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TECHNICAL PAPER FROM THE CPMR GENERAL SECRETARIAT

ENPI – CROSS BORDER COOPERATION PROGRAMMES

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INTRODUCTION

During the General Assembly of the CPMR in Goteborg in September 2009, a previous issue paper concerning the involvement of the regions in European Neighbourhood and Partnership Policy was presented.

This document tended to show that the EU can no longer define itself independently but has to consider its geopolitical context. It has to lead an integrated policy towards its neighbours which helps to ensure economic, social and territorial cohesion. **Territorial cohesion** needs to be understood in its internal dimension but also in its external dimension, so that the European project is meaningful beyond the borders of EU and can thus lead to peace, stability and prosperity.

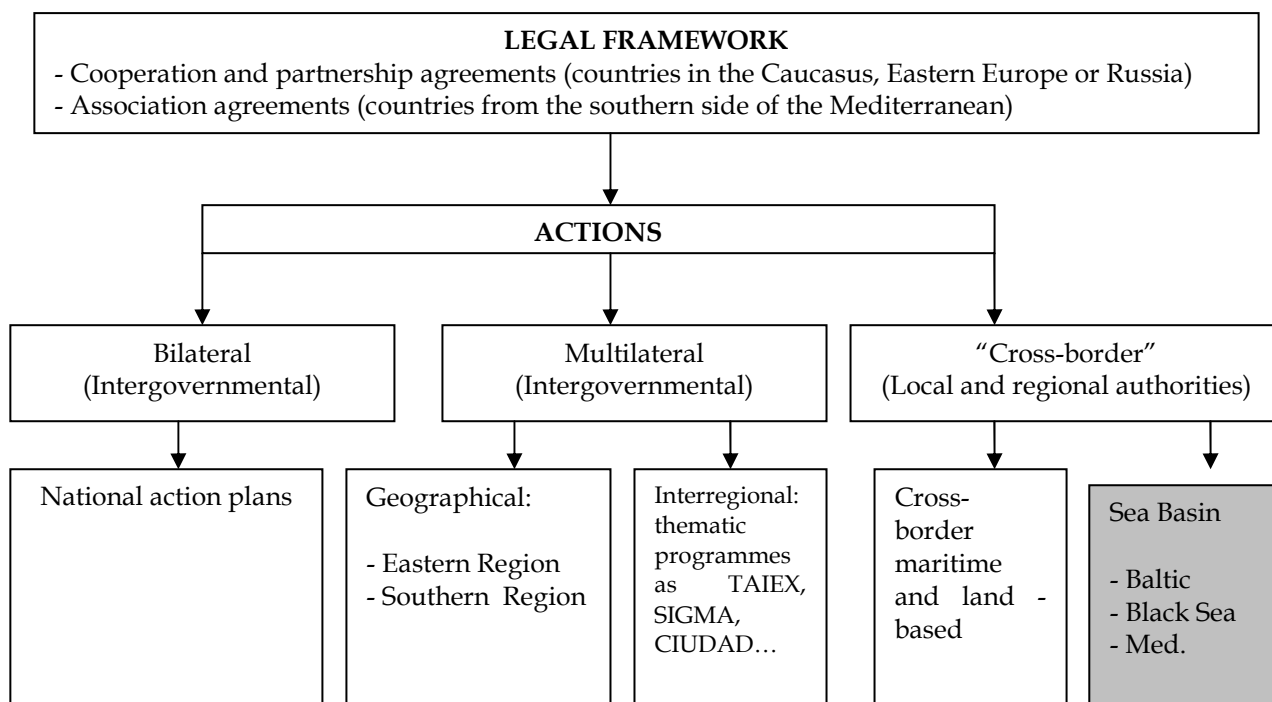
Territorial cooperation is a tool of EU regional policy (Objective 3). It enables the development of transnational, interregional and cross border cooperation. Since 2007 it has been used in a certain way also by the **Neighbourhood and Partnership Policy Instrument (ENPI)**: it is the “**cross border cooperation**” (CBC) strand which promotes cooperation between European and bordering regions.

So European territorial cooperation – although it is only one instrument designed to promote cohesion and should not be assimilated to cohesion itself – has proved its effectiveness in different contexts of cooperation. It seems thus pertinent to develop an overall reflection about this policy instrument as a response to certain challenges – both internal and external – which the **European strategic area** will have to deal with.

It is to this end that a Seminar will take place in Valencia the 25th May 2010 concerning territorial cooperation in its wider acceptance. The matter will be indeed to show that this tool needs a unified political approach. To contribute to the strategic objectives of EU 2020, regions can play a major role in this necessary “**locally-rooted convergence**”.

To tackle this Seminar with a political and technical in depth thinking, this technical paper aims to understand how the first ENPI “cross border cooperation” programmes work. As far as the external side of territorial cooperation is concerned, an initial inventory is thus needed to gain an insight into the issues at stake regarding this tool.

The following outline firstly enables us to visualise ENPI’s overall working and the place occupied by “cross border cooperation”:



15 “joint operational programmes” involving regions have been adopted since 2007. 9 of those are based on a land border, 3 on a maritime route and 3 covering sea basins: “**Baltic Sea Region**” (which is an ERDF programme of transnational cooperation with cross border component), “**Mediterranean Basin**” and “**Black Sea Basin**”. We decided at first to focus this technical paper on the latter because of their **strategic interest**. Yet the Baltic Sea Region programme seems not to be significant enough to really tackle the issues concerning the partner countries. Only Belarus is indeed involved with 8 EU member states. Therefore we have chosen to focus the second stage on a “land border” programme to better measure the added value of ENPI programmes compared with classical European territorial cooperation: “**Karelia/Russia**” programme. In 2009, 13/15 programmes have been actually launched and 5 of those have closed their first calls for proposals and are currently concluding the project selection process. According to forecasts, the first generation of projects should be applied during the summer of 2010.

The subject of this analysis is not to consider the operational success of projects but rather to provide some analytical elements on the development stage of programmes and possible difficulties they are confronting. In a first stage we had to look at how the programmes work. They are of course based on the “INTERREG pattern” to a large extent, but they all include some specific characteristics, especially in terms of governance. The aim is to recall the objectives, means and first developments.

The second stage of this survey has been achieved thanks to actors involved in the programmes: managers of the ENPI CBC programmes and CPMR member regions which have provided their own vision of the programmes and perspectives for the future European Neighbourhood and Partnership Policy. Their participation in this survey has been essential and we extend our most grateful thanks to them.

I. A GEOPOLITICAL OVERVIEW OF THE EU'S BORDERS

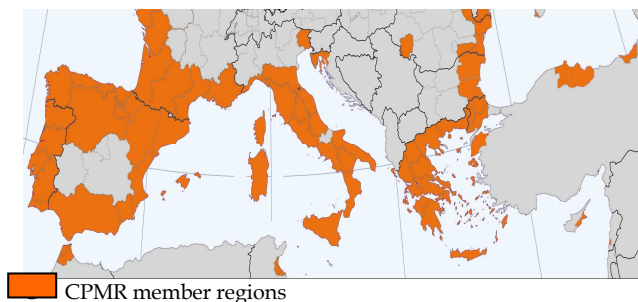
I. 1 THE MEDITERRANEAN AREA

Area of the ENPI "Med Sea Basin" programme



Source: <http://www.enpicbmed.eu/en/index.php?xsl=866&s=29&v=9&c=6092&na=1&n=10>

The CPMR member regions in the Mediterranean Sea area



The Union for the Mediterranean: UE 27 +16 southern and eastern countries¹



¹

http://fr.barcelona.com/var/plain/storage/images/barcelona_news/the_union_for_the_mediterranean/union_for_the_mediterranean/2870965-1-eng-GB/union_for_the_mediterranean.jpg

The Mediterranean region has long been an important area for the EU. Today, it seems difficult to make a census of all the initiatives existing in this area so the coordination of all these projects is an essential issue.

However, we can try to draw up a brief picture of Mediterranean cooperation:

- The **Union for the Mediterranean** is a multilateral initiative which brings together the 27 EU Member States and 16 southern and eastern countries.
- The **Neighbourhood Policy** is the legal framework for multilateral, bilateral and territorial cooperation. In the Mediterranean area, there are three territorial cooperation programmes under ENPI: the Mediterranean Sea Basin programme and 2 “maritime route” programmes: Italy/Tunisia and Spain/Morocco. The latter has not yet been adopted.
- **Cooperation programmes under the Structural Funds** (Objective 3) are also being developed in the region. In our case, the transnational Mediterranean programme is interesting because it concerns all the countries of the northern shore of the Mediterranean.

The Union for the Mediterranean follows the **Barcelona process for the Euro-Mediterranean Partnership** launched in 1995.

- At the instigation of the French Presidency of the EU, the Paris Summit for the Mediterranean (July 2008) helped to revive the cooperation of the EU with 16 southern and eastern neighbouring countries. The UfM gets a **new institutional framework** for these relations with a co-Presidency (currently held by France and Egypt), a Permanent Joint Committee and a General Secretariat which will be in charge of the promotion of regional, sub-regional and trans-national projects in the area.
- As far as the institutional issues are concerned, the UfM offers too a **new approach of governance’s process** for the Mediterranean. To complete the parliamentary representation, the territorial level should indeed be represented in the UfM’s governance system. Thanks to the strong political support of the Committee of the Regions and local and regional representatives, the opening session of the **Euro-Mediterranean Regional and Local Assembly (ARLEM)** was held on the 21 January 2010. 84 representatives from the Committee of the Regions, regional and local authorities from non EU States and networks of regional and local authorities (including the **CPMR and its Intermed. Commission**) will have regular meetings under the co-presidency of the CoR President and the Mayor of Al Hoceima (Morocco). The working programme for 2010 includes territorial and urban development, decentralisation, and support for SMEs, local water management, migrations...
- The purpose of the ARLEM is **to go beyond the classical diplomacy** with an institution directed towards concrete issues in the Mediterranean area. The postulate of this political project is that a constructive and comprehensive partnership between the North and the South of the Basin has to rest upon **“cooperation of proximity”** provided by local and regional public actors. The first objective of the ARLEM is to be acknowledged as part of the governance of the UfM: its representatives will ask for observer status for the second meeting of the Heads of State and Government, which will be held in Barcelona in June 2010.
- The Barcelona process had identified 3 intervention fields: political dialogue and security, economic and financial partnership and human, social and cultural partnership. These 3 guidelines were transposed in concrete projects by MEDA funding (1995-2006). With the UfM, these main objectives don’t disappear but **6 new “initiatives”** have been added: the de-pollution of the Mediterranean Sea, civil protection initiatives to combat natural and man-made disasters, the establishment of maritime and land highways, a Mediterranean solar energy plan, the inauguration of the Euro-Mediterranean University in Slovenia, and the Mediterranean Business Development Initiative focusing on micro, small and medium-sized enterprises. There is for now no information about the funding of those initiatives: until now, **no specific instrument** is foreseen for the UfM so we could assume that ENPI (multilateral, bilateral and cross border programmes) could represent one of the main channels to implement the mentioned policies.

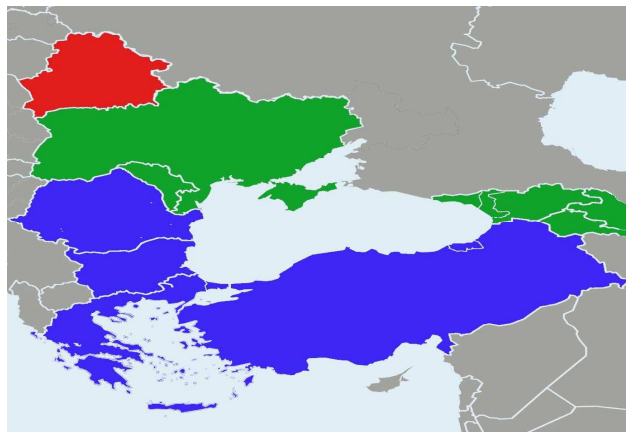
The European Neighbourhood and Partnership Policy has been launched by the EC in 2007 to provide a new framework for all the countries and regions which border the EU.

- The aim was to give a coherent content for external policies led in this area. The Partnership and Neighbourhood Policy works as shown by the outline above, so through bilateral, multilateral and cross border cooperation programmes.
- The main difference between these 2 policies is that the UfM is rather the result **of an intergovernmental negotiation** and appears so at the moment as **political arena** for the Heads of State and Government whereas the ENPI is based on an **initiative of the European Commission** and is focused on **direct operational actions**. Moreover the UfM has a larger geographical scope since it includes now Balkans countries.

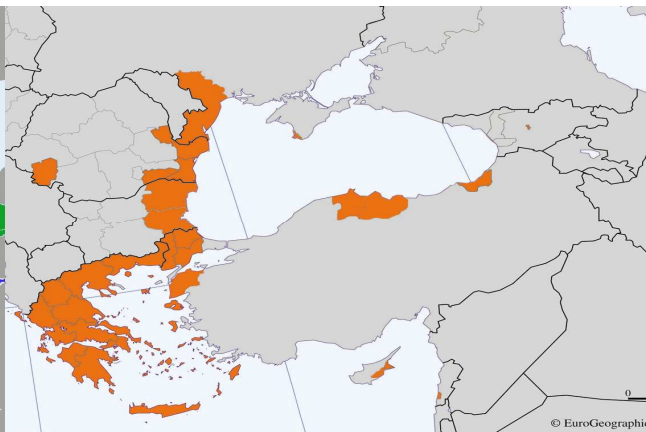
To understand the “cooperation’s context” in the Mediterranean area, we have finally to evoke as said above the **trans-national Mediterranean programme financed by the ERDF under the European Territorial Cooperation Objective**. This programme concerns indeed some countries which are also involved in the ENPI “basin” programme: Cyprus, Greece, France, Italy, Portugal and Spain. This programme works under internal territorial cooperation but it is interesting to see that several priorities of both programmes intersect each other.

I. 2 THE BLACK SEA AREA


The Black Sea Synergy and the Eastern Partnership




The CPMR member regions in the Black Sea area



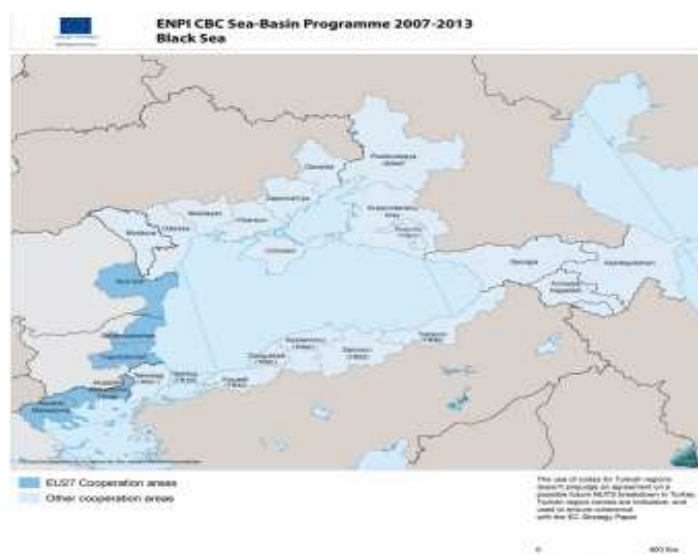
 Countries which only belong to the **Black Sea Synergy**

 CPMR member regions

 Countries which belong both to the **Black Sea Synergy** and the **Eastern Partnership**

 Country which only belong to the **Eastern Partnership**

Area of the ENPI "Black Sea Basin" programme



Source : <http://blacksea-cbc.net/index.php?page=MAP>

Recently, the Black Sea region has been the subject of 2 main political initiatives from the EU, which both are trying to provide a more coherent and strategic vision for the region:

- **the Black Sea Synergy (BSS)**
- **The Eastern Partnership (EaP)**

So far, ENPI seems to be the only channel for relaying these political proposals through operational programmes, including the CBC component.

- What are the different approaches of these strategies for the Black Sea Region?
- How could be ENPI and especially **ENPI CBC programmes** related to these political frameworks?

The **BSS** has been launched by the EC in **2007**.

- It was considered as complementary compared with the European Partnership and Neighbourhood Policy (EPNP), the EU's strategic partnership with Russia and the pre accession negotiations for Turkey. It includes the following countries: Greece, Bulgaria, Romania, Moldova, Ukraine, Russia, Georgia, Armenia, Azerbaijan and Turkey.
- According to Y. Tsantoulis, the strategy "managed, first of all, to put the Black Sea region on the radar screen of the EU as a single distinct policy area, a unit of analysis and not a vague geographic space"². In other words, it means that the main stakeholders have been brought together and ownership and inclusion became the key of the cooperation.
- The BSS is based on a **regional project-oriented approach**. It aims to develop **sectoral partnerships** in the following fields: environment (led by Romania) energy (led by Bulgaria) and transport (led by Greece). The European Commission indicated in March that no new funding will be added for the BSS: the ENPI "Eastern" regional programme could be used for launching projects, which will then have to be financed by partners.
- Currently, Ministerial meetings have to provide guidelines and visibility for the initiative but their frequency is not clearly defined.

The **EaP** has been launched during the Prague Summit in May 2009.

- It includes fewer countries than the BSS (Armenia, Azerbaijan, Georgia, Moldova, Ukraine + Belarus) and is based on **differentiation** between countries. It proposes bilateral measures with 2 incentives: **Free Trade Agreement** and creation of a **Neighbourhood Economic Community** on the one hand and a "**mobility and security pact**" on the other hand. Its overall purpose is so to **go beyond the ENPP** to achieve objectives of political association and economic integration. These new political and economical relations will rely on renewed **Association Agreements** and as one goes along, on a network of bilateral agreements between the EU and each country, according to its progress.
- Furthermore, the EaP foresees "institutional building programmes" at the bilateral level. At the multilateral level, cooperation between the partner countries and the EU will rely on **6 flagship projects** - Integrated Border Management Programme, Small and Medium-size enterprise (SME) Facility, Regional energy markets and energy efficiency, Diversification of energy supply: the Southern Energy Corridor, Prevention of, preparedness for, and response to natural and man-made disasters, Flagship initiative to promote good environmental governance - and **4 platforms** : Democracy, good governance and stability; Economic integration and convergence with EU policies; Energy security; Contacts between people. All these projects will be financed with the existing ENPI funds (national action plans, regional, thematic and cross border cooperation programmes). An **additional amount of €350 Million** has been allocated for the EaP for 2010-2013.
- According to the Joint Declaration of the Prague Summit, the Heads of State and Government have to meet every 2 years while annual spring meetings of Ministers of Foreign Affairs have to provide the main orientations and assessments.
- Geopolitically, the EaP had rather been supported by EU member States as Poland, Germany or Sweden and could be seen as a parallel scheme of the new strategy for the southern borders with the Union for the Mediterranean. Furthermore, the Black Sea area is a **contested place of influence** between Russia and the EU and that could also explain the European interest for the region³.

² Y. Tsantoulis: Black Sea Synergy and Eastern Partnership: different centres of gravity, complementarity or confusing signals? International Centre for Black Sea Studies, Policy Brief 12, February 2009, p. 2.

³ ³ Y. Tsantoulis: Black Sea Synergy and Eastern Partnership: different centres of gravity, complementarity or confusing signals? International Centre for Black Sea Studies, Policy Brief 12, February 2009, p. 4.

According to the article of Y. Tsantoulis⁴, a major difference between both policies is that the BSS takes into account the **existing regional organisations** – like the **Black Sea Economic Cooperation** (BSEC) – whereas the EaP neglects the existing initiatives. It shows that the aims are different: the BSS has to resolve common problems with a regional approach and its **centre of gravity is the Black Sea** whereas the EaP is focused on the alignment of countries with the European standards and therefore its **centre of gravity is Brussels**. So it seems more relevant to foresee **links between ENPI (as an instrument) and the BSS (as a political/institutional framework)** rather than between ENPI and the EaP because of this BSS' regional focus.

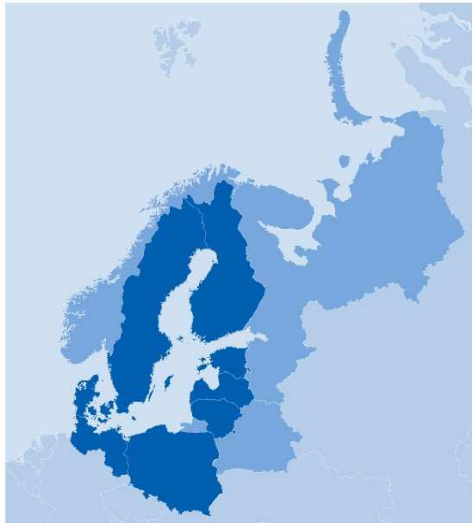
Yet, both initiatives don't foresee to create new instruments to provide their respective objectives.



They intend to use thus the **existing instruments**, and mainly the instruments provided by the ENPP: overall instruments as the "Neighbourhood Investment Facility", sectoral instruments as "Technical Assistance and Information Exchanges" (TAIEX) and **geographical instruments as ENPI CBC programmes**. It could be therefore important to create links between both strategies for the Eastern area and territorial issues related to ENPI CBC programmes.

⁴ Y. Tsantoulis: Black Sea Synergy and Eastern Partnership: different centres of gravity, complementarity or confusing signals? International Centre for Black Sea Studies, Policy Brief 12, February 2009, p. 4.

I. 3 THE BALTIC SEA AREA

The Baltic Sea Region Programme (ERDF & ENPI) ⁵



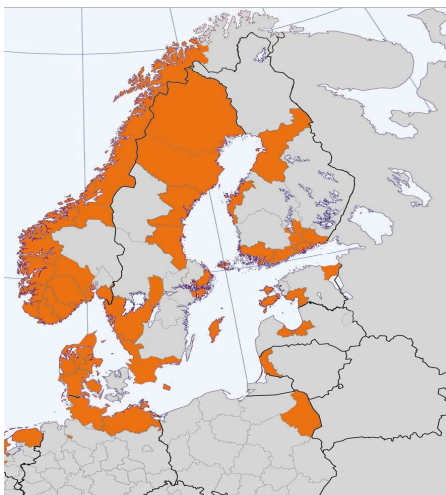
 Partners of the programme: EU regions
 Partners of the programme: non EU regions


the EU Baltic Sea Strategy



 Full members of the Strategy: EU member States
 Adjoining members of the Strategy: non EU member States

The CPMR member regions in the Baltic Sea area



 CPMR member regions

The Northern Dimension (Russia, Norway, Estonia, Lithuania, Latvia, Poland and Iceland)⁶



⁵ Source: http://eu.baltic.net/Country_Specific_Information.1397.html?

⁶ Source: Web Site of the delegation of the EU to Russia: http://www.delrus.ec.europa.eu/en/p_225.htm

The region is a very active area of territorial cooperation with 3 main attempts to give an overall framework for initiatives in the region:

- **EU's strategic partnership with Russia**
- **the Baltic Sea Strategy**
- **The Northern Dimension**

These political issues are relayed in several programmes including more or less the external dimension:

- 13 cross border programmes under the European territorial cooperation objective
- 7 ENPI programmes, **including the Baltic Sea Region programme and the Karelia/Russia programme.**

As far as the EU's strategic partnership with Russia is concerned, its purpose is to create a political framework for relations through the Partnership and Cooperation Agreement. In addition, a country strategy paper has been introduced to define an action plan as with the EU's other partner countries. This partnership affects territorial cooperation in the Baltic Sea area in an important way because the EU-Russia relation is an historical structuring element for the area's regions which have particular interest to work with Russian partners.

The Strategic Partnership focuses foremost on diplomatic and political issues.

At the same time, the EU has launched the Baltic Sea Strategy since 2009 in order to set up a macro region in the long term.

Even though the Strategy has been launched recently⁷, it already has impacts on the management of the Baltic Sea Region programme. Its Joint Technical Secretariat has indeed to take into account the approach and priorities of the EU Strategy, even if they are not the same as those of the Baltic Sea Region programme. And it is to this end that the purpose of the programme is to create "an integrated territorial development approach to sector programmes and to supplement other regional programmes in the BSR area with a comprehensive view on the whole Baltic Sea Region"⁸. So it appears that this programme is one of the channels to plan territorial cooperation in the Baltic area with large scale approach and in order to unify many spreading initiatives.

Concerning the Karelia/Russia programme, even if the geographical scope is not the same, this initiative is also affecting it to some extent, especially because Oulu region – the Joint Managing Authority of the programme – plays a part in it and would therefore create links between ENPI (as an instrument) and the strategy (as a political framework).

The Baltic Sea Strategy focuses foremost on geographical issues by building shared direction for the whole area.

The Northern Dimension has also to be considered to understand the specific context for cooperation between regions. This initiative is a tool for dialogue and cooperation involving Russia, Norway, Finland, Sweden Estonia, Lithuania, Latvia, Poland and Iceland which enables sub-national and governmental cross-border and trans-national cooperation.

The Northern Dimension focuses foremost on thematic issues by developing specific approach on key sectors.

These 3 political frameworks are guiding the management of different programmes: 13 cross border programmes operating in the BSR programme area under the European territorial cooperation objective with a total ERDF funding of over 1.2 billion euro. Most of them are bilateral and focus on the development of their particular cross border region. As far as external cross border cooperation under ENPI is concerned, there are 7 programmes in the region, including partly the Baltic Sea Region programme and the Karelia/Russia programme.

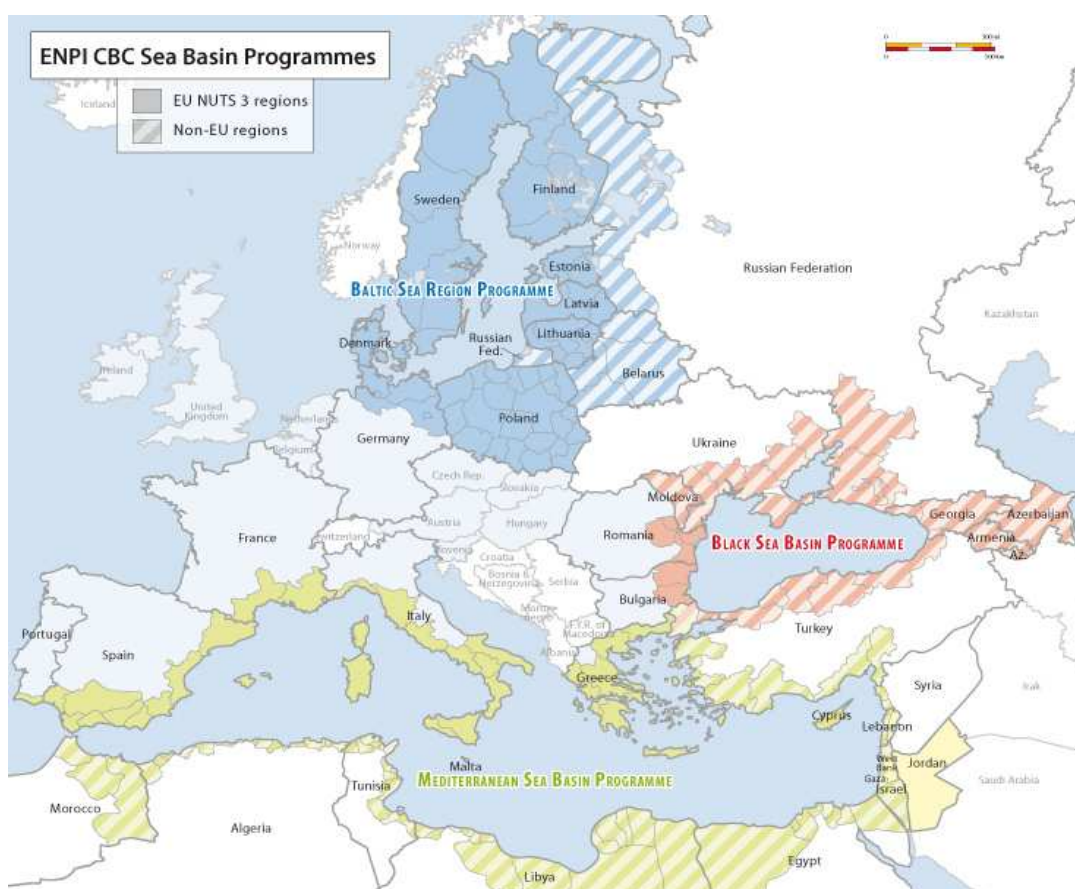
In addition, many **cooperation authorities** exist in the Baltic Sea Region, which involve several countries or regions and help to develop sectoral cooperation on common problems. We can for instance quote the

⁷ For more details, please see p. 30

⁸ Joint Operational Programme of the Baltic Sea Programme 2007-2013, p.52

“Barents Regional Council” involving regions from Russia, Norway, Finland and Sweden. **Bilateral cooperation initiatives** can affect the cross border cooperation programmes. There is indeed special cooperation between countries, as for example between the Finnish government and Russia since an intergovernmental agreement was signed in 1992.

II. THE ENPI CROSS BORDER COOPERATION PROGRAMMES



Source : RCBI : http://www.rcbi.info/pages/13_3.html

Practical elements about the programmes:

- Who can participate?

For the Med Sea Basin, the Black Sea Basin and Karelia/Russia: Public bodies and local, regional and national authorities; Universities and research centres; Non-governmental organisations and those representing economic and social interests; Associations and federations; Companies and other private organisations in determined cases.

For the Baltic Sea Region programme, there are the same potential applicants but the programme is

opened for limited private expenditure (for instance for private non profit organisations).

- How does the governance of the programmes work?

It follows the same set-up as ERDF programmes. There are therefore 3 main authorities. The Joint Monitoring Committee (JMC) makes decisions concerning the Programme and selects projects. The Joint Managing Authority (JMA) has to lead the programme and is helped by the Joint Technical Secretariat (JTS), which provides support for project partners. In addition, the programme can foresee Branch Offices, which have relay roles next to partners.

II. 1. MEDITERRANEAN SEA BASIN (MSB)



Source : <http://www.enpicbmed.eu/en/index.php?xsl=866&s=29&v=9&c=6092&na=1&n=10>

II. 1. 1. The legal framework of cross-border cooperation for the MSB

For the MSB, the Joint Operational Programme was adopted by the partners and approved by the European Commission in August 2008. Its budget for 2007-2013 is **€173,607 millions**.

The general objective is “to contribute to promoting the sustainable and harmonious cooperation process at the Mediterranean Basin level by dealing with common challenges and enhancing its endogenous potential.”

This objective is supported by 4 priorities:

- **Promotion of socio-economic development and enhancement of territories: innovation, research and territorial planning;**
- **Promotion of environmental sustainability at the Basin level;**
- **Promotion of better conditions and arrangements for ensuring the mobility of persons, goods and capitals;**
- **Promotion of cultural dialogue and local governance.**

The following regions belong to the eligible area of the programme (including **CPMR members**)⁹:

All the regions of the country	Only some regions of the territory
Cyprus (Famagusta, Larnaca)	Egypt (Marsa Matruh, Al Iskandanyah, Al Buhayrah, Kafr ash Shaykh, Ad Daqahliyah, Dumyat, Ash Sharquiyah, Al Isma'iliyah, Bur Sa'id, Shamal Sina')
Israel	France (Corse, Languedoc Roussillon, PACA)
Lebanon (Saïda)	Greece (Anatoliki Makedonia, Attiki, Dytiki Ellada, Ionia Nisia, Ipeiros, Kentriki Makedonia, Kriti, Notio Aigaio, Peloponnisos, Sterea Ellada, Thessalia, Voreio Aigaio)
Malta (Gozo)	Italy (Basilicata, Calabria, Campania, Lazio, Liguria, Puglia, Sardegna, Sicilia, Toscana)
Palestinian Authority	Morocco (Tanger Tétouan)
	Portugal (Algarve)

⁹ To better visualize how CPMR regions are concerned, see maps p.5

	Spain (Andalucía, Cataluña, Ceuta, Comunidad Valenciana, Murcia, Islas Baleares, Melilla)
	Syria
	Tunisia (Médenine, Gabès, Sfax, Mahdia, Monastir, Sousse , Nabeul, Ben Arous, Tunis, Ariana, Bizerte, Béja, Jendouba)
	Jordan (Irbid, Al-Balga, Madaba, Al-Karak, Al-Tafilah, Al-Aqaba)

It is important to add that the MSB is the ENPI CBC programme with the **largest number of countries**, whereas some eligible countries finally do not participate.

Morocco has indeed adhered to the Programme but has not signed the Financing Agreement with the European Commission before the deadline (31/12/09).

Algeria, Libya and the United Kingdom (Gibraltar) are eligible countries according to the ENPI CBC Strategy Paper but they are not participating in the Programme.

Turkey has requested not to be included anymore in the list of eligible territories, being a country in pre-accession phase to the EU.

II. 1. 2. Programme implementation: at project level

The procedure for signing this Financial Agreement has been very slow in many partner countries: Palestinian Authority, Lebanon, Egypt, Israel and Tunisia only signed in **November and December 2009**. According to RCBI¹⁰ it is one of the reasons explaining the limited involvement of potential applicants and partners for the first call for proposals.

As far as projects are concerned, the first **call for proposals** was closed in October 2009. Its value is **€32 millions** and it focuses on standard projects covering the 4 priorities. The JMA has received around **600 applications** and the selection period will probably close before the summer of 2010. The most active partners **come from Italy, Spain, Greece, France and Israel**.

Two calls for proposals for strategic projects are due to be launched before 2013 but it could be problematic to spend the whole funding of the programme.

II. 1. 3. Monitoring and management of the programme: how it works and the issues at stake

As the shown in the table below, there are only regional representatives for the EU Member States and Syria in the JMC:

COUNTRIES	National representatives	Regional representatives
CYPRUS	5 representatives of the planning office	
EGYPT	- Ministry of Foreign Affairs	
FRANCE	- inter-ministerial delegation for the management and competitiveness of territories - Prefecture of Region Provence-Alpes-Côte d'Azur	- Region Languedoc Roussillon - Region Provence-Alpes-Côte d'Azur - Collectivité territoriale Corse
GREECE	- Ministry of Economy and Finances (3 representatives)	
ISRAEL	- Ministry of Foreign Affairs (3 representatives)	
ITALY	- Ministry of Foreign Affairs - Ministry of Economic Development	- Region Lazio - Region Puglia - Region Sicilia
JORDAN	- Aqaba special Economic Zone Authority - Ministry of planning and international	

¹⁰ RCBI (Regional Capacity Building Initiative) is special technical assistance scheme provided by an expert team in order to support the participation of the partner countries in the ENPI CBC programmes.

	cooperation (2 representatives)	
LEBANON	- Presidency of Council of Ministers - EU Programmes - Ministry of Finance - Ministry of Economy and Trade - Ministry of Foreign Affairs - Council of Development and Reconstruction	
MALTA	- Office of the Prime Minister (4 representatives)	
PALESTINIAN AUTHORITY	- Ministry of Planning - Ministry of Culture - Environmental Quality Authority - Water Authority - Energy and Natural Resources Authority	
PORTUGAL	- Financial Institute for Regional Development	- Region Algarve
SPAIN	- Ministry of Foreign Affairs and Cooperation - Ministry of Economy and Finance	- Autonomous Region of Valencia - Autonomous Region of Catalonia - Autonomous Region of Andalusia
SYRIA	- Ministry of Local Administration and Environment	- Governorate of Latakia - Governorate of Tartous
TUNISIA	- Ministry of Development and International Cooperation - Ministry of Interior and Local Development	

The JMA of the programme is the **Region of Sardinia**. To support it and the JTS (not currently in place), two **branch offices** (BO) have to be created to facilitate the implementation of the programme, directly accountable to the JMA. For the Eastern Area, the office is located in **Aqaba** (Jordan) and for the Western Area, it is located in **Valencia** (Spain).

The JTS and BO are still in the process of recruiting their staff, so the first call was launched without their support except important assistance from Valencia which has been very active to get in touch with potential applicants, to explain the programme to them ...

Concerning the **coordination** between the different authorities of the programme, it seems that it functions well. The BO is not directly in contact with the European Commission but regularly receives information and has a lot of contact with the JMA of Cagliari. It also works with the **15 national information points**. They firstly receive the applicants' requests and then pass them on to the Branch Office.

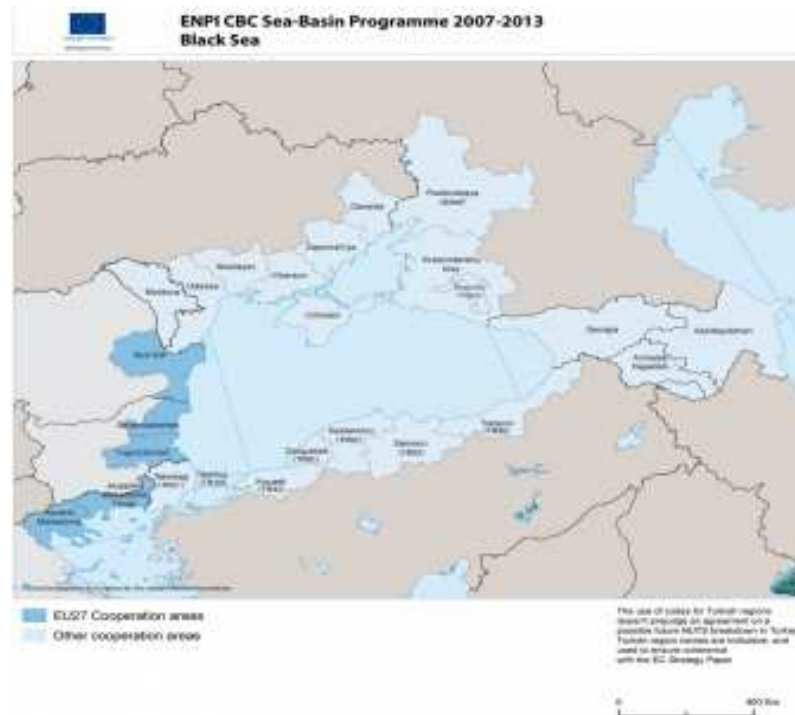
The Valencia BO also acts as a **liaison office** with the **trans-national Mediterranean programme** evoked above¹¹. In this sense, the BO leads important cooperation with the Med JMA: Region Provence-Alpes-Côte d'Azur. Both authorities have a common working plan, they define together strategic projects and take part in their respective monitoring committees.

Concerning the BO of **Aqaba**, the process for recruiting its staff has recently been launched and it could be in place over the year. For the time being, it raises problems for the programme's authorities to get in touch with the potential applicants of the Eastern Area of the Basin.

Owing to this situation and overall difficulties, **southern partners are little involved in the programme's management**.

¹¹ See I. A geopolitical overview of the EU's borders : the Mediterranean Area

II. 2 BLACK SEA BASIN (BSB)



Source : <http://blacksea-cbc.net/index.php?page=MAP>

II. 2. 1. The legal framework of cross border cooperation for the BSB

The BSB Joint Operational Programme was adopted by the partners and approved by the European Commission in November 2008.

It has the smallest ENPI CBC budget for 2007-2013 with **€18.305 Million** (17.305 from ENPI and 1 from IPA¹² for 2007-2009). This set-up with an IPA component adds some complexity to implementation procedures.

The general objective is to achieve a stronger and sustainable economic and social development of the Regions of the Black Sea Basin.

This objective is supported by 3 priorities for:

- **supporting cross-border partnerships for economic and social development based on combined resources;**
- **sharing resources and competencies for environmental protection and conservation;**
- **supporting cultural and educational initiatives for the establishment of a common cultural environment in the Basin.**

The following regions belong to the eligible area of the programme (including CPMR members¹³):

All the regions of the country	Only the regions closest to the Basin
ARMENIA	BULGARIA: 2 "NUTS II" regions: Northeast (Varna , Dobrich, Shumen, and Targovishte districts) and Southeast (Burgas , Sliven, Yambol and Stara Zagora districts.)

¹² instrument for pre-accession assistance

¹³ To better visualize how CPMR regions are concerned, see maps p.8

AZERBAIJAN	GREECE: Kentriki Makedonia, Anatoliki Makedonia.
GEORGIA	RUSSIA : Adygheya Republic, Krasnodar krai, Rostov region
MOLDAVA	ROMANIA: southeast region, including 6 « counties » : Braila, Buzau, Constanta, Galati, Tulcea , Vrancea.
	TURKEY 7 regions and 25 provinces: TR 10 (Istanbul), TR 21 (Tekirdağ, Edirne, Kırklareli), TR 42 (Kocaeli, Sakarya, Düzce, Bolu, Yalova), TR 81 (Zonguldak, Karabük, Bartın), TR 82 (Kastamonu, Çankırı, Sinop), TR 83 (Samsun , Tokat, Çorum, Amasya) and TR 90 (Trabzon , Ordu, Giresun, Rize, Artvin, Gümüşhane).
	UKRAINE : six regions: Odeska , Mykolayivska, Khersonska, Zaporizka et Donetska oblasts + the Autonomous Republic of Crimea and Sevastopol

II. 2. 2. Programme implementation: at project level

Russia and Azerbaijan have not signed the Financial Agreement and so partners from both countries cannot receive funds from the programme. Because they belong to the eligible area, they can yet participate as “associated partners” with their own funding.

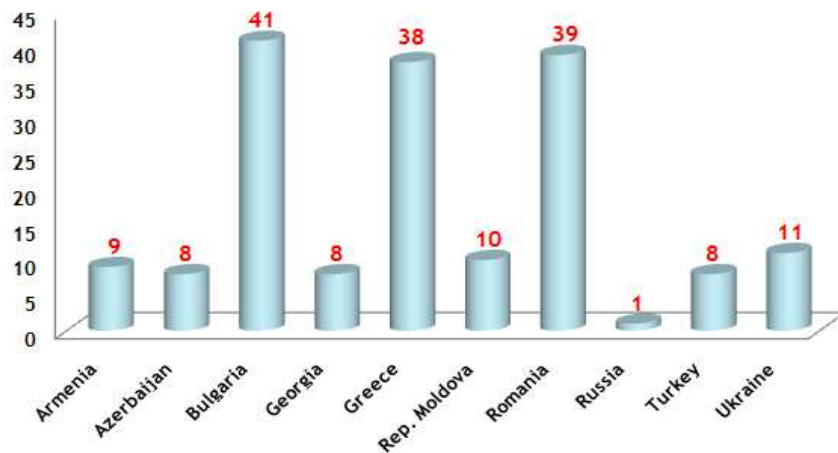
As far as projects are concerned, one **first call for proposals** was closed in October 2009. Its amount is **€4.6 Millions** (3.3 M from ENPI and 1.3 M from IPA). The following table shows the information on the priorities favoured by the applicants:

priorities	1 st CALL FOR PROPOSALS	
	Applications received	Percentage of total applications
PRIORITY 1	89	51%
PRIORITY 2	40	23%
PRIORITY 3	39	23%
TOTAL	173	100%

Over the 173 applications received by the JMA, about 20 should be selected at the end of the selection process (probably in June 2010.)

Concerning the applicants, they are by a majority from EU member States as shows the following table:¹⁴

¹⁴ Source: workshop of the ENPI INTERACT annual Conference – 10 & 11 December 2009, Rome – Statistics on first call for proposals



No statistical information is available at this stage as far as the types of organisations are concerned. Nevertheless, it seems that **regional and local authorities** are the most active applicants for the EU member States, whereas the civil society organisations are more involved on the partner countries' side.

II. 2. 3. Monitoring and management of the Programme: how it works and the issues at stake

For BSB, the JMC is only made up of **national representatives**. Each participating country has to send a delegation to make decisions. These representatives can **invite regional representatives as observers**. The national authorities are thus playing a dual role because they are decision-makers and are responsible for the coordination of the programming process in their respective countries.

The JMA of the programme is the **Romanian Ministry of Regional Development and Tourism**.

A JTS should be established close to the JMA in 2010. Finally there are national information points (NPI) in each participating country, for disseminating information about the programme and projects. There is a special case for Turkey since an operational structure for managing the programme will be set up.

II. 3. BALTIC SEA AREA: BALTIC SEA REGION PROGRAMME (BSR) AND KARELIA/RUSSIA PROGRAMME

II. 3. 1. THE BALTIC SEA BASIN PROGRAMME



Source: RCBI: http://www.rcbi.info/cgi-bin/migc_preview.pl?lg=3&page=60

II. 3. 1. 1. The legal framework of cross border cooperation for the BSR: ENPI and ERDF combined

For the Baltic Sea Basin, the Joint Operational Programme was adopted by the partners and approved by the European Commission in December 2007.

Its budget for 2007-2013 is **€237 Million** (208 from ERDF, 23 from ENPI and 6 from Norwegian funding)

The general objective is to “strengthen the development towards a sustainable, competitive and territorially integrated Baltic Sea Region by connecting potentials over the borders”.

This objective is supported by 4 priorities:

- **Fostering innovation**
- **the area's internal and external accessibility**
- **environment: improvement of the Baltic Sea resources management**
- **attractive and competitive cities and regions**

The following regions belong to the eligible area of the programme (including **CPMR members**)¹⁵:

All the regions of the country	Only some regions of the territory
Denmark (Bornholm, Midtjylland, Nordjylland, Syddanmark)	Russian Federation (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)

¹⁵ To better visualize how CPMR regions are concerned, see the maps p. 5

Estonia (Hiiu maa & Saaremaa , Pärnumaa , Ida-virumaa)	Germany (Berlin, Brandenburg, Bremen , Hamburg, Mecklenburg-Vorpommern , Schleswig-Holstein and Niedersachsen)
Latvia (Riga , Tukums)	
Lithuania (Klaipeda)	
Finland (Itä-uusimaa , Kymenlaakso , Ostrobothnia , Oulu , Päijät Häme , Southwest Finland , Uusimaa , Aland)	
Belarus	
Poland (Podlaskie)	
Norway (Aust Agder , Buskerud , Hordaland , More og Romsdal , Nord Trøndelag , Nordland , Rogaland , Sogn Og Fjordare , Sor Trøndelag , Telemark , Troms , Vest Agder , Vestfold , Ostfold)	
Sweden (Blekinge , Gotland , Gävleborg , Halland , Norrbottnen , Skåne , Stockholm , Västerbotten , Västernorrland , Västra Götaland)	

II. 3. 1. 2. Programme implementation: at the project level

All the national representatives signed the Financial Agreement with the European Commission before the deadline (31/12/08) except Russia: it means that Russian potential applicants are no eligible for ENPI funding and all ENPI financing should now be spent for the benefit of Belarus. While 60% of BSR ERDF funds have been committed in the first two calls, only 11% of ENPI funds have been allocated. So the remaining calls will have the challenge of assigning 40% of ERDF funds to partners in 8 countries and 89% of ENPI funds (20 Million) for the benefit of Belarus. Russian partners can so participate as “associated organisations” with their own funding. Besides, the programme’s rules **don’t enable for Belarusian partners to be lead partners**.

Information about the project selection and implementation:

- Concerning project partners, they are 406 for the first pool of projects, 380 for the second.
- Indeed, 24 projects have been selected for the first call for proposals, 22 for the second one, there are therefore **46 lead partners**.
- For the third call for proposals, the JTS received 61 applications from 720 project partners and is currently leading the admissibility check.
- The lead partners are in majority from **Germany, Sweden and Finland**.
- For both calls for proposals, 16 are focused on the priority 1, 6 on the priority 2, 11 on the priority 3 and 13 on the priority 4.
- **6 strategic projects** have been launched with the Baltic Sea Region programme, **2 including Belarusian partners**.
- For each project with Belarusian partners, ENPI represents between 2 and 13% per cent of the project’s whole amount.
- As far as the project implementation is concerned, 4 Belarusian partners from 3 projects started implementing the activities in Belarus after having passed the national procedure. Other 15 Belarusian partners are going through the procedure and have so to wait for the approval of the national authorities before starting the implementation.
- An explanation for the unbalanced participation of Belarus in the programme could be the gap in terms of development between Belarus and the other countries of the programme. Indeed, the average national GDP per capita for all the EU Member States is €20.169 Million, whereas the national GDP per capita for Belarus is €1.369 Million¹⁶.

¹⁶ Source : For the EU member States : Eurostat, for the partner country : the World Bank

The programme is thus foremost an ERDF programme with an “**ENPI component**”. The involvement of the Belarus appears rather as a possibility of the programme than an obvious condition for its working.

II. 3. 1. 3. Monitoring and management of the Programme: how it works and the issues at stake

As shown in the table below, **1/3 of the representatives in the Monitoring Committee are regional representatives:**

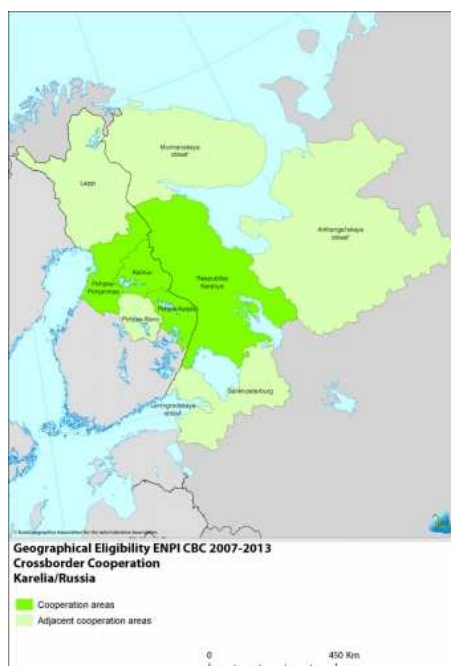
COUNTRIES	National representatives	Regional representatives
BELARUS	<ul style="list-style-type: none"> - Belarusian Ministry of Foreign Affairs - National Coordinating Unit Belarus for the European Union's Tacis Programme 	Vitebsk Regional Executive Comm. Committee on Economy
DENMARK	<ul style="list-style-type: none"> - Danish Enterprise and Construction Authority 	<ul style="list-style-type: none"> - Agency for Spatial and Environmental Planning of Odense - Danish Regions
GERMANY	<ul style="list-style-type: none"> - Federal Office for Building and Regional Planning - Federal Ministry of Economics and Technology - Ministry for Transport, Building and Regional Development 	- State Chancellery of Land Schleswig-Holstein
ESTONIA	<ul style="list-style-type: none"> - Ministry of the Interior - Ministry of Economic Affairs and Communications 	Association of Estonian Cities
LATVIA	<ul style="list-style-type: none"> - Ministry of Regional Development and Local Government 	<ul style="list-style-type: none"> - Cesis District Council (representing Vidzeme Planning Region) - Ventspils City Council
LITHUANIA	<ul style="list-style-type: none"> - Ministry of the Interior (2 representatives) 	
NORWAY	<ul style="list-style-type: none"> - The Mission of Norway to the EU - Ministry of Local Government and Regional Development 	- Eastern Norway County Network
POLAND	<ul style="list-style-type: none"> - Ministry of Regional Development 	<ul style="list-style-type: none"> - Marshal's Office of Pomorskie - Office of the Pomeranian Region Department of Regional and Spatial Development
FINLAND	<ul style="list-style-type: none"> - Ministry of Employment and the Economy - Ministry of the Environment 	- Regional Council of Central Finland
SWEDEN	<ul style="list-style-type: none"> - Ministry of Enterprise, Energy and Communications - National Board for Housing, Building and Planning - Swedish Agency for Economic and Regional Growth 	- Authorities and Regions
RUSSIA	<ul style="list-style-type: none"> - Ministry of Foreign Affairs - Secretary RNSC Tacis Local Support Office in St.Petersburg - Ministry of Regional Development 	

The Managing Authority of the programme is a public regional development bank (Investitionsbank) directly accountable to the **Land Schleswig Holstein**.

The management of the programme benefit of some favourable elements:

- **20 persons** are working for the JTS (located in **Rostock**) and for the most of them, they participated in earlier EU funded programmes, and have thus useful experience.
- A detailed tasks' repartition: the JTS is in charge of the practical work (development, monitoring and assessment of the programme) whereas the JMA is working on the procedure and oversees the JTS' working.
- The **Branch Office of Riga** especially ensures the support of **Belarusian partners** with RCBI.
- Several ways are currently being explored to **support projects after co-financing from the Baltic Sea Region Programme** has ended. The JTS has started cooperation with two European finance institutions to ensure for partners the possibility to make infrastructure investments.
- The main difficulty for managing the programme seems to deal with financings which are coming from **different funds and have different rules** (rules for European Commission's external action in the case of the ENPI part.)

II. 3. 2. THE “KARELIA/RUSSIA” PROGRAMME: EXAMPLE OF A LAND BORDER PROGRAMME



II. 3. 2. 1. The legal framework of cross-border cooperation for Karelia/Russia: ENPI and national funds combined

For Karelia/Russia, the Joint Operational Programme was adopted by the partners and approved by the European Commission in December 2008. But the programme was officially launched by the Joint Monitoring Committee (JMC) during its meeting at Helsinki on 15th December 2009.

It is important to note that a first **INTERREG programme** between Karelia and Russia was launched in **1996**. Its budget for 2007-2013 is **€46,405,014** (11.6 million from each partner country and 23.2 million from ENPI).

The general objective is to strengthen cross-border cooperation in strategically important territories in the programme area and to provide preconditions for pursuing such cooperation in practise. This objective is supported by 2 priorities:

- **Economic development**
- **Quality of life**

The following regions belong to the eligible area of the programme (including **CPMR members**):

ELIGIBLE BORDER REGIONS	ADJOINING REGIONS
Finland: Kainuu, Oulu Region , North Karelia	Finland: Lapland, North Savo
Russia: Republic of Karelia	Russia: Murmansk Oblast, Archangelsk Oblast, Leningrad Oblast, City of St Petersburg

It is important to note that adjacent regions are eligible if their role in the project is justified and the activities presented support the objectives of the call in question. Moreover, projects in which the lead partner is from an adjacent area require partners from the programme area.

II. 3. 2. 2. Programme implementation: at the project level

The financial agreements concerning the 5 ENPI programmes bordering Russia were signed on 18 November 2009 at the EU-Russia Summit in Stockholm. **The agreements need to be ratified** at the Duma before implementation, expected before summer 2010. The delay for launching the first call for proposals (1st February 2010) is due to this situation.

The amount for this call is **€5 Millions**. The JMA received **59 concept notes** and **15 should be selected**. The most active partners should probably come from the **education sector** and **local and regional authorities** which border directly Russian territories.

A **second call for proposals should be launched during the year**. Its guiding theme will be "Tourism cooperation". For the following calls, the indicative themes are announced:

- Forest-based cooperation and sustainable energy solutions (2011);
- Cultural cooperation (2011);
- Social and economic wellbeing (2012);
- Sustainable exploitation of natural resources (2012).

II. 3. 2. 3 Monitoring and management of the programme: how it works and the issues at stake

As far as the JMC is concerned, its first meeting was held on 12 March 2009. It is set-up as follows:

COUNTRIES	National representatives	Regional representatives
FINLAND	- 2 central government representatives	- 1 representative for Oulu - 1 representative for Kainuu - 1 representative for North Karelia
RUSSIA	- 2 central government representatives	- 3 representatives from the Ministry of the Republic of North Karelia

The Managing Authority of the programme is the **Council of Oulu Region**, which counts a team of 4 persons.

The Joint Technical Secretariat is not currently in place. Concerning the **Branch Office of Petrozavodsk**, the JMA has to wait for the ratification of the Financial Agreement by Russian authorities but a person is currently employed with the technical assistance's funding of the programme.

III. INSIGHT INTO HOW REGIONS ARE INVOLVED IN THE PROGRAMMES

First of all, it is important to specify that the information and issues raised here are not intended to be all encompassing. They aim is rather to shed some light on the role played by regional authorities in the different areas in which the ENPI CBC programmes are implemented and to suggest some ideas for improving this involvement.

III. 1. REGIONS' INVOLVEMENT IN QUANTITATIVE AND QUALITATIVE WAYS

III. 1. 1. Regional authorities in the programme partnerships.

It is difficult for now to measure the Regions' participation in the ENPI CBC programmes because of their recent aspect as underlined previously. For all of the contacted Regions, the majority has indicated that the Neighbourhood is a priority and has an important place in the regional development plan.

- The only statistical elements have been provided by the Joint Technical Secretariat of the Baltic Sea Region programme¹⁷. For the first and second calls for proposals, regional and local authorities represent a big share of potential applicants (around 30%) and then of selected partners (around 30% too). As far as Belarusian partners are concerned (i.e. the "ENPI part" of the programme), regional and local authorities represent around 7% of potential applicants and 16% of selected partners. The success rate for those partners is then rather high in getting past the selection stage. For the third call, regional and local authorities represent around 25% of the lead applicants and around 20% of the applicants.
- For the Black Sea, 2 points may be underlined. On the one hand, $\frac{3}{4}$ of contacted Regions have submitted projects for the first call for proposals. On the other hand, the only one which was not mobilized has all the same received 2 requests for partnerships.
- For the Mediterranean, 4/5 of contacted Regions consider the Neighbourhood Policy as a priority and around 60% sent applications for the first call for proposals.

Concerning the partnerships, they are generally diversified and with numerous partners, as shown in the cases of "East Macedonia- Thrace (Greece) and Trabzon (Turkey) Regions:

MED Eco Tourism Cluster (METOC):

Development Agency Gal Genovese (IT), Temi Zammit Foundation (Malta), Nicosia Chamber of Commerce and Industry (Cyprus), University Abdelmalek Essaadi (Morocco), Greater Madaba Municipality (Jordan), Valley of Springs Regional Council (Israel), Center for Innovation and Economic Development (IT), 8) Chamber of Commerce Xanthi (GR)

Practical usage of integrated coastal zone management for sustainable development of coastal area :

REMTH, Regional Authority of Central Macedonia (GR), National Institute for Marine Research and Development "Grigori Antipa" (RO), Black Sea Eco Academy (GE), Agency of Regional Development -Odessa (UA), General Department of Foreign Economic Activity and European Integration of Odessa Regional State Administration (UA), Centre for Research and Technology Hellas - Hellenic Institute of Transport (GR), Eastern Black Sea Development Union (TR)

It confirms the idea that Regions have an important capacity for mobilising and coordinating actors within a territory in cooperation projects.

¹⁷ Statistical elements kindly provided by the Joint Technical Secretariat of the Baltic Sea Region programme.

III. 1. 2. The priorities of regional action

Overall, the priorities of the programmes seem to match with Regions' priorities, particularly with regard to the environment. Regions give also priority to "networks" (transports, business networks, cultural exchanges around maritime basins...).

Technological innovation and economic territorial development are also key issues for regional authorities. Although these dimensions are widely present in some programmes (Baltic Sea Region), they are clearly less so in others. This is especially true for the Black Sea Basin programme: several Regions have evoked innovation and eco-innovation as key issues for the next programming period, in the context of the crisis and the future European key strategies:

Basilicata Region (Italy) evokes notably the added value that ENPI and territorial cooperation could represent for the **EU2020 Strategy**. The priorities of the future ENPI CBC programme should therefore be coherent with the EU 2020 Strategy pillars: a smart, sustainable and inclusive growth.

With the "Basin" programmes, the Regions' interest is moreover to work on these priorities at a more relevant scale. So the priorities of the transnational programme "MED" and ENPI CBC MED are practically the same. However it seems more interesting for Regions to cooperate on economic development or pollution control issues at the level of the regional area rather than only with Northern partners.

Beyond these operational aspects on which territorial cooperation is focused, Regions are also actors in the "daily diplomacy" which is being built up in the joint management of projects. Indeed, even if it is not something that the regional actors are particularly demanding, cross border programmes help to make real progress in difficult – or even undermined – contexts at the State level.

Three examples can illustrate this:

- The "Karelia/Russia" programme, which gives a real outline to the strategic partnership between the EU and Russia, where complex geopolitical issues sometimes do not allow concrete progress.
- The "ENPI MED" programme, which allows all Mediterranean partners to work together in spite of regional tensions and even if it remains hard to build such partnerships. The "East Macedonia –Thrace" Region has give us an example: a project on improving sustainable coastal management in the Eastern Med. brings together 6 partners including the "Palestinian Hydrology Group" and the Israelite "Galilee Society R&D Center".
- Tanger Tetouan Region (Morocco) considers that the "basin" programme should contribute towards creating a "cooperation climate" between concerned territories.

Cross border cooperation actions with ENPI mainly have a technical content. Nevertheless they also provide opportunities for political and cultural exchanges which are structuring the concerned areas.

III. 2. WHY ENPI IS A VALUABLE INSTRUMENT FOR THE REGIONS

III. 2. 1. Economic development as a major challenge for cooperation

First of all, the ENPI programmes are an economic development instrument. This is true for Neighbourhood Regions on the one hand. The Belarus case is particularly interesting in this respect. Indeed, even if national authorities represent the majority of project partners, and even if Belarusian partners cannot be lead partners, the ENPI component of the "Baltic Sea Region" programme enables Belarusian Regions to take an active part in strategic projects. There is indeed an important domino effect because Belarusian regional authorities have the opportunity to work with wealthy and dynamic Regions. So the interest for Belarusian

Regions is not to be lead partners – they would not have the organisational and financial means for it – but rather to benefit from the positive repercussions of strategic projects.

For instance, the cooperation projects between Podlaskie Region (Poland) and Grodno (Belarus) became an important area for the development of health care issues in the Belarusian Region. Three projects in the framework of the “Poland – Belarus – Ukraine” land border programme concern these issues and are helping to improve infrastructures, services and professional practices in each regional hospital despite some material difficulties in implementing projects.

Economic development opportunities are also valid for European Regions. It is for instance the case for Black Sea Regions, which can use their strategic location thanks to the “basin” programme. We also could speak about a “multiplicative effect” for development in areas where it is more relevant to reason at the geostrategic level.

For Languedoc Roussillon (France), the interest of working with southern countries is notably to find dynamic markets for regional enterprises to capitalise on complementarities between the North and South Mediterranean shores. The setting-up of the “basin” programme has created a dynamic process and an important financial incentive which are catalysing the existing possibilities of cooperation in the Mediterranean area.

The impact is even more effective for Regions recently integrated in the EU. They can benefit from cooperation with Regions where good practices of territorial governance are more ingrained.

For many Regions, external territorial cooperation is considered as an efficient means for economic development, in the same way as European territorial cooperation.

III. 2. 2. The building of a balanced and coherent periphery

Several points can be raised to underline the impact of ENPI CBC programmes on “Neighbourhood relations” in the broader sense.

First of all, cooperation induced by the programmes helps to disseminate a common “working culture” and to establish inter-personal sustainable links. These are the basis of stable political relations and harbour mutual understanding to maintain neighbourly relations.

The importance of the daily relationship dimension between partners has been highlighted by numerous people. It was also presented both as a means and as a purpose of conducted projects.

Next, the ENPI programmes provide a framework in which all the partners act at the same level, except in the cases of Belarus (only one ENPI partner) and Turkey (“IPA” partner). This is particularly viable for land border programmes which associate Regions from 2 or 3 countries. With an easier configuration, they enable each partner to express itself with the same degree of influence.

In the “Karelia/ Russia” programme for instance, ENPI enables an important mobilisation of Russian partners because they are fully integrated in the programme’s governance structures. Contrary to previous ERDF programmes between Finnish and Russian Regions, partnership approach is indeed at the heart of the system. It enables for Russian partners not to be only beneficiaries of the programme but actors its development, even if the federal level is very involved in the programme’s governance.

Finally, the ENPI programmes (with the exception maybe of the “Baltic Sea Region” programme) have appropriation and development cooperation aims for “Neighbouring countries”. Territorial cooperation is therefore an instrument designed to reduce development gaps between EU and non EU Regions and to create the same process of achievements in this sense.

The cross border cooperation programmes are foremost the root of economic, social and territorial cohesion at the EU's borders.

III. 2. 3. The strategic vision with the 'basin' programmes

The "basin" programmes define a relevant cooperation area to respond to common challenges. The Baltic case is in this respect the more comprehensive since it has a European Strategy with the aim of structuring the existing cooperation programmes in the area. For issues such as the environment or the interconnection of communication and transport networks, reflections are meaningless if they are led individually by each State or always between the same States and actors. In this sense, "basin" programmes renew cooperation perspectives through an inclusive vision of the territory.

Moreover, cross border cooperation is a territorial development tool which is complementary with other existing instruments. In the Baltic case again, the ENPI component of a transnational programme (in the sense of Objective 3) helps to extend the vision of European partners. The same remark can be made for the Mediterranean area where issues such as agriculture, water management or pollution deserve to be considered from different angles. Therefore the "MED" transnational cooperation programme and the "Med basin" ENPI programme both exist and lead joint reflections in parallel.

So the "basin" programmes of ENPI CBC can help to go beyond cooperation based on "territorial animation" and move towards a more strategic content.

III. 3 HOW COULD ENPI BE IMPROVED

III. 3. 1. Rules of the programmes and governance

Firstly, many people have evoked the following point: the need to take into account the learning period in which we are currently. For reasons stated above, the launch of most of the programmes has been delayed and the different governance structures have been recently set up. For the non European partners, the practices for conducting and participating in the programmes have not yet been internalised, whereas Regions from EU member States are conversant with them.

It is essential therefore to take into account this gap which logically will gradually close as the concerned actors manage to establish their practices. Furthermore, difficulties had been encountered in setting up some governance structures, which therefore could not provide support for project partners.

Once again, these difficulties can be put down to the fact that programmes have only just got off the ground and it should not be an excuse to reduce the amount of funding allocated to cross border cooperation.

Secondly, it seems there is a lack of education concerning the programmes which has probably been detrimental to the mobilisation of partners. The functioning of ENPI programmes reuses the structure of European territorial cooperation but adds the EU's external action rules: there is visibly a misunderstanding of this complicated combination in some cases.

On the one hand, it should be important to better coordinate DG REGIO, RELEX and EUROPEAID interventions so as to pinpoint links existing between European territorial cooperation and external territorial cooperation. Indeed there are several territories which could be concerned by both instruments and should be able to understand all their implications. We will go back on this point in the last part of this chapter.

On the other hand, better communication could be led by the European Commission's services concerning the strategic interest of "basin" programmes. Some contacted Regions seem to ignore them and choose logically to cooperate with immediate neighbours. However the European Commission carries a wider vision of the "European interest", and its mission is to target areas of cooperation to build a coherent neighbourhood. It needs obviously to mobilise concerned Regions to achieve this overall goal.

Thirdly, for numerous actors – project partners or programme management people – there is a need to simplify programmes and projects for the future.

Some of the following suggestions could be taken into account:

- Select projects with quality criteria but also with a representativeness criterion, which means considering gaps in resources between them.
- Bring the “concept notes” system into general use for the first stage of project selection. This should notably make the “language barrier” less prohibitive (it is easier to write a short project description rather than filling out all the application documents.)
- Relax rules for EU external action (PRAG), notably making it possible for the management authorities of programmes to meet with potential applicants to help them prepare their projects, as well as RCBI support.
- Plan a budget line for financing travel for neighbour partners during the “partnership building” stage, which is often complicated. Or integrate the costs of project set up which is not the case at present.
- Develop in the European Commission services a good knowledge of specific difficulties for each partner country, notably by using the expertise capacity of RCBI.
- By way of simplification, it should be interesting to take into account the nature of projects. More flexible systems could be implemented for “networking” and “benchmarking” projects, even if it is not always easy to determine the degree of intensity of implemented cooperation.
- Finally, a capitalisation strategy of the successful practices of the programme should be implemented in a long term perspective

III. 3. 2. *Some proposals for each cooperation area: the macro regional way*

1. The information collected from the Regions highlights two guiding principles for territorial cooperation:
 - Links deserve obviously to be made between ENPI and European territorial and cross border cooperation. They are indeed both tools designed to achieve a single objective, namely territorial cohesion.
 - Each observed area has specific cooperation features. This illustrates the increasing diversity of territories, for the EU and for the Neighbourhood.
2. These two elements would seem respectively to justify the following proposals:
 - After the learning phase 2007-2013, Neighbourhood Policy now has to acquire new ambitions enabling it to reach the objective of **a real convergence policy at the EU's borders**.
 - **The macro region concept** could be an appropriate way of meeting the need to acknowledge territorial diversity in the geostrategic area “EU + Neighbourhood”. Widely debated by the actors involved in EU regional policy, this concept could also be tested for the Neighbourhood. This proposal is legitimated by the fact that maritime basins seem considered unanimously as relevant areas for leading macroregional strategies. To pick up on F. Barca's argument, the aim is to deal with common challenges for a “functional area” i. e. one made up of territories sharing geographical, economic and cultural features.
3. The CPMR's proposals on this issue are addressed in a technical paper dated April 2010 entitled “*For a more active participation of the territories in a new neighbourhood policy 2014-2020*”.

Concerning cross border cooperation in the framework of Neighbourhood, the idea would be to propose a **macroregional operational programme** for each area including:

- The current ENPI “basins” programmes (whereas the land border and maritime programmes would be maintained for “territorial animation” projects).
- A part of the transnational cooperation programmes (Objective 3), for instance the priorities shared by these programmes and the macroregion.
- A part of the operational programmes of European Regions included in the macroregion.

- Part of the budget of the national action plans under Neighbourhood Policy therefore allocated to a “macroregional priorities” section depending on each State’s willingness.

4. Some remarks for each “basin”:

In the Mediterranean Sea...

- The macroregional project is currently being debated. Given the area’s complexity, it will propose a step by step approach, including all interested actors.
- With a view to ensuring the full participation of Regions in a macroregional strategy – which is mainly led by States –the role of ARLEM and networks (such as the Mediterranean local and regional authorities Forum) should be strengthened in order to give a territorial dimension to the public policies that are being led.

In the Black Sea...

- The macroregional project in the Black Sea is still in its embryonic stages. It seems however relevant for two reasons. Firstly, for enabling the full participation of Turkish partners in the area’s cooperation projects. This is currently limited by the fact that Turkey is only eligible for the pre accession instrument (IAP). Coordinating or even pooling funding (ERDF, ENPI, IAP) within a macroregional envelop could ensure a greater mobilisation of Turkish Regions. Their future is effectively related to the European Regions of the Black Sea whatever happens.
- Secondly, a macroregional OP would help to fund “hard” cooperation projects, which is obviously something that is wanted by many Regions within the area – infrastructure projects especially – and impossible in the current configuration (budget of 18.305 Million EUR for the Black Sea programme 2007-2013).
- Finally, a macroregional envelop would form the territorial equivalent of multilateral (Eastern Partnership) and intergovernmental (Black Sea Synergy) initiatives launched in the Black Sea area. These three strands – territorial, intergovernmental and multilateral – would give the eastern Neighbourhood Policy the coherence needed to ensure the success of led initiatives.

In the Baltic Sea...

- The Baltic Sea Strategy has been delivered since the beginning of 2010 on the basis of an action plan that includes 4 pillars rolled out under 15 priorities. Each of them is managed by a State or by a Region (in the single case of Land Mecklenburg Vorpommern).
- The Regions were consulted during the elaboration stage, but are more beneficiaries of decided measures rather than stakeholders in the Strategy, according to initial information on the subject. Moreover, the focus is currently on how to coordinate the territorial cooperation programmes 2007-2013 with the priorities of the Strategy.
- Russian participation in the priorities of the macroregion is currently a major issue at stake. Assuming that a macroregional OP such as the one we describe would be adopted, the Regions of this area would probably be all the more keen to see participation from Russian partners.
- Maintaining the land border cooperation programmes is especially important in this area. They have therefore be maintained for 2014-2020, with more flexible governance and rules.

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