate.

Activitățile recomandate în domeniu:

- reabilitarea /amenajarea și dotarea unor centre de zi pentru copii și bătrâni;
- amenajarea și dotarea de centre sociale multifuncționale;
- organizarea de cursuri de formare pentru persoane aparținând grupurilor dezavantajate (șomeri de lungă durată, șomeri peste 45 de ani cu probleme economice și sociale deosebite) și aplicarea de măsuri active de ocupare specifice acestor categorii (consiliere, job -club, etc.).

Sunt de remarcat și practicile de succes care vizează serviciile sociale individualizate de chinetoterapie, logoterapie, terapie ocupațională, asistență psihologică prestate de Centrul de servicii comunitare *Casa pentru Toți* din orașul Ungheni, Moldova și serviciile de consiliere, recreere, recuperare, asistență sanitară prestate de Centrul de Reabilitare Infantilă *Penilla* din municipiul Iași, România, ca un bun rezultat al cooperării în acest proiect social.

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INVOLVEMENT OF LOCAL AUTHORITIES IN THE IMPLEMENTATION OF THE EU WATER FRAMEWORK DIRECTIVE IN EU NON-ACCESSION COUNTRIES IN THE CONTEXT OF TRANSBOUNDARY COOPERATION.

Introduction

Since adoption of the EU Water Framework Directive (WFD) in December 2000, cooperation between EU and non-EU countries in its implementation is based on a very strong political and public commitment in non-EU neighbor countries to implement integrated water resources management principles. Main tool for the implementation of the Directive is Integrated River Basin Management plan developing for Dnester and Prut rivers in cooperation with neighboring EU member state (Romania) and non-EU countries – Moldova and Ukraine. As the practices for involvement of local authorities in implementation of the EU WFD have evolved region differences in objectives, approach, styles etc have also emerged. This tends to be rooted in the past histories in the water management practices, different legal and institutional arrangements for river basin management. The goal of this paper is to foster an appreciation of involvement of local authorities in development of plans for cathment management, cooperation between authorities and identify issues they consider necessary for water planning.

Presented article is based on the results of the discussions with local authorities during the consultation meetings for identification of main water management issues related to implementation of the EU WFD in Prut and Dnester river basins. Main challenges for implementation of the provisions of the Water Framework and other EU Directives were identified as follows:

1. Development of institutional, legislative and normative arrangements for improvement of the water management practices in non-EU space
2. Cooperation of local authorities with relevant national, regional and international stakeholders for improvement of water management practices in such domains as drinking water supply, waste water treatment, sanitation, environmental protection etc)
3. Large involvement of public institutions and NGOs in preparing of the Integrated river basin management plan for the Prut and Dnester river basins and Program of measures for its implementation during years 2009-2015

For the achieving of the institutional, legislative and normative aspects for the development of the Integrated River Basin Management Plan next measures have been proposed during consultation meetings with local authorities:

- Coordination of water activities with local authorities, especially in the development of national and regional projects like “Rural tourism”, “Drinking water supply” etc
- Efficient involvement of local authorities in implementation of the provisions of Integrated River Management Plan as a tool for application of the WFD in non-EU space (border with EU) and cooperation with the river basin councils, which creation is presumed in the WFD.
- Rising of the capacities of local authorities in efficient use of financial, human and other resources accumulated in the region and attracted from different international and regional funds
- Fund rising for development of the water related activities (drinking water supply network, waste water treatment, etc) in the respective regions
- Harmonization of local development plans (infrastructure, economical development, social; aspects, etc) with provisions of the Integrated River Basin Management Plan and sustainable use of water resources, including of the technical projects in the Program of Measures
- Cooperation of local with central authorities in the development of legislative acts, standards etc for development of water infrastructure
- Clear sharing of responsibilities among sectoral local authorities in the relevant regions in the field of water management
- Attraction of local business community in the development of the water networks (drinking water supply, waste water treatment, sanitation of settlements, etc) with economical estimations and research in the field of economical studies of different aspects of water use and management.
- Development of the local political infrastructure for extension of water services in different domains of economy and social life
- Assuring of gender equity in planning and implementation process for development of the system of water management

According to the results of discussions with local authorities next research activities should be undertaken for improvement of the water management practices in Moldova:

- Précising of the hydrological situation on rivers: flows, levels, high water regime, siltation of the water bodies and artificial lakes
- Inventory of pollution sources and level of pollution, identification and quantitative estimations of the agricultural, industrial, municipal, etc hot-spots for identified river basins
- Evaluation of the impact from different pollution sources and pollutants, organizing of permanent monitoring on waste water releases, theirs' quality and quantity, especially from sugar and cannery plants
- Inventory of the ground water resources from quantitative and qualitative points. Development of proposals for conservation of abandoned boreholes and interconnection between surface and ground waters.
- Testing of new methodologies for utilization of the wastewaters and solid wastes from agricultural, industrial and municipal sectors including out off data dumps. Development of the biogas network especially in rural areas
- Development of methodology for evaluation of diffuse sources of pollution and calculation of loads reaching water ecosystems, modeling of the pollution water quality and quantity in the Dnester and Prut river basins

- Identification of the reference conditions in the river basins, identification of the heavily modified water bodies, designing of relevant monitoring programs for water quality and quantity
- Analysis of financial resources and mechanisms needed for the implementation of the best water practices and costs for different types of water use (drinking, industrial, agricultural, fisheries, etc)
- Estimation of hydropower, navigation (lower part of the Prut and Dnester rivers), recreation, fishery etc potentials of water ecosystems
- Development of educational programs for Universities and schools, development of tool box on implementation of the plans and best water practices
- Evaluation of economical aspects of the water supply and commitment of local population to pay for different types of water services
- Economical studies in regard to water management planning (irrigation, tourism, drinking, industrial etc)

European Union Water Framework Directive presumes creation of the River Basin Councils. Local authorities proposed next issues in order to assure effective cooperation between local authorities and basin councils:

- Identification of main functions of local authorities, which could contribute to the activities of the river basin councils and development of the reciprocal (local authorities and river basin councils) information exchange system
- Harmonization of local development plans with the provisions of the WFD, creation of common groups (local authorities, experts and river basin councils) for implementation of plans in relevant region
- Involvement of local authorities and experts in the implementation of the Integrated River Basin Management Plan on relevant territory, organizing of annual conferences of local authorities, experts, NGOs with the Basin Council
- Cooperation of local authorities and experts on regional level (transboundary cooperation, neighboring regions etc) with the Basin Councils
- Logistical and transparency assurance of Basin Councils activities in the region
- Cooperation in development of the nature protected zones network and control on the implementation of the legislation on protected areas
- Facilitation of the development of local conventions for cooperation between local authorities and river basin councils
- Active involvement of local authorities and experts in elaboration of programs for implementation of the Integrated River Basin Management Plans and possible co-financing of the implementation of certain activities
- Development of the alarm emergency system and involvement in the development of the ad-hoc measures. Launching of the working groups near local authorities for supporting of Basin Councils activities.

Regional local authorities outlined necessity in preparatory work for development of the Integrated River Basin management plan. Another issue outlined by them was preparing in cooperation with authorities from river basin countries, of main tasks and responsibilities for the activities of the river basin councils, which have to be developed in cooperation with central, local authorities and NGOs (Moldova, Romania and Ukraine). Development of recommendations and their implementation needs elaboration of agreed tools, mechanisms, creation of relevant institutional structure in all countries. All these issues should also be presented in the integrated river basin management plan.

Reflections and implications.

The lessons learned from consultation meetings highlighted recent developments in commitment to strength institutional arrangements for capacity building in river basin management. One of the most important, they demonstrated different ways that scientific process is not enough incorporated in integrated water resources management as well as regional cooperation in this domain. Both Prut and Dnester rivers examples illustrate urgent necessity in development and implementation of management plans for their basins and insufficient relevant experience in this domain on local level.

Consultation meetings also pointed to the conclusion that river basin management projects should incorporate a scientific process of stating different methodologies at all stages of plans implementation are likely to be more effective and efficient in a long term perspective (2010 – 2015). Consultation meetings approach is capable of identifying the most effective opportunities for involvement of local authorities in river basin management and planning. These opportunities will inevitably be better to adapt to changing environmental conditions or societal expectations.

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EXPERIENCE OF THE REPUBLIC OF MOLDOVA IN CROSS-BORDER COOPERATION PROJECTS

Abstract

This article addresses a new and current area of international relation of the Republic of Moldova- cross-border cooperation and associated projects with it. The article is structured to provide answer to questions about benefits and opportunities of cross-border cooperation; funding mechanisms, problems concerning cross-border cooperation and projects implementation, necessary steps to improve project implementation and harnessing the allocated resources in this purpose.

General Overview

Republic of Moldova is a state situate in south-Eastern Europe between two large European countries – Romania (west) and Ukraine (east). The border with Romania is almost entirely on the Prut river and a very short distance of the Danube. Republic of Moldova has outlet to the Black Sea (through access of the Danube river on a strip of 600 m at its southern end). With the collapse of the Soviet Union, Republic of Moldova became an independent state on august 27th and member of United Nations.

Republic of Moldova has made considerable efforts to establish international relations by adhering to the most important political and economical international bodies and organizations, and by signing bilateral agreements with different countries. The territory of the country is 33,846 km². The population estimated in 2008 – is about 3,424 million (with Transnistria 4,26 million). Approximate 45% of them live in urban areas. Capital Chisinau has over 750.000 residents. The population of the neighbor states (Ukraine and Romania) exceeds 17 times that of the Republic of Moldova.

Being a small country, with limited natural resources, Republic of Moldova can't develop its economy than joining the European and global economic structures. Most districts of the country are located near the border of one or both countries, and this explains the eligibility of the entire Moldavian territory (including Transnistria) in the program of cross-border cooperation promoted by the European Union in this area.

In Republic of Moldova, the mechanism of cross-border cooperation in various forms works efficiently, ***their advantages are undeniable:***

1. boost of the economic and trade relations between partner states;
2. promoting cultural, artistic, scientific exchanges, the contacts between persons and human collectivities, cooperation in the environmental field;
3. ensure quick and efficient systems of communications and transport, development of cross-border relations in various fields.

Current situation of the cross-border region doesn't represent the amount of the problems which have the parties, but the multiplication of the opportunities that were lacking by border separation. So, although the main socio-economic performance and of infrastructure are modest on both sides of Prut river, the value of the natural resources and those cultural-

historical open new cross-border cooperation opportunities in the environmental, cultural, tourism, small manufacturing industry, trade field etc.

Border cooperation activities in Euroregions are supported by a range the trilateral and bilateral agreements, treaties and protocols between Republic of Moldova, Romania, Ukraine as well as bilateral agreements between local authorities (regional) in the Republic of Moldova, Romania, Ukraine.

At once with the political and socio-economic changes the cooperation has intensified, based on the following *factors*:

- Local and regional experience, NGO's from Moldova in developing and managing joint border projects with partners like Ukraine and Romania.
- Border areas are uniform in terms of language, tradition, customs community.
- The current Government willingness to integrate into the European space and actions carried out throughout September 2009 to August 2010.
- Favorable geographical position between East and West geopolitical interests.
- Access to EU funds through the three programs for which RM is eligible.

Republic of Moldova participation within Euroregions

Creating *Lower Danube, Upper Prut and Siret-Prut-Nistru* euroregion is important tools to enhance border cooperation in various areas between administrative-territorial units of Moldova's border with similar structures in Romania and Ukraine. Although they were constituted at a difference of three and respectively four years, the three regions have achievements in creating the organizational framework and implementation of large cooperation projects.

Lower Danube Euroregion

Functions based on the Convention signed on August 14, 1998. Lower Danube Euroregion Council Presidency, Governing Body of the Euroregion, is owned by Galati County Council for a period of two years (December 2009 - December 2011).

Under the agreement establishing, Lower Danube Euroregion has the following members:

- Republic of Moldova - Cahul and Cantemir districts
- Romania - Galati, Braila and Tulcea districts
- Ukraine - Odessa region

Population - 4 mil. persons. Territory-53,3 thousand km.p

The main purpose of setting up the Lower Danube Euroregion is to promote cross-border cooperation in the Lower Danube basin region.

Areas of cooperation as part of Euroregion are: ecology; economic relation; infrastructure works; demographic; social; natural disasters and crime combating.

Financing activity is ensured by the parties in equal shares. Financial resources needed to function the Euroregion are provided by the local government or their own or taken from other sources. The amounts allocated are kept in special accounts. Budget execution is controlled by the Audit Commission.

Lower Danube Euroregion is one of the most active forms of cooperation.

Upper Prut Euroregion

The idea of founding has been entered, the Romanian side's initiative. On September 22, 2000, was signed in Botosani, Agreement establishing the "Upper Prut" Euroregion.

"Upper Prut" Euroregion has the following members:

- Romania - Botosani and Suceava districts
- Republic of Moldova – mun. Balti, Briceni, Edinet, Riscani, Glodeni, Falesti, Singerei, Donduseni, Ocnita districts

- Ukraine – Cernauti region

Population - 2.9 ml persons. Territory- 28,9 000km².

The main purpose of establishment is to expand existing links and to promote the development of cross-borders cooperation of the territorial-administrative units States, for to ensure sustainable development of the region within the overall European integration process.

Areas of cooperation as part of Euroregion are: economic relations; cross-border infrastructure development; ecological security and environmental protection; science, education and training, culture and sports, relations between NGOs; public health care and tourism development.

For Euro-financing activity, Euroregion Council adopted annually decision, under which each member of Euroregion provides local budget expenditures amounting to 5000 USD. For financing specific projects and programs from different sources Euroregion members create special funds.

Siret-Prut-Nistru Euroregion

Following a joint initiative of the respective County Councils of Romania and Republic of Moldova, on September 18, 2002 in Iasi, was signed the Euroregion Siret-Prut-Nistru Protocol of the cross-border cooperation. Euroregion constitution was meant to accelerate the process of transformation of these two states, Romania and Moldova in partner countries through their cooperation with border regions of EU or Central and South-East and mission to achieve a high level of development and implementation of EU funding programs.

Siret-Prut-Nistru Euroregion has the following members:

- 2 county from Romania – Iasi and Vaslui
- 18 districts from Republic of Moldova – Anenii Noi, Basarabasca, Calarasi, Cinislia, Criuleni, Dubasari, Floresti, Hincesti, Leova, Nisporeni, Orhei, Rezina, Soroca, Straseni, Soldanesti, Telenesti and Ungheni.

Population -2.8 ml persons. Territory - 26,4 th. km²

Areas of cooperation as part of Euroregion are: economic relation; cross-border infrastructure development; relations between NGOs; education and training; culture and sports; public health care and tourism development; science

Financial resources needed function the Euroregion are provided by the parties in equal shares by the local budget or another own sources or taken. Euroregion budget consists of: dues, sponsorships, donations, publicity contracts etc.

Cross-border projects involving the Republic of Moldova

Cross-border projects have great importance and impact on local communities in the border area. Until now, in the Republic of Moldova have been implemented many such projects. Therefore we can say that there is some experience and institutional memory in this respect. Donors were different in the size and the manner of funding to address issues of data – local authorities of level I and II, Government, European Unions' programs, Soros Foundation, UNDP, World Bank etc.

Thus, *in the terms of how they approach*, the projects can be divided into two broad categories:

- 1) Software, primarily aimed to strengthen human capacity in the public administration, business associations and, taking the best practices in various areas of public interest, increase transparency and public information, improving administrative management, computerization of public services etc.
- 2) Hard – focus on projects aimed to improve physical infrastructure through the construction, reparation, refurbishment and modernization, reconstruction of the different objectives of social and economic development.

Depending on *the size*, cross-border projects are divided into three types:

- 1) Small – up to 200 thousand euro, that provides local authorities to resolve problems with local and regional cross-border impact.
- 2) Middle - from 200 thousand to 1mln.euro, projects that have a strong regional impact.
- 3) Large – over 1 million euro, which have a regional and national impact, preponderant focused on major problems, such as: improving the physical infrastructure of strategic importance (water/sewer systems, electricity and gas, roads, that allow connection between 2 or 3 countries, prevention systems of emergency situations in the border area, reconstruction of border crossing points in Unghnei, Giurgiulesti).

In table 1 are given some examples of cross-border projects with the participation of various institutions of the Republic of Moldova, Romania and Ukraine. These projects have been focused on cross-border problems, having different approaches in their implementation. This was due to the specific application guidelines, program funding and initiatives, partnerships between applicant and project partners.

Table 1. Cross-border projects with the participation of institutions and authorities of the Republic of Moldova

#	Project Title	Applicant	Partners	Year	Programme, BudgetEuro
1	Development of tourist routes in the cross-border area Nisporeni-Prut	District Council Nisporeni	District Council Hancesti, County Council Iasi, Vaslui ADTM, NisAgroinform	2008-2010	PEV MR 293.428
2	Care and Support Centre for solitary elderly persons "Home"	District Council Soroca	Centrul „Impreuna” v. Giurcani LC Gagesti, Vaslui	2008-2010	PEV MR 300.000
3	Cross-border cultural activity - the premise of sustainable cooperation	District Council Stefan-Voda	Local Council Festelita, Bucecea, Botosani, Perieni, Vaslui District Council Causeni	2008 – 2009	PEV MR 325.860
4	Household waste management in Leova city	CL Leova	County Council Iasi BCI	2007	TACIS TCAS 185,856
5	NGO participation in a representative democracy	CED Timisoara	INRECO Cross Border Cooperation Agency Renee	2006-2007	32 400
6	Strengthening cross-border cooperation in the Euroregion “Lower Danube”	INRECO	CCI Galati Fund for Supporting Entrepreneurship of Ismail	2006	Soros Fund, 42 000
7	Preventing human trafficking	Leova District Council	InReCo	2006	CE 59,142
8	Creation and strengthening the Department of Cross Border Cooperation within Leova Mayoralty	RDA Leova	Local Council Leova, BCI	2004	TACIS CBC 58,467
9	Strengthening Capacity of Cahul Regional Development Agency	Cahul County Council	County Council Galati, BCI	2003	TACIS CBC 58,467

Source: made by author based on information collected from the institutions applied to projects.

European Neighborhood and Partnership Instrument 2007-2013 for which RM is eligible

Since 2007 the EU launched a series of CBC programs in the new European Neighbourhood and Partnership Instrument (ENPI) 2007-2013. Moldova is eligible for participation in the following border and Trans national cooperation programs funded by under European Neighbourhood and Partnership Instrument:

1. South Eastern Europe Trans national Cooperation Programme 2007-2013
2. Joint Operational Programme Romania-Ukraine-Moldova 2007-2013
3. Joint Operational Programme for Black Sea Basin 2007-2013.

1. The South Eastern Europe Trans national Cooperation Programme 2007-2013

The program covers 16 countries in Southeast Europe in different legal relations with the EU:

- Three Member States: Austria, Greece and Italy
- Five new Member States: Bulgaria, Hungary, Romania, Slovenia, Slovakia
- A state candidate: Croatia
- A state with candidate status with which were not started negotiations: former Yugoslav Republic of Macedonia
- Four potential candidate countries: Albania, Bosnia, Montenegro and Serbia
- Two countries with which EU has special relations: Moldova and Ukraine

Overall *objective* of the program: Creating partnerships in areas of strategic importance with a view to improve territorial integration, economic, social and contribute to cohesion, stability and competitiveness.

Program Budget: ERDF budget is only for member states over a period of seven years and is 206.7 million Euro. Project submitted by Moldovan partners will be funded by ENPI Interregional Programme. For the participation of Moldovan and Ukraine partners to the first and second auction, activities will be covered by the ERDF worth up to 10% of the project budget.

Eligible beneficiaries: public institutions and equivalent structures (Ministries, County Councils, Local Councils, NGOs, Regional Development Agencies, other agencies and authorities, associations, universities, research institutions etc.)

Priorities and measures:

- Facilitating innovation and entrepreneurship: development of technological and innovation networks; developing an environment for innovative entrepreneurship; improving the framework conditions and opening the way for innovation.
- Environmental protection and improvement: improving integrated water management and flood risk prevention; improving prevention of natural hazards; promoting cooperation in management of protected areas; promoting renewable energy and resource efficiency.
- Improved accessibility: improvement planning in primary and secondary transportation networks; developing the mitigation strategy of “digital divide”; improving framework conditions for multi-modal platforms.
- Developing sustainable growth areas: approach crucial problems affecting metropolitan areas and regional settlement systems; promote a balanced pattern of areas with potential in terms of their accessibility and attractiveness; promoting the use of cultural development

2. The Joint Operational Programme Romania-Ukraine-Moldova 2007-2013

This program receives funding in 2007-2013 through the European Neighbourhood and Partnership Instrument. The program aims to create a bridge between the three partner states, with the support of communities in border areas to find common solutions to similar problems that they face.

The eligibility area of the program is:

- Romania: Botosani, Galati, Iasi, Tulcea and Vaslui districts.
- Republic of Moldova: whole territory.
- Ukraine: Odesa and Cernauti regions.

Programme's objectives:

1. Stimulating the development potential of the border area.
2. Improving socio-economic situation and the environment.

The total budget for the three participating countries is shared 126 million euros for a period of seven years. Participating states in the program must provide 10% of funding, at project level. The value of a project can vary between 30.000 and 3.000.000 Euro.

Eligible beneficiaries: local and regional authorities, NGOs, chambers of commerce, universities, research institutions, educational organizations, associations and representative organization.

Priorities and measures:

- Priority 1: Towards a more competitive border economy: improving the productivity and competitiveness of the region's urban and rural areas by working across borders, cross-border initiatives in transport, border infrastructure and energy.
- Priority 2: Environment Challenges and Emergency Preparedness: addressing strategic cross-border environmental challenges including emergency preparedness; water supply, sewerage and waste management
- Priority 3: People to People Co-operation: local and regional governance, support to civil society and local communities; educational, social and cultural exchanges.

3. The Joint Operational Programme for Black Sea Basin 2007-2013

Program area consists of the following regions: some regions of Romania, Bulgaria, Greece, Turkey, Russia, Ukraine and whole territory of Moldova, Georgia, Armenia and Azerbaijan.

The program's overall *objective* is to support sustainable economic and social development in the Black Sea Basin regions, based on solid regional partnerships and close cooperation.

The total budget of program is 18.862.000 EURO (17.035.000 EURO ENPI and 1.557.000 EURO national co-financing). Participating states in the program must provide 10% of funding, at project level. Funding is reimbursable, competitively awarded, in the context of public calls for project proposals.

Eligible beneficiaries: regional and local authorities, development agencies, environment and tourism, chambers of commerce, NGOs, educational and cultural institutions.

Priorities and measures:

- Priority 1: Supporting cross border partnerships for economic and social development based on common resources
 - Measure 1.1: Strengthening accessibility and connectivity for new intra-regional information, communication, transport and trade links
 - Measure 1.2: Creation of tourism networks in order to promote joint tourism development initiatives and traditional products

- Measure 1.3: Creation of administrative capacity for the design and implementation of local development policies
- Priority 2: Sharing resources and competencies for environmental protection and conservation: Measure 2.1: Strengthening the joint knowledge and information base needed to address common challenges in the environmental protection of river and maritime systems; Measure 2.2: Promoting research, innovation and awareness in the field of conservation and environmental protection for protected natural areas; Measure 2.3: Promotion of cooperation initiatives aimed at innovation in technologies and management of solid waste and wastewater management systems
- Priority 3: Supporting cultural and educational networks for the establishment of a common cultural environment in the Basin: Measure 3.1: Promoting cultural networking and educational exchange in the Black Sea Basin communities.

Problems and challenges of cross-border cooperation

Cross-border cooperation with the participation of administrative-territorial units of the Republic of Moldova faces with a number of problems and difficulties:

- Lack of local financial resources for co-financing projects.
- Low capacity of local governments in development and management of cross-border projects.
- Low level of concrete results from initiatives Euroregions. In this chapter we can say that members of Euroregions don't involve practically in their initiatives.
- Limited experience in the development of partnerships between NGOs, LPA and business sector.
- Low level of concrete results of Euroregion's initiatives
- Lack of an efficient integrated system for surveillance and environmental factors.
- Aging and decreasing population trend (migration due to economic situation) leads to hinder economic development and promotion of traditional culture.
- SME sector and underdeveloped services. It is important that SMEs should be encouraged and supported by programs and public authorities where possible the development, particularly through trade and cross-border cooperation.
- Low levels of GDP and income causes low dynamic of local markets and that, increasing global competition threatens traditional markets.
- Lack of motorways connecting the border zones. Promoting a sustainable transport system that will facilitate the transport safely, fast and efficient for people and goods with a level of services to European standards, at national, European level, between and within regions.
- Low access to energy resources in many rural areas. Need for imported electricity is much more acute in Moldova, which is a major importer of electricity. An example of cross-border cooperation is building of pipeline between Cernivtsy and Siret.
- Lack of effective integrated monitoring of environmental factors. Border cooperation should be intensified at all levels for conservation and environmental protection, including prevention of natural hazards (floods, erosion) and technological (air and water pollution, chemical spills etc.) and develop joint activities of response in emergency situation.

Border cooperation opportunities

Through cross-border cooperation programs, Romanians, Ukrainians and Moldovans will be motivated to develop new business contacts to exchange information and benefit from new facilities of accessibility to the border. They will be motivated to cooperate in case of

flooding, protecting natural resources and tourism development. Thus, border areas will be more attractive to people who live and work here and for foreign investors.

The border cooperation opportunities are:

- Euroregions may have a principal role in developing regional plans or strategies in the cross border region
- Cities must have an important role in the development process
- Potential of SMEs operating in the tourism sector should be exploited and developed
- Universities in border area can create necessary prerequisites for future networks to stimulate innovation and research
- EU funds available to address road, railways and border crossings infrastructure
- Increased interest in cross-border cooperation on common environmental problems issues including emergency preparedness.

Development of cross-border cooperation through projects

In order to resolve problems and build upon opportunities that are offered in the future it is necessary to act in the following areas:

- Elaboration of common development strategies and strategic projects in each Euroregion.
- Organization of forums, exchanges and seminars for raising the overall development level of NGOs and the LPA, fundraising.
- Joining forces of non-profit organizations and building coalitions for developing cross-border cooperation.
- Create a database of potential partners and create a system of exchange.
- Create a common information system (in each Euroregion) including information on all non-profit organizations, announcements on competition for grants, informational resources, project results and so on.
- Development and implementation of clusters (network and industrial groups) within the info-analytical and training services.
- Development of tourism infrastructure, strengthening of interaction between its separate elements.
- Harmonization of legislation in countries-part of the Euroregion (especially customs law, simplifying procedures for issuing visas)
- Implementation of duplicate channels in the system of issuing visas.
- Informing the public about the work of customs officers, customs regulations and tariffs.
- Establishment of informational system to obtain information on customs regulations, tariffs, rules of crossing the border in the online mode.
- Organizing public information on customs checkpoints in Euroregions' spoken languages.

Conclusions

Cross border cooperation is a complex area of public policy interventions that is based on implementation of various initiatives and projects. The success of cross-border projects depends on different factors: 1) evolution of Moldova's relationship with the European Union; 2) the initiatives launched by the authorities and other social actors in project implementation; 3) the extent and capacity of public authorities and NGOs in harnessing resources for projects implementation.

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THE IMPACT OF THE COMPETITIVENESS OF THE INDUSTRIAL CLUSTERS IN REGIONAL DEVELOPMENT AND CROSS-BORDER COOPERATION

The present article studies the issues of increasing the competitiveness of specific countries within the context of the regional European integration. Effective solutions to this problem are the cluster type structures that ensure the sustainable development of the border regions in neighboring countries. Furthermore it discusses the issues of the interrelationship between the development of the cluster type structures and the increase of the global competitiveness index, as well as the management of the innovational environment under the European Neighborhood Policy.

Key words: cross-border cooperation, competitiveness, cluster formations, innovational environment, innovational process.

European Neighborhood Policy is a new approach of the European Union (EU) towards bordering countries having as a goal the strengthening of their relations in order to create a prosperous region at EU borders. Furthermore this policy aims at offering EU neighboring countries, Republic of Moldova being one of them, the possibility of a closer economic cooperation with EU and its closest neighbors. Taking into consideration Moldova's strategic objective towards the integration into European economic and political space, the European Neighborhood Policy is fundamentally important in the conceptual plan of our country, as it offers the possibility to use various European tools in order to achieve a sustainable regional development.

During the last decade, international practice shows that the clusters – groups of interdependent companies, functioning in the same area and working in related fields - have an increasing role in ensuring the country's or region's economic competitiveness. A more accurate definition of a cluster and its influence on competitiveness is given by Professor Michael Porter, a well-known authority in the field of management – “a geographic concentration of interconnected companies of specialized suppliers, services providers, firms working in related fields, and institutions associated with them (for example, universities, standards agencies, trade associations), that compete, and cooperate at the same time, in the same area of activity” [2].

In its economic essence, the cluster is a regional association of companies that complement each other. In the EU, the cluster policy is being successfully conducted for more than two decades, due to the significant funding and support from the state. Furthermore the clusters have become an integral part of the regional policy in the United States, China and other countries. As international experience shows, the businesses united into a single cluster system are capable of fast economic growth, leadership in the domestic and foreign markets, creation of new jobs with high added value and rapid technological progress. Typically, the business-based clusters, particularly in the EU, are transnational corporations that have extensive economic relations. At the same time, the core of the cluster integration can be

formed by national corporations, as it can be noticed in mechanical engineering and garment clusters in Italy.

Going beyond the national economic space, the clusters ensure an economic cooperation between two or a group of countries on a qualitatively new level. In the globalization context, appears the necessity of forming clusters on the basis of domestic as well as on cross-country economic business models. Therefore, the formation of cluster groups in the border regions of several countries expands the area of economic cooperation, as the target database can be created in one or several countries, and such a cluster could include businesspersons from other regions and countries.

Summarizing the international experience, it can be noted that in contrast to classical forms of economic interaction, the cluster type structures in the border regions of individual countries is generally characterized by the following features:

- *The presence of one or several companies – the leaders (from one or other neighboring countries) who determine the long-term joint management, innovational and other strategies for the entire economic system in the border area;*
- *Territorial localization of the bulk of the companies (businesspersons) – members of the cluster system;*
- *Sustainability of the strategic foreign economic relations within the frames of the cluster-type structures, including their cross-country and international relations;*
- *The long-term coordination of foreign relations and the cooperation of the participants in the cluster type structures within the frames of national and regional development programs, investment projects and innovation processes;*
- *The existence of joint business projects and horizontal integration, etc.*

Based on the experience of the Eastern and Central European countries, it can be concluded that the development of the cross-border cluster-type structures in the border regions determined the increase in the overall level of national competitiveness and the transition from the economic development stage based on factor driven economies to the stage of efficiency driven and innovation-driven economies.

The economic science has as an urgent task the identification of the competitiveness level in individual countries. As a national partner of the World Economic Forum (WEF), we conducted a comprehensive study in order to determine the competitiveness level of the Republic of Moldova using the WEF method and the Global Competitiveness Index calculation.

WEF defines the national competitiveness as the ability of a country and its institutions to ensure sustainable economic growth, which would be stable in the mid terms. The existing studies show that the countries with high rate of national competitiveness, as a rule, provide a higher lever of prosperity for its citizens. The main indicator – the Global Competitiveness Index is composed of 113 variables that describe in detail the competitiveness level of countries at different stages of economic development. The statistics from the public sources as well as expert opinions (surveys of the top managers of the national companies) are the informational basis for the index calculations. All variables are grouped into 12 benchmarks which determine the national competitiveness:

1. Institutions
2. Infrastructure
3. Macroeconomic environment
4. Health and primary education
5. Higher education and training
6. Goods market efficiency
7. Labor market efficiency
8. Financial market development

9. Technological readiness
10. Market size
11. Business sophistication
12. Innovation.
- 13.

According to WEF information, Switzerland was on the top of the 2010-2011 ranking in the Global Competitiveness Report, which took the first place in the last year's ranking as well (Table 1); followed by Sweden and Singapore, the second and third places, respectively.

Table 1: The Global Competitiveness Index 2010-2011 rankings and 2007-2008 comparisons

	The Global Competitiveness Index 2010–2011		The Global Competitiveness Index 2007–2008	Rank differences
	Rank	Score	Rank	Изменение
Switzerland	1	5,63	2	+ 1
Sweden	2	5,56	4	+ 2
Singapore	3	5,48	7	+ 4
United States	4	5,43	1	- 3
Germany	5	5,39	5	0
Japan	6	5,37	8	+ 2
Finland	7	5,37	6	- 1
Netherland	8	5,33	10	+ 2
Denmark	9	5,32	3	- 6
Canada	10	5.30	13	+ 3
....				
Romania	67	4,16	74	+ 7
....				
Ukraine	89	3,90	73	- 16
....				
R. Moldova	94	3,86	97	+ 3

Source: The Global Competitiveness Report 2010-2011

In the recent years United States fell three places and now occupy the fourth rank. This change of positions for the United States is due to the weakening of the financial markets and the reduction of their macroeconomic stability and, consequently, the weakening of public and private institutions. Germany, which is now considered to be “the locomotive of the European area” occupies the fifth position; followed by Japan (6th Rank), Finland (7), Netherlands (8) and Denmark (9). Canada closes the top ten leading countries list. It has to be noted that EU most developed countries continue to dominate the first half of the ranking among the most competitive economies.

In 2010, Republic of Moldova modestly occupies the 94th place out of 139 countries in the WEF ranking. Nevertheless, the data in Table 1 indicates that the global economic crises had no appreciable effect on the position of the Republic of Moldova in the WEF ranking, as in 2010 the country has slightly improved its position in comparison with the year of 2007. It has to be noted that in 2010 Romania occupies the 67th position and Ukraine the 89th according to their competitiveness level. The nearest neighbors of the Republic of Moldova in

the WEF list are Georgia (93 Rank) and Jamaica (95 Rank). Among the CIS countries Moldova is on the last places in the list, only ahead of Armenia (98 Rank), Tajikistan (116 Rank) and Kyrgyzstan (121 Rank).

Let's note that the competitiveness of the Republic of Moldova continues to deteriorate in the key area of "good market efficiency". Under this indicator the country ranks 104 out of 139 possible positions, while Romania is on 76 Rank and Ukraine is on 129 Rank. In our opinion, this is largely determined by the inefficiency of the ongoing anti-monopoly policy and the burden of customs procedures.

As the studies show, the following factors affect the competitiveness in a negative way: "quality of roads" (139 Rank), "production process sophistication" (126 Rank), "university-industry collaboration in R&D" (125 Rank), "judicial independence" (130 Rank), "intellectual property protection" (118 rank), "efficiency of the legal framework in challenging regulations" (111 rank), insufficient warranty of "property rights" protection (119 rank), and during the past year these figures deteriorated. Furthermore, the Republic of Moldova was among the outsiders on the following competitiveness criteria: "financial market development" (103 rank), «affordability of financial services» (128 rank), «venture capital availability» (127 Rank), «country credit rating» (117). All the above mentioned problems stop the Republic of Moldova from stepping up and using its competitive advantages, such as relatively low level of "inflation" (17 rank), «government debt» (19 rank), «total tax rate» (32 rank), «time required to start a business» (34 rank) and «pay and productivity» (41 rank).

Figure 1: Global Competitiveness Index and Cluster Development



Source: *The Global Competitiveness Report 2010-2011*

Figure 1 shows the identified interrelationship trends between the reached competitiveness levels and cluster development for individual EU countries and those within the European Neighborhood Policy. So, in terms of cluster development, the Republic of Moldova occupies the 135th place, while our cross-borders cooperation partners occupy the 113 place (Romania) and 106 place (Ukraine). The best cluster development indicators, among Eastern European countries, were reached by Slovenia (49) and Czech Republic (41).

In our opinion, with respect to the Republic of Moldova, the establishment of cross-border cluster type structures involving Romanian and Ukrainian industrial companies will not only enhance the overall competitiveness of the entire national economy, but it will also open up new prospects for cross-border cooperation. The clustering of regional economy, as well as the appearance of cluster type structures in the border regions, in the Euro region of “Lower Danube” and “Upper Prut” will give the opportunity to solve the economic development as well as social development problems, including the reduction of poverty in the border regions. The main goal of the regional policy in the border regions of the Republic of Moldova, Romania and Ukraine should be the creation of the necessary conditions for a sustainable development and enhancement of the regional competitiveness through the formation of cluster-type structures and the development of the cross-border networking. Taking into consideration the actual conditions, the specifics of the Republic of Moldova cluster policy consists of the need for institutional, organizational and economic support of cluster cooperation, taking into account the factors of competitive advantage.

On the basis of the cluster development concept the following principles of formation of cluster policy in the border regions can be defined:

- *Multi-levelness of the cluster policy which should be implemented at various levels of government: national, regional, cross-border and micro levels;*
- *Economic stimulation of cluster-type structures (the state policy should be oriented towards the indirect methods of supporting the cross-border cooperation, rather than directly subsidizing the selected industries and enterprises);*
- *Support of promising innovative cluster-type structures (appropriately use the economic incentives, such as: loans, grants and other to support the promising clusters);*
- *Organizational encouragement of cluster-type structures (the government should help create the necessary conditions for the development of the networking cooperation and the public-private partnership).*

Based on the study of the international experience in the implementation of cluster systems, we can determine the feasibility of establishing regional cluster-type structures in the border regions of the Republic of Moldova. This is closely related to the following terms and preconditions:

- *In the face of fierce international competition, world business leaders are seeking new mechanisms in order to improve the strategic effectiveness for territorial development. Thus the clusters are a joint organizational form of consolidation of stakeholders' efforts directed at an effective use of the competitive advantages of the regional economy in the context of the increasing of the globalization economic processes.*
- *Due to the limited budgetary support, the field of regulatory impact of the public authorities on the economy of the border regions of the Republic of Moldova is quite limited, and therefore the need for international integrating structures that will contribute to the dynamic interaction of local and foreign parties of business processes. The clusters allow the regional government agencies to optimally adjust the direction of the socio-economic development of territories, predict and correct the tendencies of regional development with the help of the coordination of the interested parties' efforts.*
- *For the businesses that are active in the sphere of foreign economic relations, the barriers to entering new segments of the world goods and services market can be substantially reduced through the standardization and harmonization of the requirements within the frames of a cluster-type structure, considering the possibility of using the effect of the international scope to start the innovation and investment*

activities with the participation of foreign capital (modern international technologies, mobility and human resources training, communication networks, etc.)

- *The basis for the formation of cluster-type structures can be consisted of a pragmatic approach, implemented through the European integration programs or through special programs for the development of territories, and which consolidate the interests of national and European business, etc.*
- *Within the frames of the globalization of the world economy, the Republic of Moldova receives, as part of cross-border cluster-type structures, the access to modern management systems, advanced techniques and modern technology, promising international goods and services markets, as well as new information and knowledge.*

At this point it is necessary to emphasize the importance of the realization of national companies of the possibility to use the cluster development strategies within their own strategies. The central and local authorities have to bring to their attention the potential dangers and opportunities, as well as to support the initiatives in this field. Furthermore they are to assist in the elimination of administrative and trade barriers to cross-border cooperation by providing consulting services, as well as disseminating best practices in the formation and functioning of cluster-type industrial-innovative entities.

In the last decades, the foreign experts tend to strengthen their point of view that regions, that have territories with clusters, become leaders of national economies and their external economic relations, and the territories that have no clusters, fade into the background and often lack the most important indicators of socio-economic development.

Analyzing the international practice and the sectoral structure of the Republic of Moldova, it is possible to identify some key trends in the development of border regions, which will soon have the possibility of creation of cross-border cluster-type entities with the participation of foreign partners from Romania and Ukraine. Particularly, among the priority sectors are: *garment industry, wood processing and the production and assembling of furniture; wine and food industry; communications and transport sectors; mechanical engineering, information technologies.*

At the same time, for a better sectoral and territorial binding of cluster structures to the regional economy, the Republic of Moldova will need an integrated system of stimulation, taking into account the local needs of specific industries, of the country's large, medium and small enterprises depending on their foreign economic relations levels.

On one hand, in the Republic of Moldova, there are several factors that may contribute or impede the development cross-border cluster-type entities. The positive results of implementing the cluster approach to regional development should include: the expansion of the technological, scientific and information infrastructure; the willingness of private businesses to cooperation; the mobility in the use of local resources; the improvement of the sustainability of interregional ties; the strengthening of the foreign economic cooperation partnerships and several others.

On the other hand, the inhibiting factors in the development of cluster-type entities, in the Republic of Moldova, are the following: inadequate quality control systems of the joint businesses in certain sectors; the low development level of cross-border cooperative structures, which mostly cannot independently cope with the task of developing and implementing the priorities for the promotion of the economic potential of cross-border cooperation; lack of programmed solutions to territorial economic development; the large time intervals till the first tangible economic results, as the real benefits from the creation of cross-border cluster-type structures can only be felt after 5 to 10 years, etc.

Everything that was mentioned above calls for increased attention towards the trans-boundary systems controlling the interregional and international relations, as the successful implementation of programs to build and promote special cluster structures is only possible if

there is a regional development strategy. As international experience shows, the formation of an international cluster in isolation from the regional development strategy as a whole is inefficient and often impossible. The current world economic development shows that, at the basis of the clusters, there should be a consensus among national and foreign businesses, as well as with the regional administrations of the countries involved in the promotion of cluster-type entities.

The peculiarity of the initial stage of the formation and development of cluster-type structures in the Republic of Moldova is that, for their formation, it is necessary to establish a formal institutional structure that will coordinate the international development of cluster-type structures, and which is created with the direct participation of the Republic of Moldova enterprises and foreign firms.

The principles of the management of the cluster structures require openness and trust in business from the parties involved in order to achieve a successful joint action. *The use of the cluster approach also implies a long-term planning of joint business activities as well as the implementation of the strategic forecasting.* However, at present time the Republic of Moldova may have some problems in the development of cluster-type structures, specifically at the coordination of private and group business interests. Thus, the development of cluster-type structures in the cross-border regions as a whole and its individual elements must be performed under a general economic systems organization. However, the local public administrations should make full use of the complex international territorial business and, for its part, contribute to the creation of joint companies that will be the integration center of the cluster-type entity.

It is also assumed that the cluster-type structures will compete among themselves, both within the Republic of Moldova and in the international space, for investments for the possibility of creating the most effective and long-term business in its territory. Because of this, in the absence of the necessary resources a lot of effort will be aimed at consolidating its position in the international market segments. An association of stakeholder in cross-border territorial clusters can greatly optimize the costs and improve the productivity of their business activities. The introduction of the cluster approach allows a much more effective foreign economic cooperation. The most important thing is that cross-border territorial clusters provide the opportunity to implement joint businesses in cross-border regions, help them develop according to international cooperative strategies based on national interests, and not by intuition or by inertia.

The international experience shows that only the gathering of groups of industrial enterprises into cluster-type structures makes them operate successfully in the global competition. Currently, the large multinational companies prefer to invest in those countries and regions where clusters in specific industries already exist or at least have the prerequisites for their formation. In its economic basis, we can expect that the formation of cross-border cluster-type structures in the Republic of Moldova will attract foreign investments from large, as well as medium and small sized communities of investors, who by their nature are more mobile and flexible in terms of investment. This unification of the foreign capital and resources creates potential strategic opportunities to raise the status of the Republic of Moldova in the world markets through the cluster-type structures and, consequently, increase its participation in the international labor division.

In conclusion it has to be emphasized that, for the Republic of Moldova, the formation of individual cluster-type structures covering the territories of neighboring countries, Romania and Ukraine, could become the business model with a different organizational structure and methods of economic management. The cross-border cluster-type structures could significantly contribute to the revival of some depressed regions of the Republic of Moldova, which include small towns where unstable industries are located, as well as a significant part

of rural settlements where a few agricultural enterprises operate and constitute the backbone of their economy; and furthermore mitigate the regional inequality and the socio-economic disparities between the regions. It can be assumed that, in terms of accelerating the European integration of the Republic of Moldova *the establishment of cross-border cluster-type structures offers the opportunity to integrate the national economy into the EU and the global economy on more favorable terms, due to the dynamic rise of the entire regional economy and competitiveness.*

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RECOMMENDATION

ON EU – BELARUS, MOLDOVA, RUSSIA AND UKRAINE CROSS – BORDER COOPERATION IMPROVEMENTS

On 26 – 27 November 2010 was held in Chisinau, Moldova the “*International Expert Meeting (EM) on developing cross-border cooperation / neighbourhood programmes between the EU and Eastern European Partnership countries and Russia*” in the frame of the BRIDGE Project (2008 – 2012), which is being co-financed by the European Commission, Europe Aid. The Coordinator of the BRIDGE Project is ISCOMET-Institute for Ethnic and Regional Studies from Maribor, Slovenia. Experts from EU and four partner countries took part at the Conference.

After thorough considerations of the Conference’s topics the participants adopted the following recommendations:

1. EU organs and agencies are invited to consider the following proposals and suggestions:

- to further elaborate the cross-border cooperation in the future ENP and Eastern Partnership (EP) programmes as an important tool for the achievement of the aims of these policies and especially for creating an area of stability, peace, sustainable development and overwhelming social and economic progress on the EU external borders;
- to increase – in accordance with the above mentioned assessment - the share of the financial means subscribed to cross-border and territorial cooperation in the next financing period, probably 2014 – 2020;
- to continue with the endeavours for diminishing the negative consequences of the Schengen border regime management and of the existing visa system, which is a serious obstacle for the people to people programmes and for the development of cross-border cooperation in particular;
- to avoid the fragmentation of the EU CBC policy and the influence of historical reminiscences on the managing and execution of the programmes;
- to consider by the European Commission the initiation and promotion of joint meetings of the
- monitoring committees of the on-going ENPI CBC programs (2007-2013), for the purpose of improving the overall programs management and of avoiding mistakes and excluding potential problems;
- to ensure the equal position of regional and local communities from the ENP and EP partner countries respectively in the managing and decision making in the Euro regions along the EU external border;
- to explore in accordance with para. 16 of the preamble of Regulation EC No. 1082/2006 the ways and means for including the territorial entities from Belarus, Moldova, Russia and Ukraine in the revision of the European Grouping for Territorial Cooperation - EGTC and to include the proposals in the report of the European Commission to the European Parliament and the European Council, which is foreseen for August 2011.

2. The EU organs and agencies and the governments of the EU and ENP partner countries are invited to consider the following proposals and suggestions:

- to improve a system of the EU spatial planning in order to include the border regions of Belarus, Moldova, Russia and Ukraine;
- to include in the instruments of cross-border cooperation elements which will develop the ethnic identity of national minorities living on both sides of the border and thus mitigating their problems, eliminating the historical reminiscences and creating an atmosphere of friendship among neighbouring nations;
- to include in the EU Tempus, Erasmus Mundus, Jean Monnet, Marie Curie, Leonardo da Vinci and research programs priorities that are important for education and training of people and for researching issues related to the development of ENP and EP respectively and CBC in particular;
- to create and support the joint business info networks and institutions of innovation economy, which would serve for exchange of information, realisation of common business ideas and transfer of knowledge;
- to support the creation of cross-border networks and associations of local and regional authorities and NGOs as well of the EU and EP countries and Russia;
- to foster harmonization of legislation of the EU member and eastern partners states concerning the realisation of ENPI CBC;
- to adopt adequate measures and invest efforts for enforcing peaceful resolution of disputes, in accordance with the potential of existing EU-rules on mediation in disputes, which is a pre-condition for successful development of cross-border cooperation.

3. The governments of Belarus, Moldova, Russia and Ukraine are invited to consider the following proposals and suggestions:

- to ensure an equilibrated regional development through specific regional approaches in order to avoid the increase of social and economic differences, caused also by greater capability of more developed regions to use the EU funds;
- to build up an adequate legal framework – in the context of decentralisation - which will provide regional / local authorities with competencies regarding CBC;
- to consider and accelerate procedures for accession to the 3rd Protocol to the Madrid Convention of 2009 on establishment of European Cooperation Groupings (ECGs);
- to consider the accession of Russia and Belarus into the EU Strategy for the Baltic Sea Region of 2009.

The participants requested the BRIDGE Coordinator, Prof.Dr.Silvo Devetak and the BRIDGE Vice Coordinator, Ass.Prof.Dr. Olesea Sirbu, who was the organiser of the EM in Chisinau, to distribute this Recommendation to the EU agencies, adequate governmental bodies of the EU member states and of BRIDGE partner countries and to the managing structures of EU supported programmes on fostering effective cross-border and territorial cooperation between EU and Belarus, Moldova, Russia and Ukraine. This Recommendation was adopted in both working languages of the EM – English and Russian.

**Chisinau, Republic of Moldova,
27 November 2010**