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**“INTERREGIONAL AND TRANSFRONTIER CO-OPERATION:
PROMOTING DEMOCRATIC STABILITY AND DEVELOPMENT”**

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REPORT

**“CO-OPERATING ALONG BORDERS:
“POLICIES AND FUNDS FROM THE EUROPEAN UNION”**

by

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1. Introduction

Cross-border cooperation is one of the key elements of European policies promoting the development of economic and social activities among border regions, so encouraging territorial integration as well as a balanced and harmonious growth.

Cross-border cooperation can concern the **internal borders of the European Union** (among Member States): in this case it is part of the Regional Policy, a policy aimed to promote economic and social cohesion inside the European Union reducing the gap between the development levels among Regions.

At the same time, Cross-border cooperation concerns also the **external borders of the European Union** (among Member States and Third countries): in this case it falls under the European Union External Policy, a policy aimed, *inter alia*, to create favourable conditions for both enlargement and good relationships with neighbour countries.

The External Relation policy of the European Union looks after both European countries, namely countries geographically included in Europe but not yet Member States, and non-European countries, namely countries located along the external European borders.

So, all these countries are involved in cross-border cooperation processes through European policies. They are:

- 1) Member States;
- 2) Potential Candidate Countries;
- 3) Candidate Countries;
- 4) Countries not eligible for any of the previous categories and which don't receive any financial assistance by the European Commission, like Norway and Switzerland;
- 5) non-European Countries located on the external borders and actively involved in cooperation processes with Member States.

For the new programming period 2007-2013, such cross-border cooperation processes are promoted and financed under 3 different policy frameworks:

- (i) Regional Policy;
- (ii) Enlargement Policy;
- (iii) Neighbourhood Policy.

2. The Regional Policy of the European Union for Member States

The EU involves 27 Member States and 493 million citizens. Among these countries and their 271 regions, disparities and differences at development levels are great. These differences became more and more accentuated after the enlargement processes: following the admission of 10 new Member States in 2004 and of Bulgaria and Romania in 2007, a more incisive effort for harmonization became necessary.

Luxembourg, the richest MS, has a Gross Domestic Product that is 7 times that of Romania and at regional level differences are more accentuated making the reinforcement of social, economic and territorial cohesion and the reduction of imbalance among regions fundamental goals of the EU, as laid down by article 174 of the Treaty.

The article says:

Consolidated version of the Treaty on the Functioning of the European Union

TITLE XVIII -ECONOMIC, SOCIAL AND TERRITORIAL COHESION

Article 174 (ex Article 158 TEC)

In order to promote its overall harmonious development, the Union shall develop and pursue its actions leading to the strengthening of its economic, social and territorial cohesion.

In particular, the Union shall aim at reducing disparities between the levels of development of the various regions [...].

In order to reduce disparities among MS, the larger part of financial resources are allocated for the poorest regions in the Union. In that way these regions can more easily face their problems thus having positive repercussions on the competitiveness of the Union and on the quality of life of all Union citizens.

The Regional Policy, also Cohesion Policy, is primarily a solidarity policy aimed at transforming actual challenges into concrete opportunities able to create growth, sustainable development and more and better employment.

The Regional Policy Objectives

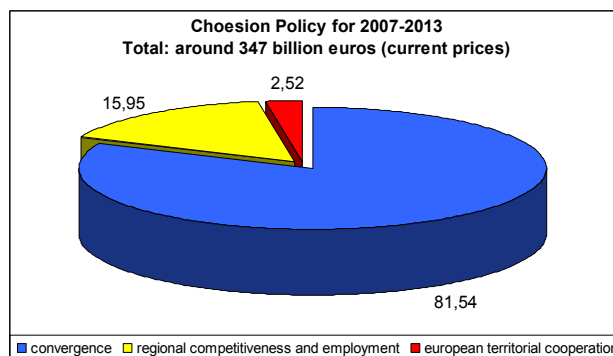
For Regional/Cohesion Policy 3 general objectives have been established:

- The **Convergence Objective** aims to accelerate the convergence of less developed regions towards those presenting the best social and economic indicators.
- The **Regional Competitiveness and Employment Objective** aims to strengthen competitiveness, as well as employment, of all regions - except for those covered by the Convergence Objective. The Lisbon Strategy finds in this Objective its proper application. The competitiveness of regions is a result of the implementation of good strategies for innovation, research, training, business, social dialogue. The Lisbon strategy is aimed to create more and better workplaces and to sustain Europe in becoming the most competitive knowledge society in the world.
- The **European Territorial Co-operation Objective** will strengthen cross-border, trans-national and interregional co-operation starting from the lessons learnt from the Community Initiative INTERREG. It operates through joint local and regional initiatives, integrated territorial development actions and exchange of knowledge and experiences in the EU.

Financing Regional Policy

Regional Policy is financed mainly through Structural Funds.

More than one-third of the Union budget is dedicated to the reduction of disparities in growth between Regions: for the programming period 2007-2013 the financial resources for the Regional Policy are around 35% of the total budget, that means around 350 billion. These resources are distributed among objectives as follow:



The legal basis of Regional Policy is founded on the Treaty and on 5 Regulations:

- A specific Regulation for each Fund: 1- European Regional Development Fund (Reg. 1080/2006), 2- European Social Fund (Reg. 1081/2006), 3- Cohesion Fund (Reg. 1084/2006);
- A Regulation (Reg. 1083/2006) laying down general provisions on the European Regional Development Fund, the European Social Fund and the Cohesion Fund;
- A Regulation (Reg. 1082/2006) on a European grouping of territorial cooperation (EGTC).

Each fund (ERDF, ESF, ECF) has different beneficiaries and is dedicated to address different problems.

- The ERDF is aimed at all Member States. It supports programmes for infrastructures, innovation and investments.
- The ESF is also aimed at all Member States and supports actions for employment, training, economic competitiveness.
- The Cohesion Fund is aimed at Member States whose Gross National Income per capita is less than 90% of the Community average, that is to say Portugal, Greece and all the new Member States. Spain is in a Phasing out position. This fund aims to reduce the economic and social gaps of these regions, as well as to stabilise their economy whilst supporting programmes for environment, energy and transport.

The European Territorial Cooperation Objective

Cooperation among territories and countries represents, for the European Union, one of the most relevant conditions in order to pursue its objectives. Cooperation processes, in effect, are able to help EU in:

- promoting a balanced growth between territories;
- promoting the convergence of extra Union countries to European values and create a freedom and security space
- improving relations between Member States and their neighbours
- promoting the share of common values and the development of a European culture
- facilitating the participation of citizens to the building of a European development model
- promoting a better understanding between people and reinforcing their confidence
- facilitating the construction of common solutions and the production and diffusion of innovation.

In the framework of the new programming period cooperation has become an objective of the Cohesion Policy. As stated in Article 3.2 of the Regulation 1083/2006, this Objective is aimed:

“(c) at strengthening cross-border cooperation through joint local and regional initiatives, strengthening transnational cooperation by means of actions conducive to integrated territorial development linked to the Community priorities, and strengthening interregional cooperation and exchange of experience at the appropriate territorial level.”

So, Territorial Cooperation is organised into 3 components:

- A **Cross-border cooperation**, aimed to remove obstacles between internal borders. It involves all Regions of Member States sharing an internal border and Regions of Member States sharing a border with regions of countries not receiving financial assistance from the European Union, such as Norway and Switzerland.
- A **Transnational cooperation**, which is based on the idea that some areas in the European Union, involving more than one Member State, have similar features and problems and that solutions can be better developed at transnational level.
- An **Interregional Cooperation** in which all Member States are involving in order to share solutions, ideas and innovations among themselves.

The Territorial Cooperation is financed by the ERDF. The total amount is **around 8 billion euros** and it is allocated to the different components of Territorial cooperation relative to their importance.

The Regulation allocates the majority of resources to the cross border component:

- (i) Cross border Cooperation: 73,86% (around 6 billion euros)
- (ii) Transnational Cooperation: 20,95% (around 1.6 billion euros)
- (iii) Interregional Cooperation: 5,19% (around 400 million euros)

Priorities for territorial cooperation are established by the Regulation 1080/2006:

- The development of **cross-border** economic, social and environmental activities through joint strategies for sustainable territorial development concerning issues such as: SME, cultural and natural resources, energy, disaster prevention, transport, networks, labour market.
- The establishment and development of **transnational** cooperation through the financing of networks and of actions aimed at producing an integrated territorial development focusing on innovation, environment, accessibility, urban development.
- The reinforcement of regional policy by financing **interregional** cooperation on innovation, knowledge economy and environment and by promoting exchange of experience, studies and analysis of development trends in the Community.

Eligible areas are stated by Article 7 of the Regulation 1083/2006:

European Territorial Cooperation

1. For the purpose of cross-border cooperation, the NUTS¹ level 3 regions of the Community along all internal and certain external land borders and all NUTS level 3 regions of the Community along maritime borders separated, as a general rule, by a maximum of 150 kilometres shall be eligible for financing [...]
2. For the purpose of transnational cooperation, the Commission, [...] shall adopt the list of the eligible transnational areas broken down by programme. [...]
3. For the purpose of interregional cooperation, cooperation networks and exchange of experience, the entire territory of the Community shall be eligible.

Territorial Cooperation and Operational Programmes

For implementing the Territorial Cooperation objectives, as well as for other objectives of the Cohesion Policy, it is necessary to prepare Operational Programmes, each of them has its beneficiaries and its area of eligibility.

A total of 66 Operational Programmes have been adopted:

- 13 OPs for transnational cooperation
- 1 OP for interregional cooperation.
- 52 OPs for cross border cooperation

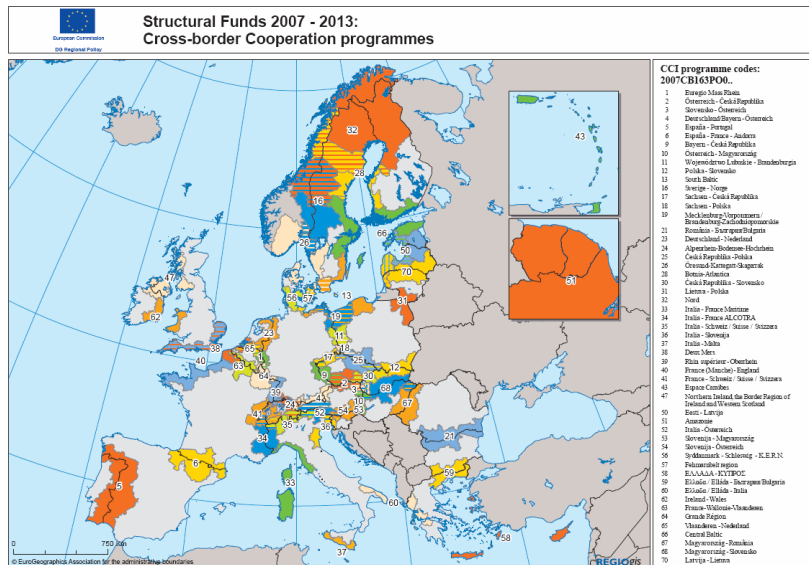
3 Networking Operational Programmes have been adopted in order to make territorial cooperation operations more effective.

¹ The Nomenclature of Territorial Units for Statistics (NUTS) is a statistical classification, according to which, regions are classified in decreasing orders from NUTS I to NUTS V. The NUTS classification is governed by Regulation (EC) No 1059/2003.

The following table shows the Operational Programmes for Transnational Cooperation:

Transnational Cooperation	
Alpine Space	Austria, France, Germany, Italy, Slovenia - Liechtenstein, Switzerland
Atlantic Area	Ireland, Spain, France, Portugal, the UK
Baltic Sea	Denmark, Estonia, Finland, Germany, Latvia, Lithuania, Poland, Sweden - Norway Belarus, Russian Federation
Central Europe	Czech Republic, Germany, Italy, Hungary, Austria, Poland, Slovenia, Slovakia Ukraine
Mediterranean	Cyprus, France, Greece, Italy, Malta, Portugal, Slovenia, Spain, the UK Croatia, Montenegro
North Sea Region	Belgium, Denmark, Germany, the Netherlands, Sweden, the UK - Norway
North West Europe	Belgium, Germany, Ireland, France, Luxembourg, the Netherlands, the UK - Switzerland
Northern Periphery	Ireland, Finland, Sweden, the UK, Denmark - Iceland, Norway
South East Europe	Austria, Bulgaria, Greece, Hungary, Italy, Romania, Slovakia, Slovenia Albania, Bosnia and Herzegovina, Croatia, FYROM, Serbia, Montenegro Moldova, Ukraine
South West Europe	Spain, France, Portugal, the United Kingdom
Caribbean	
Indian Ocean	
Madeira - Açores - Canarias	

1 Operational Programme have been established in the framework of Interregional cooperation, the Operational Programme Interreg IV C, involving all Member States. Concerning Cross-border cooperation Programmes, the following map shows all involved areas:



Information about OPs per country are available on the [EU Regional Policy website](http://ec.europa.eu/regional_policy/).

Cross border cooperation in the framework of the European Territorial Cooperation

Cross border cooperation among Member States is one of the 3 components of the Territorial Cooperation Objective: the removal of internal barriers is a fundamental value of the European Union, so ensuring the free movement of goods, persons, services and capital.

Consolidated version of the Treaty on the Functioning of the European Union

PART THREE - UNION POLICIES AND INTERNAL ACTIONS

TITLE I - THE INTERNAL MARKET - Article 26 (ex Article 14 TEC)

1. The Union shall adopt measures with the aim of establishing or ensuring the functioning of the internal market, in accordance with the relevant provisions of the Treaties.

2. The internal market shall comprise an area without internal frontiers in which the free movement of goods, persons, services and capital is ensured in accordance with the provisions of the Treaties.

Borders are relevant barriers in the EU and their removal it is necessary in order to integrate cross border territories.

Cross border cooperation is defined as a tool aimed to “integrate areas divided by national borders that face common problems requiring common solutions. Such challenges are faced by all border regions in the Union as a result of the fragmentation of markets for labour and capital, infrastructure networks, fiscal capacity, and institutions” (Council Decision of 6 October 2006 n. 702 on Community strategic guidelines on cohesion).

Each border area has specific features and specific problems, coming from the territorial, geographical and institutional arrangements. The large diversity of situations make it difficult to formulate generally applicable recommendations. A useful starting point could be to face accessibility issues and improve transport and communication infrastructures. It could be an important step in strengthening the competitiveness of the border regions.

Whereas Transnational Operational Programmes involve Member States and non-Member States, the 52 Cross Border Operational Programmes exclusively involve Member States, with the exception, as we said, of Countries which don't receive any financial assistance from the EC (such as Norway or Switzerland).

Cross-Border cooperation between Member States and non-Member States is financed under the Enlargement Policy and the Neighbourhood Policy.

3. The Enlargement policy

Article 49 of the Treaty provides the legal basis and the procedural and political framework for Enlargement.

TITLE IV FINAL PROVISIONS

Article 49 (ex Article 49 TEU)

“Any European State which respects the values referred to in Article 2 and is committed to promoting them may apply to become a member of the Union.”

TITLE I COMMON PROVISIONS

Article 2

“The Union is founded on the values of respect for human dignity, freedom, democracy, equality, the rule of law and respect for human rights, including the rights of persons belonging to minorities. These values are common to the Member States in a society in which pluralism, non-discrimination, tolerance, justice, solidarity and equality between women and men prevail.”

Any European country wishing to join the European Union shall apply to the Council which, before taking a decision, has to ask the Commission to assess the applicant's ability to meet the conditions of membership. Following the Commission's Opinion, a comprehensive analysis of a country's capacity to meet the criteria for membership, the Council decides whether and when to proceed to the next stages of the accession process. Finally, if appropriate, it asks the

European Parliament for a favourable opinion adopted by an absolute majority of its members. Each country applying to become a Member State has to respect specific criteria (Copenhagen criteria):

- (i) the political criteria, which concerns the stability of the institutions and the respect of democracy, human rights, minorities and rule of law;
- (ii) the economic criteria, which concerns the existence of a viable market economy;
- (iii) the ability to assume the obligations of a Member State (*Acquis Communautaire*), which include subscribing to the Union's political, economic and monetary aims;
- (iv) having reformed their administrative structures to support integration processes.

Capacity to integrate new Members

For each enlargement process the EU's integration capacity has to be considered in order to ensure effective integration.

The European Union has grown from six to twenty-seven Member States as a result of many enlargement processes. In particular, the last one, represented a challenge for economic and social cohesion in the European Union because of disparities in development levels between Member States and new Member States.

Before activating an enlargement process and integrating new member States the EU needs:

- to ensure that its institutions and **decision-making processes** remain effective;
- to be in a position to continue developing and implementing common **policies** in all areas;
- to be in a position to continue financing its policies in a sustainable manner.

So the Commission has to evaluate the position of the applying Member State, the impact of the enlargement on all policies (such as the Cohesion Policy and the Agricultural Policy) and the **functioning** process of the European Union. At the same time it has to prepare citizens for future enlargements.

Candidate Countries and Potential Candidate Countries

At present there are three **Candidate Countries**: Croatia, Turkey and the Former Yugoslav Republic of Macedonia. Albania, Bosnia and Herzegovina, Montenegro, Serbia and Kosovo (under UNSC Resolution 1244) are **Potential Candidate Countries**. On 17 July 2009 also Iceland submitted its application for EU membership and on the 24 February 2010 the Commission Opinion recommending the opening of accession negotiations with Iceland was presented.

With each of these countries the EU has established the **Stabilisation and Association process** which aims to bring them progressively closer to the EU.

Within the framework of the Stabilisation and Association process the European Union has set up:

(i) **Association Partnerships** with Croatia and the former Yugoslav Republic of Macedonia, which take into account their status as Candidate Countries. Their membership negotiations have already begun. The Association Partnership aims to assist national authorities in their efforts to meet the accession criteria.

(ii) **European Partnerships** with Albania, Bosnia and Herzegovina, Montenegro, Serbia and Kosovo. These partnerships provide a road-map for implementing any necessary reform that, and the necessary financial allocations. They are regularly revised in line with the progress made by each country and any new priorities identified.

Assistance is provided on the basis of the European Partnerships for potential candidate countries and the Accession Partnerships for candidate countries.

In order to support the effort of both candidate and potential candidate countries, the EU has established various instruments to assist them and to evaluate their preparation and needs at each stage of the enlargement process. From a financial point of view the most relevant one is **IPA – Instrument of Pre-Accession Assistance**, but applicant countries may also receive co-funding from international financial institutions with which the Commission has signed

agreements. The European Investment Bank (EIB) plays a considerable role in this area. The financial assistance under IPA is available according to the priorities identified in the European and Accession Partnerships for each country and in the Enlargement package published each autumn.

IPA Instrument of Pre-Accession Assistance

Since 2007, EU pre-accession funding has been available through a single instrument put in place for both candidate and potential candidate countries.

The legal basis for this assistance is the Regulation 1085/2006, whose implementing rules are laid down in the Regulation 718/2007. The Regulation 1085 is part of the revised external aid framework for the financial period 2007-2013, so the IPA has to be consistent with development aid, even if its main aim is to prepare the beneficiary countries for accession.

Since the 1st of January 2007, the Instrument of Pre-Accession Assistance has replaced the programmes in place during the period 2000-2006, namely:

- the programmes for candidate countries, such as Phare, SAPARD and ISPA, and pre-accession financial assistance for Turkey;
- the programmes for potential candidate countries, such as CARDS.

The total pre-accession funding for the current financial period (2007-2013) is around 11.5 billion euros.

The scope of IPA

As stated in Article 2 of the Regulation 1085/2006, assistance supports the following areas:

Article 2 - Scope

- (a) strengthening of democratic institutions [...];
 - (b) the promotion and the protection of human rights and fundamental freedoms and enhanced respect for minority rights, the promotion of gender equality and non-discrimination;
 - (c) public administration reform [...];
 - (d) economic reform;
 - (e) the development of civil society;
 - (f) social inclusion;
 - (g) reconciliation, confidence-building measures and reconstruction;
 - (h) regional and cross-border cooperation.
2. In the case of [candidate] countries, assistance shall also be used to support the following areas:
- (a) the adoption and implementation of the *acquis communautaire*;
 - (b) support for the policy development as well as preparation for the implementation and management of the Community's common agricultural and cohesion policies.
3. In the case of [potential candidate] countries assistance shall also be used to support the following areas:
- (a) progressive alignment with the *acquis communautaire*;
 - (b) social, economic and territorial development [...].

The 5 components of IPA

As stated in Article 3 of the Regulation 1085/2006 IPA consists of five components each covering priorities defined according to the needs of the beneficiary countries.

Two components involve all beneficiary countries:

- the **support for transition and institution-building** component, aimed at financing capacity-building and institution-building;
- the **cross-border cooperation** component, aimed to support cross-border cooperation between IPA countries and between them and the European Union countries.

The other three components are aimed at candidate countries only:

- the **regional development** component, which concerns preparation for Cohesion policy and the European Regional Development Fund and the Cohesion Fund;

- the **human resources development** component, which concerns preparation for Cohesion policy and the European Social Fund;
- the **rural development** component, which concerns preparation for the common agricultural policy and for the European Agricultural Fund for Rural Development.

The Programming process

Assistance under IPA is based on **Strategic multi-annual planning** and on a **Multi-annual Indicative Financial Framework (MIFF)** presenting the allocation of funds for a three year period, broken down by beneficiary and by component.

The **Strategic multi-annual planning** is made up of **Multi-annual indicative planning documents**, for which MIFF represents the reference framework.

The Multi-annual indicative planning documents contain strategic choices and a description of the areas selected for assistance, as well as the indicative financial allocations. They are implemented through **Annual or Multi-annual Programmes**, adopted by the Commission.

These documents contain a set of priority axes, measures (and/or operations) and a description of the financial contribution.

Annual or Multi-annual programmes are implemented in three ways: by centralised, decentralised or shared management.

- Centralised: assistance is managed by the Commission;
- Decentralised: assistance is managed by the authorities of the beneficiary country as a result of an accreditation process carried out by the Commission;
- Shared management: assistance is managed by the authorities of one of the Member States participating in the cross-border Programme.

Every year, in autumn, the Commission adopts its annual strategy document (the "**Enlargement package**") explaining its policy on EU enlargement and containing the Multiannual Indicative Financial Framework. This package includes objectives and prospects, and an assessment of the progress made over the last twelve months by each of the candidates and potential candidates.

In October 2009 the Commission adopted the latest "Enlargement Package" and the Multiannual Indicative Financial Framework for the period 2010 – 2012 showing allocations by countries, by years and by component.

Multi annual Indicative Financial Framework: breakdown for 2010-2012 allocations

For the Candidate Countries there are funds available for each of the five components.

TAIB: Transition Assistance and institution building

CBC: Cross-Border Co-operation

ReD: Regional Development

HRD: Human Resources Development

RuD: Rural Development

2010					
	TAIB	CBC	ReD	HRD	RuD
CROATIA	39.483.458	16.216.542	56.800.000	15.700.000	26.000.000
FYROM	36.317.068	5.682.932	29.400.000	8.400.000	12.500.000
TURKEY	211.312.664	9.587.336	238.100.000	63.400.000	131.300.000
ALBANIA	82.711.421	10.488.579	-	-	-
BOSNIA&HERZ	100.688.099	5.311.901	-	-	-
MONTENEGRO	29.238.823	4.761.177	-	-	-
SERBIA	186.206.679	12.493.321	-	-	-
KOSOVO	64.484.594	2.815.406	-	-	-
TOTAL	750.442.806	67.357.194	324.300.000	87.500.000	169.800.000
2011					
	TAIB	CBC	ReD	HRD	RuD
CROATIA	39.959.128	16.540.872	58.200.000	16.000.000	26.500.000
FYROM	34.503.410	5.796.590	35.000.000	9.400.000	14.000.000
TURKEY	230.620.919	9.779.081	291.400.000	77.600.000	172.500.000
ALBANIA	84.301.650	10.698.350	-	-	-
BOSNIA&HERZ	102.681.861	5.418.139	-	-	-
MONTENEGRO	29.843.599	4.856.401	-	-	-
SERBIA	189.956.810	12.743.190	-	-	-
KOSOVO	65.828.286	2.871.714	-	-	-
TOTAL	777.695.663	68.704.337	384.600.000	103.000.000	213.000.000
2012					
	TAIB	CBC	ReD	HRD	RuD
CROATIA	40.872.310	16.871.690	59.348.000	16.040.000	27.268.000
FYROM	32.979.479	5.912.521	39.400.000	10.580.000	16.928.000
TURKEY	250.900.336	9.974.664	350.805.000	89.930.000	197.890.000
ALBANIA	85.987.683	10.912.317	-	-	-
BOSNIA&HERZ	104.700.000	5.526.501	-	-	-
MONTENEGRO	30.446.471	4.953.529	-	-	-
SERBIA	193.801.948	12.998.052	-	-	-
KOSOVO	67.070.852	2.929.148	-	-	-
TOTAL	806.759.079	70.078.422	449.553.000	116.550.000	242.086.000

TOTAL COUNTRY PROGRAMMES			
	2010	2011	2012
CROATIA	154.200.000	157.200.000	160.400.000
FYROM	92.300.000	98.700.000	105.800.000
TURKEY	653.700.000	781.900.000	899.500.000
ALBANIA	93.200.000	95.000.000	96.900.000
BOSNIA&HERZ	106.000.000	108.100.000	110.226.501
MONTENEGRO	34.000.000	34.700.000	35.400.000
SERBIA	198.700.000	202.700.000	206.800.000
KOSOVO	67.300.000	68.700.000	70.000.000
TOTAL	1.399.400.000	1.547.000.000	1.685.026.501

	2010	2011	2012	
TOTAL COUNTRY PROGRAMMES	1.399.400.000	1.547.000.000	1.685.026.501	4.631.426.501
REGIONAL AND HORIZONTAL PROGRAMMES	157700000	160800000	164200000	482.700.000
SUPPORT EXPENDITURE	64600000	75000000	80500000	220.100.000
GRAND TOTAL	1.621.700.000	1.782.800.000	1.929.726.501	5.334.226.501

IPA Cross-Border Cooperation (CBC)

Cross border cooperation is one of the five components of IPA (the second one, open to all beneficiary countries).

Article 9 of IPA Regulation (1085/2006) lays down features and aims:

Article 9 - Cross-Border Cooperation Component

1. The Cross-Border Cooperation Component may support the [candidate and potential candidate] countries in cross-border, and, where appropriate, transnational and interregional cooperation among themselves and between them and the Member States.
2. Such cooperation shall have the objective of promoting good neighbourly relations, fostering stability, security and prosperity in the mutual interest of all countries concerned, and of encouraging their harmonious, balanced and sustainable development.
3. [...]
4. Cooperation will be coordinated with other Community instruments for cross-border, transnational and interregional cooperation. In case of cross-border cooperation with Member States, this component shall cover the regions on both sides of the respective border or borders [...].

So, this component is aimed to support cross-border cooperation between IPA countries and between IPA countries and Member States.

It may also fund, as appropriate, the participation of beneficiary countries in co-operation programmes under the Regional Policy or Neighborhood Policy, as with the South East Europe Programme (Transnational Cooperation Programme under the Objective European Territorial Cooperation of the Regional Policy) which involves Member States (Austria, Bulgaria, Romania, Greece, Hungary, Slovakia, Slovenia), an ENPI Country (Moldova) and **IPA countries** (Albania, Bosnia&Herzegovina, Croatia, the Former Yugoslav Republic of Macedonia, Serbia, Montenegro), or with the Mediterranean Sea Basin Programme (Cross Border Cooperation Programme under the European Neighborhood & Partnership Instrument) which involves Member States (Cyprus, France, Greece, Italy, Malta, Portugal, Spain, United Kingdom), Southern ENPI countries (Algeria, Egypt, Israel, Jordan, Lebanon, Libya, Morocco, Palestinian Authority, Syria, Tunisia) and a **IPA country** (Turkey).

Cross-border cooperation objectives

This component provides assistance for (1) cross-border cooperation between member States and beneficiary countries, and for (2) cross-border cooperation between beneficiary countries.

Article 86 of Regulation 718/2007 lays down areas of assistance:

Article 86

Areas and forms of assistance

In particular, the cooperation shall pursue one or more of the following broad objectives:

- (a) promoting sustainable economic and social development in the border areas;
- (b) working together to address common challenges in fields such as environment, natural and cultural heritage, public health and the prevention of and fight against organised crime;
- (c) ensuring efficient and secure borders;
- (d) promoting joint small scale actions involving local actors from the border regions.

Territorial eligibility

For the purposes of cross-border cooperation between one or more Member States and one or more beneficiary countries, as well as between two or more beneficiary countries, the eligible

areas are identified as follows:

(a) NUTS level 3 regions or, in the absence of this kind of classification, equivalent areas along land borders between the Community and the beneficiary countries or between beneficiary countries themselves;

(b) NUTS level 3 regions or, in the absence of this kind of classification, equivalent areas along maritime borders between the Community and the beneficiary countries (or between beneficiary countries themselves) separated, as a general rule, by a maximum of 150 kilometers.

Management of cross-border programmes

The designation of Authorities is stated in the Regulation 718/2007 by Article 102 for cross-border Programmes between beneficiary countries and Member States, and by Article 139 for cross border Programmes between beneficiary countries.

In the first case (Regulation 718/2008, article 102) the countries participating in a Cross-Border Programme establish a **single Managing Authority**, a **single Certifying Authority** and a **single Audit Authority**. They have to be located in a Member State. The Managing Authority may be assisted by a Joint Technical Secretariat.

In the second case (Regulation 718/2008, article 139), **each country** participating in a Cross-Border Programme shall establish an **Operating Structure** for the part of the Programme relating to the country concerned. The Operating Structures of each Programme shall set up a Joint Technical Secretariat.

CBC Operational Programmes: preparation and contents

Each cross-border Programme shall be jointly drawn up by the participating countries which submit a proposal to the Commission. The Commission shall adopt the cross-border Programme by Decision.

Following the prescriptions stated in Article 94 of the Regulation 718/2007, each Operational Programme has to:

- (i) list the eligible areas covered by the Programme;
- (ii) analyze the cooperation area and, starting on its results, describe the cooperation strategy and its priorities;
- (v) describe the coherence with both other IPA components and other community instrument;
- (vi) describe axes and measures;
- (vii) give information on eligibility of expenditure;
- (viii) describe the implementing provisions and the financial provisions.

CBC Operational Programmes

For Cross-border Cooperation component under IPA 18 Operational Programmes have been approved by the Commission, some of which support both cross-border cooperation between IPA countries and Member States, and cooperation between beneficiary countries.

Operational Programmes for CBC between IPA countries and Member States:

Operational Programmes for CBC between IPA beneficiary countries:

IPA CBC Programme 2007-2013 (cooperation between beneficiary Countries)		
	Allocations 2007-2009 per country	Operating Structures
Albania-Montenegro	Albania: 2,8 Montenegro: 1,8	Albania: OS - Unit for Regional Cooperation Montenegro: OS - Secretariat for European Integration
Bosnia&Herzegovina-Montenegro	Bosnia&Herzegovina: 1,7 Montenegro: 2,1	Bosnia&Herzegovina: OS - Directorate for European Integration, Council of Ministers Montenegro: OS - Secretariat for European Integration
Croatia-Bosnia&Herzegovina	Croatia: 1,4 Bosnia&Herzegovina: 1,8	Croatia: OS - Ministry of the Sea, Tourism, Transport and Development Bosnia&Herzegovina: OS - Directorate for European Integration, Council of Ministers
Croatia-Montenegro	Croatia: 2,8 Montenegro: 1,8	Croatia: OS - Ministry of the Sea, Tourism, Transport and Development Montenegro: OS - Secretariat for European Integration
Croatia-Serbia	Croatia: 2,8 Serbia: 3,5	Croatia: OS - Ministry of the Sea, Tourism, Transport and Development Serbia: OS - Ministry of Finance department in charge of Programming and Management of EU funds and Development assistance
FYROM-Albania	FYROM: 4,8 Albania: 3,1	FYROM: OS - Ministry of Local Self Government Albania: OS - Ministry of European Integration
Serbia-Bosnia&Herzegovina	Serbia: 3,9 Bosnia&Herzegovina: 2,5	Serbia: OS - Ministry of Finance department in charge of Programming and Management of EU funds and Development assistance Bosnia&Herzegovina: OS - Directorate for European Integration, Council of Ministers
Serbia-Montenegro	Serbia: 1,7 Montenegro: 2,1	Serbia: OS - Ministry of Finance department in charge of Programming and Management of EU funds and Development assistance Montenegro: OS - Secretariat for European Integration

IPA CBC Programme 2007-2013	
(cooperation between beneficiary Countries and Member States)	
	Managing Authorities
Adriatic	Abruzzo Region - L'Aquila (Italy)
Bulgaria-Serbia	Ministry of Regional Development and Public Work - Sofia (Bulgaria)
Bulgaria-FYROM	Ministry of Regional Development and Public Work - Sofia (Bulgaria)
Bulgaria-Turkey	Ministry of Regional Development and Public Work - Sofia (Bulgaria)
Greece-FYROM	Ministry of Economy and Finance - Thessaloniki (Greece)
Greece-Albania	Ministry of Economy and Finance - Thessaloniki (Greece)
Hungary-Croatia	National Development Agency - Budapest (Hungary)
Hungary-Serbia	National Development Agency - Budapest (Hungary)
Romania-Serbia	Ministry of Development, Public Works and Housing - Bucharest (Romania)
Slovenia-Croatia	Government Office for Local Self-Government and Regional Policy - Ljubljana (Slovenia)

4. The European Neighbourhood Policy - ENP

What is the ENP?

The ENP is the first single EU policy involving its Eastern and Mediterranean neighbours aiming to bring them into a closer and more dynamic relationship. The ENP remains distinct from the process of EU enlargement: enhancing cooperation is possible without a specific prospective of accession.

It was developed after the EU's enlargement with 10 new countries in 2004, in order to avoid the emergence of new dividing lines in Europe.

The premise of the European Neighbourhood Policy is that the EU has a vital interest in promoting greater economic development and stability and better governance in its neighbourhood. The responsibility for this lies primarily with the countries themselves, but the EU is willing to encourage and support their efforts of reform.

The overall objective of the European Neighbourhood Policy (ENP), as defined by the Strategy Paper, is to contribute "to stability and good governance in [European Union] immediate neighbourhood [and] to promote a ring of well governed countries to the East of the European Union and on the borders of the Mediterranean, with whom we can enjoy close and cooperative relations".

In order to achieve this result the European Union has to bring these neighbours closer, to support their efforts for economic, social and political reforms, and to share common values.

What Countries are involved?

In Europe this applies to Russia, Ukraine, Belarus and Moldova. With regard to Belarus, it will be possible to make full use of the ENP when fundamental political and economic reforms take place.

Also included in the ENP, as part of Eastern Region, are Armenia, Azerbaijan and Georgia².

The European Union has a strong interest in the stability and development of the Southern Caucasus. The European Security Strategy, adopted by the European Council in December 2003, clearly identifies the South Caucasus as one of the region, in which the EU should take a "stronger and more active interest".

Relation between EU and ENPI countries

Relations between the EU and most of the countries participating in the ENP are already highly developed and supported through:

- **Partnership and Cooperation Agreements** with the EU's eastern neighbours;
- **Association Agreements** with the EU's southern neighbours.

These agreements provide the basis for contractual relations.

With regard to the Eastern neighbours each partner country has signed a PCA, the political and legal framework for cooperation, and each of them, with the exception of Belarus, has ratified it. These agreements will be replaced by Association agreements (AAs) in order to upgrade relations between the EU and the Eastern European partners. The EU is negotiating an Association Agreement with Ukraine and a similar initiative is being set up with Moldova.

Within the ENP, each partner State, except for Belarus, has an ENP Action Plan that lays out the strategic objectives.

Individual, jointly agreed **ENP Action Plans**, set out a detailed reform agenda identifying priorities. It is a political document laying out the strategic objectives of cooperation and its implementation will help pursuing the provisions in the Partnership and Cooperation Agreement.

² The Southern Region of ENP includes Algeria, Egypt, Israel, Jordan, Lebanon, Libya, Morocco, Palestinian Authority, Syria, Tunisia

The European Neighbourhood Policy Instrument

The financial platform for the ENP is ENPI, European Neighbourhood Partnership Instrument. Since the 1st of January 2007, as part of the reform of European Commission assistance instruments, the TACIS (East), MEDA (South) and various other financial instruments (Phare, ISPA, Sapard, Cards) have been replaced by ENPI, a single policy driven instrument.

The legal basis for ENPI is the Regulation (EC) No 1638/2006 laying down general provisions establishing a European Neighbourhood and Partnership Instrument.

This new financial instrument aims to deliver European Community assistance either to promote stability and prosperity, or to make the European Commission's external assistance more effective.

Two different kinds of programmes are in place for the new programming period 2007-2013:

- Country or multi-country programs;
- Cross-border cooperation programs.

In order to programme the European Commission Assistance, all six countries have adopted a **Country Strategy Paper** outlining current bilateral priorities coherent with the ENP Action Plan. Jointly to this strategic document a **National Indicative Programme** is adopted.

Strategy Papers and Indicative Programmes are defined not only for the Country level, but also for other bilateral and multi-country programmes (Regional level, Interregional level, Cross-border cooperation level).

If the CSP covers all the period 2007-2013, the IP is a management tool covering a period of several years (from 3-5 years).

In the case of Russia, the relationship with the European Union is based on a **Strategic Partnership**, which is consistent with the ENP but evolves along different lines, namely "the four common spaces" and associated Road-maps: (i) The Common Economic Space; (ii) The Common Space on Freedom, Security and Justice; (iii) The Common Space on External Security; (iv) The Common Space on Research, Education and Culture.

Finally, an **Action Program** shall be adopted normally on an annual basis in order to specify the objectives, the fields of intervention, the expected results, the management procedures and the total amount of financing planned.

So, for ENPI implementation different Strategy Papers and complementary Indicative multiannual Programmes have been adopted:

- (i) Country Strategy Papers 2007–2013 & National Indicative Programmes 2007-2010;
- (ii) Eastern Regional Strategy Paper 2007-2013 & Indicative Programme 2007-2010;
- (iii) Interregional Programme Strategy Paper 2007-2013 & Indicative Programme 2007-2010;
- (iv) Cross-border Cooperation Strategy Paper 2007-2013 & Indicative Programme 2007-2010.

The overall allocation for the ENPI amounts to almost **12 billion Euros for the period 2007-2013**.

The largest percentage of ENPI funds will be used for bilateral actions (country initiatives) in order to support partners' implementation of their own political, governance, economic and social reform programmes.

The Regional dimension

The Regional Strategy Paper (RSP) covers 7 countries: Ukraine, Belarus, Moldova, Armenia, Azerbaijan, Georgia and Russia.

The specific objectives in which the regional aspect is very important are Sustainable development and environmental protection; Diversification and security of energy supplies to the EU; Development of transport; Security and good governance.

The Eastern Regional Indicative Programme makes available almost a quarter of a billion (223,5 Million) for the period 2007-2010 for 5 strategic priorities:

- Priority area 1: Networks (25-35%)

Sub-priority 1: Transport

To link partner countries to Pan-European Corridors and Trans-European networks; to promote progressive integration of transport markets and a gradual convergence of policies to EU norm and standards; to improve aviation and maritime safety and the introduction of international standards (TRACECA PROGRAMME).

Sub-priority 2: Energy

To improve energy supply and demand management, to enhance the security and safety of energy supply; to promote investment in the field of energy; to create an integrated energy market in line with the legal and regulatory framework.

Sub-priority 3: SME Regional Cooperation

To establish closer links between SMEs in the EU and in the ENPI countries; to exchange best practices and to support transfer of technology and investments.

- Priority area 2: Environment protection and forestry (25-35%)

Environment protection, including biodiversity conservation, nature protection and sustainable management of natural resources are key issues for the region. Specific objectives focus on water infrastructures and management (EU WATER INITIATIVE), on the implementation of the Kyoto Protocol, on the improving of a sustainable forestry management, on the environmental awareness.

- Priority area 3: Border and Migration management, the Fight against Transnational organized crime, and Customs (20-30%)

Cooperation on border and migration management is very important in order to contribute to regional stability. Specific objectives are: to create an integrated border management system and to enhance the exchange of information; to improve the management of migration; to support regional capacity building actions.

- Priority area 4: People-to-people activities, information and Support (10-15%)

In order to improve the mutual understanding between the citizens in the EU and the partner countries, this priority aims to enhance cooperation between people and civil-society organizations from different countries in the region, and between them and the EU.

- Priority area 5: Landmines, Explosive remnants of war, Small arms and light weapons (5-10%)

Because of the past and present conflicts in the area, relevant risks still remain for people's safety. This priority is aimed to help EU neighbours to tackle these dangers.

The **Annual Action Programme for ENP countries and Russia at Regional Level** - to be financed under budget line 19.08.01.03 of the general budget of the European Communities - is adopted through the COMMISSION DECISION C(2009) 4294 of 10/06/2009.

Article 1

The Annual Action Programme in favour of ENPI Eastern Region for 2009, constituted by the actions: "East-Invest", "Air quality Governance in the ENPI East countries", "Programme for the Prevention, Preparedness and Response to natural and man-made Disasters", "EUBAM 7", "Eastern Partnership Culture Programme - Part I" and "Global Allocation", the text of which is set out in the attached Annexes, is approved.

Article 2

The maximum contribution of the Community to the Annual Action Programme is set at EUR 40 million to be financed from budget line 19.08.01.03 of the general budget of the European Communities for 2009.

The objectives pursued by this Annual Action Programme are to: develop regional cooperation mechanisms for Small and Medium Enterprises (SMEs); ensure a sustainable management of natural resources, including environmental protection; strengthen the effectiveness of border and customs controls by Moldovan and Ukrainian authorities; promote cultural regional cooperation among civil society organisations in the ENPI Eastern Region.

The Eastern Partnership

In spring 2009, in order to advance the cause of democracy and strengthen stability and prosperity in eastern countries, the EU launched a new policy towards its Eastern neighbours, called **the Eastern Partnership (EaP)**.

Countries involved in EaP are Armenia, Azerbaijan, Belarus, Georgia, Moldova and Ukraine. To varying degrees, all these countries, are implementing political, social and economic reforms, and have stated their wish to come closer to the EU. The level of Belarus's participation in the EaP will depend on its interest to advance the democratic and economic reforms and on the overall development of EU-Belarus relationship.

The new Partnership foresees stronger political engagement with the EU, namely:

- the prospect of a new generation of Association Agreements including "Deep and Comprehensive Free Trade Agreements";
- easier travel to the EU and measures to tackle illegal immigration;
- enhanced energy security arrangements;
- increased financial assistance.

In December 2009 the European Commission published a "**Vademecum on financing in the frame of Eastern Partnership**".

About 600 million euros have been earmarked, allocated **at Country and Regional level**.

The resources will be used for three main purposes:

(i) Support for partner country reforms through the implementation of **Comprehensive Institution Building programmes** (approximately 175 million euros) to respond to local needs regarding the establishment of AAs and to support capacity building and visa liberalisation processes.

(ii) **Pilot Regional development programmes** aimed at addressing regional economic and social disparities within partner countries (approximately 75 million euros) in order to meet local needs for infrastructures, human capital, SME, modelled on EU cohesion policy;

(iii) Implementation of the **Eastern Partnership Multilateral dimension** (approximately 350 million euros). This new multilateral cooperation framework is based on **four thematic platforms** which adopt a set of realistic, core objectives and a work programme to implement them: (1) democracy, good governance and stability, (2) economic integration and convergence with EU sectoral policies, (3) energy security, (4) contacts between people. It is also launching a number of **Flagship Initiatives**:

- **Integrated Border Management Programme** (aligned to EU standards, a prerequisite for progress on the mobility of persons).
- **SME Facility** (small and medium enterprises would receive external stimulus for growth and employment through technical assistance, financial intermediaries, risk capital and loans).
- **Regional electricity markets, improved energy efficiency and increased use of renewable energy sources** (appropriate regulatory framework and financing mechanisms).
- **Southern energy corridor** (this is a key infrastructure initiative serving to diversify transit routes and sources of supply for the EU and its partners.).
- **Prevention of, preparedness for, and response to natural and man-made disasters** (strengthen disaster management capacities and establish effective cooperation between the EU and the partner countries – also among themselves).

Interregional dimension

The main aim of the ENPI Interregional Programme (IRP) is to provide effective and efficient support for the implementation of the European Neighbourhood Policy (ENP) as well as the Strategic Partnership with Russia.

The role of the IRP is primarily to fund activities that are best implemented at interregional level for reasons of impact, effectiveness, efficiency or visibility. But it will also aim to gradually strengthen dialogue and cooperation between the EU and the ENP Regions and between eastern and southern neighbours.

The Indicative programme for 2007-2010 sets out priorities, objectives, expected results, and activities to be financed by this programme.

Assistance provided under this Indicative Programme will focus on five priority areas:

- Priority Area 1: Promoting reform through European advice and expertise

Sub-priority 1: TAIEX

TAIEX was set up in 1996 to provide short-term technical assistance to the Central and Eastern European candidate countries to promote understanding, drafting and implementation of EU-related legislation. TAIEX provides five main services: documentation, information and advice on legislation; workshops and seminars; study visits to the European Commission and Member States; expertise to advise the beneficiary countries; and, finally, databases on the deployment and results of technical assistance provided.

TAIEX was introduced in the ENP Regions in 2006. ENP partner countries, in particular those with ENP Action Plans under implementation, as well as Russia, should have access to TAIEX in the same way as the countries covered by the IPA Regulation.

TAIEX is a demand-driven programme, so actions are not planned far in advance. A reasonable geographic spread will be sought.

Sub-priority 2: SIGMA

It is a capacity building Programme that will focus on priority areas for governance reforms identified in the ENP Action Plans and Common Space Road Maps with Russia.

It provides support to partner countries in their efforts to modernise public governance systems, assists in the process of institution building and sets up legal frameworks.

It will use short-term advice, technical assistance and training.

SIGMA programme is a joint initiative of the OECD and the European Commission, mainly financed by the European Community.

- Priority Area 2: Promoting higher education and student mobility

Sub-priority 1: Promoting institutional cooperation in higher education

Higher education is a key role in the development of any country. This priority (TEMPUS PROGRAMME) aims to modernize higher education in partner countries through cooperation with higher education institutions in the EU.

Tempus finances two types of Actions:

- **Joint Projects** based on multilateral partnerships between higher education institutions in the EU and the Partner Countries aimed at exchanging knowledge and know-how. Joint Projects are implemented at institutional level. They aim to help develop curricula, enhance university governance and address issues relevant for Higher education and society. Joint Projects may include small scale mobility activities of short duration for students, academic staff, researchers, university administrators and companies.

- **Structural Measures** seek to contribute to the development and reform of educational institutions and systems at national level in the Partner Countries. Structural Measures can include studies and research, conferences and seminars, training courses, policy advice and dissemination of information.

Sub-priority 2: Promoting student mobility

In pursuing to establish and reinforce institutional cooperation, this priority has the aim to promote a higher education mobility programme in order to improve employability of students and their understanding of Europe. The scholarship programme (an external window of ERASMUS MUNDUS) is now fully incorporated in the programme starting since the 1 of January of 2009.

Erasmus Mundus is a cooperation and mobility programme in the field of higher education that aims to enhance the quality of European higher education and to promote dialogue and understanding between people and cultures through cooperation with Third-Countries.

In addition, it contributes to the development of human resources and the international cooperation capacity of Higher education institutions in third countries by increasing mobility between the European Union and these countries.

The programme is organized into three actions:

- Action 1: Erasmus Mundus Joint Programmes

This action aims at fostering cooperation between higher education institutions and academic staff in Europe and third countries with a view to creating poles of excellence and providing highly trained human resources. It is composed of two sub-actions: Implementation of Joint Programmes at Masters (Action 1A) and Doctorate (Action 1B) levels;

- Action 2: Erasmus Mundus Partnerships

This action aims at fostering cooperation between European and third-country higher education institutions through the promotion of mobility for students (undergraduate and masters), doctoral candidates, researchers, academic and administrative staff.

- Action 3: Promotion of European Higher Education.

This Action aims to promote European higher education through measures enhancing the attractiveness, visibility of and accessibility to, European higher education in the world and provides support to trans-national initiatives.

- Priority Area 3: Promoting cooperation between local actors in the EU and in the partner countries

This priority has the objective to support local and regional government, in particular with regard to capacity building for democratic governance and sustainable development.

Activities should be aimed at transferring knowledge and experiences.

The programme may also provide funding to ensure that local actors can obtain co-financing to participate in projects selected under the relevant ERDF trans-national programmes.

- Priority Area 4: Promoting implementation of the ENP and of the Strategic partnership with Russia

This programme pursues to implement effective and efficient actions at interregional level in order to support the objectives of both the ENP and the Strategic partnership with Russia.

It promotes initiatives concerning the development of interregional aspects of thematic areas of the ENP, such as energy, environment, ...

- Priority Area 5: Promoting Investment projects in ENP partner countries

This priority refers to investment projects in the field of Transport, Energy and Environment. Needs in these countries are considerable and current resources are not adequate and it is therefore necessary to mobilise additional funds. For this reason it is proposed that the grant resources of the Community and the Member States be pooled together in a

Neighbourhood Investment Facility.

So the objective is to mobilise additional resources in order to establish better energy and transport infrastructure, to implement action in the field of environment and climate change, and to promote equitable socio economic development and job creation through the support for SME and the social sector.

NIF operations will concentrate on those countries with an ENP Action plan in force. The NIF will be open to contribution from EU Member States in addition to community Assistance. Besides, grant support will be provided by European Investment Bank and other development-finance institutions.

The Facility will operate on the basis of projects relevant to the objectives of both the Facility and the ENP Action Plans. For these reasons the Facility will not have predetermined allocations. The Commission will closely monitor spending in order to ensure a balanced distribution of funding between regions and the three key sectors.

The Annual Action Programme on the Interregional Indicative Programme for ENP countries - to be financed under budget lines 19.08.01.01 and 19.08.01.03 of the general budget of the European Communities - is adopted through two COMMISSION DECISION:

1) Commission Decision C (2008) 6284 of 31 October 2008.

Article 1

The action, "Erasmus Mundus External Cooperation Window, ENPI Countries"⁷, which constitute the Interregional Action Programme 2009 Part I in favour of the ENPI countries, the text of which is set out in the Annex, is approved.

Article 2

Subject to the adoption by the Budget Authority of the 2009 Budget, the maximum contribution of the Community is set at EUR 29 million to be financed from budget line 19 08 01 of the general budget of the European Communities for 2009.

2) Commission Decision C(2009) 3951 of 26/05/2009.

Article 1

The action "Neighbourhood Investment Facility (NIF)" which constitutes the Interregional Action Programme 2009 Part II, the text of which is set out in the attached Annex, is approved.

Article 2

The maximum contribution of the Community is set at EUR 70 million to be financed from budget lines 19.080101 (EUR 45 million) and 19.080103 (EUR 25 million) of the general budget of the European Communities for 2009.

Cross-border Cooperation (CBC)

Cross border cooperation is an **integral component** of the European neighbourhood Policy and of the EU-Russia Strategic Partnership.

By its nature, CBC involves regions which directly share a land or maritime border, so it operates for the benefit of both sides of the EU's external borders in order to reduce disparities in living standards across these borders.

In spite of the substantial differences among these regions, a number of common challenges can be identified. With these in mind, a set of **general objectives** has been set up.

- promoting economic and social development in regions on both sides of common borders;

It means to give answers to problems in local trade, regional and local development planning, tourism development, local infrastructures investments, energy, transport and communication, urban management, administrative reform, capacity-building and so on.

- working together to address common challenges, in fields such as environment, public health and the prevention of and fight against organised crime;

Local authorities are invited to face the problems arising from environmental degradation, pollution, in order to enhance the protection and management of natural resources. Public health issues and fight against crime are also relevant challenges for this objective.

- promoting local cross-border *people-to-people* actions.

The promotion of actions in the social, educational, cultural and media fields, can contribute to good governance and democracy at local level.

- ensuring efficient and secure borders;

Cooperation is necessary in order to facilitate the movement of goods and people, provide security and to effectively combat illegal migration and organized crime.

Categories of CBC Programmes and eligibility rules

The implementing rules for cross-border cooperation under ENPI are established by Regulation 951/2007.

In accordance to the ENPI Regulation, two categories of programmes have been established, covering:

- (i) common land border or short sea crossing;
- (ii) sea basin.

Programmes established on a common land border or sea crossing may involve regions along shared land borders or on sea crossings of significant importance (separated by no more than 150 km). These programmes necessarily have a **strong local focus**, with a

local partnership involving the key actors from both sides of the border, including civil society.

With regard to **Sea–Basin programmes** regions along one of the three shared sea basins on the EU's external borders (Baltic Sea, Black Sea and the Mediterranean) have the opportunity to be involved in a sea basin CBC programme.

The partners implementing projects under the Sea Basin programmes will primarily represent the regional and sub-national administrative levels, as well as civil society organisations based within the eligible programme area.

The geographical eligibility for both kind of programmes has been defined taking into account the criteria established in the ENPI regulation.

ENPI Regulation 1638/2006

Art. 8 -Geographical eligibility

1. The cross-border cooperation programmes [...] may cover all of the following border regions:

(a) all territorial units corresponding to NUTS level 3 or equivalent along the land borders between Member States and partner countries;

(b) all territorial units corresponding to NUTS level 3 or equivalent along sea crossings of significant importance;

(c) all coastal territorial units corresponding to NUTS level 2 or equivalent facing a sea basin common to Member States and partner countries.

CBC Operational Programmes, management and funding

Countries involved in the ENPI CBC had to prepare **Joint Operational Programmes** and submit them to the European Commission for approval.

On the basis of the implementing rules defined in the Regulation n.951 of 2007 Joint operational programmes shall:

- list territorial units eligible;
- lay down priorities and measures addressing the objectives identified in the strategy paper;
- set out the composition of the Joint Monitoring Committee
- identify the joint Managing Authority and its structure;
- include a financial table describing the provisional yearly allocations;
- specify a provisional indicative timetable for the launching of procedures and the selection of projects to be financed;
- state the language(s) adopted by the programme;
- include an information and communication plan.

Priorities, measures and activities of the programme are defined according to the existing strategies (at regional interregional and country level), the priorities set up by the Cross border cooperation Strategy Paper and Indicative Programme and needs emerging from the analysis.

A total of **9 land border and 3 sea crossing programmes**, as well as **3 sea basin programmes** have been established.

Eastern countries are covered by all Land Border Programmes and by 2 Sea basin programmes. No Sea crossing programme involves Eastern countries.

Land border programmes

1. Kolarctic Programme: Finland, Russia, Sweden, Norway
2. Karelia Programme: Finland, Russia
3. South East Finland - Russia Programme
4. Estonia, Latvia, Russia Programme
5. Latvia, Lithuania, Belarus Programme
6. Lithuania, Poland, Russia Programme
7. Poland, Belarus, Ukraine Programme
8. Hungary, Slovakia, Romania, Ukraine Programme

9. Romania, Ukraine, Republic of Moldova Programme

Sea crossings programmes

10. Spain, Morocco Programme

11. Atlantic Programme (which involves Spain and Morocco)

12. Italy, Tunisia Programme

Sea Basin programmes

13. Baltic Sea Region Programme (which involves Denmark, Estonia, Finland, Germany, Latvia, Lithuania, Poland, Sweden, Norway, Belarus, Russia)

14. Black Sea Programme (which involves Romania, Bulgaria, Greece, Turkey, Russia, Ukraine, Moldova, Georgia, Armenia, Azerbaijan)

15. Mediterranean Basin Programme (which involves Cyprus, France, Greece, Italy, Malta, Portugal, Spain, United Kingdom, Turkey, Algeria, Egypt, Israel, Jordan, Lebanon, Libya, Morocco, Palestinian Authority, Syria, Tunisia)

Programmes involving Eastern Countries: Allocation per programme (in million of euros)

Land border programmes

	07-10	11-13
1. Kolarctic Programme: Finland, Russia, Sweden, Norway	14.728	13.513
2. Karelia Programme: Finland, Russia	12.101	11.101
3. South East Finland, Russia Programme	18.871	17.314
4. Estonia, Latvia, Russia Programme	24.915	22.859
5. Latvia, Lithuania, Belarus Programme	21.766	19.970
6. Lithuania, Poland, Russia Programme	68.908	63.222
7. Poland, Belarus, Ukraine Programme	97.107	89.094
8. Hungary, Slovakia, Romania, Ukraine Programme	35.796	32.842
9. Romania, Ukraine, Republic of Moldova Programme	66.086	60.632

Sea Basin programmes

10. Baltic Sea Region Programme	11.791	10.818
11. Black Sea Programme	8.281	9.025

The **Joint Managing Authority** is located in a Member State. It shall put in place appropriate management, control and accounting system and standards. The JMA may be assisted by a Joint Technical Secretariat.

Total funding available for ENPI-CBC Programmes for the period 2007-2013 is 1.118.434.000 euros.

For the period 2007-2010 this amounts to 583 million euros, of which 274 are from ENPI and 308 from ERDF. For the period 2011-2013 the total amount available will be 535 million euros, of which 252 from ENPI and 282 from ERDF.

5. Thematic Programmes

Community Programmes and Aid Programmes

Thematic programmes are established by the European Union in order to implement policies, create innovation, to bring citizens and organisations closer to Europe and, at the same time, to enhance cooperation between Member States.

Some of them are specifically dedicated to non Member States; others are specific for Member States but open to non Member States in order to reinforce their strategy for reforms and development. To do that, they have a clause granting access included in each Decision or Regulation setting up or renewing a Programme.

The EU regularly publishes invitations to tender and calls for proposals. These are organized either by the Commission services in Brussels, by the Commission Delegations or by the relevant contracting authority within the beneficiary country's public administration. It depends on the nature of the Programme.

When a call for proposal is published it contains information about the priorities and the countries' eligibility.

From a general point of view we can distinguish these programmes into:

- Community programmes;
- Aid programmes;

Communications enabling Western Balkan and ENP partner countries to participate in Community Programmes and Agencies

Regarding **Community programmes**, they are specific for Member States but the European Commission in 2003, through **Communication n. 748**, established the process for the **participation of the Western Balkan countries in Community programmes and agencies**.

The Communication says:

*“participation in programmes for the implementation of the Community *acquis* would provide a useful preparation for accession in familiarising the candidate countries and their citizens with the Union's policies and working methods, and enhance their ability to apply the *acquis* and not just incorporate it into national law. [...] It encourages the exchange of useful experience, especially helpful in cases where a pan-European approach is called for. [...] Involvement in Community programmes [...] it will enable the EU to support their efforts towards European integration by facilitating the transfer of know-how and good practice, particularly in those areas of the *acquis* that will serve as a central reference point for the reform process in the western Balkans.”*

From a general point of view, three main conditions are established: (i) the countries concerned must have the necessary administrative capacities to enable them to fulfill their obligations; (ii) they have to pay into the Community budget a financial contribution to cover the estimated cost of participation by their citizens; (iii) they can take part in all the Community programmes that meet their specific needs and are in line with the objectives and priorities of the Stabilization and Association Process.

Their participation is regulated by a Framework Agreement laying down the general principles governing each country's participation in the programmes. For countries that have concluded a Stabilisation and Association Agreement (SAA), the Framework Agreement is annexed as a protocol.

Each country has signed, with the European Commission, the Framework Agreement on the general principles for their participation in Community programmes. Each Framework Agreement is adopted through a [Decision \(Official Journal L 192 , 22/07/2005\)](#).

Regarding **ENP partner countries**, the Commission submitted a **Communication (COM 724/2006) laid down the general approach to enable them to participate in Community programmes**:

“This Communication solely refers to internal Community programmes that were established for the benefit of EU Member States and to support the European Community's internal policies. These programmes are an integrated set of actions adopted by the European Community in

order to promote cooperation between its Member States in different specific fields, and over several years, to achieve objectives set by the Community. In principle, they are conceived exclusively for Member States, on the basis of a specific allocation from the EU's general budget. However, the Regulations establishing such programmes allow in many cases for the possibility of third country participation, provided that certain terms and conditions are met. Furthermore, depending on their subject matter, some internal programmes have an external dimension."

Updated lists are published on the [ENP web address](#) where it is possible to find:

- a list of programmes open to the participation of ENP partner countries;
- a list of programmes that enable cooperation with ENP partner countries in certain **activities**;
- a list of programmes not open to ENP partners.

Regarding **Aid Programmes**, they are generally managed by External Relation of the European Union. They concern also programmes financed by ENPI and IPA funds.

Information about grants are available on the [EuropeAid web site](#).

Thematic Programmes under ENPI

ENPI Thematic programmes have been set up to achieve policy objectives that are not geographically limited. The aim is to simplify the delivery of foreign assistance and achieve more and better results with the available resources.

These focus on the following themes:

- Human Rights and Democracy;
- Environment and Sustainable Management of Natural Resources, including energy;
- Non State Actors and Local Authorities in Development;
- Food Security;
- Migration and Asylum;
- Investing in people.

These programmes are established under the **Regulation 1905/2006 establishing a financing instrument for development cooperation (DCI)**. Total allocation is around **17 billion euros** (EUR 16.897 million).

Article 38 of the Regulation 1905 establishes that an indicative amount of 465 million euros has been included in the total amount for thematic programmes to finance activities that benefit the ENPI countries.

1) Human Rights and Democracy

The Regulation 1889/2006 establishes a European Instrument for Democracy and Human Rights under which the Community shall provide assistance contributing to the development and consolidation of democracy and the rule of law, and of respect for all human rights and fundamental freedoms. Total allocation for the programme is 1.1 billion euros.

For the period 2007-2010 it is 554,4 million euros.

The Programme pursues 5 objectives:

- 1) Enhancing respect for **human rights and fundamental freedoms** in countries and regions where they are most at risk (56 million euros until 2010).
- 2) Strengthening the **role of civil society** in promoting human rights and democratic reform, in supporting the peaceful conciliation of group interests and in consolidating political participation and representation (208.4 million euros until 2010).
- 3) Supporting actions in areas covered by EU Guidelines: dialogue on Human rights, human rights defenders, the death penalty, torture, children and armed conflicts and violence against women (76.8 million euros until 2010).
- 4) Supporting and strengthening the international and regional framework for the **protection** of human rights, justice, the rule of law and the promotion of democracy (58.1 million euros till 2010).

5) Building confidence in and enhancing the reliability and **transparency of democratic electoral processes**, in particular through monitoring electoral processes (131.1 million euros until 2010).

2) Environment and Sustainable Management of Natural Resources, including energy;

The Programme focuses on environment and sustainable management of natural resources, on the integration of environment and energy into development policies, on the need of strong international environmental governance to reinforce the sustainability of global development.

The Programme, which has allocated a total of 469,7 million euros for the period 2007-2010, is structured into 5 priorities:

- Promoting environmental **sustainability** in the framework of the Millennium Goals- € 14,2 million euros;
- Promoting implementation of EU initiatives and helping developing countries **to meet internationally agreed commitments** - € 273,8 million euros. (EU Energy and Water Initiatives, Climate change, Biodiversity, environmental standards, ...);
- Improving **expertise** for integration and coherence (8,2 million euros);
- Enhancing **environmental governance** and EU leadership (38,5 million euros);
- Supporting **sustainable energy options** in partner countries and regions. (115,4 million euros).

For the period 2007-2010 a total amount of 30,7 million has been earmarked for ENPI countries for climate change and biodiversity, energy and for the Global Energy Efficiency and Renewable Energy Fund.

Projects can be implemented: (a) by partnership involving local partners, research organisations, civil society, the private and financial sectors, international bodies and organisations; (b) by (pre)selected organisations; (c) through calls or (d) through direct agreement.

3) Non State Actors and Local Authorities in Development

For the entire period 2007-2013 the Programme has a total budget of 1,6 billion euros.

For the period 2007-2010 the programme has allocated 903 million euros of which around 30 million euros for ENPI countries.

The strategy paper identifies 3 specific objectives for the period 2007-2010:

- (1) promote an **inclusive and empowered society** in partner countries to facilitate non state actor and local authority participation in poverty reduction and sustainable development strategies (total 716 million);
- (2) promote awareness raising and **development education** in the EU and acceding countries for development issues (total 216 million);
- (3) facilitate coordination and communication of NSA and local authority **networks** in the EU and acceding countries (total 18 millions).

ENPI countries funds are to be used exclusively for in-country actions under objective 1.

Delegations are responsible for management of the in-country programmes, for selecting proposals and for signing and managing the contracts.

Calls for proposals will be published locally and on the EuropeAid site.

4) Food Security

The programme aims to improve food security in favour of the poorest and contribute to achieving the first Millennium Development Goal. For the period 2007-2010 it has allocated around 925 million euros to implement 6 strategic priorities:

- (1) The first priority, concerns **research and technologies** in order to contribute to food security (for this priority 233 million euros has been allocated);
- (2) The second one is focused on **information** for improving food security strategies (65 million euros has been allocated);
- (3) the third one is aimed to **exploit the potential** of continental and regional approaches to improve food security, setting up a specific programme for each area: Asia, Africa and Latin

America, for a total amount of 135 million euros;

(4) the fourth concerns the ability **to pursue food security in exceptional situations** of transition. The total amount for this priority is 267 million euros, of which around 25 are for ENPI countries.

(5) The programme is also aimed at promoting **innovation** to combating food insecurity. This priority includes a special allocation for the phasing-out period of assistance for Armenia and Georgia. Total allocation for this priority is around 160 million euros. The special allocation for ENPI countries is of 6.1 million euros.

(6) Last priority is aimed to enhance the **international commitment** to food security and has an allocation of 8 million euros.

The main partners are global players in the field of food security, such as the UN system, research institutions and networks, continental organisations of states and regional institutions, donors, non state actors and civil society organisations.

5) Migration and Asylum

The general objective of the thematic programme is **to support third countries in their efforts to ensure better management of migratory flows** in all their dimensions. The Programme is organised taking into account 6 geographic routes and 5 themes with a total allocation, for the period 2007-2010 of more than 200 million euros.

Migration and Asylum Thematic Programme	Indicative amounts 2007-2010
Regions	
Southern Migratory Route	70
Eastern Migratory Route	50
Middle East and Gulf Countries	5
Southern and Eastern Asia and the Pacific	16
Latin America and the Caribbean	16
Global and Multi-regional Initiative	
Migration and Development	10
Labour Migration	8
Asylum and Refugee Protection	4
Smuggling of and Trafficking in human beings	3
Illegal immigration	3
Special Measures	20
TOTAL	205

Funds are made available through annual calls for proposals.

Actions to be funded under the Thematic Programme have to be selected in such a manner as to ensure that an indicative amount of € 107 million, out of the 205 million EUR foreseen for the period 2007-2010, will finance activities that directly benefit ENPI countries.

6) Investing in people

The general objective of this programme is to improve the level of human and social development in partner countries. The programme allocates around 1 billion for the period 2007-2013, of which 541 million euros for the period 2007-2010. It supports activities under four main pillars:

(1) **good health for all** - a large proportion of the funds is targeted at the efforts to address HIV/AIDS, malaria, TB and other major communicable and non communicable diseases, including emerging diseases. It is relevant for this programme to address the lack of health-care professionals, which could become a significant barrier to the improvement of health systems, and to achieve universal access to prevention, treatment, care and support for all fields of sexual and reproductive health and rights. For this pillar the programme has allocated 300 million euros.

(2) **education, knowledge and skills** pillar, aimed to improve access to education for all children and for women and men of all ages, as well as to improve opportunities for vocational education and skills training, to facilitate access to work. For this pillar the programme has allocated 65 million euros.

(3) **gender equality and women's rights** with a particular focus on improving literacy among adult women. For this pillar the programme has allocated 29 million euros.

(4) **other aspects of human and social development.** This pillar has been allocated 113 million euros for different areas: Promoting social cohesion and employment; Protection of children and youth and promotion of participation by children and youth in development; Access to local culture and protection and promotion of cultural diversity.

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