

„Slovakia - Ukraine: Cooperation across the border“

THE STUDY OF THE EXPERIENCE OF THE NORWEGIAN-RUSSIAN AND SLOVAK-UKRAINIAN CROSS-BORDER COOPERATION

Analyses carried out by the expert team of project CBC01030



Supported by a grant from Norway and co-financed by the State Budget of the Slovak Republic

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INTRODUCTION

The European Union enlargement in 2004-2016 opens new opportunities to intensify cross-border cooperation (hereinafter - CBC). The latter currently aims to solve many problems of Slovakia and Ukraine - social, economic, environmental and so on.

As far as Ukraine is concerned, CBC also contributes to the country's competitiveness in the European and world communities, especially after it has become a member of the WTO (2008) and signed an Association Agreement between the European Union and Ukraine (March 21, 2014 - the political part and June 27, 2014 - economic part). Today ratification of this agreement is known to be in the process of completion by the EU member-states.

In order to harmonize the goals of sustainable development and the impact of globalization the Council of Europe recommends that all member states recognize and effectively use the growing role of the regions in addressing socio-economic problems of the states' development. Regionalization policy is aimed at empowering regions, providing them with the necessary mechanisms, measures to promote economic development and partnerships with other territories, rapid adaptation to new social and economic conditions that emerged as a result of globalization and glocalization.

As Anne-Marie Slaughter once noted, in the interdependent world sovereignty is best preserved through participation in transnational networks - a phenomenon of trans-statehood. In the European context trans-statehood is associated with a number of institutional processes such as efficiency and transparency of the European and transatlantic and other international institutions to respond to common security and economic challenges relevant to wider Europe. The EU plays an increasingly important role, developing neighbourhood policy tools and pursuing clearly "normative" foreign policy. It presents the transformation initiatives and works in favour of so-called positive "dispersion" of sovereignty and glocalization issues¹.

Cross-border cooperation is a specific area of foreign economic, political, environmental, cultural, educational and other forms of international activity at the regional level. This gives reason to maintain that the key principles of cross-border cooperation stem from general principles of regional policy, including²: the legislative support of the rights and powers of the

¹ A.-M. Slaughter A New World Order. (Princeton and London: Princeton University Press, 2004), p. 268

² Балян А.В. Міжрегіональне, транскордонне співробітництво України за умов розширення Європейського

regional policy and cross-border cooperation entities; consolidation of national, regional and local interests; priorities of national and regional interests, innovation, resource and environmental approach; objectivity and balanced nature of the criteria for social justice and national efficiency; partnership among authorities at different levels in the regional policy and cross-border cooperation.

Nowadays Ukraine has developed the Strategy of Regional Development for the period till 2020, which provides for increasing regional competitiveness, territorial socio-economic integration, and good governance in regional development.

The formation of the new EU eastern border of Ukraine in 2004-2007 made Ukraine face the need for more precise structuring of the cross-border cooperation principles, taking into account the specific characteristics of the EU legal framework. Therefore, the National Strategy of Regional Development till 2020 stipulates that modern regional policy (including cross-border cooperation as an important component of regional development) is based on the principles that are effectively used in the EU countries (programming, concentration, and synchronization of actions, polarized development, complementarity, subsidiarity, sustainable development, partnership and unity of action)³.

The strategic goal of developing Ukraine's transborder cooperation with the European countries is to convert this form of cooperation into the effective additional channel for future accession to the EU.

In cross-border cooperation of the EU countries including Slovakia, it is important to apply the principles of subsidising and partnerships both at the European, national, regional and local levels. That is, the general principles of the EU regional policy, which Ukraine is to adapt gradually, become the general principles of CBC regional policy⁴.

The European, including Slovak and Ukrainian, political and expert community is talking about feasibility of pursuing the government policy of cross-border cooperation development.

Союзу (на прикладі прикордонних регіонів України та Угорщини) : [монографія] /А.В. Балян. - Ужгород : Ліра, 2006. - 325 с.

³ Постанова Кабінету міністрів України "Про затвердження державної стратегії регіонального розвитку на період до 2020 року", № 385 від 06.08.2014р. [Електронний ресурс] // Кабінет Міністрів України. – 2014. – Режим доступу до ресурсу: <http://zakon0.rada.gov.ua/laws/show/385-2014-n..>

⁴ Буковецький М. Прикордонне співробітництво між країнами Центральної Європи: приклад Карпатського Євро регіону / М. Буковецький // Будівництво нової Європи: прикордонне співробітництво у Центральній Європі / За ред. д-ра В. Гудака. – Ужгород: Закарпаття, 2011. – 111 с. Стратегія українсько-словацького транскордонного співробітництва 2020 [Електронний ресурс] / V. Benc, A. Duleba, Martin Angelovic, Katarina Sira, Tetjana Chavarga, Oleh Luksha, Oksana Stankevich, Ivan Hevci, Nataliya Nosa-Pylypenko, edited by M. Goch and V. Pylypenko. – Uzhhorod: Agency Drim, 2014. – 46 p. – Режим доступу: http://iardi.org/wp-content/uploads/2011/10/StrategiaCBC_SK-UA_ENG.pdf.

Declarations of the European cross-border cooperation forums marked the feasibility of using the positive experience of the Nordic countries in managing transborder cooperation in order to enhance such partnership in the Carpathian region⁵.

The project "Information Support and Implementation of Innovative Approaches to Cross-Border Cooperation of Slovakia and Ukraine" (SB 01030) provides that scientific analysis of economic, financial and organizational aspects in the activity of such international organizations as the Barents Euro-Arctic Council (BEAC) and the Barents Regional Council (BRC) should be a reliable basis to implement the Scandinavian practices both in terms of international cooperation of regions and local communities of the Slovak Republic and Ukraine, and in a wider context throughout the whole space of interaction and cooperation of transboundary regions and communities of these and other countries in the Carpathian region⁶. As noted in the Norwegian research community by the colleagues, it is not the first consistent continuation of systematic attempts to transfer knowledge and experience of regional cooperation in the Northern region into other European regions. The Northern region is involved in the EU regional initiatives, especially the EU Northern Dimension. Some Norwegian regional initiatives have a broader North Baltic coordinate system. This makes the Norwegian institutional experience relevant also for the regional associations and for subsequent sub-regional cooperation in these conditions. Without accessing the EU, yet as a member of EFTA, Norway yet settled its status and positioning in the common European economic market and participates in the European institutions on these and other issues⁷.

The project objectives are implemented in favourable macro-political context. This includes the support of the territorial integrity and Ukraine's European transit by Norway and the other Nordic states, members of the Barents cooperation systems, a dynamic ratification of the EU - Ukraine Association Agreement by the Visegrad countries, intensification of their cooperation with Ukraine in such new formats as interaction of the Ministries of Foreign Affairs and other agencies, cooperation in the energy sector (Slovakia-Ukraine), reforming the

⁵ Cross-Border Cooperation on the EU's Eastern Border. Printed in institute for stability and development, Praha (Prague, Czech republic). [Електронний ресурс]. – Режим доступу: Exborealux.isd-network.org/wp

⁶ <http://www.cbccinnovations.sk/index.php/uk/>

⁷ Гейр Флікке. Регіональна співпраця в Північному регіоні: її значущість та обмеження / Гейр Флікке .Норвезький інститут міжнародних відносин, Центру досліджень Північного регіону в м. Буде // Україна та Вишеградська четвірка: на шляху до взаємовигідних відносин: Матеріали міжнародної наукової конференції, 13 травня 2010 року, м. Ужгород //.- Режим доступу: <http://www.uk.x-pdf.ru/5mehnika/1246854-11-ukraina-vishegradska-chetvirka-shlyahu-vza-movigidnih-vidnosin-ukraina-vishegradska-chetvirka-shlyahu-vza-movigidnih-vi.php> .Р.8-11

economy (Hungary-Ukraine), promoting decentralization and public finance (Poland-Ukraine), developing civil society (the Czech Republic - Ukraine)⁸.

It is positive for strengthening the state support of cross-border cooperation between Slovakia and Ukraine that, following the Scandinavian example, the leadership of the Parliament of Ukraine tend to intensify inter-parliamentary cooperation with partner countries in the Carpathian region in the form of Interparliamentary Assembly and discuss the possibility of creating a joint infrastructure of the Carpathian Euroregion (following the model of the Euroregion "Alpine Space")⁹.

The project implementation is a consistent continuation of the activity of the International Research Group composed of the leading scientists, diplomats and representatives of business circles in the US and Europe in the framework of the Institute for transborder cooperation programs (Uzhgorod, Ukraine), which, for the last decade, has been analysing the problems and experience of Ukraine's cross-border cooperation on the eastern border of the EU from the standpoint of system modelling and has offered policy recommendations for authorities and public organizations to improve it. Since 2005 within the program "Analysis and Management of Modern Cross-Border Processes" there have been implemented the projects "The Modern World and Borders," "How to Make a New Eastern Border of the European Union More Open and Safer" and "Cross-Border Cooperation as a Factor of Regional Security."

In cooperation with such reputable European and American research and policy-advisory bodies like the Barents Institute and the Barents Secretariat (Norway), the International Centre for Democratic Transition (Hungary), the Institute for Stability and Development (Czech Republic), the Jefferson Institute (the US), the Institute for transborder cooperation initiated the development of methodology of indexing and monitoring of cross-border processes in modern Europe, and while implementing the project "Borders for People" (Optimizing the Management of Transborder Cooperation among the Neighbouring Regions of Romania, Slovakia, Hungary and the Ukraine) there was expanded an international team by attracting highly qualified experts from Hungary, Slovakia, Romania and Ukraine from academies of sciences and university professors, lawyers, diplomats, heads of research centres and NGOs .

⁸ www.niss.gov.ua/articles/1861

⁹ Tyzhden.ua/politics/184511, p.1

The Concept of optimizing cross-border cooperation of neighbouring regions of Hungary, Romania and Ukraine and its indexing and monitoring methodology, developed during the project implementation, were presented at the European forums in October 2010 in Uzhgorod and Kosice (Slovakia) with the participation of the European Commission Vice-President, in November 2011 in Kaliningrad (the Russian Federation) - Elblag (Poland), in September 2012 at the international scientific conference in Stara Lesna (Slovak Republic).

It should be noted that policy recommendations worked out in the course of the project, particularly in terms of rational use of financial, information and human resources in the process of cross-border cooperation, have been properly tested in practice, especially in 2010-2011 in the framework of the project "CBC Index - informing stakeholders" under the auspices of the Ministry of Foreign Affairs of Norway, and specific recommendations as to optimizing the system of cross-border cooperation on the ways to mitigate and abolish the visa regime for Ukrainian citizens (as Ukraine was the first to make such a humane step for the EU citizens back in 2005) were submitted to the appropriate structure of the European Union and the European Commission, to the governments of the Carpathian Euroregion and leaders of cross-border regions¹⁰.

Based on the objectives to find the ways to implement innovative mechanisms for cross-border cooperation between Slovakia and Ukraine in the Carpathian region, to form a new systematic quality of implementing the existing potential, the expert group formulated their practical recommendations on the basis of analysing the key parameters of the systemic CDC model such as the origin (genealogy), determining environmental factors, essential features and forms of development, main goals and feedback.

The scientific studies conducted by experts are based on modern methodological principles of researching the nature of cross-border processes, such as a combination of subjects' interests and subjects' engagement into the world globalization and glocalization processes that arise from understanding and considering:

- major global trends of globalization and glocalization broadening and deepening;
- basic laws of developing borders and cross-border flows, as well as their decisive components - transparency and security contradictory unity;

¹⁰ Ганна Чубай-Федоренко. Проблеми транскордонного співробітництва України в умовах розширеного Європейського Союзу. [Електронний ресурс]. - Режим доступу: http://www.irbis-nbuv.gov.ua/cgi-bin/irbis_nbuv/cgiirbis_64.exe?.... P. 21.

- the key CBC features in the system of international relations, such as their practical (solving specific problems of the border areas), communication (in the case of East-West relations, establishing a civilized dialogue) functions and that of conflict prevention;
- determinants of CBC development as the political will of the participants, management process efficiency and the level of scientific support;
- the use of such analysis and CBC management tools as system modelling and monitoring¹¹.

"The Study of the Fundamentals of Barents Euro-Arctic Council and the Regional Council

Activity" is dedicated to researching the Scandinavian CBC experience in the framework of the project "Information Support and Implementation of Innovative Approaches to Cross-Border Cooperation between Slovakia and Ukraine".

The authors of this analytical paper offered to the reader's attention are Slovak, Norwegian and Ukrainian experts.

¹¹ Устич С.І. (керівник авторського колективу). Транскордонне співробітництво як альтернатива новій «залізній завісі» та конфліктам: Комплексне дослідження (українською, російською, англійською мовами). - Ужгород: Карпати, 2007. - 240 с.,іл. ISBN 978-966-671-145-1 - С.55-58

1. STUDY OF ACTIVITIES OF THE BARENTS EURO-ARCTIC COUNCIL AND THE REGIONAL COUNCIL

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Introduction

Current transborder cooperation is a very powerful and importantly, a constructive resource for development of the international relations system. Active cooperation has a positive effect on solving the problems of participating cross-border regions, creates conditions for accelerated growth of welfare, directs partner countries policy towards equalizing level of life between more developed and depressed and peripheral regions.

This is confirmed by *development of transborder cooperation in the geopolitical area of the Carpathians*. European Union enlargement has opened up entirely new opportunities for its expansion and deepening.

However, analysis of the issues of transborder cooperation dynamics (hereinafter - TBC) in this important part of Europe shows that *its management requires significant optimization*. In particular, currently *there is an urgent need in using such efficient management tools* as:

- Macro policy coordination,
- State economic incentives;
- Bilateral and multilateral financial cooperation.

For which reasons such a need appeared?

1. As is known, in the early 90s of the last century the first in Central and Eastern Europe Euroregion was set up, titled the Carpathian Euroregion. During a decade this association of border cooperation of neighboring regions of Hungary, Poland, Slovakia, Romania and Ukraine had been developing very well and was even considered a reference for the European TBC.

Over time, however, and especially at the beginning of this century, it began to fade. It is regrettable for one of the authors of these lines to state this because he was one of the initiators of the Carpathian Euroregion and the first Chairman of the Council of this organization from Ukraine. The current deep crisis of this international structure can be evidenced by the fact that the joint authority of heads of border regions members of the Carpathian Euroregion – its Council – in fact ceased to exist.

But we know that the Carpathian Euroregion was set up by the Foreign Affairs Ministers of the member countries by signing the relevant Declaration. Therefore, it would seem that in the present crisis situation of the Euroregion its macro-policy guarantors should be intervening to help him overcome existing transformational development obstacles. But very strange is the fact that since its inception in 1993, not one ministerial meeting devoted to its problems took place.

So which support and coordination by governments for this very important regional organization one can speak about (except for the ceremonial mentioning of the importance of its existence, coming out easily every now and then at official meetings)?

2. Currently there exists an institute of intergovernmental commissions on transborder cooperation. However, experience shows that their activity is quite bureaucratic and lacks efficiency. For example, the latest annual (2016) meeting of the Ukrainian-Slovak Commission resulted in no joint protocol agreed.

In addition, commissions deal with transborder cooperation issues only at the bilateral level, not sufficient for solving complex, multi-stakeholder problems of the region.

3. Governments on both sides of the new Eastern border seem to be active in transborder cooperation programs. But a careful study of the real situation reveals that in fact they perform rather go-between and regulatory functions in the allocation of funds coming from the budget of the European Union and other countries of the continent according to special platforms (European Union ENPI and ENI, Norwegian financial mechanism, etc.) They can in some way participate in their cofinancing if this is conditioned by the donor.

In terms of *their own* their bilateral or multilateral intergovernmental transborder cooperation programs *with appropriate funding, at the new Eastern border in the Carpathian they are unfortunately non-existent*. This *negatively affects* activities of transborder structures that are not able to get a financial backing from the European funds. The fate of the Carpathian Euroregion is a dramatic confirmation.

Apparently, cross-border cooperation in the area of the Carpathians in general, and Ukrainian-Slovak TBC in particular lacks effective tools of macropolitical coordination and support.

Meanwhile, such tools in Europe are existing, and there is a vast positive experienced accumulated in its use. One particular example can be found in the North of our continent.¹² Significance of the macropolitical tools for the TBC development is evidenced by more than twenty years operation of North European institutions, in particular of Euro-Arctic Council and of the Regional Council (established in 1993).

Barents Euro-Arctic Council is the organ of the Foreign Affairs Ministries of Norway, Sweden, Finland, Iceland, Denmark, European Commission and Russia. It provides efficient macropolitical support and transborder cooperation management in the Barents region.

Barents Regional Council is an institution of heads of border regions of Norway, Sweden, Finland and Russia. It provides a *systematic and tight cooperation of border areas in solving common problems of TBC*.

International Barents Secretariat is a standing technical body dealing with proper organizational support of multilateral transborder cooperation. Its office is located in the Norwegian town of Kirkenes.

The Norwegian Barents Secretariat is a permanent executive and administrative body, coordinates transborder cooperation of the northern provinces of Norway: Nordland, Troms and Finnmark with partners in neighboring countries and funded by the Ministry of Foreign Affairs and other ministries of Norway, which allocate funds for special grant programs in the areas of regional development, health, culture etc.

¹² ESPIRITU, Aileen Asheron. Moving forward: Strengthening cooperation in today's Barents Region. In *Barents Studies*, 2015, Vol.1, p.7-11.



Fig 1. Map of Barents Euro-Arctic region

Activities of these institutions are based on *a new philosophy of transborder relations in the Barents Sea basin*, proposed in the early 90-ies by the outstanding statesman, Norwegian Foreign Affairs Minister Thorvald Stoltenberg. Fundamentals of this philosophy include *pragmatism and mutual understanding*¹³

The fundamental principles of the Barents Euro-Arctic Council, Regional Council and the International Barents Secretariat functioning include:

1. Consensus decision-making.
2. Equal cofinancing on the basis of minimized costs.
3. Asynchronous rotation of presidency (for 2 years).
4. Activities of the presiding country are based on the biennial program approved by partners.
5. The program is implemented through the operation of specialized international working groups.

According to estimates of the European Commission, the Barents Euro-Arctic Council and the Regional Council are *successful specialized international regional organizations*. This

¹³ STOLTENBERG, Jens og Thorvald. Samtaler. Oslo: Aschehoug forlag, 2009.

assessment, in particular, was made at a conference aimed at studying the northern experience of transborder cooperation held in Brussels last year.

The need to use positive North-European experience for enhancing transborder cooperation in the geopolitical area of the Carpathians was noted in recent years in the Declarations of European Forums on transborder cooperation (Chisinau, Moldova, 2012 and Joensuu, Finland, 2013).

Similar positions were expressed by representatives of the Ministries of Foreign Affairs of Ukraine and Slovakia, Zakarpattya Regional State Administration.

That is why there was a project "Information management and implementation of innovative approaches CBC Slovakia and Ukraine", funded by a grant from the Norwegian kingdom with the help of the Norwegian Financial Mechanism and co-financed from the state budget of the Slovak Republic.

Those were the reasons why the project *"Information provision and implementation of innovation approaches in transborder cooperation of Slovakia and Ukraine"* originated. The project is financed from the grant of the Kingdom of Norway with the help of the Norwegian Financial Mechanism and co-financed from the state budget of the Slovak Republic.

The aim of the project:

- a) obtain and analyze authentic, high-quality and complete information on the forms, methods and results of the Barents Euro-Arctic Council and the Barents Regional Council activity ;
- 2) development for the managing authorities of Slovakia and Ukraine of the practical recommendations on its implementation to improve the efficiency of transborder cooperation between border regions of these countries, in particular, and in the Carpathian region in general;

The beneficiary of the project is the Centre for Social and Psychological Sciences Slovak Academy of Sciences, Institute of Social Sciences in Kosice

Partners:

- Institute for Transfrontier Cooperation (Uzhgorod, Ukraine);
- Kosice self-governing region (Slovakia);
- Self-governing region (the county) Finnmark (Norway);
- Stability and Development Institute (Slovakia);
- Uzhgorod city NGO "International Institute of transborder analysis and management"

It was easier for us to study the Scandinavian experience, since comparative analysis of transborder cooperation in various regions of Europe has been performed previously.

Jointly with Norwegian Barents Secretariat (Kirkenes, Norway), Association "Yarvio" (Helsinki, Finland), Institute for Stability and Development (Prague, Czech Republic), the Institute for Transfrontier Cooperation (Uzhgorod, Ukraine) and other partners in 2012 important research of TBC in the new Eastern border segments of the European Union was carried out. The international team also conducted innovative in terms of methodology index research of transborder cooperation ¹⁴

Collaborative research demonstrated the critical importance of statistical evaluations of transborder processes. Therefore for transborder issues statistics research, a separate working group was established including representatives from Poland, Russia, Norway, Ukraine, Slovakia and other countries¹⁵. It is a pleasure to see representatives of the Central Statistical Office of the Netherlands join the group recently.

Innovative findings of the group have been presented at special sessions of the recent World Statistics Congresses in Hong Kong (2013) and Rio-de-Janeiro (2015). The group has also been invited to participate in the next Congress (2017) in Marrakesh.

We should note the exceptional role in the organization and financial support of all this work that was played by the Ministry of Foreign Affairs of Norway, it is very efficient body – the Norwegian Barents Secretariat and long-time leader of this organization Rune Rafaelsen (now – Mayor of Kirkenes). ¹⁶

Institute for Transfrontier Cooperation has been successfully cooperating with the Secretariat for about 10 years.

The project experts (scientists and practitioners) project "Information management and implementation of innovative approaches CBC Slovakia and Ukraine" was conducted significant in terms of analytical work.

In the course of the project "Information provision and implementation of innovation approaches in transborder cooperation of Slovakia and Ukraine" experts (both scientists and practitioners) performed a lot of analytical work.

They have also visited the Barents region to study experience of cross-border cooperation in the North of Europe.

¹⁴ USTYCH, Serhii. Systems theory of borders and transborder processes. Saarbrücken: Scholars' Press, 2015, 492 P.; *Index of TBC* [Електронний ресурс] – Режим доступу: . <http://www.borderdialogues.eu/index>; *Projekt „Liczmy się z granicą* [Електронний ресурс] – Режим доступу: http://www.eurobalt.org.pl/index.php?option=com_content&view=category&layout=blog&id=46&Itemid=92.

¹⁵ *Optimization of transborder statistics. Collection of scientific papers*. Editorial Board: Serhii Ustych, Jozef Olenski, Marek Chierpal-Wolan, Jan Cuper, Vasyl Symchera. Uzhgorod: ITBC, 2014, 226 p.

¹⁶ RAFAELSEN, Rune Gjertin. Our Commitments. In *Kirkenes*. 2016, p.3.

1.1 Transborder cooperation as a phenomenon of contemporary international relations

European understanding of the “transborder cooperation (TBC)” concept – “Transfrontier cooperation (TFC)” or “Cross-Border Cooperation (CBC)” implies any joint activities aimed at strengthening and deepening good-neighborly relations between territorial communities or authorities within the jurisdiction of two or more contracting parties and conclusion to this end of necessary agreements or appropriate arrangements.¹⁷

Therefore, transborder cooperation is organized, usually institutionalized form of transborder flows¹⁸.

In the East-West system of relations, transborder cooperation executes three main functions.

First – practical function¹⁹ – is connected with solving specific economic, social, ecological and other problems, which cause worry for the inhabitants of border territories of Eastern European, Central European, Baltic and Balkan states. This function focuses on the day-to-day human life, their desires, health and well-being.

Other than this utilitarian function, transborder cooperation also serves a second no less important purpose of *communication*, of ensuring the establishment of bridges between the East and the West, the function of civilizational dialogue. In the various projects and activities of TBC, millions of people of various ideological and geopolitical orientations, as well as ethnical and religious convictions, take part. People’s diplomacy makes them closer, destroys previously established stereotypes.

The third function – *geopolitical* – is a function of preventing conflicts – follows from the two previous functions. The joint solving of various problems, active formal and informal communications facilitate the formation by residents of border regions, citizens of Eastern

¹⁷ European Outline Convention on Transfrontier Co-operation Between Territorial Communities or Authorities / - Strasbourg: Division des publications et des documents, 1980.

¹⁸ USTYCH S., ROVT A. An important unification of the Continent . Transfrontier cooperation in Europe / Ustych S., Rovy A. // Človek a Spoločnosť. - Časopis SAV.- 2011. - Roč. 14. č.1 [digital source]. - <http://www.saske.sk/cas/zoznam-rocnikov/2011/1/5915/>.

¹⁹ Transborder cooperation represents an effective means of solving a multitude of regional problems. Nonetheless, it can only be an auxiliary, additional method for regional development. This fact must be highlighted because, as practice shows, the regional elite and population, particularly those of Eastern European border areas, have unreasonably high expectations regarding the benefits of TBC. It is sometimes perceived as a panacea against all grievances, as the main and universal means of ending the crisis in these regions. Without a doubt, those are wild assumptions. TBC is not capable of replacing the internal resources of the border region or governmental support of its development. However, when TBC is expertly organized, it does without a doubt becomes quite productive.

European countries, of objective perceptions in relation to the European Union and to the West in general (and vice versa). This is of high importance in avoiding complications, preventing conflicts in interstate relations ²⁰.

The end of the II-millennium was marked in Europe by turbulent geopolitical changes. Macro processes that took place on the continent led to *substantial reconstruction of the whole transborder cooperation system* (TBCS) and, above all, at the new Eastern border of the European Union.

This system first of all grew much broader. New dimensions of TBCS have been for the first time specified in the new Eastern policy of the European Union, known as the "Eastern Partnership". As a result, the orbit of TBC got to embrace many regions of the countries - new European Union member states and Eastern states - yesterday's Soviet Union republics. Only the border of Ukraine with the countries of the European Union is more than 1400 km long (from about 7000 km of its external borders). The subjects of cross-border cooperation from Ukraine became 7 regions with the territory of more than 100,000 square kilometers and a population of about 10 million, from the European Union - 10 regions with the area of about 100 000 square kilometers and a population of about 9 million inhabitants.

Secondly, TBCS has become much more dynamic. In particular, old tools of transborder cooperation like TACIS came to be replaced by the new ones, like ENPI program. Very positive is that new tools in comparison with the old have become much labile; they have a greater ability to adapt and develop invariantly.

Thirdly, the reconstructed transborder cooperation system has a much larger resource base, and hence the opportunities to address wider issues. For example, the budget of the ENPI program for the period 2007-2013 is a significant amount of 11 billion 181 million Euro. It is assumed that the financial allocations for the new programming period 2014-2020 will be increased.

To summarize, we can confidently say that the transborder cooperation system as an object of analysis management has become much more complex.

²⁰ УСТИЧ С.І. Сучасне транскордонне співробітництво як соціальне явище. / С.І. Устич // Перспективи: соціально – політичний журнал. – 2014. - №1(59). – С. 95-104.

1.2 Comparative analysis of Transborder cooperation in various regions of Europe

There is almost directly proportional relationship between the quality (completeness, specificity and reliability) of information and the effectiveness of managing relevant social object, including transborder cooperation.

Strategic goal towards optimizing the management of transborder cooperation on the new Eastern border of the European Union is creation of a common information resource (CIR) of TBC. System information resource is a body of knowledge about genealogy, current state and trends of the TBC, and the forms and methods of optimal management of current transborder cooperation on the new Eastern border as a whole and in its individual segments in particular.

Creation of a common information resource will:

- 1) *significantly improve the efficiency of transborder cooperation management.* Ways to achieve this goal – obtain most complete and accurate information about the progress of transborder processes, as well as the correct application of information in decision making;
- 2) *in addition to the information resource, efficiently use other available resources such as human, financial, material, time, etc.* In particular, this is achieved through positive and negative experiences of partners, avoiding overlap and duplication of work and so on.

Common information resource is the basis, the core of a different system – the system of information service of transborder cooperation. *System of information service (SIS) of transborder cooperation provides the functions of obtaining (acquiring), the introduction or the collection, storage, retrieval, processing, transmission and practical use of information on the genealogy, actual progress and projected development of current transborder processes, in particular transborder cooperation.*

The system of information service has its own architecture, which can be viewed through the prism of different criteria. In terms of component composition, SIS is a set of elements (blocks) of information, hardware, software and organizational support, and also personnel.

The development of SIS of transborder cooperation is carried out by joint efforts of TBC subjects from different countries.

In recent decades in Europe a lot was done to create a common information resource and the system of information service of transborder cooperation.

In particular, a large number of scientific and practical research on the problems of transborder cooperation emerged. Mostly, they are either *descriptive* (containing a wealth of factual material), or have a *narrow operating focus* (expressed in specific practical tasks which are not always supported by efficient management and control mechanisms – for example, in the form of a "declaration", "strategy", "program" of transborder cooperation).

At the initial stage of TBC development such forms of analysis and management are generally sufficient. However, with the intensification of transborder cooperation and its complication the results become less satisfactory for its participants. Hence frequent perception of transborder cooperation as of insufficiently effective or even outright disappointment in its practical results.

To ensure the effective development of modern transborder cooperation *alternative, innovative methods which are adequate to its complexity should be used*. In other words, current transborder cooperation is doomed to be innovative. In this regard, it is worth to mention the ideas of American Professor Brian Arthur ²¹, one of the founders of the theory of innovative development, and conclude that timely innovation is a blessing, belated innovations is a problem, lack of innovations is a catastrophe.

First of all, transborder cooperation during its research requires application of *system, interdisciplinary methods of learning* that can capture the essential idea of the controversial phenomenon and to ensure efficient adjustment of its development. *It is analytical developments, based on these methods, that will facilitate the transition from the initial extensive development phase of TBC to the mature phase of effective system functioning*.

As mentioned above, one of the two main tools of obtaining an interdisciplinary, objective and complete information about the most specific object of as transborder cooperation at the new Eastern border of the European Union, is *its system analysis through expert studies*, i.e. tracking chain of causing the components of TP horizontally and vertically with the formation of qualitative and quantitative evaluations.

²¹ ARTHUR W. B. The Nature of Technology: What it is and How it Evolves / Arthur W. B.- Boston: The Free Press and Penguin Books, 2009. – 297 p.

Indexation is applied, which that is the method of analysis that allows simplification, grouping and agglomeration of information in indexes – quantitative indicators of the object's development as a whole or its parts²².

Ideas of quantitative and qualitative assessment and conduction of the TBC monitoring on this basis were for the first time justified in the Concept of transborder cooperation development at the new Eastern border of the European Union, developed by S. Ustych, Director of the Institute for Transfrontier Cooperation commissioned by the Brussels Centre of the New York Institute "East-West" in 2006. Afterwards, in 2007, this concept in the extended version was presented in the book "Transborder cooperation as an alternative to the new "iron curtain" and conflicts". In particular, those materials set out the basic elements of indexation and monitoring of TBC.

In 2008 the idea of indexation and monitoring was supported by authoritative experts and organizers of European transborder cooperation – Director of the Institute for Stability and Development (Prague, CZ) Vasil Hudak and Secretary General of the Norwegian Barents Secretariat (Kirkenes, Norway) Rune Rafaelsen. On their initiative and support the International Working Group (IWG) was established²³.

During several years, the Group has been conducting fruitful research and political consultations. A range of meetings took place: in November 2009 (Prague, Czech Republic), in February 2010 (Budapest, Hungary) in June 2010 (Chisinau, Moldova), in October 2010 (Uzhhorod, Ukraine - Kosice, Slovakia), in January 2011 (Prague, Czech Republic), in November 2011 (Kaliningrad, Russia - Elblag, Poland).

The IWG developed and concretized the ideas of indexation and monitoring of TBC. In addition, it linked them within the pan-European project "European border dialogue" with the concepts of "Capacity development" and "Flexible Response Mechanism".

Briefly summarized, the discussion that has been carried out focused around five main issues.

²² USTYCH S. The Indexation and Monitoring of the Modern Transborder Processes / Ustych S. // Journal of Mathematics and System Science. USA - 2013 - №3. - P. 592-596.

²³ The Group included experienced experts from different European countries: V. Hudak, R. Rafaelsen, A. Staalesen (Norwegian Barents Secretariat), A. Espiritu (Barents Institut, Kirkines / Tromso, Norway), S. Ustych (Institute for Transfrontier Cooperation, Uzhhorod, Ukraine), M. Bizilya (Institute for Transfrontier Cooperation, Uzhhorod, Ukraine), A. Presnal (Jefferson Institute, Belgrade, Serbia), S. Koles (International Center for Democratic Transition, Budapest, Hungary), R. Harnett (Institute for Stability And Development, Skopje, Macedonia), P. Payas (Political Association of Open Society, Prague, CZ), V. Liht (Foundation for political change, Belgrade, Serbia), A. Ignatyev (Regional Development Agency, Kaliningrad, Russia), M. Samusjew (Euroregion "Baltic", Elblag, Poland), M. Chierpal-Wolan (the Statistical Office, Rzeszow, Poland), L. Stoyka (Carpathian Foundation, Satu Mare, Romania) et al.

The first problem is the relation between traditional and innovative methods for analysis and management of TBC.

Based on analysis of available data and practical developments of problems of TBC a joint conclusion was made that today the expert community set only a few, fragmentary guidance in terms of criteria for comparative assessment of transborder cooperation development in various geopolitical segments of Europe. An original, innovative product should be created that can significantly improve the practice of transborder cooperation on the continent.

The second problem is the formation of a common approach to indexation.

In this regard, the participants of IWG supported main principles (system approach to the analysis of TBC, combination of qualitative and quantitative assessments of parameters, identification of indexes and indicators, etc.) that have been proposed by the author of the research at the start of mutual work. During constructive discussion these principles were detailed.

The third problem is a set of parameters and indexes.

Various suggestions both on the quantitative and qualitative characteristics for parameters and indexes of TBC were offered. Many of them matched, because the same phenomena were often marked by different definitions. The main task was to find such a combination of quantitative and qualitative parameters that would allow displaying most adequately the object of analysis - TBC.

The fourth problem is determination the indexation toolkit (methods of quantitative and qualitative assessment, sources of information and processing, etc.).

There were proposed ideas for correct combination of quantitative and qualitative assessments of TBC, usage of point scale, agglomeration of indexes, etc. As a result, a common point of view was generated, that is: specific forms of indexation should be determined only after the formation of the set of indexes, since each of these indexes for its study requires selection of specific cognitive tools.

The fifth problem is the mechanism of indexes' implementation.

There were expressed a lot of proposals for effective implementation of the index assessments, based on organizational standards adopted by EU. These proposals, in particular, addressed principles of regional working groups' establishment, form and content of monitoring reports, the use of websites, etc.

Mentioned findings of the international working group were taken used by the author in development of the System of indexation and monitoring (SIM) at the new Eastern border of the European Union. The following was considered:

1. In order to be successful both in theoretical and most practical (political) sense, system of indexing and monitoring should have a coherent internal logic. This means that each step in the process of SIM development should be due determined in the preceding step – until the ultimate goal – the optimization of the TBC system is achieved.
2. To make a correct comparison of transborder cooperation in various parts of Europe, a *set of standardized criteria* should be prepared according to which this comparison has to be carried out. These criteria should most *fully and accurately* reflect both the nature of transborder cooperation, and its *optimal condition*, which we aim to achieve.
3. To determine these criteria, the most effective methodology allowing to successfully perform this task should be used. The general knowledge is that (at least currently) this is the system methodology for analyzing, modeling and management processes.

As mentioned previously, the effectiveness of this methodology, first of all, lies in the fact that it enables to seamlessly merge factors different in nature. In case with crossborder cooperation, which is very complicated by its structure, it is extremely important.

4. To use a system methodology, we should define how we will *evaluate* various aspects of transborder cooperation (in quantitative and qualitative indicators).

After completing this work, we will be prepared to address the main theoretical problem – the creation of an optimal model of transborder cooperation (with a certain set of criteria – indices and ratings specifying them – indicators).

5. On a basis of this model a *specific comparative analysis* of pros and cons of transborder cooperation in various regions of Europe will be carried out and respective reports will be prepared with the political recommendations to EU institutions, national

government institutions and local bodies of self-governance. This model should serve as a toolkit for short-, medium-and long-term monitoring of transborder cooperation in Europe and on this basis, to contribute to significant increase of its efficiency.

Of special significance for the development of the Concept of optimization of the transborder cooperation on the new Eastern border of the European Union and for the pilot implementation of this concept was implementation of the international project "Borders for people".

The "Borders for people" project was developed by the Institute for Transfrontier Cooperation (Uzhhorod, Ukraine) in cooperation with its partners within the Hungary-Slovakia-Romania-Ukraine ENPI CBC Programme 2007-2013 (start of the project October 1, 2010, end – October 1, 2012).

More than 40 prominent experts were involved to the project implementation from the border regions. Expert group was formed following two main principles: a) broadest possible representation of various social categories – researchers, representatives of civil society, members of governments and local self-governments, police, diplomats and others; b) high professionalism of experts.

The project implementation enabled accumulating available European and world theoretical and practical achievements, fully taking into account the specific conditions of transborder cooperation between four states.

Головними підсумками реалізації проекту є, по-перше, система індексації та моніторингу транскордонного співробітництва і методика її практичного використання.

System for indexation and monitoring of TBC (SIM) in Europe is a set of theoretical, organizational and legal activities that ensure correct analysis and comparison of common and distinctive features and development trends of transborder cooperation in various regions of Europe aimed at improvement of its efficiency, primarily by optimizing management.

SIM is a universal model for analysis and optimization of cross-border cooperation both at the new Eastern border of the European Union as a whole and in certain other its individual segments, in particular.

The set of indices used, as well as their quality and quantity indicators, maximally considers methodological approaches approved by the European Union institutions (in

particular, General Directorate on Regional Policy) and which are implemented by them into project design at the new Eastern border, and in ENPI Program development in the first place.

However, the SIM is not limited by only this set of information. For the first time, it provides for the *synthetic analysis* of quality and quantity sides²⁴ of transborder cooperation development, enabling to obtain *maximally full and adequate information* about this phenomena.

Having this information in disposal, management subjects at various levels are able to develop and adopt *most efficient* political decisions.

The proposed *set of evaluation criteria* (e.g., statistical evaluations) may be amended depending on the specific conditions of use. But to *ensure the accuracy of comparative analysis* of the level of transborder cooperation in various segments of the new Eastern border its key criteria in all cases of practical application *should be uniform*.

Chronological frameworks for the starting research of this or that index are identified by experts depending on the characteristics of the latter.

1.3 Results of the expert study of innovation activities of the Barents Euro-Atlantic Council and Regional Council institutions

1.3.1 Tasks and organization of expert work

The project team set themselves the task of *systematic study* of the Barents Euro-Arctic Council and the Regional Council activities. First, they sought to uncover the basic context of regional cooperation in the Barents Arctic region, incorporating complex problems of Northern Europe and the Arctic region. Researchers did not stop at certain theories of regionalization or at general system of perception of regional cooperation in a globalized world.

Emphasis was placed on the structure and function – two characteristics, the quality of which can contribute to the expansion of effective cooperation, including in the broader system of international and political relations.

²⁴ Hendl J. Kvalitativní výzkum / Hendl J. - Praha: Portál, 2012. - 250 S.

The Barents Euro-Arctic Council and Regional Council are institutions of Northern states and the EU, aimed at promoting cross-border cooperation in the Barents region. They were created in the early 90-ies on the initiative of prominent Scandinavian politician – then Foreign Minister of Norway Thorvald Stoltenberg (and father of the current NATO Secretary General Jens Stoltenberg). Despite his age, Thorvald Stoltenberg until now is keenly interested in issues of European cross-border cooperation, and he was one of the initiators of the above project development.

To study the experience of cross-border cooperation in the North of Europe, the Barents region was visited by the group of project experts on November 8-12, 2016. The program of their stay in the Norwegian border town of Kirkenes was very busy.

A working meeting took place with the head of Sør-Varanger municipality town of Kirkenes, initiator and active provider of cross-border cooperation Rune J. Rafaelsen. He dwelled on the long-term experience and the current problems of the borderland. In particular, crisis situation of autumn 2015 was mentioned when more than 5.5 thousand Syrian refugees penetrated the checkpoint between Norway and Russia Storskog. An agreement was reached between R. Rafaelsen and O. Bilak on the establishment of partnerships between the towns of Kirkenes and Uzhhorod.

Experts got familiar with the construction of the cross-border infrastructure facility – a modern hospital with emergency center of Arctic medicine, built with a modular technology jointly by Norwegian, Finnish, Swedish, Icelandic builders, visited a modern multinational school with an innovative training concept.

The meeting of researcher with the heads of the Barents Institute – division of the Norwegian Arctic University in Tromsø engaging in cross-border cooperation research Marianne Solem and Svein Orheim dealt with joint developments and publications of Norwegian Arctic University in Tromsø, Uzhhorod National University and Safarik University in Kosice, exchange of students and teachers for internships.

It was stated that at the beginning of the twentieth century the Arctic Region became to be an integral part of world political space. However, in the second half of the twentieth century – early twenty first century, the international struggle for the region has intensified significantly. Global warming has launched a new round of competition at different levels for territory and resources of the North. Countries seek to preserve and extend their sovereignty in the region. Whether the Arctic Region will be subject to the clear rules of international law or will it become a free platform for military, political, scientific and industrial activities is a

question to be on the agenda soon. New internal and external challenges have emerged for the traditional "Arctic countries".

Analysis of scientific achievements and its potential found out that the greatest scientific interest in the problems of the North are expressed not only by representatives of the "Arctic countries", but also countries "claiming" the Arctic areas. In particular, papers of American, Canadian, Chinese and Scandinavian researchers were mentioned, including Joseph Chin Yong, Mike Venstrup, Heather Conley, Scott Borgerson, Michael Byers, Li-Chen Fu and others. Ukrainian information and scientific space has also increased its focus on the Arctic region, with the analysis of topical issues of global and national energy security, most notable being from M. Gonchar.

Productive meetings took place with the structures that provide activities of the Barents Euro-Arctic Council and the Regional Council – the Norwegian Barents Secretariat and the International Barents Secretariat. The first structure is part of the Ministry of Foreign Affairs of Norway, located in Kirkenes and coordinating cross-border cooperation in the region. Its leaders – Norwegian diplomats Anja Salo and Heidi Andreassen – provided an information-rich story of modern forms of cross-border cooperation and its prospects.

Another organization is an intergovernmental structure for interaction with Nordic partners and the EU in the development of cross-border cooperation. About TBC achievements in the Barents region in detail informed leaders of the International Barents Secretariat Swedish and Finnish diplomats Tomas Hallberg and Laura Quist.

Informational cooperation in the non-government sector was in the center of the meeting with the head of the online media "Independent Barents Observer" Atle Staalesen.

At all meetings experts also introduced the participants to the positive experience of cross-border cooperation in the -border region of the Carpathians.

In general, the working trip of experts to Norway allowed to explore the latest and most effective forms of cross-border cooperation practiced in the North of Europe.

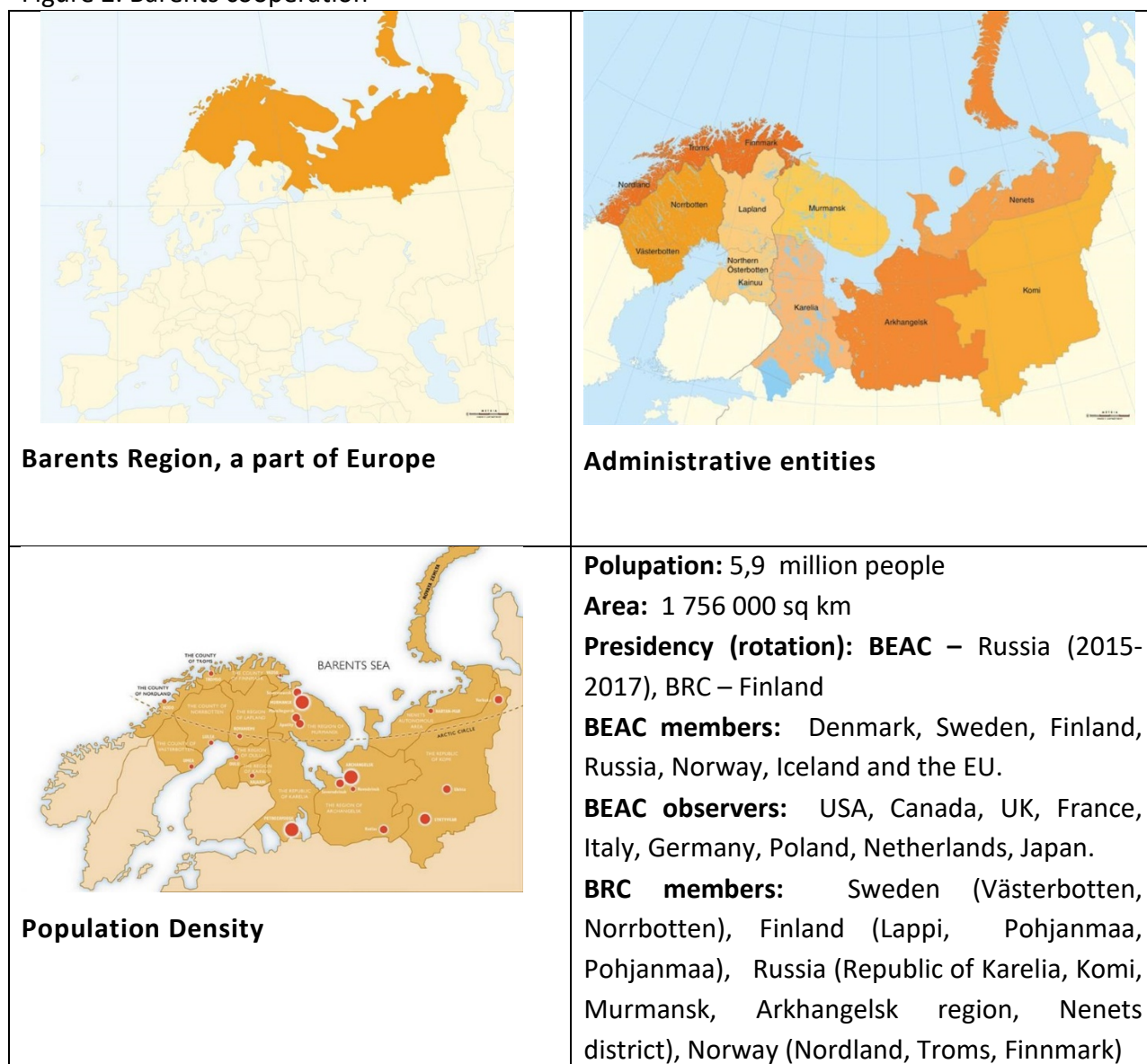
1.3.2. Barents cooperation: institutional potential of globalization

The context of regionalization in the early 1990s was a major motivating factor for flourishing of regional initiatives. When the East-West division was gone, other regional divisions became evident, that have affected different levels of quality of life, well-being, economic development and population of particular areas.

The Northern part of Europe stood out from the central parts by their harsh climate and low population density. The question arose: how to involve these regions into the new European system.

In response to these challenges on January 11, 1993 a Barents Euro-Arctic cooperation was launched, based on the initiative of the Norwegian foreign minister Thorvald Stoltenberg. The project currently includes the administrative regions – the county Nordland, Troms, Finnmark in Norway; provinces Västerbotten, Norrbotten in Sweden; provinces Lapland, Northern Ostrobothnia, Kainuu in Finland; Murmansk Oblast, Arkhangelsk Oblast, Komi Republic, Republic of Karelia, Nenets Autonomous Okrug in Russia. Geographically it covers a large area of Northern Europe, covering about 1,756,000 km² with a population of 5.9 million.

Figure 2. Barents cooperation²⁵



The Council of the Barents Euro-Arctic Region was established on the initiative of Norway, supported by Russia and Finland. The main motive of the member countries of the Council including Denmark, Iceland, Norway, Russia, Finland and Sweden, and the representative of the European Union (nine more countries have observer status) has been striving to maintain the centuries-old commitment of the Barents region peoples to neighborliness and cooperation, its environmental development and exploration of natural resources, creation of more comfortable and decent human living conditions. This meant that BEAC would not replace or duplicate the work already carried out on a bilateral or multilateral

²⁵ Based on www.barents.no

operation between member states, but it will promote the development of regional cooperation.

The concept of the Barents Cooperation was formulated in Kirkenes Declaration of October 11, 1993. It defines the main directions of cooperation in the field of economy, transport and communications, cultural relations and people-to-people contacts, scientific and technical cooperation, environment. The Declaration contains references to legislation, such as the European Energy Charter, the Convention on Environmental Impact Assessment (EIA Convention) and some agreements and strategies for environmental protection of the Arctic region. These laws and strategies have become an important foundation for future initiatives of cross-border cooperation. They helped to create a reliable legal framework for cooperation.

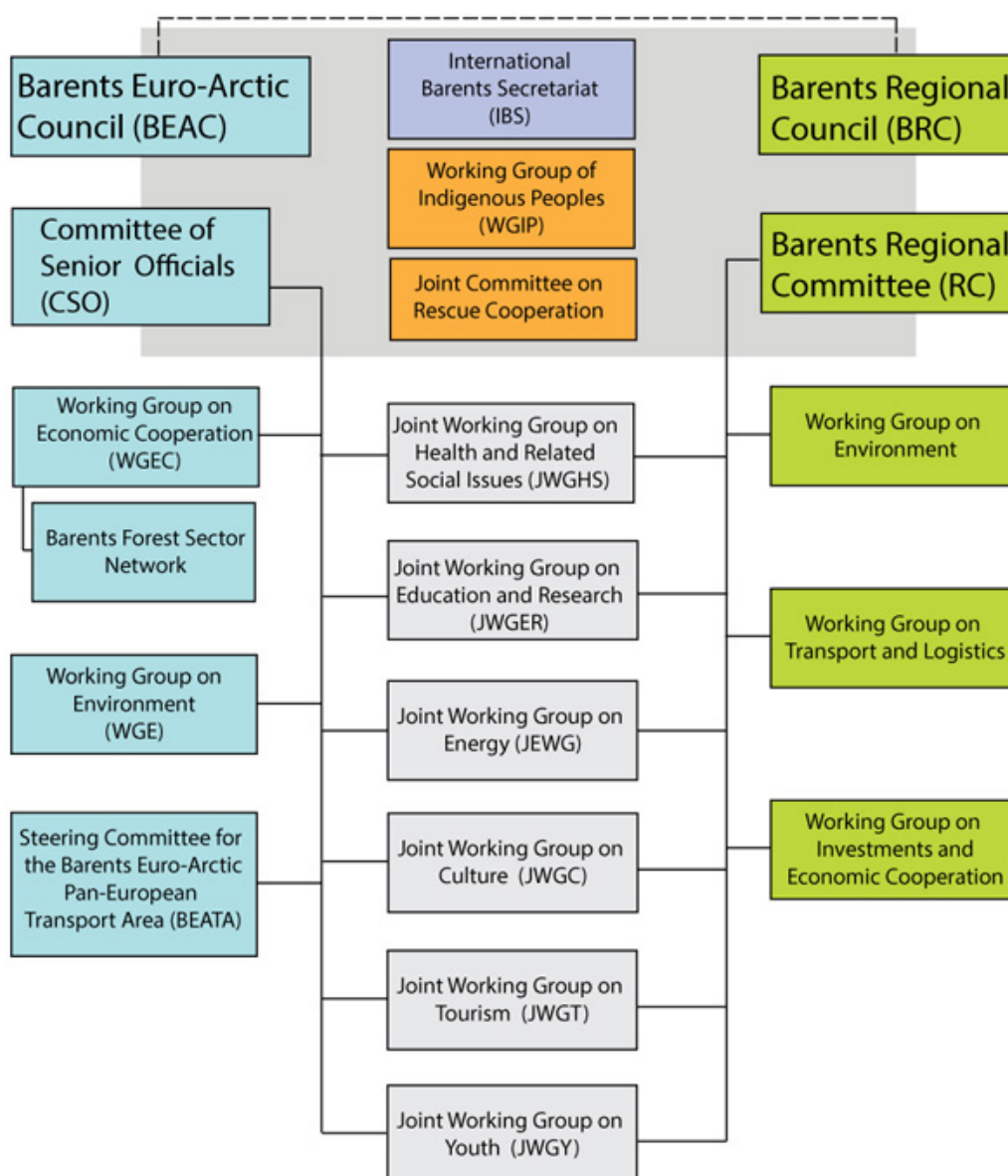
The Kirkenes Declaration of 1993 clearly determined that this regional cooperation should be considered as a contribution to the security of the whole of Europe. Reflecting a new frame of reference for European security, the Declaration emphasizes inter alia: "The participants expressed their conviction that expanded cooperation in the Barents Euro-Arctic Region would contribute substantially to stability and progress in the area and in Europe as a whole. The confrontation and division that characterised the past would be replaced by cooperation and partnership. The parties believed that such cooperation would contribute to international peace and security".

Regarding the institutional framework of cooperation, the Declaration laid out principles of alternating presidency of the member countries' ministries. The supreme body of the Council is the annual session of the foreign ministers of the participating countries, decisions on which are taken by consensus. In addition, "industry" sessions of ministers and heads of central agencies of member countries of the areas of cooperation take place, as well as meetings of the Committee of Senior Officials of cooperation that performs the functions of operational management.

Two-level institutional system is composed of the Regional Council, which works at the regional level, and the Council of Foreign Ministers on the political level.

As for the structure and property, the organization of executive and administrative body – the Secretariat is quite specific to the region.

Figure 3. The Barents Cooperation institutions²⁶



Usually there had been the cyclic approach to the Secretariat formation, with each country holding the presidency in turn. However, after the Norwegian Presidency, the Secretariat became a permanent institution. From November 1998, the Secretariat is owned by the Norwegian northernmost regions: Nordland, Troms and Finnmark, and on January 1, 1999 it was registered as the Interregional Company. During 2002-2006, the Secretariat staff consisted of 10 people in Kirkenes and 1-2 people in each of the four branches: in Murmansk, Arkhangelsk, Naryan-Mar and in Petrozavodsk. The last branch was closed in 2008.

Barents region has also become more international. Thus, the International Barents Secretariat established in 2008 was headed by the Russian diplomat, with the second highest

²⁶ Based on <http://www.barentscooperation.org/en/About/Organisational-chart>

post held by the Swede. Norway was responsible for 60%, and every other member state – for 12.5% of the financial expenses.

As already noted, the Barents Cooperation feature is its two-level management structure. There is a special body – the Regional Council, performing interaction locally. It includes senior officials of administrative units forming the Barents region from Norway (northern regions Finnmark, Troms and Nordland), Russia (Republic of Karelia, Murmansk, Arkhangelsk, Nenets autonomous region), Finland (Lapland) and Sweden (Norrbotten) and representatives of indigenous peoples.

The Regional Council is actually the generator of practical ideas and cooperation projects. Since 1994 it has developed and implemented "The Barents action program» designed for 5 years, with more than 80 projects in the field of environmental protection, economy, trade, regional infrastructure, livelihoods of indigenous peoples, education, science and technology, culture . Usually these are small projects, but they have a real funding from local authorities of member countries.

The year 1996 when the program was launch, has seen implementation of programs worth about 140 million Swedish kronor (about 20 million US dollars).

At the 3d session of foreign ministers in Rovaniemi (Finland) on October 6, 1995 a multilateral regional program was adopted, that addressed environmentally-safe reconstruction of metallurgical enterprises in the Murmansk and Arkhangelsk regions of the Russian Federation, the modernization of seaports and airports in the member regions and other major projects including in Karelia and the Nenets autonomous district. In the course of implementation, the program has been specified at meetings of the Ministers of economy (Murmansk, May 1996) and transport (Arkhangelsk, September 1996).

Effective form of synergy and coordination of development priorities and interests of cross-border regions participating in BEAC / BRC, is the work of target mixed working groups. Lets have a look at some of them:

- Working Group on Economic Cooperation (WGEC)
- Working Group on Environment (WGE)
- The Steering Committee of the Euro-Arctic Barents region transport system (BEATA)
- Joint Committee on Rescue Cooperation
- Barents Forest Sector Network (BFSTF)

Working Group on Economic Cooperation (WGEC): The Region offers great possibilities for economic activities for example in the fields of extractive industry, tourism and oil and gas production. In the long term, the opening of the Northern Sea Route will bring the Region new economic prospects.

The Working Group on Economic Cooperation (WGEC) seeks to promote economic development of the Barents Region through enhanced cooperation between the BEAC member states. WGEC works closely together with the regional business life, the Chambers of Commerce and the Barents Business Advisory Group (BBAG).

There is a separate forum for forest sector cooperation in the Barents Region – the Barents Forest Sector Network (BFSN) which reports to the Working Group on Economic Cooperation.

The Working Group on Environment (WGE): The Barents Region is becoming a strategic region for Europe. Its natural resources and new transportation routes will change the global map on resource use and transportation. An important challenge, thus, for the prosperity of the region is to promote responsible, sustainable and environmentally sound economic activities.

The Working Group on Environment (WGE) was set up in 1999 and covers a wide spectrum of issues and deals with both strong priorities of the Barents Cooperation and major environmental challenges. The work is therefore organized in subgroups and prioritized themes. The Regional Working Group on Environment carries out co-operation projects between the Barents regions and works in close co-operation with the WGE and its subgroups.

Steering Committee for the Barents Euro-Arctic Transport Area (BEATA): The need for co-operation on transport issues between the countries of the Barents Region was raised at the meeting between Ministers for Transport, the Arctic Council, BEAC Council in Arkhangelsk in September 1996. The Steering Committee is required to submit a report once a year to the BEAC and to the European Commission. The chairmanship of the Steering Committee rotates between the members on a two-year basis.

At the third Pan-European Transport Conference in Helsinki in 1997 the Barents Region was introduced into the EU as a special Transport Area. Cooperation includes checkpoints, custom cooperation, maintenance and reconstruction, as well as new projects to improve infrastructure.

Joint Committee on Rescue Cooperation in the Barents Region: The aim of cooperation is to improve the possibilities of the rescue service agencies to cooperate across the national, federal and regional borders on emergency and rescue issues in the Barents Region.

The cooperation makes it possible to provide assistance more efficiently, faster and at lower operating cost. As a result, direct access to additional resources and specialised functions in neighbouring countries can be assured. The focus of the cooperation is on day-to-day emergency situations, such as traffic accidents, forest fires, tourism related accidents, floods, ice plugs and industrial and chemical accidents.

Barents Forest Sector Task Force was approved at a joint meeting on May 23, 2014 in Helsinki. BFSTS aim is to promote sustainable forest management, monitoring and timely funding for BEAC projects, upholding balanced and coherent strategy of forest use and products and services provided during its implementation.

The objectives of the task force are:

- promote economically, socially and environmentally sustainable forest management;
- help create conditions for sustainable and multifunctional use of forest resources and dissemination of ecosystem services in the Barents region.

1.3.3 Barents cooperation as a functional system

The Barents Region is currently facing the challenge of how to combine the contradiction between regional functionality and global internationalization. Various studies predict different scenarios of development of the region, but from all global research the most revealing and comprehensive one is "The Big Oil playground", which describes the region as a zone of a large oil industry, Russian bear reserve or the periphery of Europe.

However, these global scenarios also take into account that the day-to-day practice of "relationships of the Barents region" preserves the original intents of the region to promote the development of people-to-people contacts. Since 1993 the Barents Secretariat has funded about 3500 cross-border projects in the North. Typically, it receives about 400 applications for grants yearly. To ensure the projects are relevant for the region, all applications are reviewed exclusively by the Secretariat and not by any external institution.

For example, in fiscal year 2011, the Barents Secretariat has received 36 million NOK for the implementation of bilateral projects in the region. About 70% of these grants were allocated for capacity building, training and education. A notable result is an increased influx of Russian students to the educational institutions of the North. As for the exchange of experience, the majority of completed projects were focused rather on transfer of the Scandinavian experience to the regions of Russia, and not vice versa.

The Barents Secretariat is also effective in providing specific advice to Norwegian and mixed companies located in Murmansk or Arkhangelsk region of the Russian North. According to the 2008 poll, 100 companies received consultations in clarifying legal issues, taxation, search and recruitment in Russia. Projects cover a variety of activities and contribute to the development of civil society, culture and education, help in the preparation of business plans and pilot projects for technology transfer and innovation. Examples of projects that have received funding in 2002-2006 (refer to the NIBR evaluation report) include a business plan / curriculum on establishing electrical Norwegian company in Murmansk (Barel Company Kirkenes in 2004 opened a store in Murmansk with the help of funding from Interreg North), a training program for Russian workers who work at sea in the training center Kimek (150 persons trained in 2005-2006), radio Kola Saami, a training center for young people from an environmental protection center and so on.

The activity profile is therefore very specific to the region and includes a variety of activities that sometimes are followed by wider international projects. Support of training programs, training and education aims to increase the number and quality of opportunities for economic development in the North, and at the same time facilitating the intensification of border traffic. In this sense, funding initiatives in the region of the Barents promote closer contacts and help cultivate a special sense of community. Barents Secretariat activities are likely to promote more sustainable sense of regional identity. North regions tend to apply for grants more often: 60% of the total number of applications come from Finnmark, 30% - from Tromsø, and 10% - from Nordland.

On the one hand, Russian national authorities in some way often are involved into projects that are covered by grants for approximately 40%. Some reports also record that Russia's desire to provide financial grants has increased due to the decision to allocate 122 million Euros for projects of cross-border movement under the European Neighborhood and Partnership Instrument (ENPI).

1.3.4. Russian-Norwegian interaction

Cooperation between Russia and Norway is an important driving force for the Barents cooperation. By virtue of geographical factors, these two countries have a special responsibility for the situation in the Barents region. No coincidence that many projects of regional cooperation are bilateral in nature or begun at the initiative of Russia and Norway.

Although formally the security and defense policy is not within the competence of BEAC-BRC, the Barents cooperation system performs important functions by indirectly promoting security in the region and – more broadly – in Europe. It means promoting social and economic stability of the population, especially in the North-Western regions of Russia. Assistance in the conversion of military production, monitoring the environmental situation, nuclear and radiation safety was provided. Gradually the focus of joint effort had to be shifted towards development of the model of social security, transborder cooperation in the fight against smuggling, illegal migration, drug trafficking

For the Russian Federation, solving social and economic problems holds one of the first places in the Barents cooperation. It is clear that, for the formerly "closed" Northern regions, these problems are particularly acute and specific.

Russia makes no secret from Norway and other BEAC partners of its interest in attracting financial resources and scientific and technical expertise of member countries and observers of the Council. The goal is to accelerate economic development in the Russian North-Western and Northern areas. The fact is that the highly developed economy of the Scandinavian neighbors possesses vast reserves of natural resources along the border with Russia and the possibility of enter new promising markets. This, basically, should lead to raising capital and creating an attractive investment climate.

According to researchers and business representatives of Finnmark, although there are positive examples of participation of Norway and other countries in the implementation of a number of interesting and promising programs, involvement businesses – both national and foreign – to solve mutual problems in the Russian part of the region could be more active.

However, for the purpose of our research we will pay attention to international conferences of the region's business circles that were intended to facilitate a more active involvement of foreign capital into the economy of the North of Russian, including in the field of small and medium businesses.

With the active participation of the Norwegian side, as well as Finland, Sweden and the European Bank for Reconstruction and Development in late 1995 a "Venture capital fund of the North-West Russia" was established. The goal was to provide long-term risky (venture) investments into mid-sized companies (150 to 5000 employees) in the Republic of Karelia, Arkhangelsk and Murmansk regions. The authorized capital amounted to 53 million US dollars. The Foundation has begun to develop cooperation projects.

In line with the aspiration to develop the Barents cooperation, the government of Norway on the initiative of its Ministry of Industry and Energy, established a national fund for the North-West at the amount of 180 million Norwegian kroner (about USD 30 million). This creates additional opportunities for the implementation of promising investment projects.

In 1993 General Consulates of Russia in Kirkenes and of Norway and Murmansk opened. They also promote application of the potential cooperation among the Barents region countries.

An important area of collaboration between Russia and Norway, as well as BEAC partners that are European Union members, is to find international means of technical assistance to develop appropriate project documentation, bringing it to the required international standards, which is similar to the Slovak-Ukrainian and Euro-regional practice of Ukraine, Poland, Slovakia, Hungary, Romania, Belarus and Moldova.

Norwegian experts and representatives of the real economy are hoping that the new agreement between Russia and Norway will have a positive effect on regional cooperation. Norwegian Foreign Minister clearly stated that there is a connection between the trust, formed in cooperation in the Barents Sea region and the "sea of trust", which appeared under the agreement on delimitation of the Barents Sea. The Barents Council also confirmed this fact.

Trust is an essential factor for cooperation, as is the issue of legal regime of the seas. When the Norwegian government adopted the Strategy for the Northern Region in 2006, careful diplomatic steps were initiated also in other areas. Norway and Denmark agreed on the principle of the midline when delineating the border between Greenland and Spitsbergen in 2006, thus resolving a dispute about 150,000 m² and consolidating its position in future negotiations with Russia. In the same year the agreement was also reached between Iceland, the Faroe Islands and Norway on interlapping external borders between their national economic zones. This added 56 000 km² to the sea basin of Norway and was the first case in history when states agreed on marine areas beyond national economic zones. Moreover, in the same 2006 Norway has put forward new demands to the UN Commission on the limits of the

continental shelf in terms of the area north of Spitsbergen (total area of 250 000 km²). In 2009, the UN Commission has met the requirement of Norway (235 000 km²). At this point, it is interesting that the negotiations between Norway and Russia on delimitation of the Barents Sea also moved to the new favorable phase.

Undoubtedly, the agreement to facilitate the "internationalization" of the region depends on the internal political transformation of Russia. We should be aware that the recession in 2000 also had an impact on the Russian economy, as Russia needs technology and know-how as much as before, and from 1 January 2010 it has simplified visas procedures and entry to foreign experts, including taxation and permits to work. This obviously will increase the flow of "brains" to Russia. At least this is the intention, although the law is closely associated with the development of the idea of "Silicon Valley" in Skolkovo near Moscow town. Most of these changes are in the jurisdiction of Russia and depend on its positioning in international relations. Another important fact that should be taken into account is that in this cooperation Russia is a larger state than Norway, which is respectively reflected in Russia's foreign policy.

1.3.5. Priority programs and directions of cooperation in the region

BEAC partners reached an understanding as to focusing efforts at 4-6 most promising and developed projects to get the most of it and to demonstrate the impact from the Barents cooperation.

An important focus of the BEAC where successful cooperation between Russia and Norway is evident, is the work of the Working Group on the Northern Sea Route. The group studies the possibility of practical use of this route for international commercial shipping. The base for its activities is the Russian-Norwegian-Japanese project – International research program A Northern Sea Route which recently involved other member countries and observers from the Barents region.

The interest of partners to transporting cargo on the route of the Northern Sea Route, which runs along the Russian coast of the Arctic Ocean, is quite clear. Distance, for example, between Hamburg and Yokohama along the Northern route is about 7,000 miles, while through the Suez Canal – 11.5 thousand miles, and the way from Hamburg to Pacific ports is twice shorter than via the Panama Canal.

As part of the Norwegian program for Eastern Europe, a program for research connections in the Barents region is under between the Norwegian Technology Center and the Kola Scientific Center of the Russian Academy of Sciences. Its main objective is to create sustainable technological and industrial ties between the Norwegian but also Scandinavian companies and enterprises of the Russian part of the Barents Region.

The most productive area of cooperation in the region is the cooperation in the field of environmental protection and improvement of the environment quality, with five main points fixed in the Declaration of heads of BEAC environmental authorities in Rovaniemi (Finland) in December 1995. Member states set cooperation to enhance nuclear and radiation safety and prevention of industrial pollution as priorities.

The Nordic Environment Finance Corporation (NEFCO) and Arctic Monitoring and Assessment Programme (AMAP) have done a lot to identify priority projects on radiation safety. Preparations to increase the capacity of the facility for liquid radioactive waste treatment in Murmansk are coming to an end. This project is carried out within the trilateral Russian-Norwegian-US cooperation. There is some progress in establishment of the system of monitoring the radiation situation in the Barents region. Russia, Norway and Finland implement a joint project to establish such a system in respect of Kola atomic power station.

An example of successful involvement of international institutions to finance environmental projects is the Russian-Norwegian program "Cleaner Production" (Finland also joined) that has managed to combine environmental and economic interests. It enables the companies with minimum expense, and often zero investment, to achieve significant reductions of pollutants into the environment. Pollution reduction by 20-30 percent is achieved by the introduction of new engineering solutions, thus reducing the consumption of water, energy, more efficient use of raw materials. Russians estimated that for every dollar invested in the "cleaner production" program the participating companies will receive between 10 and 15 dollars of economic benefit.

Norway and other Nordic countries have accumulated much experience of developing relations between the neighboring territories. In Europe, cross-border relations in general have a long standing tradition and are based on well-developed legal framework and naturally complementary integration processes. Interaction between local authorities, like at the Norwegian-Swedish border, may be of interest. Transborder cooperation context enables local governments to initiate projects both at local and international scale. An example of such a

project is the "Blue Road" – a highway and tourist route linking Norway, Sweden, Finland and Russia (Republic of Karelia).

The Norwegian city of Kirkenes, the "ganglion" of the Euro-Arctic communication, is located on the Barents Sea coast. Rune Gjertin Rafaelsen, the Mayor of Sor-Varanger municipality, mentioned: "Kirkenes is well prepared. For decades we have served the Russian Shelf, and we have adjusted according to the international industry's high requirements for quality and security. We passed a milestone when Lundin qualified and used us as crew base for the "Ørnen" drilling offshore East Finnmark last year.

However, we are not resting on our achievements. Our town and port, and our industry are working intensely to further develop our capacity and capability to meet the industry's technical and commercial requirements, and we are working equally hard to maintain and improve our facilities, systems and human resources when it comes to safeguard Life, Health and Environment.

Our hospital will be replaced with a brand new one in 2017. We have a well developed medical centre and is the base for an effective air ambulance service. Our oilspill preparedness is unique in an Arctic environment and we have experience in receiving and helping people in emergency situations.

It is convenient and cost effective to travel here. We have several daily B737s between here and Oslo, and good regularity on all communications. We praise our air transport authorities for always adjusting air service to our new requirements.

The advantages we have created include a century-long industrial tradition, superb cooperation between businesses and people across the borders with Russia and Finland, a well-functioning community, and a town and a port with excellent infrastructure and logistics. We wish to develop these advantages further in a sustainable way for our municipality, our nearby Russian and Finnish neighbours, our area of the country, our nation, and the world at large.

The absolute priority in all our work is to create good living conditions, from birth to old age, for residents and visitors of all kinds. We are also strongly committed to providing new and existing businesses with excellent, secure and predictable working conditions, as well as ensuring the protection and well being of people, materials, commercial and property rights".²⁷

²⁷ RAFAELSEN, Rune Gjertin. Our Commitments. In *Kirkenes*. 2016, p.3.

1.3.6. Council of the Baltic Sea States and the Arctic Council

Aiming at peaceful cooperation in the Arctic, the polar regions in autumn 1996 created another regional organization – the Arctic Council. It includes Russia, the United States, Canada, the Nordic countries and several organizations of indigenous peoples of the North. Experts of the Council are currently working on the implementation of joint regional strategy for sustainable development and environmental cooperation in the Arctic. This is one of the main issues on the agenda of the regular Conference of Ministers of the Environment of the Arctic Council, which usually takes place in Norway in Tromsø. With financial and organizational support from the United States, Finland, Iceland, Sweden, Russia and the Association of Saami, the Council supports, including on the territory of the Barents Euro-Arctic region, projects of conservation and development of the Arctic and polar natural environment in the framework of PSI – project support instrument of the Arctic Council, which administers the Nordic Environment Finance Corporation (NEFCO). The next round of funding of nearly 16 million Euros was launched in July 2014.

The Council of the Baltic Sea, established March 5-6, 1992 in Copenhagen at a conference of foreign ministers of the region, includes Finland, Sweden, Russia, Norway, but also Germany, Denmark, Latvia, Lithuania, Poland, Estonia and the European Commission. In 1995, Iceland was adopted as a member.

One should mention the subregional cooperation of the Scandinavian countries, which fits into the overall system of international relations. It is about cooperation of provinces, regions, counties, fylker, municipalities, and governments. On October 7-8, 1993 in Stavanger, the first conference of subregions of the Baltic Sea Council countries took place, attended by more than 30 administrative units of the Nordic Europe and Russia. Conferences of subregions are held annually.

The creation of the Arctic Council, in fact, completed the formation of a network of regional, international cooperation organizations, the scope of which covers or borders the Barents Euro-Arctic region. We are dealing with active and prospective regional structures within which all participants, including the BEAC countries, produce common approaches, solve interrelated problems and also demonstrate their openness, inviting all interested countries to implement specific projects of cooperation, make the same contribution in a stable and good neighborly situation in the North and in the European continent at large.

1.3.7. The Arctic Region and the Barents Euro-Arctic region in the EU policy

For the purpose of our project, activities of the EU in the Arctic region and its role in solving problems of the North are extremely important. Experts analyzed the features of cooperation between the European Union and “Arctic countries” – BEAC members.

The study revealed that the European Union seeks to play a prominent role in solving problems in the region. At the beginning of the twentieth century the Arctic region came to be an integral part of the world political space. But in the second half of the twentieth century – early twenty first century international struggle for the region increased dramatically. Global warming has generated a new round of competition at different levels for territory and resources of the North. Countries seek to preserve and extend its sovereignty in the region. Whether the Arctic region will be subject to clear rules of international law or become a free platform for military, political, scientific and industrial activities is an issue. For the traditional “Arctic countries” new internal and external challenges emerged.²⁸

The EU’s Arctic strategy is determined primarily by following documents: European Parliament resolution on the EU Arctic strategy of 12 March 2014, Conclusions of the European Council for developing EU policy in the Arctic region of May 12, 2014, Joint Communication of the European Commission to the European Parliament and to the EU Council: “Development of the European Union policy in terms of the Arctic Region: progress since 2008 and next steps”.²⁹

EU seeks to play an important role in maintaining regional cooperation and resolving problems facing the Arctic. The European Union adheres to increasing international efforts to combat climate change. Three EU member states are members of the Arctic Council. In general, the European Union aims to increase its activity among the “Arctic countries” and solve problems through cooperation³⁰.

²⁸ For more military and political aspects see: 1. Гончар М. Арктика: холодная война во льдах [digital source] / М. Гончар // ZN.ua. – gazeta.zn.ua/international/arktika-holodnaya-voyna-vo-ldah-_.html. Arctic Strategy [digital source] // U.S. Department of Defense, Washington, DC. – 2013. – http://www.defense.gov/pubs/2013_Arctic_Strategy.pdf.

2. HOROBETS O. O., student of Department of Foreign Nations Modern and Contemporary History, History Department, Taras Shevchenko National University of Kyiv (Ukraine, Kyiv), alexmir93@gmail.com Development of the EU’s Arctic policy (beginning of the 21st century)

²⁹ ГОНЧАР М. Арктика: холодная война во льдах [digital source] / М. Гончар // ZN.ua. – gazeta.zn.ua/international/arktika-holodnaya-voyna-vo-ldah-_.html.

³⁰ European Parliament resolution of 12 March 2014 on the EU strategy for the Arctic (2013/2595(RSP) [digital source] // European Parliament, Strasbourg. – 2014. – <http://www.europarl.europa.eu/sides/getDoc.do?type=TA&language=EN&reference=P7-TA-2014-0236>.

EU Arctic policy defines the following priorities: protecting and preserving the region's environment; dialogue with the local population of the North and the "Arctic countries"; international cooperation on issues of rational use of natural resources etc. EU Arctic strategy recognizes the significant economic potential of the Arctic region, resulting in large-scale research and investment programs, such as the EU framework program "Horizon 2020". EU seeks to direct the flow of investments to the Arctic region, not only on the account of the "Arctic countries", but also from the Arctic Council observers.

To support its position, the EU states established their representation in the Arctic Council: France, Germany, Great Britain, Poland, Spain, Netherlands, Italy perform here the observer role. The priority of the EU in international areas include common policies of member countries, as well as consistent action plan towards interregional and border cooperation³¹. European policy on the "north" is defined by regional cooperation and partnership. Interaction between the EU, Iceland, Norway and Russia is the basement of this model. Consequently, infringement of partner ties, confrontation with Russia could change the vision of the Arctic region by the EU and result in the new strategy for the Arctic.

Overall, European Union government documents show that it began to express increasing interest in the Arctic. EU in its policy adheres to the position that the management of the Arctic should be based on already established multilateral arrangements and mechanisms (UN Convention on the Law of the Sea, Arctic Council and the International Maritime Organization) and not on the new Arctic agreement. Sovereignty and national interests of the countries of the Arctic must be considered. The European Union is seeking to play a greater role in solving the problems of the Arctic region, but it has to admit that the main role belongs to the "Arctic countries", therefore consolidated European policy should focus on supporting successful cooperation and assistance in solving new problems in the region³².

Arctic EU strategy takes into account the growth of the world's geopolitical interest to the North, especially from the "non-Arctic countries" – China, Japan and India. One evidence of strengthening the role of new regional players is the fact that South Korea, China, Japan, India,

³¹ The inventory of activities in the framework of developing a European Union Arctic Policy [digital source] // European Commission Joint Staff Working Document, Brussels. – 2012. – http://eeas.europa.eu/arctic_region/docs/swd_2012_182.pdf

³² European Parliament resolution of 20 January 2011 on a sustainable EU policy for the High North (2009/2214(INI) [digital source] // European Parliament, Strasbourg. – 2011. – <http://www.europarl.europa.eu/sides/getDoc.do?pubRef=-//EP//TEXT+TA+P7-TA-2011-0024+0+DOC+XML+V0//EN>

Singapore were provided the observer status in the Arctic Council³³. The main interest of the EU in the Arctic has to do with global climate change with its different environmental, socio-economic and geopolitical impacts. In its new climate policy regarding the Arctic, the EU began to put high premium on the specific and relevant knowledge and information about the climate dynamics of the region, stressing the need for investing in research the Arctic environment. These efforts naturally require coordination and cooperation between the EU, "Arctic countries" and other interested parties³⁴.

In the Arctic strategy the EU outlines the role of the Barents - Euro Arctic Council as an important platform for cooperation between Denmark, Finland, Norway, Russia, Sweden in social, educational spheres, scientific research, energy, culture, tourism and so on. However, the desire of the European Union to establish intergovernmental cooperation in the Arctic or to ensure stable investment flows did not divert attention from security issues.

1.3.8 Northern region, Europe and Norden

When the region of the Barents Sea was formed, the concept of "Europe of Regions" has been under discussion, and the door was open for expansion and integration of European space. As the EU enlargement had no negative impact on the then candidates and on the EU at large, the impact of EU policy towards its neighbors and the ability of neighboring states to adopt European invitation had to be also considered in the discussions.

Contacts of Norway with the EU are still wide – not formally, but actually – bringing the country closer to the membership. Member of the Schengen area, with different mechanisms of association within the Nordic cooperation and EU security policy, Norway is a close ally of the EU. "Northern Region", therefore, is a multi-region which relies on Europe and Norden to create some political associations.

In European reality, where large structures are transformed into more pragmatic ones, it is important to mention the EU program "North Dimension". The international context in

³³ European Parliament resolution of 12 March 2014 on the EU strategy for the Arctic (2013/2595(RSP) [digital source] // European Parliament, Strasbourg. – 2014. – <http://www.europarl.europa.eu/sides/getDoc.do?type=TA&language=EN&reference=P7-TA-2014-0236>.

³⁴ KÄPYLÄ J. The Global Arctic: The Growing Arctic Interests of Russia, China, the United States and the European Union [igital source] / J. Käpylä, H. Mikkola // The Finnish Institute of International Affairs, Helsinki. – 2013. – www.fiia.fi/en/publication/347/#.UnvNynCshcY

which region develops is not the only key issue. Coordination of initiatives and availability of incentives and pragmatism are another key determinants. A significant contribution of Norway to nuclear safety implemented initially on a bilateral basis, now takes place within European programs, adding, among other things, a public safety dimension to the security of former reserves.

Moreover, most large-scale programs in health and were embedded into the special system of Northern Europe since 2003. The beginning of this was the creation of the North partnerships in health and social welfare, which combines the activities of task forces in the Baltic Sea region with similar activities in the Barents region. And finally, environmental support is also now largely interconnected through the Northern Dimension Environmental Partnership. Accumulation of resources in the North helps countries to focus on common approaches, providing additional quality of programs through financial arrangements and generous funds.

We shall sum up by saying that activities of BEAC and BRR are based on the solid foundation of the complex of international legal instruments launched by the Kirkenes Declaration of 1993 and extended through international, interstate and interregional agreements on cooperation and involvement of the territories of the region in international programs of regional development.

Functioning of the Barents cooperation institutions is systemic and networking in nature and provides (of course with various effects) the functioning of basic forms of cross-border cooperation in the Nordic region. Two-level (international and inter-regional) level of supreme authorities, ministerial industrial sessions within BEAC and BRR and meetings of the Committee of Senior Officials consisting of representatives of member countries Foreign Affairs ministries, two year presidency on rotation, professional international and national (Norwegian) Barents secretariats provide for the state and administrative support for transborder cooperation in the region and its continuity, coordination of national and regional priorities of the participating countries and regions. Synchronization of the presidency cycles between BEAC and BRR, joint working groups on priority activities also give the opportunity to optimize costs, facilitate the involvement of experts.

There is a constructive synergistic influence on the Barents Euro-Arctic and Regional Council that is exerted by the activities of international organizations of North-European cooperation like the Council of Ministers of Nordic countries, the Arctic Council of Parliamentary Assembly of Northern Europe and the EU "North dimension" which integrate Barents cooperation issues to their agenda.

Recently, the priority position out issues such as climate change and protecting the environment (with an emphasis on saving survivors forests and wetlands), transport and logistics (with focus on intensifying exploitation of the Northern Sea Route, the port of Kirkenes, the construction of the railway Finland-Karelia, roads E-105), youth and education, culture and tourism, indigenous peoples. Intensive cooperation of educational and research institutions in the region in the implementation of project applications supported by governments and international organizations in Japan, the USA, Canada and the Council of Ministers Norden create possibilities for the emergence of educational and scientific cluster. This was reflected in the increasing number of working groups of international, inter-regional, inter-state and mixed composition.

In recent years, attention has been paid to climate change and protecting the environment (with an emphasis on protecting the residual forests and wetlands), transport and logistics (with focus on intensifying exploitation of the Northern Sea Route, the port of Kirkenes, the construction of the railway Finland-Karelia, E-105 road), youth and education, culture and tourism, indigenous peoples. Intensive cooperation of educational and research institutions in the region in the implementation of projects supported by governments and international organizations from Japan, the USA, Canada and the Council of Ministers of Norden create preconditions for the educational and research cluster. This was reflected in the increasing number of working groups of international, inter-regional, inter-state and mixed composition.³⁵

Our Norwegian partners perceive implementation of the Kirkenes initiative as a multilateral platform for sustainable development of one of the largest energy regions of Europe. Russian-Norwegian agreement of 2010 on the delimitation of maritime space and cooperation in the Barents Sea and the Arctic Ocean settled the problem of offshore oil and gas in the so called “grey zone” of the Barents Sea, has opened opportunities for intensifying cooperation in the ship repairing cluster, logistics and port services, emergency medicine, environmental protection, to increase the quantity and quality of economic-oriented projects in the Barents cooperation. One stimulating factor is the special preferential tax and customs regimes established by Norway to stimulate regional economic development.

The backbone issue of funding has been resolved in the BEAC. Unlike the Carpathian Euroregion funded solely on the basis of public-private partnerships, institutions and programs

³⁵ www.barentsinfo.org/Barents-region/cooperation/Rewiew-of-the-achievements-of-the-Barents-Corporation/In-Russika

of Barents cooperation can rely on the state budget of Norway. The European Union's role of a financial donor is also significant. For 2015-2017 the Ministry of Foreign Affairs of Norway has allocated to the Norwegian Barents secretariat 140 million NOK (16 mln. Euros) for the implementation of CBC programs, which is 18 million NOK more than in the previous period 2012-2014. In addition, 100 mln Euro of international financial and technical assistance was received under the EU program "North dimension" and the ENPI CBC Kolarctic in 2010-2014.

Polish experts have developed the classification of types of "asymmetry of economic, social and cultural potentials" of transborder regions.

In case of the Barents region, this is about the GWP per capita asymmetry indices (for example the Norwegian figure is 3.77 times higher than the Russian), the territorial asymmetry of partner regions (in particular, Russian republics occupy 75% of the Barents cooperation area), characterizing the economic, social and cultural integrity potentials by the Scandinavian researchers as the "neighborly asymmetry"³⁶

The concept of "compensating function" of transborder cooperation has been confirmed in the general national system of international cooperation. According to Rune Rafaelsen, "Border residents should not pay the bills of big politics, but a response to foreign policy contradictions can only be the increased activity at the Russian-Norwegian border". Despite the US and the EU sectoral sanctions against businesses and individuals of the Russian Federation due to the annexation of the Crimea, transborder programs in education, culture, human development and research have not been suspended.³⁷

In the course of research the experts have discussed with Norwegian partners the challenges, risks and contradictions in the assessment of TBC content and its results. In particular, the Norwegian side emphasized the need to reduce the asymmetry between the legislation of Russia and European countries of the Barents Council.

Norwegian researchers stressed that if local ownership is a central characteristic of the region, it is also clear that the region is becoming increasingly international, at least in terms of its focus, if not in terms of its national identity. Accordingly, there is a difference between identity, function and focus of the region. As for the "identity", the Barents region developed around the special recognition of a "Northern" identity associated with the unique nature of the North: vast spaces, special climate and stringent conditions for infrastructure development,

³⁶ Інститут транскордонного співробітництва, м. Ужгород (Україна). Оптимізація транскордонної статистики. Збірник наукових праць. – Ужгород – ПП Дімідов А. А., - 2014 р. – 228 с. – с. 19-20.

³⁷ ЧЕКУШИН А. Баренцев евро-арктический регион, как инструмент мягкой силы на Северо-Западе России. [digital source]. – 51eot.su/2016.01.-17.

as well as dispersed population. Border identity also strengthened the implementation of restoration projects like the Boris and Gleb Church on the border between Russia and Norway. In terms of functional perspective, the regional cooperation is based on regular contacts between local authorities and higher political power.

As the region in a "world of regions", or region that faced different effects of internationalization and globalization, the Barents region is located between the EU and Russia, and in regional and bilateral dimension – between North Europe and Russia. Recent developments in the Arctic and global hunt for energy resources also have some influence on the development of the region.

Judging from the available publications in the Russian expert community, position of Norway is regarded by individual researchers as anti-Russian, humanitarian focus of Norwegian projects is presented in a way that it allegedly leads to a weakening of geopolitical position in the Arctic, some call representatives of Russian regions in the Barents Regional Council for caution and restraint, criticized are lack of economic component of cooperation and difficulties in managing projects and a large number of participants in funding distribution. Research of Norwegian and Russian social scientists in the area of the so called "Northern identity" are actively discussed.³⁸

Conclusions

The search for innovative ways to enhance the Slovak-Ukrainian cooperation in the Carpathian region led Slovak and Ukrainian experts to in-depth analysis of developments in Norway and other Nordic countries of bilateral and multilateral transborder cooperation, that have been for a long term consistently implemented by Barents Euro-Arctic Council and the Regional Council in the format of Barents Cooperation.

In the course of the project, Ukrainian experts strengthened their belief that the institutional capacity of transborder cooperation management in the Barents Region of the Northern Europe, its focus on the "green economy" priorities, increase of human capital and shift to cluster development can serve as a model for the development of transborder cooperation between Slovakia and Ukraine in the Carpathian region. This is confirmed by

³⁸ СЕМУШИН Д. Это началось до украинско-российского кризиса. Баренцев регион и его апологеты в России. [Электронный ресурс]. – Режим доступа: www.norge.ru/barentsregion_rus

multifaceted activities of the Barents Euro-Arctic and the Barents Regional Councils in promotion of cooperation among border regions and local communities, coordination of priorities and implementation of the Barents cooperation at the international, interstate and interregional level, synchronization of activities in the Arctic region with the EU institutions, leading structures of international cooperation in Northern Europe, the Arctic and the Baltic.

Why governing and advisory structures of the Barents Region, established the same time as the Carpathian Euroregion in 1993, for nearly a quarter of a century operate effectively and continuously, dedicated to combat cross-border and inter-state, economic and ideological asymmetry, resulting in quite successful good examples of transborder cooperation compensation effect? This is the effect of the synergy of national and regional priorities, achieved by a two-tier system of governing bodies (intergovernmental and interregional level), operating on the principles of rotation and consensus, practical combination of manifestations of globalization and functional tasks ensured by professional international organization and personnel – international and Norwegian secretariat, flexible network of working groups on priority activities. A well-established funding of administrative activities and own funding instruments for transborder cooperation play a systematically important role in operation of institutions and implementation of programs.

Experts defined the context of Barents Euro-Arctic Region creation and its special regional cooperation function and practices in the Northern Region.

Regardless of its membership in the EU, the region is interconnected with other regional initiatives in the EU and is in this sense an important element of the EU neighborhood policy. In the new international environment, cooperation in the Northern region is not decisive in the sense of local identity, but plays a significant role at the functional level. Compared to many others, the Barents Sea region can be considered particularly successful in its activities of cooperation promotion through concrete projects. As for regional policy in Europe at large, the sub-regional efforts in the North could serve as a lesson for subregional initiatives elsewhere, including for the Visegrad countries and Ukraine.

Barents cooperation shows that:

- long-term bilateral problems should be formulated as common challenges for the management and sustainable development. This expands the significance of the paradigm that the states sometimes are too big to solve small problems or too small to solve big problems;

- practical issues should be addressed not through the lens of ideology, but rather in the viewpoint of practical results. Practical and functional dimensions of transborder cooperation are important not only as a tool, but also as a goal;

- we should stick to local characteristics. Regions are embedded into the system of relationships, but they also exist in their own legal system and are formed under specific characteristics of neighboring regions and contacts that are created over the centuries;

- regional cooperation is intended not to change priorities, but to change the attitude to borders and border regions. It is important to emphasize the differences between national priorities and global challenges. Globalization threatens national states, internationalization strengthens them. Good neighborly relations strengthen the ability of national states to governance.

Given all of the above, based on research of the Barents Euro-Arctic Council and the Regional Council activities, we believe we could formulate the *most important practical recommendations* for the subjects of transborder cooperation of all levels:

1. Recognize that Nordic experience of political support and coordination of transborder cooperation *deserves a wider application in the Carpathian region.*
2. Experience is *not to be copied mechanically, but only selected, first of all institutional frameworks of transborder cooperation based on historical, mental, economic and political features of the Carpathian transborder region, shall be implemented.*
3. Consider establishment of *specialized international regional organizations* (names can be specified):
 - *Carpathian Cooperation Forum* – the body of the Ministries of Foreign Affairs of the participating countries – *for macro policy support and transborder cooperation management.*
 - *Carpathian Regional Forum* – the body of border regions heads – *for systematic and close cooperation of border areas to solve common problems.*
 - *International Carpathian Secretariat* – a permanent body of representatives from the participating countries – *for organizational and technical support of multilateral transborder cooperation.*
4. Propose the following geopolitical configuration of the participating countries from the mentioned institutions: *Slovakia, Hungary, Romania, Poland, Czech Republic, European Commission, Ukraine.*

Define the following *criteria* for the configuration:

- geographic location in the Carpathian Basin.
- location at the new eastern border of the European Union.
- historical kinship and current integrity.

5. In order to create these *specialized international regional organizations*, to initiate a *Carpathian Summit* of leaders from Slovakia, Hungary, Romania, Poland, Czech Republic, European Commission, Ukraine with the adoption of an appropriate "*Declaration*".

Of course, practical recommendations can and will be *refined and specified*.

In general, consideration of practices of the Scandinavian partners will enable to:

- a) avoid overlapping and duplication in the development of European transborder cooperation;
- b) improve the quality of cross-border cooperation in the Carpathian region, including more efficient and economical use of available resources (human, financial, material, time, etc.).

By creating and active operation of the offered in practical recommendations specialized institutions, additional opportunities can emerge for further *intensification of bilateral relations of neighboring countries*, especially in the Visegrad format, fostering real, not just declarative alignment of Ukraine with this very important European regional structure.

There was a time in the 1990s and early twentieth century, during significant geopolitical transformations, when transborder cooperation in the Carpathians, in particular, the Carpathian Euroregion played extremely positive role in establishing relations, trust building and conflict prevention between the states of the Central and Eastern Europe. Today, those states could pay back their "debt" to transborder cooperation by embracing its current transformation problems and helping to resolve them.

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2. CROSS-BORDER COOPERATION ON NORWEGIAN-RUSSIA BORDER

(Atle Staalesen, BarentsObserver, Kirkenes, Norway)

Relations across the 196 km long Norwegian-Russian border have been peaceful for centuries. Norway and Russia have never waged war against each other and cross-border relations have been able to develop without the burdens of past conflicts. At the same time, the two countries have through most of their modern history been part of different political alliances with conflicting worldviews.

The sea and maritime affairs have always constituted a key part of relations between Norway and Russia, both of them key coastal states in High North, and to some extent the situation along the land border has mirrored the situation at sea. Fisheries, navy affairs and ultimately offshore energy developments have set much of the agenda, both in Soviet days and in contemporary affairs.

Although not being a member of the European Union, Norway has over the last decades still adopted a wide range of EU standards, also in the field of border management. However, the country has only partly been integrated in key EU policies and instruments for cross-border cooperation. This has made Norway able to develop several alternative approaches to cooperation with its eastern neighbor.

THE BORDERLAND

Located in one of the least populated areas in Europe, the Norwegian-Russian borderlands are still among the most densely populated areas in the whole circumpolar Arctic. A total population of about 50 000 live in the immediate vicinity of the border, about 10 000 people in the Norwegian municipality of Sør-Varanger and about 40 000 in the Russian municipality of Pechenga. These local populations, which are living less than 50 km apart, are centerpieces in Norwegian-Russian cross-border cooperation. The City of Murmansk with its about 300 000 inhabitants is located about 200 km from the border.

The biggest part of the Norwegian-Russian border coincides with natural boundaries – 153 of the 196 kilometers run through rivers and lakes and only 43 across dry land. The border makes up about eight percent of Norway's international border. There is one border crossing checkpoint, the Storskog-Borisgleb, which currently is open daily from 7 am to 9 pm Norwegian time.

The municipality of Sør-Varanger has always had a multi-national and multi-cultural population of Norwegians, Sami, Finnish and Russians. Today, the predominant share of the population defines itself as Norwegian, while Russians account for about five percent of the local population. The border between Norway and Russia can be called a natural boundary with regard to ethnicity, culture and language. On the two sides of the border, the populations are predominantly Norwegian and Russian respectively. However, it has not always been like that. When the border was delineated in 1826 it separated a nation – the indigenous Sami people, which subsequently had to decide on which side of the border to live and what citizenship to choose.³⁹

There is a significant cross-border divide with regards to social-economic parameters, with an estimated seven times difference in per capita GRP.⁴⁰ On the Norwegian side of the border, the employment situation is positive with an unemployment rate of about three percent. On the Russian side, unemployment is about nine percent (2011).⁴¹

There are big industrial companies operating on both sides of the border. On the Norwegian side, the Sydvaranger iron mining company is main employer along with smaller service companies, local authorities and healthcare services. On the Russian side, the Kola GMK, a subsidiary of nickel miner and processor Norilsk Nickel, is the dominant employment provider.

Both Norway and Russia have significant military presence in the borderlands. On the Norwegian side, the Sør-Varanger Garrison is based, while on the Russian side, the Pechenga Rayon houses both the 200th Motorized Infantry Brigade in Pechenga and the Navy infantry base "Sputnik".

³⁹ The Sami people is an indigenous group living primarily in the Arctic parts of the Nordic countries and the Russian Kola Peninsula. The Sami population totals an estimated 70000 of which the biggest part live in Norway and about 2000 in Russia.

⁴⁰ The average monthly salary in Murmansk Oblast totals about €800, while it in Norway amounts to about €5000, ref figures from murmanskstat.gks.ru and ssb.no

⁴¹ Ibid

LEGAL BASIS

a. Bilateral relations

Norwegian policies towards Russia, including cross-border relations, is to a great extent an integrated part of the country's High North policies.⁴² Norway and Russia share more than a 196 km land border, they also share big Arctic waters in the Barents Sea.

Norwegian relations with Russia are regulated by a number of bilateral and multilateral agreements, as well as by national regulations and policies. In addition, Norwegian regions, and first of all the three northernmost counties of Nordland, Troms and Finnmark, have their own regional cooperation agreements and strategies for relations with Russia.

The Kirkenes Declaration⁴³ signed by Norway, Russia, Finland and Sweden, as well as several more countries, in 1993, marked the establishment of the Barents Euro-Arctic Cooperation, as well as the start of a new era in regional CBC. A second Kirkenes Declaration, which is to reflect the many changes in the region, is under elaboration.

Norway is also taking part in EU initiatives and policies, which includes a high cross-border focus, among them the Northern Dimension, and has been engaged in key regional development and CBC programs like the Interreg and ENPI. A Norwegian ENPI Kolarctic secretariat operates in Vadsø as a regional unit under the Rovaniemi-based Lapinliitto office.

b. Border treaties

The treaty of 1826 delineated the Norwegian-Russian land border and also regulated cross-border affairs. The current management of the Norwegian-Russian land border is based on the 1949 Border Agreement, as well as a set of regulations on traffic and fishing in the local waterways. In 1959, Norway adopted its Law on the State Border, a legislative document based on the 1949 agreement. The two countries commit themselves to every 25 years make justifications of the river borderline, in line with changes of water depths. The two countries' border in the Barents Sea was delineated and approved only in 2011.

In 2001, Norway became fully included in the Schengen Treaty and subsequently introduced new regulations along what became the northernmost Schengen border. That

⁴² E.g. white paper on The High North from 2011, see <http://www.regjeringen.no/en/dep/ud/documents/propositions-and-reports/reports-to-the-storting/2011-2012/meld-st-7-20112012-2.html?id=697736>

⁴³ See http://www.barentsinfo.fi/beac/docs/459_doc_KirkenesDeclaration.pdf

triggered the need for a revised Norwegian Border Law, a document, which in 2012 was still under elaboration.

c. Multilateral relations

Norway is engaged in multilateral regional cooperation with Russia within a number of international structures, among them the Council of Baltic Sea States, the Arctic Council, the Northern Dimension and partly also the Nordic Council. However, it is the structures of the Barents Cooperation, which over the last two decades have been most instrumental in Norway's regional and cross-border cooperation with neighboring Russia.

Established in 1993, the Barents Euro-Arctic Cooperation introduced a new arena for post-Cold War relations in a region of abundant national security interests, militarization, as well as social-economic and cultural divides. The Barents Cooperation includes four countries; Norway, Russia, Finland and Sweden and has a main focus on "low-sensitive" issues like people-to-people relations, economy, environment, health and infrastructure.

On the political level, two main cooperation structures were established - the Barents Euro-Arctic Council, which includes the countries' foreign ministers; and the Barents Regional Council, which includes regional leaders and officials. In addition, several working groups within various specialized fields were formed, among them health, economic cooperation, environment, transport, rescue, culture, youth, indigenous peoples and more. The two councils became a platform for political contact and interaction between official representatives of Norway, Russia, Finland and Sweden, and their respective northern regions. The Barents Region today includes four countries and 13 regions, of which five are located along the Schengen border.

A part of the establishment of the Barents Cooperation was the opening of the Barents Secretariat, a body originally meant to support only the first chairmanship period of the Barents Council. The secretariat was soon turned into a permanent Norwegian entity, through which Norwegian authorities channeled project grant money and promoted bilateral regional relations with Russia. It was later renamed the Norwegian Barents Secretariat, and is today formally owned by the three northernmost Norwegian counties. Meanwhile, an International Barents Secretariat was established in 2008.

The regional dimension of the Barents Cooperation was unique when established in 1993. Hardly ever before had Russian regions to such an extent got involved in an institutionalized political cooperation with foreign counterparts. This part of the Barents

Cooperation remains unique also today. However, the uniqueness has somewhat faded as regional leaders and officials, especially on the Russian side, have shown waning interest in the structure.

STATISTICS

In 2008, a total of 104 584 people crossed the border. In 2010, the number increased to 140 855 and further to more than 190 000 in 2011. In year 2014, the number of border crossers is predicted to grow to about 400 000. The lion's share, about 80 percent, of the cross-border travellers are Russian citizens.⁴⁴ The rapid increase can be explained by facilitated visa regulations, as well as by relaxed Russian customs regulations on private shopping goods.

The number of border violations is low. Likewise, the number of cases of illegal migration. In 2011 a total of 12 cases of attempted trespassing were reported. A key reason for this situation is the remote location of the border, and also the security systems operated on the Russian side, which enable Russian security authorities to stop migrants before entering the border zone, an area stretching 25 km from the borderline.

VISA PROCEDURES

In 2010, a total of 16 614 visas were issued to Russians at the Norwegian General Consulate in Murmansk. In 2011, the number exceeded 20 000. The Norwegian Consulate in Moscow issued another 30 000 visas. About 30 percent of the visas are multi-entry visas.

The Norwegian-Russian visa agreement, which came into force in December 2008 is practically identical with the EU-Russian agreement from 2007. Norway continues to require invitations for Russians going to Norway, and the lion's share of the visas issued are single-entry visas.

In 2009, Norway started to issue so-called Pomor visas to the populations of Murmansk and Arkhangelsk Oblasts. This facilitated visa, which was introduced unilaterally, enables people to get multi-year visas without invitations. The visas can be valid for up to five years. They require personal attendance when issued. In the Norwegian General Consulate in Murmansk, 58 percent of the visas issued were in 2011 Pomor visas. Irrespectively of the number of previous visits to Norway, applicants for Pomor visas still have to visit Norway for a one-day stay

⁴⁴ See Staalesen, Atle (ed.) *Barents Borders. Delimitation and internationalization*. Kirkenes, 2012

with regular visa, after which they can get the multi-entry visa. The price of the Pomor visa is €35. For Norwegians going to Russia on single-entry visas, the price is also €35. However, the price Norwegians have to pay for a Russian multiple-year visa is significantly higher, up to €450.

EXAMPLES OF BEST PRACTICES

Project cooperation

Norway today continues to grant substantial support to the Barents Cooperation and provides funding for cross-border activities. Over the almost 20 years of regional cooperation, Norway has spent about €630 million within the frames of the Barents Cooperation, a major share of it within the fields of environmental protection and nuclear security.

Of the €630 million spent on the regional cooperation, a total of about €63 million has been spent on a special grant scheme for regional Norwegian-Russian cross-border projects. Granted by the Foreign Ministry and managed by the Norwegian Barents Secretariat, the project money has since 1993 helped more than 3500 Norwegian-Russian initiatives come to life. The project grants, mostly small and medium-sized, have a broad scope. Of the 171 projects granted support in 2010, a total of 63 were in the field of culture, 63 in the field of competence, 15 in the field of indigenous peoples, 19 – business development, and 11 – environment. In addition, special programs offer financing within the fields of youth (the Youth Programme), health (the Health Fund), sports (the Sports Programme), media (the Journalism Programme) and professional arts and culture (BarentsKult).⁴⁵

All the projects supported by the Secretariat have both Norwegian and Russian partners. However, it is the Norwegian partner, which is the official applicant and through which the grant is channeled. About 50 percent of all the projects have the lead partner based in the county of Finnmark, the border region to Russia. The grant money is geographically restricted to applicants from the three northernmost regions in Norway and the five Russian regions included in the Barents Region. A big number of the applicants get their project applications approved, in 2010 as many as 70 percent. Civil society development and the strengthening of democracy is a pronounced guiding principle in the management of the grants. A high stress is put on projects, which include human encounters and joint activities beneficial for both sides. Aid projects are not eligible for support.

⁴⁵ See <http://www.barents.no/prosjektkataloger.139568.no.html>

Events

The expanding cross-border contacts in the region have prepared the ground for the organization of a wide range of cross-border events, like festivals, exhibitions, conferences, concerts and more. Among the key events is the Barents Spektakel in Kirkenes, an annual winter culture festival. It focuses on a mixture on cross-border contemporary arts, music and political debate and expressions.

The border town of Kirkenes has over the years been the venue for a number of political meetings. Norwegian Foreign Minister Jonas Gahr Støre is a frequent visitor to the town. These visits add political prestige to the area. In 2008, both Støre and his Russian counterpart Sergei Lavrov spent two days together in the border areas, first in Kirkenes and then in Pechenga and Murmansk.

Border management

Norway has been operatively integrated in the Schengen Agreement since 2001. It also became an associated participant in the Frontex cooperation when this was established in 2005. However, Norway still guards its border slightly differently from the other member countries.

Sovereignty enforcement of the Norwegian border to Russia is today a three-agency operation. The East Finnmark Police District is responsible for prosecution, fines and processing of illegal immigrants, asylum seekers and border violations. Meanwhile, the Border Commissioner is the policymaking and diplomatic department.⁴⁶ It arranges contacts and meetings with its Russian counterpart, makes agreements and rules and constitutes a substantial part of the diplomatic process. Finally, the Sør-Varanger Border Guard Garrison (GSV) is responsible for military border patrol by its conscript soldiers. The garrison has border guard stations along the border. The commander of the GSV is also Deputy Border Commissioner. From 2015, two new border stations will each manned by 92 border guard soldiers and 20 superiors.

Consequently, unlike other external Schengen borders, the Norwegian border to Russia is guarded by Army soldiers, and not by professional guards subordinated the Ministry of Justice. Norway has insisted on preserving this system, arguing that changes could negatively affect the well-developed relations between the Border Commissioners.

⁴⁶ See <https://www.politi.no/grensekommissariatet>

The Russian side of the border is protected by professional soldiers from the Border Guard Service, an entity subordinated the Federal Security Service (FSB). The unit's headquarters are located just across the border, in the town of Nikel.

Representatives from the Norwegian and Russian border guard services meet 50-60 times per year. The commanders from both sides meet approximately 15 times per year, while their respective assistants meet far more often. There are also regular meetings, which include representatives of the Finnish Border Guard. Joint exercises between Norwegian and Russian border guard services have been conducted on a regular basis since 2004.⁴⁷

The Norwegian and Russian border guard services organize several joint side-activities aimed at strengthening the bonds between them, among them the annual Barents Ski Race which crosses the border of three countries and an annual football match between conscripts and border guards. Border Commissioners and officers from both sides of the border bring their families to the event.

Borderland institutions

Kirkenes, the administrative center of Sør-Varanger, has a number of organizations, which in different ways are involved in cross-border cooperation. The Norwegian Barents Secretariat has cross-border project funding available to applicants in the region and operates a well-developed information work. The International Barents Secretariat supports the bodies of the Barents Cooperation. The local Russian General Consulate follows up Russian interests and issues visas. The Border Commissariat and the military garrison GSV follows up cross-border military relations. Also a wide number of other local institutions have established close cross-border relations, among them the Kirkenes hospital, the library, the schools, cultural organizations, and others.

The border area also has an increasingly well-developed cross-border media industry. The local newspapers Sør-Varanger Avis and Finnmarken are daily publishing stories on local CBC and the BarentsObserver.com reports comprehensively on developments in the region.

The borderlands do not have significant academic institutions, although on the Norwegian side of the border, the Barents Institute, which was established in 2005, now

⁴⁷ See Pettersen, Trude. "Military Cooperation in the High North" in *Barents Borders. Delimitation and internationalization*. Kirkenes 2012

operates as a branch unit under the University of Tromsø and the Finnmark University College is developing cross-border training programs.

Several of the institutions mentioned, and first of all the Barents Secretariats, are supported financially from Oslo and can be seen as decentralized Norwegian foreign policy tools. The Russian side of the border does not have any institutions of higher education, nor any major media and public information companies. The Pechenga Rayon does however have well-established institutions like the Border Guard Service and the Customs, as well as a powerful mining and metallurgy industry.

Municipal cooperation

A number of northern Norwegian municipalities have inter-municipal agreements with Russian towns. Over the years, however, this kind of local cooperation has grown increasingly challenging as the political and administrative decision-making processes on the Russian side have become centralized, leaving less possibilities for local maneuvering.

With support from the Norwegian Foreign Ministry, the Sør-Varanger municipality in 2006 and 2007 started working for the establishment of a local cross-border industrial and economic zone with the neighboring Pechenga, the so-called “Pomor Zone”. The zone would include special regulations for local cross-border traveling, and was promoted as a way to facilitate joint Norwegian and Russian petroleum initiatives in the strategically important coastal areas. The Pomor Zone did not materialize as planned by the Foreign Ministry officials. Still, the idea sparked debate and became a stepping-stone in the process which was to follow. In 2008, Sør-Varanger signed a Twin-City cooperation agreement with the Russian municipality and in 2012 a Local Border Traffic agreement came into force.

Conclusions

Norway and Russia have highly asymmetrical populations in their respective neighboring border regions. However, both countries have well-developed local population centers in the immediate vicinity of the border and these constitute an important basis for cross-border activities in the area.

The Barents Sea and its rich natural resources play a key role in Norwegian-Russian bilateral relations. To a certain extent, the major strategic importance of marine and maritime affairs is reflected also in relations across the land border.

The relations between the two countries' border management authorities are based on a set of well-developed legislation, regulations and procedures. The border guard authorities are in frequent contact and also engage in various joint off-service activities, as well as training.

The establishment of the Barents Cooperation in 1993 opened a new era in cross-border cooperation between regional and national authorities in Norway, Russia, Finland and Sweden. The Barents Cooperation also soon became a platform for a wide range of cross-border activities between public institutions, the media, NGOs and other non-governmental stakeholders in the region. From the Norwegian side, a number of High North initiatives, projects and activities are today unfolding within the frames of the Barents Cooperation.

A small-grant scheme, managed by the Norwegian Barents Secretariat, has for almost twenty years successfully supported people-to-people initiatives across the Norwegian-Russian border.

Local people, organizations and authorities on the Norwegian side of the border are today instrumental in the development of cross-border cooperation with neighboring Russia. At the same time, political and financial support from Norwegian national authorities remain crucial for the facilitation of local cross-border initiatives.

3. HISTORICAL, POLITICAL AND SOCIAL CONDITIONS OF THE CROSS-BORDER COOPERATION IN EAST SLOVAKIA

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Introduction

We understand the cross-border cooperation for our purposes as the summary of activities aimed at strengthening and supporting the neighbourhood relationships of the citizens, organizations and institutions on both sides of the common borders and not only in the immediate border territories but also in the further inland area. Besides the state plans, the main purpose of this cooperation is to give the concerned citizens the possibility to enhance the quality of their life by means of building the socio-economic development of the territory. This might be achieved through independent activities made jointly with the partners of the adjacent territories while mutually respecting the respective internal legal rules and the foreign-political orientation of the concerned countries. The trans-border cooperation directly relates to the process of the European integration conditioned by the existing globalization of the political, social, economic and cultural life and the efforts to transfer this cooperation to the complex and versatile integration tendencies, in spite of the increase of euro-scepticism, populism, and in the recent years, also the raise of the extremist tendencies.

The development of the cross-border cooperation aimed at tackling the basic economic, social and ecological issues on the regional and local level as the means of achieving more stabile unity and support of cooperation between the European countries is in full harmony with the foreign policy of the Slovak Republic. Implementing the activities within the cross-border cooperation contributed to the goals of the Council of Europe and European Union related to the close cooperation between the countries in different fields and levels. For Slovakia the cross-border cooperation is really advantageous because of its production potential, restructuring, lower solvency and smaller market.

On the other hand, the cross-border economic relationships make a very wide set of proceedings the implementation of which requires strong effort and intention to accept many administrative, technical, economic and social measures, but also interventions in the culture, that regulated and supported the mutual relationships among the different entities of the public and private sector on both sides of the boundaries in accordance with the previously concluded contracts and agreements. The cross-border cooperation can be defined as a form of the international cooperation between the countries and regions along the common boundaries in the interests of bilaterally positive results or achievement of the stated goals.⁴⁸ It means – the main issue of the development of the cooperation of this type is the overcoming the traditional approaches to the international relationships based on the principle of national and state sovereignty.⁴⁹ For this reason it is understandable that the establishment and development of the cooperation of the cross-border regions brings along the need of a certain reinterpretation of the function of the borders settled in the theoretical level but becoming gradually a practical issue.

Forming and building the cross-border cooperation of the European countries was carried out from the beginning under the auspices of the Council of Europe permitting its origin and promotion in all European countries regardless to the stage and level of their inclusion into the integration. The international legal basis for these activities was the European Outline Convention on Transfrontier Co-operation.⁵⁰ In its Article 2 it was defined that: *„the transfrontier co-operation shall mean any concerted action designed to reinforce and foster neighbourly relations between territorial communities or authorities within the jurisdiction of*

⁴⁸ GERFERT, Sonya. *Cross-Border Cooperation: Transforming Borders*. Enschede: University of Twente, 2009, p. 10 . Accessible on the internet: <https://www.google.sk/webhp?hl=sk&sa=X&ved=0ahUKEwjDvo-Yj9LNAhUOsBQKHZaICjEQPAGD#hl=sk&q=Gerfert+2009> .

⁴⁹ See for example: DAHOU, Karim. *Towards a Euro-African dialogue on cross-border cooperation*. Paris: Sahel and West Africa Club Secretariat (OECD), 2004, 53 p.

⁵⁰ The *European Outline Convention on Transfrontier Co-operation between Territorial Communities or Authorities* was signed in Madrid on 21 May 1980. SR entered to the convention by its ruling NR SR on 26th October 1999. The President of SR, R. Schuster ratified it on 10th January 2000 with the reservation that its fulfilment is subject to international contracts. Published under No. 78/2000 Z. z. on 15 March 2000, entered into force in SR on 1 May 2000. The same day it was published under No. 79/2001 Z. z. with validity of 2nd May 2000 The *Additional Protocol to European Outline Convention on Transfrontier Co-operation between Territorial Communities or Authorities* concluded in Strasbourg 9th November 1995, that enables the cross-border authorities to acquire the status of the legal entity. *Protocol No. 2 to the European Outline Convention on Transfrontier Co-operation*, agreed in Strasbourg on 5th May 1998 and published under No. 116/2001 Z. z. on 30th March 2001 entering into force in Slovakia on 1st February 2001, permits to implement the full extent cross-border cooperation also between the regions that are not immediate neighbours, i.e. the so called inter-territorial cooperation.

two or more Contracting Parties and the conclusion of any agreement and arrangement necessary for this purpose."⁵¹

The support of the cross-border relationships and cooperation among the cross-border regions from the side of the European Structures is not an incidental event. The integration processes are especially important for the sustainable political and economic development of all the countries and it is a significant stabilizing factor of the internal and foreign policy of the European countries. The cross-border cooperation of the authorities, institutions and organizations at the regional level of the neighbouring states will strengthen the political and economic relationships among them and the integration tendencies in Europe. It will help also to successful implementation of joint projects aimed at settlement of some global issues and elimination of the tensions at the borders of the European states.⁵²

Pursuant to the constitutive-structural signs we can make a distinction of two types of the cross-border cooperation. The first one is performed in stabile and permanently well functioning institutional conditions functioning with its own administrative, technical and financial resources, and with own decision making system creating a special identity of the cooperating regions. A good example of this type of cross-border cooperation is the *Carpathian Euroregion*. Of course, the permanent structures are being created also within the second type, however they usually do not have their own independent identity and often the administrative and management structures. In this case we can talk about, so called working communities which may found some associations, however, most of the time, they are not a legal entity.⁵³

The aim of the cooperation of the neighbouring authorities, institutions, state organizations and private entities in both cases is to equalize the structural disadvantages existing in the different sectors as a result of close location of the common borders.⁵⁴ The further cooperation aims at the support of the sustainable development on the both sides of the boundaries, reducing the differences in the living standard, and using up the cooperation opportunities within the European Union. The European Commission has started to orientate

⁵¹ *European Outline Convention on Transfrontier Co-operation between Territorial Communities or Authorities*, p. 1. Accessible on the internet: <http://www.epi.sk/zz/2001-78>.

⁵² KOSOV, Yuri - VOVENDA, Alexei. The traditions of Russian and European perception of the state frontier in the conditions of trans-border regional cooperation. In *The Baltic Region scientific journal*, year 2012, No.1, p. 6.

⁵³ See GABBE, Jens. The Euroregion as a place for transfrontier cooperation implementation. In *Quarterly of International Sociology Cooperation and Euroregions*, year 2004, 3-4, pp. 30-52.

⁵⁴ More details see: DE SOUSA, Luis. Understanding European Cross-border Cooperation : A Framework for Analysis. In *Journal of European Integration*, 2012, p. 1-19. Accessible on the internet: http://www.ics.ul.pt/rdonweb-docs/ics_Isousa_understanding_ari.pdf.

the cross-border cooperation to economic and social development of the border regions since 2017. It focuses its attention on the settlement of joint challenges in different fields as environmental issues, prevention and fight against the organized crime, guaranteeing the efficient and safe boundaries, and also the support of the cross-border activities of the people.

On the other hand, the European authorities are aware of the fact that the cross-border cooperation besides its clear advantages is a quite complicated phenomenon coming to existence as a result of natural proceedings, under objective factors, and favourable circumstances, however some of the directly or indirectly related barriers, obstacles are also of natural origin. Therefore it is obvious, that the trans-border relationships and mutual cooperation are arising and developing faster and more successfully between those closely situated cross-border regions, that are close to each other also for some other reasons than just purely geographic, pragmatic or utilitarian regards. In this regard the relief of the proceedings of establishing, and deepening of the cross-border cooperation bring along some overlapping of the interests, joint historical conditions, mutual dependency of the regions for the reasons of raw materials, energy, ecological or economic grounds.⁵⁵ The regions of East Slovakia and Transcarpathian Region of Ukraine meet most of these criteria significantly, and they have some experience in doing cross-border cooperation working together in the seventies, and eighties of the last century, although, they have got rid of the ideological limits and formal features very slowly.⁵⁶

Historical attributes of the East Slovakian Region

The territory of the today East Slovakia, jointly with the territory of the present day Transcarpathian region of Ukraine, became a part of the Hungarian Kingdom in the 11th century. This was the basis of their joint history for the period of more than one thousand years. This event conditioned the people's contacts and relationships on the formal and interpersonal levels. After the lost battle of Mohács in 1526 it started the process of creation of the multinational monarchy under the government of the strong dynasty of the Habsburgs. However, neither the Turkish occupation of the significant part of the country nor the power ambitions and rebellions of the Transylvanian and Hungarian nobility did take out the East-

⁵⁵ Ibidem.

⁵⁶ DANILÁK, Michal. *Styky východného Slovenska a Zakarpatska v rokoch 1945-1990*. In DORUĽA, Ján (ed.). *Slovensko-rusínsko-ukrajinské vzťahy od obrodzenia po súčasnosť*. Bratislava: Slavistický kabinet SAV, 2000, s. 119-131.

Slovakian and South-Carpathian counties from the historical Hungary.⁵⁷ Their existence in the Hungarian part of the common state, went on also after the revolution in 1848 - 1849 and after the birth of the *Austria-Hungarian Monarchy* (1867). However the new form of coexistence of the two regions was created only after its disintegration. That time under the initiative of the Ruthenian country associations in the USA and under the approval of the domestic political representation, the territory of the South-Carpathian Ruthenians was included into the Czechoslovak state under the Saint-Germain Contract concluded on 10th September 1919, with the additional promise of autonomy.⁵⁸

In November 1938, after the Vienna Arbitrage, the southern part of the Sub-Carpathian Rus, and also the East-Slovakian districts of Moldava, Košice - City, Košice - province, Kráľovský Chlmec, Rožňava, Veľké Kapušany and Tornaľa were joined to Hungary, however, the joint destiny of these regions came to end only by the middle of March 1939 by the declaration of the Slovak State and the Carpathian Ukraine with its subsequent Hungarian occupation. In April 1939 the district of Sobrance and part of the district Snina were joined to Hungary. The other districts of the East Slovakian region associated into the Šariš-Zemplín County with its centre in Prešov and into the Tatra County seated in Ružomberok have become the constituent part of the first Slovak Republic. The deliberation of the occupied Sub-Carpathian Rus and East-Slovakia yet did not join again these regions in a common state, as the Contract concluded between the Soviet Union and Czechoslovakia of 29th June 1945 incorporated the Sub-Carpathian Rus region into the Soviet Union. The southern districts of Slovakia were integrated again into the Czechoslovak Republic, up to the birth of the independent Slovak Republic on 1st January 1993. In the present day these districts make the Košice- and Prešov Regions with some territorial modifications.

The general characteristics of the East-Slovakian Region as traditionally marginal region of Hungary lagged behind, applied also for its position in Czechoslovakia and finally in Slovakia also. It has some grounds still, however, only for the period of the new age history. The archaeological findings confirmed the continual prehistoric settlement of this region. The historical monuments, - massive castles and fortified royal cities, prove that especially in the Middle Ages it was an economically developed, socially important, culturally and politically significant region. Its positive development was conditioned by its advantageous position in the

⁵⁷ In details see: DUBNICKÝ, Ján et al. *Dejiny Slovenska I: Od najstarších čias do roku 1848*. Bratislava: Vydavateľstvo Slovenskej akadémie vied, 1961, s. 119 a n.

⁵⁸ ŠVORC, Peter. *Začlenenie Podkarpatskej Rusi do ČSR (1918-1920) /Inclusion of the Transcarpathian Rus into Czechoslovakia (1918-1920) /*. In GONĚC, Vladimír (ed.). *Česko-slovenská historická ročenka 1997*. Brno: Masarykova univerzita v Brně, 1997, p. 39-59.

then important church centres (Eger, Esztergom, Krakov, Przemyśl, Lvov, Mukachevo, Uzhgorod). East Slovakia was intersected by significant trade routes connecting the Baltic and Adriatic regions, or Krakov, Budapest and Constantinople. In the concerned territory there were plains, sub-mountainous and mountainous areas, but also deposits of important raw materials as stone, gravel, sand, wood, clay, marble or limestone. Naturally, this does not mean that the historical development of East-Slovakia did not have some specific features in the Middle Ages.⁵⁹

A significant change came after the revolution in 1848, and especially after introducing the large machine-production in the last third of the 19th century that did not touch East Slovakia for more or less objective reasons. This territory was always relatively far away from the political and economic centres of the country (Vienna, Budapest, Prague, Bratislava). There were not enough raw materials and energetic resources necessary for the modern industry (coal, oil, iron ore), but there was a lack of qualified labour force and transport infrastructure also. The deposit of ores needed for the production of copper, lead, mercury, magnesium or manganese ore was not large in the region; they were used usually only for the mining and primary processing, while the final processing and production were done somewhere else. Significantly was reduced the military importance of the local cities in this period, and subsequently also their impact on the state administration.⁶⁰ Lagging behind East Slovakia stagnated and sustained this position, and in some places this was even worsened as a result of unequal development of the country and the mistakes made in the economic policy of the respective states to whom this region belonged.

East-Slovakia was characterised from the ancient times by lower density of the people, and this problem, especially after the numerous deaths during the great epidemic diseases and wars, was solved by the local rulers and nobility through colonization that contributed to the economic development of the concerned territory and affected also the national composition of the whole region. By the end of the 19th and beginning of the 20th century, when the modernization of the industrial basis of Hungary was at its top stage, the north-eastern counties were strongly affected by the emigration waves of the healthy labour forces, mainly they emigrated to the USA. The lowest growth of population was registered in Orava County, but right after it there were the Šariš, Spiš and Zemplín Counties also. While the population

⁵⁹ SEDLÁK, Imrich. *Východné Slovensko v letokruhoch národa: Kultúrno-spoločenský, národno-politický a literárno-integračný proces na východnom Slovensku*. Martin: Matica Slovenská, 2012, p. 11.

⁶⁰ HAPÁK, Pavol. Priemyselná revolúcia a vývin miest za kapitalizmu. In *Historický časopis*, roč. 21, 1973, s. 161-187.

growth in Slovakia achieved 5,2 %, in the Eastern part it was only 2,5 %. The total rate of the migration in all Slovakian level was 19,6 %, in East-Slovakia this indicator made 30,5 %.⁶¹

These facts, although not being of long term character, have become with some other negative factors, the obstacles for arising of bigger agglomerations that are always very important for building up an efficient large industrial basis, especially in similar provincial regions. On the other hand, the above facts contributed to creation of a comparable industrial basis typical for the East-Slovakian Region, and for the directly adjacent territory in East Hungary. This situation did not change also after the birth of the Czechoslovak Republic, as the deficit of the raw materials and energy resources, the absention transport network, and the overall social and cultural situation in the East-Slovakian districts similarly as in the then Sub-Carpathian Rus, were not for the investors attractive destinations.

Creating Czechoslovakia in 1918 markedly affected the development of the both regions, that especially after the Austrian- Hungarian Compromise belonged to the stagnant regions of the country. Their disadvantage was not only their peripheral position within Hungary, but especially the fact that they could not adapt to the emerging new economic trends and industrial large-scale production, becoming the most important power of the society. They did not react properly to the modernization and liberalization of the political establishment. The reasons besides the above shown facts were the absolute dominance of the agricultural sector and the overall rural character of both of the regions. This situation, jointly with the Hungarization pressure, led to the stagnation of the two regions also in the educational and national-cultural development of the local population.⁶² The above factors have become really strong obstacles of the faster progress of the concerned territories also in the period of the Czechoslovak Republic, and the former tendency has been acting negatively up to now. It was obvious during the inclusion of the East-Slovakian and South Carpathian Counties into the Czechoslovak Republic in 1918 – 1920.

East-Slovakia except of the Gemer district, was in certain isolation from the other parts of Slovakia. The economic, political and cultural contacts of people were more frequently oriented to North-South direction, the intelligentsia was more affected by the Hungarization, the Slovak consciousness was less enhanced and less intensive, and of that reason the idea of

⁶¹ TAJTÁK, Ladislav. Vývin a triedno-sociálna štruktúra obyvateľstva východného Slovenska začiatkom 20. storočia. In DANILÁK, M. (ed.): *Spoločenskovedný zborník : História*. Bratislava: Slovenské pedagogické nakladateľstvo, 1984, s. 50.

⁶² TAJTÁK, L. Maďarizačné tendencie na východnom Slovensku v druhej polovici 19. storočia. In BUTVIN, Jozef - HOLOŤÍK, Ľudovít (eds.). *K slovenskému národnému vývinu na východnom Slovensku (1848-1918)*. Košice: Východoslovenské vydavateľstvo, 1970, s. 39.

the Czechoslovak State has also fewer supporters at the beginning. For that reason in the period of organizing the new state administration the positions of clerks or teachers were taken by people coming from Central or West Slovakia, and later on from Czech lands. Under the support of the Hungarian government of Count M. Károlyi there was founded the separatist, so called Slovak movement, the followers of which considered the Slovaks of this region as independent people, distinct from the Slovaks of Central or West Slovakia, and therefore they asserted to remain this eastern part in Hungary. However, the political activities of V. Dvortsák, and later on the work of J. Bulissa, F. Jehlicska and Z. Szviezsényi did not get any support in East Slovakia.⁶³ The situation has got more complicated after the invasion of the *Hungarian Red Army* and after the declaration of the *Slovak Soviet Republic*, whose government started to implement some measures aimed at establishing the Bolshevik regime. Within this conflict between Czechoslovakia and Hungary it was promulgated in the region the military dictatorship on 5th June 1919 that was removed only after the withdrawal of the Hungarian army from this territory.⁶⁴

The upset relationships in the industry and agriculture, the high unemployment rate determining the great social problems of the people at the beginning of the twenties of the last century was intensified after the post-war economic crisis in 1921-1923. The mining, metallurgical, forestry and paper processing industry, although in East-Slovakia it did not have high parameters, lost its former markets and could not stand the competition with the more efficient Czech industrial production. The Czech financial capital took under its control the plants and operations in which the production was limited or totally stopped (Rudňany, Slovinky, Krompachy, Medzev, Štós, Gemerská Hôrka, Slavošovce etc). The growth of unemployment and regulation of the production have limited the solvency of the people and subsequently inflicted difficulties also to the low-efficient agricultural production, that provided subsistential earnings for about 70% of the people. This evoked social discomfort and created situation for the leftist political parties, especially the social democrats, who have had here traditions since the Hungarian state, but also the Communist Party of Czechoslovakia was strong.⁶⁵ The political situation and social atmosphere got quieter in the half of the twenties

⁶³ MICHELA, Miroslav. *Pod heslom integrity: Slovenská otázka v politike Maďarska 1918-1921. Under the slogan of integrity: The Slovak affairs in the Hungarian Policy/Bratislava: Kalligram, 2009, p. 55-75.*

⁶⁴ HRONSKÝ, Marián. *Priebeh maďarských vojenských operácií a ich strategický cieľ.* In DEÁK, Ladislav (ed.). *Slovensko a Maďarsko v rokoch 1918 – 1920: Zborník referátov z konferencie v Michalovciach 14. - 15. 6. 1994.* Martin: Matica slovenská, 1995, pp. 64-79.

⁶⁵ PLEVA, Ján. *Boj KSČ za jednotu pracujúcich v dvadsiatych rokoch na východnom Slovensku.* In HOLOTÍK, Ľudovít (ed.). *Príspevky k dejinám východného Slovenska. Materiály zo IV. sjazdu slovenských historikov v Košiciach dňa 28.-30.VI.1962.* Bratislava: Vydavateľstvo Slovenskej akadémie vied, 1964, s. 297.

mainly thanks to the economic boom, bringing also electoral success to the civic parties in 1925 and 1929, especially to the agrarian party. In spite of the critical remarks expressed by the leftist political parties and the trade unions, the social position of the working people was in some extent still better.⁶⁶

The great economic crisis made strong intervention into the economic, social and political relations in East-Slovakia. It brought about the further decrease of the production, decline of prices of the agricultural products, higher unemployment, decline of wages and contributions, and as a result of this, significant degradation of the living standard of the people. The crisis in East-Slovakia had even worse effects regarding the high portion of the agricultural and consumer industry in the economic structure of the region. These are the sectors that cannot be supported by state intervention or organization of public works. The weakening of the other sectors in the region in the concerned period played also important role in the overall situation.⁶⁷ The crisis evoked some political consequences also presented in the centralist efforts of the state authorities on one hand, and by radicalization of the citizens' social and national requests on the other one. The above trends determined the development in the second half of the thirties. It happened in the atmosphere of emerging the fascist ideology and sharpening the international relationships, especially weakening of the foreign political position of the republic.

On the other hand, East Slovakia as a result of the historical development presented a multiethnic element, where there were coexisting without any national conflicts besides the Slovaks about 80 000 Ruthenians on the North, in the southern part a numerous Hungarian minority, in Spiš region and near Štós and Medzev the German minority, and in many cities, especially in Kosice, Prešov, Michalovce and Humenne there were Jewish congregations. The religious composition of the citizens was also very variable. There were living together Roman- and Greco Catholics, Lutherans and Calvinists, the Pravoslav/Orthodox church, but also the above mentioned Jewish congregations. This was one of the reasons why in East Slovakia the autonomist program of the Hlinka's Slovak People Party /Slovenská ľudova strana/ did not have such response and support as in some other regions. On the contrary, in comparison the most popular was here the policy of the unified people's front and the protection of the republic against the fascism.

⁶⁶ NĚMCOVÁ, Valéria. *K problému sociálneho postavenia priemyselného robotníctva na východnom Slovensku v rokoch 1924-1929*. In HOLOTÍK, Ľ. (ed.). *Príspevky k dejinám východného Slovenska*, s. 320.

⁶⁷ NĚMEC, Zdeněk. *K otázke priebehu krízy priemyslu v rokoch 1929-1933 na východnom Slovensku*. In HOLOTÍK, Ľ. (ed.). *Príspevky k dejinám východného Slovenska*, s. 319.

Comparing the economic, social and political situation in the occupied territory of the Sub-Carpathian region, the position of the citizens of East-Slovakia was much better also after the birth of the independent Slovak State, although the territorial changes, the external political orientation, and also the state of war breached the economic structure of East-Slovakia and intercepted its connections with the foreign markets. Its consequences were the stopping of wood supplies into Hungary and England. Later on the new customers become Germany and the Protectorate of Bohemia and Moravia. East-Slovakia did not win as much through the war boom, and by the state subsidy of the industry, as Central and West Slovakia where the key industrial plants were situated. Important capacity of the industrial production was placed in more concentrated way only in the Spiš region (Prakovce, Rudňany, Krompachy, Gelnica, Batizovce, Matejovce, Kežmarok, Stará Ľubovňa, Svit). Among the factories overstepping the regional importance we can name the plants in Košické Hámre, Medzev, Štós, Michalovce, v Sečovce, Prešov and some others. In spite of some problems the production increased in the first years, the employment rate was higher, and as a result of this also the people's living standard had become better.⁶⁸

Regarding the uncertain war-situation in East Slovakia the overwhelming sector was the export of raw materials against the production of readymade products, and for that reason almost all the processing plants stagnated, also as a result of the so called arizators' work (their task was to take over Jewish property and "transform" it into Aryan property). From 1943 the timber production was limited and some saw-mills ceased to work. The region did not get larger state investments, an exception was the construction of the railway track Prešov - Strážske in amount of 450 million Slovak Crowns and the so called hundred-million activities. It was in fact a construction of concrete dung-pits and school buildings in countryside. The improvement of the quality of the strategic communications was of great importance in this region, e. g. the communication towards the Dukla pass and along the river Poprad, or the exploitation of oil in Mikova.

Most of the districts in Šariš-Zemplín County belonged to the so called fodder plants region. The average hectare yields in this part of Slovakia was affected not only by the mountainous terrain, but also by the great number of small farms, low mechanization and the prevalent extensive form of farming. It was the case especially in the north-eastern part of the county, characterized by relative overpopulation, and low productivity of work, reflected also in

⁶⁸ KROPILÁK, Miroslav et al. *Dejiny Slovenska V (1918-1945)*. Bratislava: Veda, 1985, s. 362.

the living standard of the farmers living here.⁶⁹ In spite of this the agriculture had a decisive share in the economy of the region, although it was characterised by significant atomization, lower soil quality and limited assortment of the production, especially in relation to the mountainous or submontaneous character of the northern districts.

On 14th March 1939 a pro-German oriented authoritative regime was established in Slovakia, and they started to apply the principles of the nationalism in practice. The *Constitution of the Slovak Republic of 21st July 1939* proclaimed the equality of the citizens in the protection of life, freedom and property; actually, it acknowledged also some language, cultural and political rights to the national minorities. Their extent, however, was limited by further laws, and the guaranteed rights were not respected in fact.⁷⁰ The German minority got some privileged position. Part of the 65 000 Hungarians, against whom the Government applied the principle of reciprocity, lived in the District Trebišov. The resolution of the Jewish minority was an evident violation of the Constitution, the ethic principles, and also of the elementary humanitarian principles. In the first Jewish transports towards the Osviencim camp in March 1942 there were placed about thousand young women and girls from East Slovakia. The discriminatory and repressive measures of the state related also to the Roma community, especially the government order on temporary regulation of the labour obligations of the Jews and Romas of 29th May 1940.⁷¹

The relation of the Slovak authorities and the Ruthenians living in East was characterized by mutual distrust. The Government had some concerns from violation of the integrity of the Slovak territories based on the former effort of the Ruthenian representatives aimed at shifting the administrative boundaries of the Subcarpathian Rus more to the west. Their policy applied in 1938, asking the annexation of some parts of East Slovakia to Subcarpathian Rus that had acquired that time its autonomy. Besides the bolshevism and latent schizmatism, the Ruthenians were criticized for their national and political inhomogenity and insufficient sense of authority and order.⁷² The attitude of the authorities was characterised by the so called Dudáš doctrine, pursuant to which the Ruthenians in the Carpathian Basin are of Slovak origin and character.⁷³ This non-standard mutual relationship showed itself in the active involvement

⁶⁹ BARNOVSKÝ, Michal. *Spriemyselnenie východného Slovenska. /Industrialization of East Slovakia/* In *Nové obzory* 13. Košice: Východoslovenské vydavateľstvo, 1971, p. 20.

⁷⁰ *Ústava Slovenskej republiky /Constitution of SR/*. Bratislava: Štátne nakladateľstvo. 1939, s. 25.

⁷¹ JUROVÁ, Anna. *Rómska otázka na Slovensku po roku 1945*. Bratislava: Goldpress Publishers, 1993, s.14.

⁷² КОБАЧ , Андрій. *До проблеми словацько-українських міжнаціональних взаємин*. In ЧУЧКА, Павло et al.(ed.). *Українські Карпати*. Ужгород: Видавництво „Карпати“, 1993, s. 244-250.

⁷³ DUDÁŠ, Andrej. *Rusínska otázka a jej úzadie*. Buenos Aires: Zahraničná Matica slovenská, 1970, s. 226.

of the Ruthenians in the anti-fascist movement. In summer of 1944 when the resistance in Slovakia acquired a mass character, in the East Slovak region there were operating 31 partisan groups.⁷⁴

In general, we can state that during the Slovak State, especially during the war time boom, the industrial production was livelier in East Slovakia, mainly thanks to the investments and building works performed in public interests and the completing of the communication networks. On the other hand the forest industry and food production stagnated. The decrease of the subsidies for the development and the noticeable reduction of the labour force in the war times strongly limited the further opportunities of prosperity. The operation of the partisans, but especially the passing of the front through the East- Slovakian territory running almost half a year, inflicted to the local regional economy serious damage. It was observed mostly in the Northern districts and its elimination was only partially successful in the post-war years, and it took quite a long time.

Heavy battles connected with passing the Carpathian mountains through this territory running from September 1944 to the end of January 1945 have brought not only significant losses of lives on both sides, but in fact they totally devastated the economic basis and the structure of settlements of the bigger part of East Slovakia. This evoked a lot of social problems too. In connection with the progress of the Red Army (RA), the German units made some measures for safeguarding the hinterland area and obstructing the progress of the Soviet corps. For this reason they directly devastated the strategic buildings, and all the communications. In addition they took away from the front-zone the technical and technological equipment or their parts, and also requisited other materials, including food products and live stock.⁷⁵ From ten districts of Slovakia, where the highest number of houses was destroyed, eight was situated in East Slovakia.⁷⁶ The East Slovakian region, especially its northern part, suffered the most serious losses, the removal of which required extraordinary means and efforts.

Based on the law of the Slovak National Council there were incorporated into Slovakia those districts, that were joined to Hungary under the first Vienna Arbitrage the so called April Convention of 4th April 1939. East Slovakia was restored within the pre-Munich boundaries that

⁷⁴ PAŽUR, Štefan. *Protifašistický odboj na východnom Slovensku*. Košice: Východoslovenské vydavateľstvo, 1974, s. 191-192.

⁷⁵ In details see: GAJDOŠ, Marián. K sociálnym a hospodárskym pomerom na území severovýchodného Slovenska po oslobodení v rokoch 1945-1948. In *Nové obzory* 29. Košice: Východoslovenské vydavateľstvo, 1987, s. 33-46.

⁷⁶ HALLON, Ľudovít - SABOL, Miroslav - FALISOVÁ, Anna. *Vojnové škody a rekonštrukcia Slovenska 1944-1948. Hospodárstvo, infraštruktúra, zdravotníctvo*. Bratislava: Historický ústav SAV, 2011, s. 81-82.

were slightly rectified in favour of the Soviet Union. In the cities and villages the new National Councils were established where the Communist Party of Slovakia has its representatives and the civil units of resistance while in the villages of Hungarian and German citizens the so called administrative committees were appointed. East Slovakia was supported in certain extent by the circumstances that the Presidium of the Slovak National Council /SNC/, and from April 1945, the President and the Government of Czechoslovakia were also seated in Kosice until May 1945. The issue of the assistance provided to East Slovakia was negotiated on the session of the Commission of Trustees /Zbor povereníkov/ on 16th June 1945 and there were adopted new measures directed to the reconstruction of the destroyed and damaged villages and to restoration of the agricultural production by redistribution of the existing live stock and inventory, but also ensuring clothes and shoes for the people of the worst-affected locations.

The District National Committees / ONV/ requested extraordinary assistance in the north-eastern districts of Svidník and Snina. They asked for repair of the destroyed roads supplying the concerned districts with food products and building materials, providing transport connection, clearing the territory of mines and providing the necessary assistance to the local farmers. The SNC established a six-member committee that should have ascertained the existing situation in the worst-affected districts of East Slovakia and to provide them efficient assistance. After the appointed Commission of Trustees learned the requirements of the individual districts contained in the conclusions of the six-member committee, the Commission of Trustees /Zbor povereníkov/ founded the *Committee for Assistance to the East Slovakian Districts /Komisia pre pomoc východoslovenským okresom/* on 6th September 1945. They were awarded by powers to provide assistance for the worst-affected areas. The Committee seated in Košice and its scope of competency involved the districts of Giraltovce, Medzilaborce, Stropkov, Svidník, Vranov and since the 12th September 1945 also the districts of Sobrance and Trebišov. At the same time the Commission of Trustees ordered the construction of 560 provisional barracks and made a decision to transfer to Košice and to the northern districts of East Slovakia 40 trucks, four personal cars, and also some building material, horses and seeds. 50 million Czechoslovak Crowns were set aside for the work of the Commission. Further large reconstruction works were done with the fulfilment of the two-year plan of restoration and development of the national economy.⁷⁷

The formation of Transcarpathain Ukraine and of the National Council of

⁷⁷ BOBÁK, Ján - ŠUTAJ, Štefan. *Obnova vojnou zničených obcí východného Slovenska v rokoch 1945-1948. / Restoration of the villages destroyed by war 1945-1948/In Historica Carpatica 12.* Košice: Východoslovenské vydavateľstvo, 1981, s. 45.

Transcarpathain Ukraine /NCTU/ inspired some representatives of the Ruthenians and Ukrainians in East Slovakia. In the first period the concepts of connecting this part of Slovakia to Transcarpathain Ukraine dominated. The Slovak national authorities, however, were ready to settle the Ukrainian issue in Slovakia, yet within the Czechoslovak Republic. On the 1st March 1945 the Ukrainian National Council of *Prjaševščiny/Presov district/ Ukrajinská národná rada Prjaševščiny* (UNRP) was established as the institution, representing the concerned minority and protecting its interests. In this period the UNRP had high ambitions and tried to achieve a similar social position as the NCTU had in Uzhgorod since November 1944 until December 1945. It aspired to have the competences of the legislative and executive authority in the region of East Slovakia which would mean a certain autonomy of the region. They have also considered creating some armed groups under the example of the „people’s cohorts / ľudové družiny“ in Transcarpathia. The UNRP called the members of the minority to join to the Soviet Army voluntarily. A definitive turn in the constitutional orientation of the Ruthenian - Ukrainian representation happened in April 1945 after the agreement of the leaders of UNRP with the representatives of SNC. The Slovak authorities fulfilled in fact all the requirements presented by UNRP regarding the representation of their minority in the legislative authorities and in the self-government authorities of education and culture. The UNRP’s efforts on legal stipulation of the minority institutions, however, were not successful. Some turmoil was caused among them in 1945-1947 evoked by the optional processes and by the units of the Ukrainian Insurgent Army penetrating into the territory of Slovakia.⁷⁸

After the February Coup in 1948 the industrialization became the priority task in the plans of the economic development of East Slovakia. In 1948 the local industrial production made only 0,6% of the production of the whole Czechoslovakia. During the first five-years economic plan (1949-1953) they have finished the reconstruction works and renewed the production especially in the existing capacity and plants removed from the Czech-German border regions. The cooperative transformation of the agriculture was carried out in inadequate speed, often by violating the laws that led in 1953 to the break-up of most of the agricultural cooperatives in the Prešov region. The collectivization was prepared better in the coming years, and the state provided also more efficient assistance to the newly established cooperatives. The results of the second five-years economic plan (1956-1960) were more successful, when in the territory of East Slovakia there were built up 57 plants and factories,

⁷⁸ GAJDOŠ, M. K úsiliu Ukrajinskej národnej rady Prjaševščiny o zákonné riešenie postavenia ukrajinskej národnosti v rokoch 1945 - 1948. In *Acta Iuridica Cassoviensia* 16. Košice: Právnická fakulta UPJŠ, 1991, s. 5-15.

employing about 45 000 people.⁷⁹ The capacity of the industrial production of the East Slovakian Region made 3% of the overall production of the state in 1960.⁸⁰

The biggest investment of the third five-year economic plan (1961-1965) was the huge metallurgical company in Košice the *East Slovakian Steelworks/ Východoslovenské železiarne/* producing steel, iron and sheet metal. This company has become the biggest employer in the whole region. The industrial production of the East Slovakian Region increased in the sixties by 176,6%. The authorities resolved these years also the lingering economic and social retardation of some districts. A list of 19 micro regions was created in 1961, in which the indicators of the economic and social development significantly lagged behind in comparison with the average. Eleven of these districts were in East Slovakia while they took an area of 16,7% of its territory with population rate of 9,2%. Most of them were situated in valleys of the districts of Humenné, Bardejov, Poprad and Spišská Nová Ves, where a lot of Ukrainian citizens lived. The situation was settled finally through the support of the development of the local industry and raising the employment rate of the local people.⁸¹

The economic development in the 70-ties was conditioned by moderation of the disproportions in the national economy and by the effort to raise the living standard of the population. The value of the basic means rose in East Slovakia from 72,5 mld. Czechoslov. Crowns onto 165,2 mld. Czechoslov. Crowns, i.e. by 127,8%.⁸² In the four districts with significant number of Ukrainian citizens (Bardejov, Humenné, Stará Ľubovňa and Svidník) the industrial production grew in the same time by 145,4%, while in the whole Slovakia it was only by 117,6%.⁸³ From the beginning of the eighties, however, it showed up that the limited material, financial and human resources cannot keep the pace of the development and to develop extensively the economy in all the resorts and regions. The main task was this way keeping the achieved living standard through intensification of the economy and to make more efficient the production and consumption. The economic growth has slowed down also in East Slovakia, although it still was achieving relatively high parameters.

The introduction of the system of the planned management of economy and the related implementation of the five-year plans made possible the planned industrialization of East

⁷⁹ KAPIŠOVSKÝ, Vasil. K problémom životnej úrovne pracujúcich na východnom Slovensku. In *Príspevky k dejinám východného Slovenska*, s. 428.

⁸⁰ GRONSKÝ, Štefan. Industrializácia východného Slovenska. In *Príspevky k dejinám východného Slovenska*, s. 438.

⁸¹ КАПИШОВСЬКИЙ, В. *Східна Словаччина вчора і сьогодні*. 1982, s. 179.

⁸² *Štatistická ročenka. Východoslovenský kraj 1976*. Košice: Slovenský štatistický úrad, 1976, s. 133; *Štatistická ročenka. Východoslovenský kraj 1986*. Košice: Slovenský štatistický úrad, 1986, s. 148.

⁸³ SOKOLOVÁ, Gabriela et al. *Soudobé tencence vývoje národností ČSSR*, 1987, Praha: Academia, 1987, s. 44.

Slovakia. However, the change of the priorities aimed at political goals, the absence of the market principles, violation of the principles of profitability, regulation of prices, but also the party cadres policy of the respective party structures led to some economic disproportions in the region. It caused arising of industrial capacities that were inadequate to the existing conditions and needs, and this way it caused artificial employment and prosperity. This way in East Slovakia there were created some, so called mono-industrial districts, characterized by medium large enterprises, factories of some sort of production placed in the district centre, by several suppliers in the close surrounding area and the connected social and civic premises.

The emerging of the market economy after 1989 and the related reduction of the state interventions, the loss of the traditional markets in the countries of the Soviet bloc, the coming foreign competition, conversion and especially the unemployment and weakening of the social network, emphasized again that the marginal position of East Slovakia still goes on in many aspects. Many factories, plants had worked in East Slovakia in industrial sectors without any natural basis. They were absolutely dependent on the import of raw materials, energy and qualified labour force and from the ensuring the constant sales. It is natural that they were less resistant against the economic and social shock and crises. Although the East Slovakian districts have some natural and human resources, during the transformation process they still paid up the unilateral, monofunctional industry, founded during the planned economy system. It occurred, however, more from social or political reasons than because of the economic ones. So East Slovakia remained less attractive in the beginning of the nineties for most of the domestic and foreign investors. Founding small companies and trades in the field of local industry and services being more flexible and appropriate in the actual economic conditions, brought less additional value and did not create many working places. A lot of sociological researches made in Slovakia showed us that the social-economic factors and the given social environment determine the political preferences of the people. The attitude to the values is less important.⁸⁴ This was the situation that had to be solved also after the birth of the independent Slovak Republic.

The economic and political development in the course of the fifties with its problems determined and conditioned the overall social and cultural development in the border regions such as East Slovakia. The social structure of the population has changed significantly, its educational and cultural level has grown, - on the other hand, the people got accustomed to

⁸⁴ GYARFÁŠOVÁ, Oľga - KRIVÝ, Vladimír – VELŠIC, Marián et al. *Krajina v pohybe : Správa o politických názoroch a hodnotách ľudí na Slovensku*. Bratislava: Inštitút pre verejné otázky, 2001, s. 36-38.

the commanded economy, the social security, equalitarian style, directive or formal settlement of the nationality- and religions issues, the centrally managed political life, non-critical respecting of the authorities and the ideological control of the cultural life. All these attributes of the former history seemed to be the main obstacles of the birth and development of the new civic society, being the basic precondition of the democratic development, - and this remained so up to now.

Political conditions of the cross-border cooperation in East Slovakia

General characteristics

The Slovak Republic is a parliamentary democracy whose citizens share the power through their elected representatives, i.e. Members of the Parliament. The state power is divided into three independent components: legislative, executive and judicial power. The legislative function is fulfilled by the National Council of SR */Národná rada SR/*, consisting of 150 Members of the Parliament elected for 4 years period, standing as candidates of the different political parties. The executive powers belong to the Government of SR created by the board of the ministers headed by the prime minister, subject to the NC SR. The head of the state is the President of the Republic elected in direct elections for the period of five years. The system of courts is made up of the *Supreme Court of SR, the regional courts and district courts*. The Constitutional Court has an independent position seated in Košice; the Specialized Criminal Court in Pezinok fulfils special tasks. The rights and lawful interests of legal and natural entities and the interests of the states are protected by the Prosecutor's General Office of SR and its subordinated regional Prosecutor's Offices (eight) and the district Prosecutor's Offices (54). The public defender of human rights, or ombudsman oversees the observance of the civil and human rights and he reacts to the violation of these rights from the side of public authorities. The public defender of human rights is elected for a five year period.

A composition part of the public administration is the self-government, performing its partial functions not by the state, but through the public corporations. It is divided into territorial self-government and self-government of interests. The territorial self-government is made up of the municipalities and higher territorial units (self-government regions). On the other hand, the self-government of interests is a kind of community of citizens having countrywide competencies to whom the state entrusted the performance of some tasks, for

example: professional chambers. The self-government has a secondary, derived character. It undergoes to laws and the monopoly of the state authorities in the executive and judicial branch.

The politics in Slovakia in the first years of its independence was concentrated on the building of the state authorities and institutions. The government formed by the Movement for Democratic Slovakia /Hnutie za demokratické Slovensko (HZDS) headed by V. Mečiar with the silent support of the Slovak National Party (SNS) and the Party of Democratic Left/ Strana demokratickej ľavice (SDL) promoted the gradualist approach to the implementation of the economic reforms and social transformation. When the authoritative elements prevailed in its work, the President of the Republic, M. Kováč initiated expressing the lack of confidence and appointing the temporary government of the Prime-minister J. Moravčík. However, the elections in 1994 brought again the victory of HZDS and the establishment of the coalition government of HZDS, SNS and the Association of the Workers of Slovakia /Združenie robotníkov Slovenska. This government strived to create a group of entrepreneurs from its sympathizers and supporters, it made restrictive policy against the minorities and generally it moved away from the European and democratic values. The situation in Slovakia has become this way the object of critics from the European authorities, and it shifted away the entering of Slovakia into the EU and NATO. In the parliamentary elections held in 1998 the most votes was acquired again by the party HZDS, the new government was, however, formed by the Anti-Mečiar coalition led by the Democratic and Christian Union /Strana demokratickej a kresťanskej únie. The Slovak Republic is characterised from the beginning – 1st January 1993 - by a certain undefined geopolitical status given by its small area, low number of inhabitants, small share in the worldwide economic production, i.e. a kind of strategic insignificance of the geographic space, lying out of the basic strategic trends. It may sound strange, but directly these facts may be important for its security. On the other hand, Slovakia has become dependent on the relationships and interests of the super powers. For that reason after a short euphoria felt in the end of the bipolar world and after considering the potential risks in the Central-East European area, the Slovak state representation started to apply for the membership in the Euro-Atlantic structures: EU and NATO.⁸⁵

⁸⁵ LEŠKA, Vladimír. Geopolitické důsledky rozdělení Československa. In LINK, Peter – SAMSON, Ivo (eds.). *Geopolitické postavenie strednej Európy: Tendencie vývoja v 21. storočí*. Bratislava: Slovenská spoločnosť pre zahraničnú politiku; Stredisko strategických štúdií Ministerstva obrany Slovenskej republiky; Friedrich Ebert Stiftung, 1998, p. 39-58.

Certain efforts of the demonstration of the orientation onto the cooperation with Russia during the government of V. Mečiar had more episodic character. The deficits in the transformation of the society in these years caused the prolongation of the accessing process that was successfully complemented in 2004.⁸⁶ The Slovak Republic endeavoured to deepen and enlarge the cooperation also within Central Europe. This has been proved by its membership and activities within the Visegrad Group and in the association CEFTA. The foreign policy of the state is loyal to the decision of the authorities of EU and NATO. SR takes part in their work engaging in their activities, but at the same time it keeps and asserts correct relationships with the Russian Federation. As for Ukraine, the Slovak leaders are aware of its strategic importance, and they support the program of the Eastern Partnership and approximation of Ukraine with the relevant European institutions and organizations.⁸⁷

Regional characteristics

In spite of its small area, Slovakia has always been strongly differentiated regionally, namely there are big differences among the different parts, regions of the country. In some indicators these differences are really abnormally big.⁸⁸ It is interesting that big differences appear often within a certain region, among its different parts or locations. The reasons of the existing differences are very diverse. Most often they are of historical origin, if they relate to the origin of the inhabitants, the time and forms of the settlements, to the prevailing forms of subsistence, but also to the political, legal position of the settled territory and the opportunities of certain development trends in the respective stages of the historical development of the region and its population. Many characteristic features obviously originated under the effects of the geographic agents, as the geographic situation of the region, countryside, geographic profile and climate, and also some demographic factors, such as the number and density of the population, its structure, urbanization, natality, mortality, migration and so on. These and similar conditions, jointly with the changes of people's life in the ancient and recent past determined the peculiarities of East Slovakia. East Slovakia can be geographically defined as a part of the territory of Slovakia, lying eastward from the Levoča and Volovské Mountains. In the

⁸⁶ DULEBA, Alexander. *Slepý pragmatizmus slovenskej východnej politiky: Aktuálna agenda slovensko-ruských bilaterálnych vzťahov*. Bratislava: Výskumné centrum Slovenskej spoločnosti pre zahraničnú politiku, 1996, 59 s.

⁸⁷ DULEBA, Alexander. Slovensko a Ukrajina v procese hľadania spoločných záujmov (namiesto úvodu). In DULEBA, A. (ed.). *Ukrajina a Slovensko : Hľadanie spoločných záujmov*. Bratislava: Výskumné centrum Spoločnosti pre zahraničnú politiku; Friedricg Ebert Stiftung, 2001, s. 9-29.

⁸⁸ KRIVÝ, Vladimír – FEGLOVÁ, Viera – BALKO, Daniel. *Slovensko a jeho regióny : sociokultúrne súvislosti volebného správania*. Bratislava: Nadácia médiá, 1996, s. 181.

present administrative definition it has an area of 15 729 km² and more than 1,6 million inhabitants, making 32% of the territory of Slovakia and 29,6 % of its inhabitants.⁸⁹ The political-administrative definition of the region is more complicated, as it has changed many times in the course of the history. As a matter of fact, it is made up of the historical regions of Spiš, Šariš, Zemplín, Gemer and the Northern part of Abov, formed in the Middle Ages, under the so called *comitat system*, taken over by the Hungarian Kingdom from the times of the Great Moravian Empire. These comitats, counties, or provinces /župa/ made certain natural units from geographic, economic, ethnic and cultural aspects and they were a kind of substitute of the national identity for the local people. So East Slovakia has become the part of Czechoslovakia exactly in the form of Spišska, Šarišska, Zemplínska, Abovsko-Turnianska and Gemersko-Malohontska Zhupa/county. The western part of the Uzh County was connected to the Zemplín County/zhupa/. The processus /okres=district/ made the lower administrative units. The cities with magistrates/city councils and municipalities were not subordinated to these lower districts.

In 1922, however, new counties/zhupas were established in Slovakia, not officially called also as *great counties* /veľžupy/. Six of them were newly created, and East Slovakia comprised the Košice župa (Župa XX) seated in Košice with a branch in Michalovce and the eastern part of the Podtatranska župa (Župa XIX) seated in Liptovský Svätý Mikuláš with a branch in Rožňava for the districts of Revúca, Rožňava and Tornaľa. The Košice zhupa comprised the districts of Bardejov, Giraltovce, Humenné, Košice, Kráľovský Chlmec, Medzilaborce, Michalovce, Moldava, Prešov, Sabinov, Sečovce, Snina, Sobrance, Veľké Berezné, Veľké Kapušany, Vranov and Vyšný Svidník and the City of established municipality Košice. Concurrently there were abolished the former districts of Lemešany, Lipany, Michaľany, Perečín, Stropkov and Ždaňa. East Slovakia comprised also besides the above Gemer districts also the eastern Spiš districts of Podtatranska Zhupa, namely Kežmarok, Levoča, Poprad, Spišská Nová Ves, Spišská Stará Ves and Stará Ľubovňa. The former district/processus Spišské Podhradie was removed.⁹⁰

From 1st July 1928 Czechoslovakia introduced the so called provincial/regional establishment /krajinské/ that meant the cancellation of the Zhupas. The former districts, however, remained to exist. As for East Slovakia, the only change was the transfer of the district

⁸⁹ ANGELOVIČ, Martin – BENČ, Vladimír. Región východného Slovenska – socioekonomické postavenie v Slovenskej republike a regionálny rozvoj. In Sborník příspěvků ze XVII. mezinárodního kolokvia o regionálních vědách, Hustopeče 18.-20. 6. 2014. Accessible on internet: http://is.muni.cz/do/econ/soubory/katedry/kres/4884317/48596005/009_2014.pdf

⁹⁰ VOLKO, Viliam – KIŠ, Miroslav (eds.). *Stručný prehľad územného a správneho členenia Slovenska*. Bratislava: Ministerstvo vnútra Slovenskej republiky, 2007, pp. 27-29; 37-39.

centre from Sečovce to Trebišov. The Zhupa administrative -system was restored in the first Slovak Republic from 1st January 1940. East Slovakia involved the entire Šarišsko-Zemplínska Zhupa comprising ten districts (Bardejov, Giraltovce, Humenné, Medzilaborce, Michalovce, Prešov, Sabinov, Stropkov, Vranov nad Topľou and Trebišov) and seven Spiš Districts from the Tatranska Zhupa with their seat in Ružomberok (Gelnica, Kežmarok, Levoča, Poprad, Spišská Nová Ves, Spišská Stará Ves a Stará Ľubovňa). The villages laying in the districts of Dobšiná and Revúca were closer to the eastern part of the country that became later part of the Pohronska Zhupa seated in Banská Bystrica. Since the 1st July 1942 a new district was included into the Šarišsko-Zemplínska Zhupa in East Slovakia - Vyšný Svidník.

The order of the Presidium of the Slovak National Council No. 9 of the Collection of the Slovak National Council (Zb. SNR) of 6th March 1945 *On definition of districts and seats of some districts*, abrogated with immediate effect all the changes in the districts, their seats and boundaries made after 30th September 1938. It cancelled also the Government Decree No. 175/1939 of the Slovak Collection of Laws (Sl. z.) confirming the retreat of some districts after the so called small war in 1939 between Slovakia and Hungary. This regulation restored in East Slovakia the districts of Košice – Environs, Kráľovský Chlmec, Moldava nad Bodvou, Rožňava, Snina, Sobrance, Veľké Kapušany and Tornaľa, and the City of Košice, that was in the position of district as a city with its established magistrat/municipality. At the same time the district of Dobšiná ceased to exist, subsequently united with the Rožňava District. The Emissariat of the SNC for the internal affairs had left to work the District of Svidník on the basis of the official exception, under which it should have also been abolished later under the wording of the above SNC order. This was officially confirmed by the statute of SNC No. 141 Zb. SNR of 27th November 1945. Under the statute of SNC No. 52 Zb. SNR of 15 March 1947 entering into force on 15th May 1947, the municipality of Vysoké Tatry was formed with powers of the district, similarly as it was the case of the cities with established municipalities/magistrat. This way, the number of districts in Slovakia has increased to 81.

The law No. 280/1948 Zb. of 21st December 1948 on the Regional establishment introduced the regions /kraj/ as new territorial units in Czechoslovakia from 24th December, and at the same time this law abrogated the land (zemské) administrative establishment, existing yet only formally. Starting from 1st January 1949 the republic was divided into 19 regions /kraj/, from which six lay in Slovakia. The regions were divided into districts /okres/, administered by the District National Committees. After several new regulations made between 1949 - 1950 in Slovakia, there were 92 districts. The further changes of the administrative

division and shifts of powers, especially in the cities of Bratislava, Košice and Piešťany resulted in the fact that by the end of the fifties there were three regions and 102 districts within the new administrative units. In East Slovakia there were two regions in 1949 – 1960: the Košice Region and the Prešov Region.

The Košice Region comprised 14 administrative units on the level of districts. Their National Councils functioning in the seats of the regions had competencies of the District National Councils. This division involved the following territorial units: Gelnica, Kežmarok, Košice – City, Košice – Environs, Kráľovský Chlmec, Levoča, Moldava nad Bodvou, Poprad, Revúca, Rožňava, Sečovce, Spišská Nová Ves, Trebišov and Vysoké Tatry. In the Prešov Region there were 15 districts: Bardejov, Giraltovce, Humenné, Medzilaborce, Michalovce, Prešov, Sabinov, Snina, Sobrance, Spišská Stará Ves, Stará Ľubovňa, Stropkov, Svidník, Veľké Kapušany and Vranov nad Topľou.

The new administrative reform made an extraordinary intervention not only to the administrative division but also to the economic structure cultural and ethnographic character and regional identity of the citizens. This was caused by the newly adopted law No. 36/1960 Zb. of 9th April 1960 on the territorial division of the state which adopted the new administrative division of the Czechoslovak Republic. In 1960 they reduced the number of regions to 10, from which three were situated in Slovakia: the West-Slovakian with its seat in Bratislava, the Central Slovakian in Banská Bystrica and the East Slovakian Region in Košice as its seat. The number of the districts was also radically reduced in Slovakia, and after several changes it was stabilized by 38 districts. Related to some democratic tendencies and discussions on the decentralization and federalization, the statute of the region was awarded to Bratislava, the capital city of Slovakia, in 1968. Its city wards got the powers of independent districts under the administration of the circuit /obvodný/ national councils. The affect of these changes increased after the adoption of the constitutional law No.143/1968 Zb. of 28th October 1968 on the Czechoslovak federation, and as a result of the establishment of the Czech Socialist Republic (ČSR) and the Slovak Socialist Republic (SSR) since 1st January 1969 and the subsequent definition of the powers and competencies of the new state authorities.⁹¹

East Slovakia became in 1960 a special administrative unit in the form of the East Slovakian Region with its seat in Košice that came to existence by joining the former Košice Region and the Prešov Region. The East Slovakian Region was originally divided only into nine

⁹¹ 143 Ústavní zákon ze dne 27. října 1968 o československé federaci. In *Sbírka zákonů Československé socialistické republiky*. Ročník 1968, částka 41 vydána dne 4. listopadu 1968, s. 388-401.

districts (Bardejov, Humenné, Košice, Michalovce, Poprad, Prešov, Rožňava, Spišská Nová Ves and Trebišov).⁹² Thanks to the Government order No. 36/1968 Zb. of 28th February 1968 three new districts arose or were restored in East Slovakia: Stará Ľubovňa, Svidník and Vranov nad Topľou. The reduction of the administrative units was grounded by the economic, demographic and rationalization arguments, although in practice the changes were directed to strengthening the centralization and it was another step in the ignorance of the relevant historical, geographic and ethno-cultural aspects.⁹³

In the period between 1945 - 1989 the regional and local self-government was performed through the national councils of different level working as the authorities of the state administration, though in their plenary sessions they had some elements showing the formal self-government. The regions, districts, cities and villages had very limited opportunities in the initiatives, negotiations and implementation of cross-border contacts and specific cooperation.⁹⁴ Among the obstacles we have to mention the very rigid border crossing regime, even between the countries joined by economic and political unions and characterized as allied countries (*Varsaw Pact* from 1955, *Council for Mutual Economic Assistance* since 1949).

The aim of the transformation process in this sphere since 1990 was that the traditionally well elaborated state administration be completed by a functioning self-government, absented in Slovakia more than fifty years. There was applied the principle that the self-government should be consistently separated from the state administration as pursuant to law No. 65/1960 Zb. on National Councils, these authorities might perform their competencies independently only in some defined fields and mostly in less important sectors. The foreign contacts were not included in their scope of powers. One of the first measures adopted after the fall of the totalitarian regime, was the decision that the basic unit of the self-government will be the municipality which is a community of the citizens having legal personality. The affairs concerning the self-government shall be decided by the citizens on their municipal sessions, by referendum or by means of the municipal council, elected always on the basis of equal, direct electoral right through secret votes.⁹⁵

⁹² Pozri § 3 a § 13. 36 Zákon ze dne 9. dubna 1960 o územním členění státu. In *Sbírka zákonů Republiky československé*. Ročník 1960, částka 15 vydána dne 11. dubna 1960, s. 88-100

⁹³ VOLKO, V. – KIŠ, M. (eds.). *Stručný prehľad územného a správneho členenia Slovenska*, s. 43-50.

⁹⁴ 65 Zákon ze dne 25. května 1960 o národních výborech. In *Sbírka zákonů Republiky československé*. Ročník 1960, částka 24 vydána dne 7. června 1960, s. 161-172.

⁹⁵ 294 Ústavní zákon ze dne 18. července 1990, kterým se mění a doplňuje ústavní zákon č. 100/1960 Sb., Ústava Československé socialistické republiky, a ústavní zákon č. 143/1968 Sb., o československé federaci, a kterým se skrácuje volební období národních výborů. In *Sbírka zákonů České a Slovenské federativní republiky*. Ročník 1990, částka 47 vydána dne 19. července 1990, s. 1062.

The adoption of law of SNCR No. 369/1990 Zb. of 6th September 1990 on the municipal order meant the end of the national councils, whose powers was partially transferred to the municipalities or cities as independent self-government bodies, having the position of the basic territorial units. This involved the separation of the territorial self-government of the municipalities and cities from the local state administration.⁹⁶ Most of the powers of the former national councils was transferred to the authorities of the integrated local state administration of the Ist level created by the circuit-offices /obvodné úrady/ and of the IInd level, presented by the district-offices. The latters took over also the competences of the regional national councils which ceased to exist.⁹⁷ The basic territorial unit was accordingly the municipality included into one of the 38 districts from which 13 lay in East Slovakia (Bardejov, Humenné, Košice – mesto, Košice – vidiek, Michalovce, Poprad, Prešov, Rožňava, Spišská Nová Ves, Stará Ľubovňa, Svidník, Trebišov, Vranov nad Topľou).⁹⁸

In the attachment of the Government Order of the Slovak Republic No. 548/1990 Zb. of 4th December 1990 with validity from 1st January 1991 there were defined the seats of 121 Circuit Offices /obvodný úrad/, acting as the authorities of the integrated state administration of 1st level and to perform the defined activities in the territory, specified in different districts. Of course, the number of circuit offices in the 38 districts was different depending on the area and number of inhabitants in the concerned territory. In East Slovakia there were established 40 Circuit Offices, - two in the District Bardejov (Bardejov and Giraltovce), three in the District Humenné (Humenné, Medzilaborce, Snina), five in the District Košice – City (Košice I, Košice II, Košice III, Košice IV, Košice V), three in the District Košice – Environs (Bidovce, Čaňa, Moldava), two in District Michalovce (Michalovce, Sobrance), five in District Poprad (Kežmarok, Poprad, Spišská Stará Ves, Starý Smokovec, Svit), three in District Prešov (Lipany, Prešov, Sabinov), four in District Rožňava (Dobšiná, Plešivec, Revúca, Rožňava), four in District Spišská Nová Ves (Gelnica, Krompachy, Levoča, Spišská Nová Ves), one in the District Stará Ľubovňa (Stará Ľubovňa), two in District Svidník (Stropkov, Svidník), four in District Trebišov (Kráľovský Chlmec,

⁹⁶ 369 Zákon Slovenskej národnej rady zo 6. septembra 1990 o obecnom zriadení. In *Sbírka zákonů České a Slovenské federativní republiky*. Ročník 1990, částka 60 vydána dne 4. září 1990, s. 1293-1306.

⁹⁷ 472 Zákon Slovenskej národnej rady z 29. októbra 1990 o organizácii miestnej štátnej správy. In *Sbírka zákonů České a Slovenské federativní republiky*. Ročník 1990, částka 79 vydána dne 14. listopadu 1990, s. 1754-1795.

⁹⁸ 517 Zákon Slovenskej národnej rady z 22. novembra 1990 o územnom a správnom členení Slovenskej republiky. In *Sbírka zákonů České a Slovenské federativní republiky*. Ročník 1990, částka 84 vydána dne 19. prosince 1990, s. 1914-1917.

Sečovce, Trebišov, Veľké Kapušany) and two in District Vranov nad Topľou (Hanušovce nad Topľou, Vranov nad Topľou).⁹⁹

The laws and regulations of 1990 issued in the state administration and self-government played a very important role in the decentralization of the public administration and restoration of the self-governments of the municipalities and regions, however the decisive powers still remained in the hands of the central authorities, and therefore we were expecting further measures aimed at the democratization of the relationships in the field of the state and public powers. At the beginning of the nineties of the last century, however, there were put forward especially questions *via facti* on the constitutional system of the republic regarding the growing ambitions of some political powers and the solution of the problems evoked by the transformation process in economy and social system.

The split of the Czechoslovak Republic and the birth of the new independent Slovak state engaged the political sphere in the time, when up-to-date and important changes happened in the international contacts and cooperation, including the trans-border contacts and cooperation of the border regions of the neighbouring states, having in West Europe already long-time traditions. In Central-European conditions, however, these contacts did not step over the frames of the so called friendly relations, directly controlled by the former political and state authorities. Even if in some cases they went over the formal limits and made a really efficient cooperation, mutual assistance and exchange of experience, - this was the result of the initiatives of some individuals or small groups in the management of companies, plants, institutions or organizations.

Admittedly, the birth of the independent Slovak Republic on 1st January 1993 in the politically not consolidated and quite complicated situation in Central Europe might evoke some concerns about repeating the situation after the desintegration of Austria – Hungary. However, it was not a reason to block the direct participation of Slovakia in creation of the activities of the Carpathian Euroregion, - the project, playing then a very important pioneering role in the new forms of the cross-border cooperation, adequate to the given stage of the European integration. Concerns about the integrity of the territory, certain distrust towards the closest neighbours and the related foreign and internal politics, including the relationships to the national minorities reflected in the restrictive measures, characterized the period after the

⁹⁹ 548 Nariadenie vlády Slovenskej republiky zo 4. decembra 1990, ktorým sa ustanovujú sídla okresných a obvodných úradov. In *Sbírka zákonů České a Slovenské federativní republiky*. Ročník 1990, částka 89 rozeslaná dne 27. prosince 1990, s. 2050-2051.

elections held in 1994. This attitude prevailed in the coalition government of V. Mečiar, appointed after the victory of the Movement for Democratic Slovakia and during the preparation of the administrative reform, expected that time as the territorial and administrative division of Slovakia had the character of the temporary, provisional settlement and it seemed unsustainable. On the other hand, the Law on the territorial division of Slovakia drafted by HZDS and its partners took into consideration more the political interests of the governmental parties and the regulation of the share of the minorities in the new administrative units, as the historical traditions, geographic and demographic conditions, or the economic parameters.

The Law No. 221/1996 Collection of laws (Z. z.) on the territorial and administrative division of Slovakia abrogated the previous circuit offices and restored the regional level of the state administration and local self-government. Slovakia was divided into eight regions and 79 districts that reminded the territorial division of the years 1949-1960 with some modifications which however did not remove the shortages of the former division, actually they worsened the situation. The new law on the administrative division of Slovakia is characterised by tendentiousness in relation to national minorities, especially towards the Hungarian minority. It was obvious both in creation of the regions, and defining the new districts. It was not by the chance that the southern Slovakian districts with numerous Hungarian minorities were included into five regions, and this broke down their concentration. The administrative reform touched also the region of East Slovakia. It was divided again into the Košice Region and the Prešov Region, with some corrections. The Košice Region comprises 11 districts: Gelnica, Košice I., Košice II., Košice III., Košice IV., Košice - Environs, Michalovce, Rožňava, Spišská Nová Ves, Sobrance and Trebišov. The Prešov Region was made up of 13 districts: Bardejov, Humenné, Kežmarok, Levoča, Medzilaborce, Poprad, Prešov, Sabinov, Snina, Stará Ľubovňa, Stropkov, Svidník and Vranov nad Topľou.¹⁰⁰ This division has documented not only the division of the historical regions of Zemplín, Spiš and Gemer, but also the calculation in creating and distributing the districts among the East Slovakian regions.

From the aspect of the cross-border cooperation it was more important that pursuant to § 2 of law No. 221/1996 of 3. 7. 1996 On the territorial and administrative division of the Slovak Republic, the statute of self-government units was awarded not only to the municipalities, but also to the higher territorial units /regions/. On the other hand, at defining the higher territorial

¹⁰⁰ 221 Zákon Národnej rady Slovenskej republiky z 3. júla 1996 o územnom a správnom usporiadaní Slovenskej republiky. In *Zákony pre ľudí^{sk}*. Accessible on the internet: <http://www.zakonypreludi.sk/zz/1996-221>.

units for exercising the local territorial self-government, these should have been identical with the territorial circuits of the regions with the reservation that pursuant to Sec. 3 of the cited law they will not include the military circuits. The new self-government regions were created only under the law No. 302/2001 Z. z. of 4th July 2001 on self-government of the higher territorial units. The original governmental draft of this law planned to create 12 self-governmental units respecting more the former historical regions with higher regional identity of the concerned inhabitants. Under this draft four self-government unit were supposed to be created in East Slovakia: Spiš - with districts of Poprad, Gelnica, Kežmarok, Levoča, Spišská Nová Ves and Stará Ľubovňa; Šariš comprising the districts of Prešov, Bardejov, Sabinov, Stropkov, Svidník and Vranov nad Topľou; the Košice Region with four Košice circuits and the districts of Košice – Environs and Rožňava; and finally the Zemplín Region, comprising the districts of Michalovce, Humenné, Medzilaborce, Sobrance and Trebišov.¹⁰¹

The National Council decided to proceed under the wording of the Law No. 221/1996 Z. z. on the equivalence of the territorial definition of the state administration and self-government, and under this regulation eight new higher territorial units, i.e. local self-government regions arose which territorially are fully equal with the regions /kraj/ - territorial units of the local state administration.¹⁰² It was arranged probably on the ground of the above mentioned reasons, namely to prevent the arising of new self-government units with higher share of the Hungarian inhabitants in the concerned regions. From the aspect of the implementation and development of the cross-border cooperation we have to appreciate the fact that the competencies of these self-government regions were strongly enhanced by law No. 416/2001 of 20th September 2001 on transferring some competencies from the state authorities onto the municipalities and higher territorial units (the so called Small Competence Act) that placed into the self-government region's competence the very important field of the regional development. The trans-border relationships and cooperation pertains to this resort, which is carried out for the purposes of the development of the border regions.¹⁰³

It is important to mention in this context that within the decentralization, the financial independency of the municipalities and regions from the state budget was significantly raised at the beginning of the new millennium. Earlier the budgetary means were often distributed on the basis of political decisions while the regions located out of the centre were underfinanced

¹⁰¹ VOLKO, V. – KIŠ, M. (eds.). *Stručný prehľad územného a správneho členenia Slovenska*, s. 59.

¹⁰² 302 Zákon zo 4. júla 2001 o samospráve vyšších územných celkov (zákon o samosprávnych krajoch. In *Zákony pre ľudí*^{sk}. Dostupné na internete: <http://www.zakonypreludi.sk/zz/2001-302>.

¹⁰³ 416 Zákon z 20. septembra 2001 o prechode niektorých pôsobností z orgánov štátnej správy na obce a na vyššie územné celky. In *Zákony pre ľudí*^{sk}. Dostupné na internete: <http://www.zakonypreludi.sk/zz/2001-416>.

within the allocated state subsidies. Pursuant to the new principle, the municipalities and cities are entitled to 70 % of the income from the paid taxes of the natural persons while 30 % from this amount shall remain in the budget of the higher territorial units, i. e. the self-government regions. The advantages of the application of this principle is obvious in spite of the fact that by the increase of the municipal and regional competencies, and accordingly by the increase of their expenses, they can manage their economy affairs more effectively, especially taking into consideration the fact, that before the reform they had only 6 % of the natural persons' income taxes.¹⁰⁴

The Traditions of the Cross-border Cooperation in East Slovakia

The cross-border cooperation might be understood as non-formal multilateral cooperation of the cities and villages, and state- and self-government authorities in the regions separated by the state boundaries. Its goal is to create a single space in the interests of more efficient settlement of the economic and social issues of the concerned border regions, to stimulate their development, to enable the mutual convergence of the people and to support the exchange of the cultural values. This effort has become up-to-date right after the Second World War, the cause of which were among others the discrepancies and contradictions in the issues of the state boundaries. The cooperation of the border regions, however, should not have only a kind of preventive role, but it has to be a prototype of the new relationships between the European states.

In this context East Slovakia had a very strong potential in Central Europe whose territory is in the neighbourhood with Hungary, Poland and the Soviet Union situated in the same geopolitical area. East Slovakia with the Transcarpathian region of USSR had really special preconditions for this cooperation as they shared a common history from the time of the Hungarian Kingdom and the inter-war period Czechoslovakia. They shared analogical economic and social problems, similar ethnic and confessional composition of the citizens. Their cooperation was, however, obstructed by the political centralism, the subconscious distrust, the efforts to hide one's insufficiencies and the related hermetic closing of the state boundaries with the former USSR. In fact all the other boundaries with the countries of the former Soviet bloc were also closed, especially in the fifties. That time the contacts among the neighbouring

¹⁰⁴ See in this relation: KALIŇÁK, Michal. Nerušme VÚC, ale pokračujme v trende decentralizácie: „Štandardnosť“ politických strán závisí aj od toho, ako si dokážu zabezpečiť stranícku reprodukciu prostredníctvom budovania miestnych elít. //Let's not remove the higher territorial units, but continue in decentralisation: Standardness of the political parties depends on how they can arrange the party reproduction by means of building the local elite. In *Sme*, roč. 25, 7. February 2017, no. 31, p. 12.

regions were directly subject to official international relationships, hence having too formal and official character.¹⁰⁵ In this period there was no border contact, even the so called small border contact did not exist at the Czechoslovak-Soviet boundaries.

Some features of the trans-border cooperation started to show up within the so called friendly-relations between the East Slovakian- and the Transcarpathian regions of the USSR. It appeared especially at the beginning of the sixties. These relationships and agreements on cooperation concluded by the regional authorities were extended to the Rzeszow Wojvodstvo in Poland and the Borsod-Abaúj-Zemplén County in Hungary. Of course, this cooperation in the times of the communist regime, especially in relation to the Transcarpathian region had still only partial, and more political and social character. Direct meetings of the people and collectives were very rare, with the exception of some mutual visits of the regional political representatives or organised exchange trips of the artistic troops, especially on the occasion of some celebrations or folklore festivals. By the end of the 60-ties even these contacts were suppressed from understandable reasons, however, they did not cease absolutely.

In the 70-ties of the last century when the friendly relationships were passed under the patronage of the regional communist party authorities, they started to be planned, concluded in written form and controlled. They were regulated from the centre, grounded usually by ideological doctrines and put forward by political means. For that reason they were often formal and little efficient. Under the principles approved by the Secretariat of the Central Committee of the Communist party of Czechoslovakia in 1973 their main organizers were the Regional Committee of the Communist Party in Košice and the Regional Committee of the Communist Party of Ukraine in Uzhgorod. In the first stage in the relationships of the befriended districts, institutions, organizations, factories and plants and schools were a lot of theatralities, and sometimes even hypocrisy. Gradually they were rationalized, and were characterized by objectivity bringing practical results.¹⁰⁶ The new character of the friendly relationships led to rising the efficiency in resultativeness of the international cooperation, but also to notable extension of the personal meetings of the ordinary employees and not only of

¹⁰⁵ DANILÁK, Michal. Styky východného Slovenska a Zakarpatska v rokoch 1945-1990. In DORUĽA, Ján (ed.). *Slovensko-rusínsko-ukrajinské vzťahy od obrodzenia po súčasnosť*. Bratislava: Slavistický kabinet SAV, 2000, s. 123.

¹⁰⁶ DANILÁK, M. Predpoklady a hlavné etapy rozvoja Východoslovenského kraja ČSSR a Zakarpatskej oblasti USSR. In BOUCOVÁ, Zlatica (ed.). *Základné otázky pohraničnej spolupráce krajín – členov RVHP : Materiály z československo-sovietskeho vedeckého seminára, ktorý sa konal v dňoch 13.- 15. októbra 1987*. Košice: Spoločenskovedný ústav SAV, 1988, s. 101.

the high positioned party officials. This was assisted by the start of the international socialistic competitions, initiated between the friendly organizations of the East Slovakian Region and the Transcarpathian Region. 98 working collectives of the two regions concluded agreements on socialistic competitions in 1978.¹⁰⁷

From the beginning of the 80-ties notably emphasized the economic side of the friendly relationships that gradually have become more and more a trans-border cooperation. Not only goods were exchanged but also experience, eventually there were examples of the productivity cooperation, specializations and of creation of some forms of joint companies. The formal criteria, applied in the functioning and development of the friendly relationships between the East Slovakian Region and the Transcarpathian region was substituted by the resultativeness. The most important aspects were: the volume and quality of the production of the befriended plants, the efficiency of the production, modernization of the technology, reducing the inputs, and the social aspects of the development and production capacity, especially looking after the individual workers and the concerned working collectives.

The temporary interruption of the cross-border contacts of this type in the beginning of the 90-ties was not a right approach, though understandable. The excessive effort to remove and change generally everything that was directly or indirectly connected with the former totalitarian regime caused the liquidation of some positive features of the former economic and social development. The trans-border contacts between the East Slovakian and the Transcarpathian Region were surely a kind of such positive feature. The reason of the lassitude of the state and regional authorities was the existing distrust following from a certain political insecurity of the newly created independent and sovereign states, - of the Slovak Republic and Ukraine. This trend manifested itself in the effort of centralization of the decisions in the economic, political, and cultural sphere, and by restoring the historical reminiscences evoking the feeling of threats against the obtained statehood or integrity of the territory. This threat was often felt from the side of the neighbouring country.

One of the consequences of these factors was the very restrained attitude of the Slovak Government towards the project of the Carpathian Euroregion and the statute of Slovakia as an observer. Similar phobia was manifested in the fact that Ukraine and Romania included into the newly created Carpathian Euroregion huge territories which from the very beginning

¹⁰⁷ ВИДНЯНСКИЙ, Степан Василиевич. Украинский рабочий класс Украинской ССР в развитии производственных связей между трудовыми коллективами СССР и Чехословакии. In АМОПТ, Честмир - МЕЛЬНИКОВА, Ирина Николаевна (eds.). *Украинско-чехословацкие связи : Сборник научных трудов*. Киев: Наукова думка, 1989, s. 211.

undermined its efficiency, but especially its functionality. We must reconsider the new model of the trans-border relationships in this part of Europe and to continue in looking up new solutions up to now. The evidence of this is the new proposal and the current implementation of our project. We would like to use up not only the experience learned from West Europe, usually concerning the cross-border cooperation between the member states of the European Union, but also the knowledge of North Europe, as in Scandinavia this aspect is not relevant.

From the middle 90-ties the cross-border contacts and the multilateral cooperation of the border regions of East Slovakia and the Košice and Prešov Regions started to build up and materialise, though under different principles and in significantly different conditions. This confirms also that a good and useful idea will be set out regardless the favourable or less favourable circumstances. Very important factors of the development and cross-border cooperation are the traditions, i.e. the fact that in our region there is a minimal 25 years tradition of this cooperation, and it helped both of the regions in the times when the cross-border contacts were not natural. Already that time it brought benefits not only to the economy and cultural life, but it contributed also to the cultivation of inter-ethnic and inter-human relationships we need equally nowadays as it was in the past. The history of the cross-border contacts shows us that we have not to be afraid of them. It is worth to invest in this field. They are a challenge for the future, and in this connection a positive factor in the further development.

The Social Conditions of the Cross-border Cooperation in East Slovakia

Ethnic Characteristics of the Inhabitants of the Region

East Slovakia is characterised from the beginning of the history by multiethnic population, and this is another common feature with the territory of the present day Transcarpathian Ukraine. The ethnic basis of the population of this area was laid down by the arrival of the Slavonic tribes in the 5th-6th century; however, its development was affected by the activities of the Avars, White Croats, and finally the Hungarians. In the course of the development of the Hungarian state, the Slovak feudal nationality was formed only slowly from the local West Slavic people that obtained the attributes of the modern nation only during the Slovak National revival in 1780-1848. The ethno-genesis of the Ruthenian ethnic in the upper

waters of the river Tisa ran in more complicated way and it produced several alternatives of its national identity which is often discussed even today.

The Hungarians made numerous groups of the inhabitants in the territory of the present day East Slovakia. At the end of the 9th century, i.e. in the time of their arrival into the Carpathian Basin, they had comprised seven Ugric and three Kabarlian tribes which after the settlement here in the second half of the 10th century lived initially only in the southern part of the region, however they founded some guard-settlement also in the northern parts. The ethnic border of the Hungarian settlement moved significantly to the North during the Turkish invasion in the 16th century. It was the time when the Hungarian nobility started to move into the cities that previously had had prevalingly German-Slovak character.

The Walachian colonization in 14-17th centuries brought the third ethnicity to this area, - the Ruthenians. Although they were originally shepherds from Walachia and Moldavia, however, moving through the territories of Bukovina and Galicia mixed with the East-Slavonic elements, and the latter marks started to prevail gradually in their features. Therefore the written records on the Ruthenians living in East Slovakia came just from the beginning of the 15th century. The Walachian villages in the mountainous and sub-mountainous areas had some privileges because of doing a certain type of guarding services and being orthodox Christians. They enjoyed a relatively more advantageous position than the prevalingly Slovak farmer villages situated in this region. This was the situation here up to the beginning of the 16th century. The period of the so-called second serfdom after 1514 meant a kind of equalization of the vassal people, and it contributed to the expansion of the mutual contacts and changes in legal, economic and ethnic-cultural characteristics of the villages in the area of North-East Slovakia.

The process of getting closer the shepherd and farmer villages was supported by the conclusion of the Uzhgorod Union. The identification of the Ruthenian population with this church and religious congregation long time substituted their national identity. The Ruthenian community started to ascertain more notable ethnic characteristics especially in the second half of the 19th century during the Ruthenian national revival when Prešov became for a certain period the centre of the Ruthenian national movement in former Hungary. The revival movement, however, did not solve either the issues of the national identity, or the literary language. The Ruthenian minority transferred these issues into the 20th century as complicated problems, and they have not been definitively settled up to now.

The battle between the Great Russian and the local „tutešňacka“, that is to say, the Ruthenian concept was complicated by the arising of the third one, the Little Russian (Ukrainian) orientation more applied among the people living in Galicia /Halič/ and Bukovina in the last third of the 19th century. This concept, contrary to the Transcarpathian Rus situation, did not have much response in Slovakia. It became up-to-date again after the Second World War, after annexation of the Transcarpathian Rus to the Soviet Union, respectively after the communist's victory in Czechoslovakia, when without any appropriate preparation, just by simple administrative way the Ruthenian identity of this minority was replaced by the Ukrainian one. It happened at the expense of tendentious assimilation of the part of the minority so its number was decreasing regularly. The Ruthenian renaissance came only after 1989, however, with the consequences of the necessary division of the minority as its part kept the Ukrainian national identity while the majority accepted the Ruthenian nationality. The last twenty years, the number of Ruthenians in Slovakia has doubled while the number of the Ukrainians decreased to the half of their former number.

The first German colonists arrived to the territory of Spiš and Šariš from Saxony in the middle of the 13th century, after the invasion of the Tatars. Thanks to privileges awarded to the craftsmen and tradesmen they made their fortunes economically and obtained strong political influence thanks to the military importance of the medieval cities. The second wave of the German colonists in the next centuries was made up of miners and metallurgists settling down mainly in the cities of Spiš and Gemer. Within the third stage of the so called German colonization, Silesian and Schwabian weavers came to Northern Spiš. In the course of the 19th century the German minority got strongly Hungarized, especially in East Slovakia, though this process partly stopped in the 20th century. On the other hand the evacuation and deportation of the German citizens after the Second World War led to their perishing, and today they exist mostly symbolically in three small enclaves, two of which are in East Slovakia.

In the second half of the 13th century the Jewish settlers appeared in East Slovakia joining the economic life of the area in spite of the significant limitations. Their number increased already in the 17th century, especially by infiltrations of the Jews from Galicia, and later after 1772 even tripled when after the first division of the territory of Poland, this region was annexed by the Austrian Monarchy. The Jews earned their living by trade and rental of mills, distilleries and tap-rooms from the landlords. Thanks to more liberal situation in Hungary the Jewish families grew in number also after 1867. Previously many Jews had accepted the German identity, after the Austrian-Hungarian Compromise they endorsed themselves to the

Hungarian nationality. This loyalty to the state-creating powers was obvious at the Jewish citizens also under the Czechoslovak state when most of them reported Judaism only as their religion. During the Slovak State and the Hungarian occupation the Jewish minority almost totally perished in East Slovakia.

The Holocaust affected partly the Roma community too. The first nomadic Romas lived in Spiš and Zemplín already in the 14th century under the written records. In spite of the clearly discriminatory regulations their number was constantly increasing, and no assimilation was resulted even under the experiment of their regulation in the 18th century. By the end of the 19th century there lived about 36 000 Romas in absolutely unbearable conditions. This number in the course of the coming 30 years doubled, notwithstanding the draconic character of the Czechoslovak laws in this field. After 1945 the number of Romas strongly increased. In spite of the labour duties and several attempts to solve this issue, it has changed into social problem that became after 1989 in fact insoluble. Low education level, the decrease of the need of unqualified labour, but also the significant prejudices make impossible to integrate the Romas into the economic life in East Slovakia where two thirds of the Slovakian Roma population has been concentrated.

The Chart No. 1 presents the essential changes of the ethnic structure of the citizens in East Slovakia for the period of 100 years in order to make clear the difference in the national composition of this region in comparison with 1910 and the present day Slovakia. We can see a clear level of mutual ethnic homogeneity achieved in the present time. The comparison of the results of census performed in 1910 and 2011 demonstrates in the chart how essentially changed the nationality characteristics not only in East Slovakia, but also in Slovakia as a whole.

It shows first of all how the Slovaks, though from relatively numerous nationality, have become a dominant ethnic unit in this area. The difference in number of the Hungarian community is understandable as the Hungarians from governing nation in Hungary have become since 1918 in fact only a national minority of Czechoslovakia, and since 1993 the same applies to them in Slovakia. In the chart it is quite obvious that the German minority has disappeared which was caused by their evacuation, and partly by their deportation after the Second World War. The decrease of the Ruthenians and also the Ukrainians has some other reasons. It is especially the result of the natural, partially tendentious assimilation evoked by frequent encroachment of the state into the solution of the Ruthenian and Ukrainian minority. The chart in its form does not reflect sufficiently the end of the Jewish minority caused mainly by the holocaust, and it does not show clearly the growth of the number of the Romany

citizens. These facts are more clearly and precisely expressed in the more detailed version of the Chart No. 2 describing the nationality composition of the citizens of East Slovakia and the entire Slovakia in 2011.

Chart No. 1 *Ethnic structure of East Slovakia and Slovakia in 1910 and 2011 in %*¹⁰⁸

| Nation Nationality | 1910 | | 2011 | |
|-----------------------|---------------|---------------|---------------|---------------|
| | East Slovakia | Slovakia | East Slovakia | Slovakia |
| Slovaks | 37,10 | 52,8 | 77,71 | 80,65 |
| Hungarians | 43,80 | 35,90 | 4,69 | 8,49 |
| Ruthenians | 9,00 | 2,90 | 1,98 | 0,62 |
| Germans | 7,30 | 6,40 | 0,10 | 0,08 |
| Other ¹⁰⁹ | 2,80 | 2,00 | 15,52 | 10,16 |
| TOTAL | 100,00 | 100,00 | 100,00 | 100,00 |

The specific feature of East Slovakia in this sphere, in comparison with the overall Slovakian indicators, is the two and a half times higher share of the Roma ethnicity in the overall number of people. The triple higher number of the Ruthenians and Ukrainians in the nationality structure of the East Slovakian region is related not only to the geographic position of the concerned territory. In this connection we have been surprised by the high number of the not determined ethnic affiliation of the counted citizens in East Slovakia (9,56 % :7,09 %). The share of the Slovaks in this region having been always due to historical reasons lower nowadays is equalized gradually through the natural assimilation of the national minorities.

¹⁰⁸ Calculated under: TAJTÁK, Ladislav. Východné Slovensko ako malý región v malej politike. In ŠVORC, Peter - DANILÁK, Michal, HEPPNER, Harald (eds.). *Veľká politika a malé regióny 1918 – 1939*. Prešov; Graz: Universum, 2002, s. 218; TAJTÁK, L. Vývin a triedno-sociálna štruktúra obyvateľstva východného Slovenska začiatkom 20. storočia. In DANILÁK, M. (ed.). *Spoločenskovedný zborník : História*. Bratislava: Slovenské pedagogické nakladateľstvo, 1984, s. 57; *Census of the population, houses and flats 2011 (SOBD 2011): Results in multidimensional charts*. Slovak Republic: Tab. 115 Population pursuant to gender and nationality. Accessible on the internet: <https://census2011.statistics.sk/tabulky.html>; *Census 2011, East Slovakia: Tab.115 Population pursuant to the gender and nationality*. Accessible on the internet: <https://census2011.statistics.sk/tabulky.html>.

¹⁰⁹ In 2001 in this proportion 3,05 % were Romas and 0,56 % Czechs.

Chart No. 2 *National composition of East Slovakia and Slovakia in 1910 and 2011 in %*¹¹⁰

| Nationality of the population | East Slovakia | | Slovakia | |
|-------------------------------|------------------------------|-------------------|------------------------------|-------------------|
| | <i>Number of inhabitants</i> | <i>Share in %</i> | <i>Number of inhabitants</i> | <i>Share in %</i> |
| Slovak | 1 0248 366 | 77,72 | 4 352 775 | 80,65 |
| Hungarian | 75 369 | 4,69 | 458 467 | 8,49 |
| Roma | 79 573 | 4,95 | 105 738 | 1,96 |
| Ruthenian | 31 911 | 1,99 | 33 482 | 0,62 |
| Ukrainian | 5 351 | 0,33 | 7 430 | 0,14 |
| Czech | 5 784 | 0,36 | 30 367 | 0,56 |
| German | 1 735 | 0,11 | 4 690 | 0,09 |
| Polish | 964 | 0,06 | 3 084 | 0,06 |
| Croatian | 70 | 0,00 | 1 022 | 0,02 |
| Serbian | 112 | 0,01 | 698 | 0,01 |
| Russian | 585 | 0,04 | 1 997 | 0,04 |
| Jewish | 134 | 0,01 | 631 | 0,01 |
| Moravian | 476 | 0,03 | 3 286 | 0,06 |
| Bulgarian | 190 | 0,01 | 1 051 | 0,02 |
| Other | 1 999 | 0,13 | 9 825 | 0,18 |
| Unknown | 153 611 | 9,56 | 382 493 | 7,09 |
| TOTAL | 1 606 0250 | 100,00 | 5 397 036 | 100.00 |

The multiethnic composition of the population of East Slovakia has never prevented the existence and development of the trans-border contacts in the border regions along the Slovak-Ukrainian state boundaries, on the contrary, it helped regarding the similar characteristics of Transcarpathian Region of Ukraine and the adjacent regions of Poland, Hungary and Romania. The coexistence and the related necessary cooperation of people of different nationalities brings along mutual cognisance, respect and trust, but also the skills of communication with the other ethnic and social environment that may promote the implementation of the cross-border projects.

¹¹⁰ Calculated pursuant to Census /SODB/ 2011, East Slovakia: Tab. 115, Population pursuant to gender and nationality; *SODB 2011*, Slovak Republic: Tab. 157, Population pursuant to gender, the highest education, current economic activity, position in work, sector of economic activity and gender. Accessible on internet: <https://census2011.statistics.sk/tabulky.html>.

Characteristics of the region from the linguistic aspect

The ethnic characteristics of the East Slovakian region might be complemented by the data on the citizens' mother tongue in the region. The presented nationality-structure of the population will be more precise and complete showing the relevant mother tongue of people requested in the questionnaires of the performed census. In the period of the Hungarian Kingdom, during the modern censuses held in 1880, 1890, 1900 and 1910 the nationality was registered exclusively within the mother tongue. The same applies for the census held before the Munich Dictate Czechoslovakia in 1921 and 1930 when the language of communication, called also the „language of contact“, was applied as one of the indicators of the national affiliation. Clear distinction between the ethnic identity and the language was made only in the new methodics of census and the work of scrutiny commissioners expressed in the new acts specifically regulating the course of the so called National Census held in 1950.¹¹¹

Nowadays, the differences between the nationality and mother tongue of people are relatively less relevant. However, it is still sustained partially among the ethnic groups with unfinished national identity or among people in the nationally mixed families. The current division of people of East Slovakia under their mother tongue in the Census of people, houses and flats, held in 2011 is shown in Chart No. 3. Adequately as the section of the ethnic affiliation the data on the mother tongue were not shown in 164 280 cases, making 10.23 % from the number of people of the region, and it makes a significant distortion of the overall image of the reality in this sphere. It can be ascribed to the senseless and ungrounded campaign directed against the census initiated by some individuals and groups disseminating hoaxes about the abuse of the census data disvaluing this way the results of the whole census.

¹¹¹ See 224. Vládní nařízení ze dne 18. října 1949 o sčítání lidu v roce 1950 a soupisech s ním spojených (o národním sčítání). In *Sbírka zákonů republiky Československé*. Ročník 1949, částka 69. Vydána dne 29. října 1949, s. 665-668.

Chart No. 3 *The mother tongue in East Slovakia in 2011*¹¹²

| Language | Number of inhabitants | Share in % |
|--------------|-----------------------|---------------|
| Slovak | 1 176 324 | 73,23 |
| Roma | 103 650 | 6,45 |
| Hungarian | 91 979 | 6,78 |
| Ruthenian | 53 359 | 3,32 |
| Czech | 6 454 | 0,40 |
| Ukrainian | 3 829 | 0,24 |
| German | 2 117 | 0,13 |
| Polish | 1 038 | 0,06 |
| Yiddish | 116 | 0,01 |
| Croatian | 94 | 0,01 |
| Other | 3 010 | 0,19 |
| Unknown | 164 280 | 10,23 |
| TOTAL | 1 606 250 | 100,00 |

We have included the Chart No. 4 with the goal to show the assumed data, later approved by the census, and to demonstrate this way some clear differences, especially in the share of the inhabitants with the relevant language indicated as their mother tongue in the overall number of population of the East Slovakian region in the census held in 2011. We compared the situation with the overall Slovakian data, i. e. with the global aspects. Pursuant to the given data we were of the opinion that the existing differences proved by the census are connected to the relatively higher share of some national minorities, especially the Roma minority, and the higher concentration of the Ruthenian and Ukrainian ethnicity in East Slovakia in comparison with the overall average Slovak data. The complexity of data for the Slovak Republic has been also affected by the great number of not ascertained data concerning of 406 251 citizens, i.e. 7,51 % from the total number of respondents.

¹¹² Calculated pursuant to Census /*SODB/ 2011*, East Slovakia: Tab. 119, Population pursuant to gender and mother tongue. Accessible on internet: <https://census2011.statistics.sk/tabulky.html>.

Chart No. 4 *The mother tongue of people in East Slovakia and Slovakia in 2011*¹¹³

| Mother tongue of the inhabitants | East Slovakia | | Slovakia | |
|----------------------------------|------------------------------|-------------------|------------------------------|-------------------|
| | <i>Number of inhabitants</i> | <i>Share in %</i> | <i>Number of inhabitants</i> | <i>Share in %</i> |
| Slovak | 1 176 324 | 73,23 | 4 240 453 | 78,57 |
| Roma | 103 650 | 6,45 | 122 518 | 2,27 |
| Hungarian | 91 979 | 5,73 | 508 714 | 9,43 |
| Ruthenian | 53 359 | 1,99 | 55 469 | 1,03 |
| Ukrainian | 3 829 | 0,33 | 5 689 | 0,10 |
| Czech | 6 454 | 0,36 | 35 216 | 0,65 |
| German | 2 117 | 0,11 | 5 186 | 0,10 |
| Polish | 1 038 | 0,06 | 3 119 | 0,06 |
| Croatian | 94 | 0,01 | 1 234 | 0,02 |
| Other | 3 126 | 0,20 | 14 177 | 0,26 |
| Unknown | 164 280 | 10,23 | 405 261 | 7,51 |
| TOTAL | 1 606 250 | 100,00 | 5 397 036 | 100,00 |

In the territory of East Slovakia in 2011 the most often languages appearing in the function of the mother tongue were the following: Slovak, Roma, Hungarian, Ruthenian, Czech and the Ukrainian language. As it is seen there is notable language variability, as the Slovak and Czech languages are in the group of West Slavic languages, the Ruthenian and Ukrainian belong to the East Slavic languages, and Hungarian is in the Finno-Ugric group. The basis of the Roma language can be classified among the Neo-Indian languages while its closest relative is the Hindi. The prevailing number of the modern vocabulary of the Roma language originates from the territories they have passed through, or from the country they have settled down. The closeness of the Slovak, Ruthenian and Ukrainian languages, but the widespread knowledge of the Russian and English means, that, in fact, no language barriers exist in the cross-border contacts between the entities of East Slovakia and the Transcarpathian region of Ukraine, or generally in the Central European space.

¹¹³ Calculated under Census/ *SODB 2011*, East Slovakia: Tab. 119 Population pursuant to gender and mother tongue. Accessible on internet: <https://census2011.statistics.sk/tabulky.html>; *Census/SODB 2011*, Slovenská republika: Tab. 156 Population pursuant to nationality, mother tongue and gender. Accessible on internet: <https://census2011.statistics.sk/tabulky.html>.

Characteristics of the region of East Slovakia from the aspect of religion and confession

In East Slovakia the degree of the religiousness from historical and some other logical reasons is relatively higher than in the other parts of Slovakia and vice versa, the share of people without confession is below the Slovakian average by about 1/3 (8,65%). In the territory of the present day Košice- and Prešov Region there were living together in the past without any conflicts the believers of five traditional denominations: Roman- and Greco Catholics, Lutherans and Calvinists, and Jews. It is proved by the statistic overview of the religious structure of East Slovakia from 1910 expressed in Chart No. 5. Approximately 2/3 of the believers were Catholics, ¼ protestants, and the rest were the Jewish congregations, especially their orthodox groups, less the neologic ones.¹¹⁴ In Slovakian relation the Catholics made ¾ share from the overall population, the protestants 20% and the Jews about 5% from the overall number.

Chart No. 5 *Confessional structure of East Slovakia and Slovakia in 1910 in %*¹¹⁵

| Religion | East Slovakia | All Slovak Counties/Zhupas |
|----------------------------------|----------------------|-----------------------------------|
| Roman Catholics | 50,6 | 69,2 |
| Greco Catholics | 18,7 | 6,4 |
| Lutherans of Augsburg Confession | 10,4 | 13,2 |
| Reformed | 13,6 | 6,2 |
| Jewish | 6,7 | 5,0 |
| TOTAL | 100,00 | 100,00 |

In the course of the subsequent 100 years the confessional structure of the citizens in East Slovakia partially changed. The Catholic Church of both ceremonies and the Lutherans kept their position, but there are significant numbers of other Christian churches and sects, and several followers of Judaism. Within the classical great Christian churches the Pravoslav/Orthodox church established itself after the Second World War that extended its activities in East Slovakia, especially after the attempt of liquidation of the Uzhgorod Union. Other churches and sects are represented mostly by individuals. From the above reasons there

¹¹⁴ BÁRKÁNY, Eugen - DOJČ, Ľudovít. *Židovské náboženské obce na Slovensku*. Bratislava: Vesna, 1991, 438 s. ISBN 80-85128-56-X.

¹¹⁵ TAJTÁK, L. Vývin a triedno-sociálna štruktúra obyvateľstva východného Slovenska, s. 58.

is a high percentage of Greco Catholics, Orthodox Christians and Calvinist believers, and on the contrary, lower percentage of Roman Catholics, though the Roman Catholic Church is the dominant church in the entire Slovakia. It is also connected with the geographic position and national structure of the region as in the case of the ethnic composition. The current situation is presented in the Chart No. 6.¹¹⁶

Chart No. 6 *Confessional structure of East Slovakia and Slovakia in 2011*

| Church, denomination or sect | East Slovakia | | Slovakia | |
|-------------------------------------------|----------------------------------|-----------------------|----------------------------------|-----------------------|
| | <i>Number of inhabitants</i> | <i>Share in %</i> | <i>Number of inhabitants</i> | <i>Share in %</i> |
| Roman Catholic Church | 907 220 | 56,48 | 3 347 277 | 62,02 |
| Greco Catholic Church | 190 030 | 11,83 | 206 871 | 3,83 |
| Lutheran Church of Augsburg Confession | 66 219 | 4,12 | 316 250 | 5,86 |
| Lutheran Church reformed | 44 472 | 2,77 | 98 797 | 1,83 |
| Pravoslav/Orthodox Church | 42 748 | 2,66 | 49 133 | 0,91 |
| Jehovah's Witnesses | 8 190 | 0,51 | 17 222 | 0,32 |
| Apostolic Church | 3 364 | 0,21 | 5 831 | 0,11 |
| Methodist Ev. Church | 2 028 | 0,13 | 10 328 | 0,19 |
| Christian Congregations | 1 725 | 0,11 | 7 720 | 0,14 |
| Other | 9 043 | 0,56 | 40 808 | 0,76 |
| Without confession | 134 333 | 8,36 | 725 362 | 13,44 |
| Unknown | 196 878 | 12,26 | 571 437 | 10,59 |
| TOTAL | 1 606 250 | 100,00 | 5 397 036 | 100,00 |

The data included in Chart No. 6 have confirmed us that in spite of the significant increase of the number of population and in spite of aggressive encroachments against some minorities (holocaust of Jews and Romas, deportation of the Germans, resimilation of the Hungarians, Ukrainization of the Ruthenians), none of the indicators have notably changed. In East Slovakia in comparison with the overall Slovakian average there is a little lower number of Roman Catholics, but the ratio of Greco Catholics and Pravoslavs remained in amount of 3:1 in

¹¹⁶ Census/SOBD 2011, East Slovakia: Tab. 118, Population pursuant to gender and religion. Accessible on internet: <https://census2011.statistics.sk/tabulky.html>; SOBD 2011, Slovenská republika: Tab. 159 Population pursuant to age groups, gender and religion. Accessible on internet: <https://census2011.statistics.sk/tabulky.html>.

favour of the East Slovakian Greco Catholics, and the ratio 1,5 : 1 is still valid in favour of the Calvinists. It is true here also that the results of the census from 2011 are significantly deformed by the group of people without any religious denominations (8,36 % in East Slovakia and 13,44 % in Slovakia), and by high percentage of persons who did not express their opinion in relation to the questions of religion (12,6 %, and 10,6 %). In spite of the coexistence of several confessions and their higher representation in East Slovakia, there were no serious conflicts between the believers, except of the time of recatholization and pravoslavization that were evoked by the leading political structures. On the contrary, in the East Slovakian region a relatively tolerant atmosphere was born in this field of the spiritual and cultural life making favourable conditions for the development of the cross-border cooperation.

Characteristics of the region of East Slovakia from the aspect of the citizens' education

East Slovakia was characterised by some retardation from the middle of the 19th century when the gradual marginalization of the region appeared. Besides some other indicators, the retardation showed up also in the field of educational level. The main reason was obviously the rural character of this region jointly with the relatively low share of the privileged strata of people and the local ethnic and religious structure. This resulted in the clear insufficiency of the qualified labour force causing the economic retardation and some social problems. These facts have very negatively affected the cultural development and as a result of this a classical vicious circle arose. Overcoming this situation had started before the Munich Dictate Czechoslovakia within the overall modernization and fast progress of the Slovak society and it ended partially with the planned industrialization and the related processes in the 50-ties of the last century. The present state of education level in East Slovakia compared with the overall Slovak parameters is shown in the Chart No. 7.¹¹⁷

It has been proved that the differences in the proportions of the citizens in different levels and degrees of education between East Slovakia and the countrywide indicators are minimal and irrelevant. We have to mention the slightly higher portion of people without any education in East Slovakia (18,35 % : 15,68 %) caused by higher percentage of the country citizens and higher number of the isolated mountainous and sub- mountainous villages and the

¹¹⁷ Calculated under Census / *SOBD 2011*, East Slovakia: Tab.117 Population pursuant to gender and the highest education. Accessible on internet: <https://census2011.statistics.sk/tabulky.html>; / *SOBD 2011*, Slovenská republika: Tab. 157 Population pursuant to gender, the highest education, current economic activity, position in work, sector of economic activity and gender. Accessible on internet: <https://census2011.statistics.sk/tabulky.html>.

social structure of the citizens. This has probably determined the increased share of people with only basic education in East Slovakia (16,25 % : 14,98 %). The citizens finishing their education by passing the final examination under the indicated share (27,15 % : 28,09 %) is being gradually equalized. The difference in the share of the university education in the overall number of population (10,10 % : 11,28 %) is connected probably with the lower number of schools providing university education in East Slovakia which results in higher expenses of this kind of studies, and the lower opportunity of choices of the appropriate type and orientation of the study. Potential differences in the quality of the achieved education cannot be identified so far.

Chart No. 7 *The education level of East Slovakia and Slovakia in 2011*

| The highest achieved education of the inhabitants | East Slovakia | | Slovakia | |
|---------------------------------------------------------------|----------------------------------|----------------|----------------------------------|----------------|
| | <i>Number of inhabitants</i> | <i>Share %</i> | <i>Number of inhabitants</i> | <i>Share %</i> |
| Basic education | 261 092 | 16,25 | 808 490 | 14,98 |
| Apprentice school without final examination /GCE/ | 197 290 | 12,28 | 721 999 | 13,38 |
| Secondary professional education without final examination | 139 937 | 8,71 | 522 039 | 9,67 |
| Full secondary apprentice education | 56 486 | 3,52 | 191 208 | 3,54 |
| Full secondary professional ed. | 310 308 | 19,32 | 1 089 751 | 20,19 |
| Full general secondary ed. | 69 167 | 4,31 | 235 014 | 4,36 |
| Higher professional education | 21 546 | 1,34 | 80 616 | 1,49 |
| University Baccalaureate | 36 472 | 2,27 | 122 782 | 2,28 |
| University Master degree | 152 800 | 9,51 | 584 544 | 10,83 |
| University Doctorand degree | 9 433 | 0,59 | 40 642 | 0,75 |
| Without education | 294 725 | 18,35 | 846 321 | 15,68 |
| Unknown | 56 994 | 3,55 | 153 630 | 2,85 |
| TOTAL | 1 606 250 | 100,00 | 5 397 036 | 100,00 |

Generally, on the basis of our analysis we can unambiguously state that the historical attributes, political characteristics and the existing social conditions both in the Košice Region and in the Prešov Region, jointly with the traditions of the cross-border contacts, relationships and cooperation between the former East Slovakian Region and the present day

Transcarpathian region of Ukraine have created very good preconditions for the further development of the cross-border cooperation of the both regions, including the application of the innovative approaches learnt from the positive Scandinavian experience of the regulation and stimulation of this kind of cooperation.

4. MULTICULTURAL SITUATION IN EASTERN SLOVAKIA WITH SPECIFIC FOCUS ON THE RUSYNS, UKRAINIANS AND ROMA PEOPLE

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This text has been elaborated within the project “Provision of Information and Implementation of Innovative Approaches in Cross-border Cooperation between Slovakia and Ukraine” (CBC01030)¹¹⁸ and it has been focusing on acquiring experience and best practices which are being implemented by Norway within the Barents Euro-Arctic Council¹¹⁹, operating in the Barents region. It is an area including 14 regions on the northern border of Norway, Sweden, Finland and Russia, covering an area of 1,755,800 square kilometers in total. Despite its vast area (only for comparison, Slovakia is more than 38 times smaller – with a total area of 49,033 square kilometers), it is inhabited by 5.3 million people in total.

In the context of the given topic, the said region is interesting also in terms of multicultural variability. In addition to the majority nationals (Norwegians, Swedes, Finns and Russians) and minorities which occur also in the neighboring countries, also called as ethnic overlaps, there is a range of minor nations and nationalities in this region forming altogether an overall multi-ethnic image of the given territory. There are traditional nations and nationalities, i.e. those that have been living in this territory for a long time and are being deemed indigenous peoples; but there are also numerous communities, so called new nations or nationalities (migrants, refugees, etc.) living here only for a relatively short time.

Probably the biggest traditional national minority of the Barents region are the Sami people (or their older designation being the Lapps). The total number of inhabitants is

¹¹⁸ The given work was elaborated based on a long-term monitoring of the mentioned topic directly in the region (in Slovakia as well as in the Transcarpathian region), through in-depth interviews with the representatives of the respective institutions and organizations, as well as based on literature and archives. At the same time, I believe that it is relevant to mention here the fact that could have influenced the perception and the interpretation of the given topic – as the author, I am a representative of the Rusyn – Ukrainian national minority in the region of eastern Slovakia.

¹¹⁹ For more information related to the Barents Euro – Arctic Council see the following link of the institution: <http://www.barentscooperation.org/en> (website visited on February 18, 2017)

approximately 85,000 in the region, the majority of which lives in Norway. It is one of the few traditional nomadic European nations forming about 0.5% of the population in Norway, or even having an independent region in Sweden (a separate administrative unit) called Lapland, where, however, the Sami people represent only a minority.¹²⁰ The Nenets (Ненцы) represent another significant autochthonous national minority in this region; they live mainly in the Russian part of this region. They have even their district (Ненецкий автономный округ) in the Arkhangelsk region of the Russian Federation. Similarly as the Sami people in Lapland, the Nenets form a minority in this administrative unit. Out of the estimated number of about 45,000 Nenets living in the Russian Federation¹²¹, 7,000 of them live in the aforementioned district (that is about 18% of the district's total population). The Veps (Вепсы) are another traditional autochthonous national minority in the Russian part of the region. Approximately 6,000 members of the Vepsian nationality¹²² live in the Republic of Karelia, which also belongs to the Barents region. The individual aforementioned nationalities show many similar characteristics (primarily based on the environment in which they live and on the way of their traditional living). In linguistic terms, all three nationalities (the Sami people, Nenets and Veps) pertain to the Uralic language group.

In the context of the aforementioned brief characterization of the Barents region, we can, already at first glance, find some comparative characteristics or parallels to the Carpathian region under which the analyzed Eastern Slovakia falls. These parallels can be a strong inspiration for (re)building the idea of regional cross-border cooperation. Although the Carpathian Euro-region still exists *de jure*, currently it shows significantly less activity than in the past. If we compare the present situation of this institution and the possibilities that it (or other form of regional cross-border cooperation) could bring not only for the region but also for the participating states as a whole, we can see considerable untapped opportunities.

Before we start with the analysis of the national situation in Eastern Slovakia, it is necessary to mention a few basic (and in our opinion, quite fundamental) theoretical approaches to the general perception of the issue or matters related to the nation and ethnicity. In this study we are not going to detail the historical development of the theory of ethnicity. This issue is widely discussed in the academic environment; also the Institute of Social Sciences SAS in Košice has been addressing this issue for a long time and it has been publishing

¹²⁰ In the case of Sweden, the number of members of the individual nations and nationalities is highly questionable since such statistics are not produced much. The longterm multicultural context of this country has lead to the fact that ethnicity (as perceived in our country) plays only a very marginal role in everyday life.

¹²¹ See: http://www.gks.ru/free_doc/new_site/population/demo/per-itog/tab5.xls

¹²² See: http://www.gks.ru/free_doc/new_site/population/demo/per-itog/tab5.xls

several articles and materials on the given topic. In general, it can be stated that currently a number of resources and literature on the respective topic is available in the domestic cultural and linguistic context. For all I would mention, for example the classic work of Ernest Gellner *Národy a nacionalizmus*¹²³ (*Nations and Nationalism*) or collection of essays *Nacionalizmus*¹²⁴ (*Nationalism*) by the same author, a collection of texts on the given topic *Pohledy na národ a nacionalizmus*¹²⁵ (*Views on the Nation and Nationalism*) by Miroslav Hroch, and others. It can be noted that within the respective topic, the views of Nordic academics are also available here. Since 2012 the work of Norwegian cultural anthropologist Thomas Hylland Eriksen *Etnicita a nacionalizmus* (*Ethnicity and Nationalism*)¹²⁶ has been available in the Czech language or his earlier work *Antropologie multikulturních společností*¹²⁷ (*Anthropology of Multicultural Societies*).

If we would like to very simply introduce the theoretical approach accepted for the analyzed topic, we can state that the classic definition of a nation (also known as the Stalin's or Lenin's definition prevailing in the period before 1989) is generally no longer accepted in the academic discourse. At the same time, we have to mention that this approach is still significantly present in non-expert discourse; and, unfortunately, it is also present in certain political discourse (not only in ours).

The aforementioned definition is based on the concept that a nation is a specific and a clearly defined group of people that has "exact and definable characteristics" – "*A nation was defined as a historical form of ethnic community of people established on unity of language, territory and economic life, peculiarities of traditions of the national culture, and unified national consciousness.*"¹²⁸ In the present academic discourse, the view that the nation is a group of people with common ethnicity prevails, i.e. a subjective feeling of mutually "shared sense of belonging".¹²⁹ This "subjective feeling" may (but not necessarily) be based on "objective elements" that can be defined with greater or lesser degree of precision (e.g.

¹²³ GELLNER, Ernest. *Národy a nacionalizmus*. Praha : Hříbal, 2003, pp. 158. ISBN 80-900892-9-1.

¹²⁴ GELLNER, Ernest. *Nacionalizmus*. Praha : CDK, 2003, pp. 133. ISBN 80-7325-023-3.

¹²⁵ HROCH, Miroslav. *Pohledy na národ a nacionalizmus*. Praha : SLON, 2003, pp. 451. ISBN 80-86429-20-2.

¹²⁶ ERIKSERN, Thomas Hylland. *Etnicita a nacionalizmus*. Praha : SLON, 2012, pp. 352.

¹²⁷ ERIKSERN, Thomas Hylland. *Antropologie multikulturních společností*. Praha : TRITON, 2007, pp. 268.

¹²⁸ Refer to e.g. ŠRAJEROVÁ, Oľga. Identifikácia Slovákov v ČR s menšinovým postavením. In *Človek a spoločnosť* [online]. Košice : Spoločenskovedný ústav SAV, 2000, č. 3. Internet magazine. Available at: <http://www.saske.sk/cas/archiv/3-2000/srajeroва.html>. (website visited on March 30, 2017)

¹²⁹ See e.g. KANOVSKÝ, Martin. Národ a etnická príslušnosť podľa vedy. In *História, revue o dejinách a spoločnosti*, 2004 , roč. 4, pp. 3-4, pp. 23-24. Also available at: <http://www.historiarevue.sk/index.php?id=2004kanovsky24>. (website visited on March 30, 2017) or GOURBIN, Gilles. „Čo je to národ?“. In *JeToTak.sk* [online]. Bratislava, 22/03/2009. Available at: <http://www.jetotak.sk/autonomna-zona/co-je-to-narod->. (website visited on March 30, 2017)

language, territory, administrative division, history, etc.); but their selection is based on “individual decision of each individual“. However, in parallel to the aforementioned fact it applies that if people grow up within a certain group, they are raised in it, communicate with one another and live in a similar cultural context, also the “selection of elements“ on the basis of which they “build“ their sense of belonging will be very similar (often identical) for many of them.

As mentioned above, the region of Eastern Slovakia and the Barents region show a number of similarities. When talking about Eastern Slovakia, it is true that it **had been and still is multiethnic**. Nevertheless, it equally applies to the rest of Slovakia as well as to Europe as a whole.

In administrative terms, in the case of Eastern Slovakia, currently we refer to the Prešov and Košice Regions. The Prešov Region has a total area of 8,993 square kilometers; where the number of inhabitants is 820,697 in total (status as of December 31, 2015), and the region is divided into 13 districts and 664 municipalities (thereof 23 towns). The Košice Region has a total area of 6,753 square kilometers; where the number of inhabitants is 796,650 in total (status as of December 31, 2015), and the region is divided into 11 districts and 461 municipalities (thereof 17 towns).¹³⁰

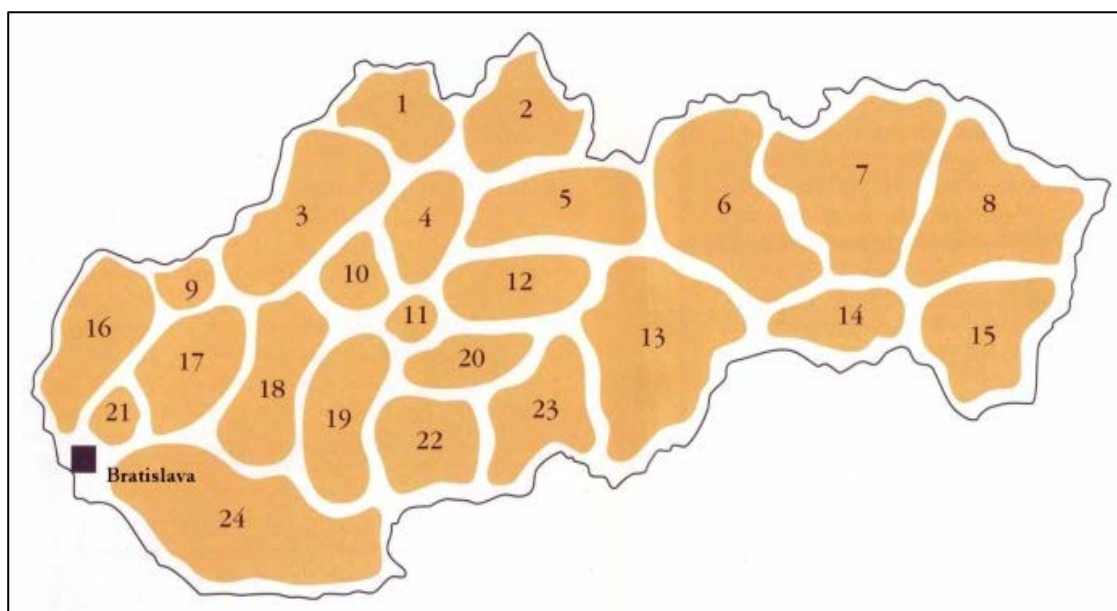
Slovaks

The most numerous ethnic community in this region are the members of the Slovak nation that is perceived and represented not only as an autochthonous nation inhabiting this territory but also as a state-forming nation.¹³¹ Although at first sight it seems to be a homogenous group of people, in fact it is formed by a heterogeneous group of individual traditional ethnographic regions and areas. Similarly as in the case of other cultural elements, also in the case of ethnographic regions there is no “general consensus“ and there are long-standing and still active debates on several phenomena (e.g. definition of borders of the individual regions, etc.). If we ignore the abovementioned discussions, it can be generally said

¹³⁰ Sources: <https://sk.wikipedia.org/wiki/Slovensko> ; https://sk.wikipedia.org/wiki/Pre%C5%A1ovsk%C3%BD_kraj ; https://sk.wikipedia.org/wiki/Ko%C5%A1ick%C3%BD_kraj ; <http://web.vucke.sk/sk/fakty-kraji/ine/obce-mesta.html>

¹³¹ For example, refer to the Preamble of The Constitution of the Slovak Republic which begins as follows: “We, the Slovak nation, mindful of the political and cultural heritage of our forebears...” The Constitution of the Slovak Republic dated September 1, 1992. In: *Národná rada Slovenskej republiky* [online]. Bratislava, 1992. Available at: http://www.nrsr.sk/web/Static/sk-SK/NRSR/Doc/zd_ustava_20170313.pdf. (website visited on March 30, 2017)

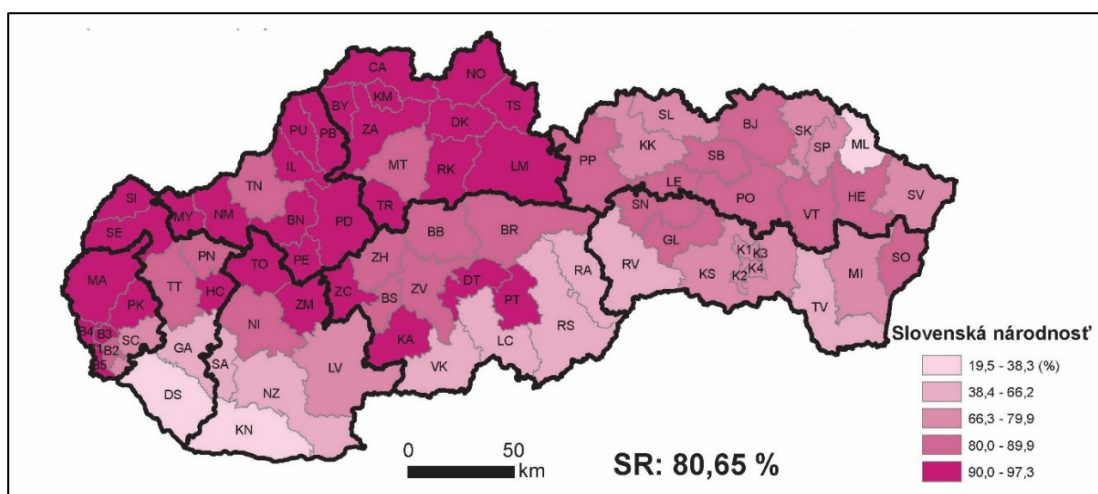
that the dominant ethnographic regions in Eastern Slovakia are Spiš, Šariš, Zemplín and Abov, whereas the individual cultural differences among them are in many areas more significant than between them and other nations or nationalities. One of the many interpretations of the ethnographic regions of Slovakia is represented by the following map No. 1.



Map No. 1: Traditional areas of Slovakia - 1. Kysuce, 2. Orava, 3. Považie 4. Turiec, 5. Liptov, 6. Spiš, 7. Šariš, 8. Severný Zemplín, 9. Myjavská oblasť, 10. Horné Ponitrie, 11. Stredoslovenská banská oblasť, 12. Pohronie, 13. Gemer a Malohont, 14. Abov, 15. Južný Zemplín, 16. Záhorie, 17. Trnavská oblasť, 18. Ponitrie, 19. Tekov, 20. Podpoľanie, 21. Malokarpatská oblasť, 22. Hont, 23. Novohrad, 24. Podunajsko.¹³²

According to the surveys of the Statistical Office of the Slovak Republic under the regular Population and Housing Census, more than 80% of Slovakia's population claims allegiance to the Slovak nationality. The population census, as it is executed on the territory of Slovakia, however, does not record the identification of the population with the individual ethnographic regions. Potential needs of individuals to identify themselves not on an aggregate national principle but on the basis of local ethnicity are recorded only under the category "other nationalities" in the census, the breakdown of which is not published by the Statistical Office. The percentage of people declaring Slovak nationality during the census in the individual districts of the Slovak Republic is presented by the following map No. 2.

¹³² Drawing of Mojmir BENDŽA, Mojmir: 2010. Source: <http://www.ludovakultura.sk/index.php?id=3886>



Map No. 2: Share of the population claiming allegiance to the Slovak nationality based on the Population Census from 2011¹³³

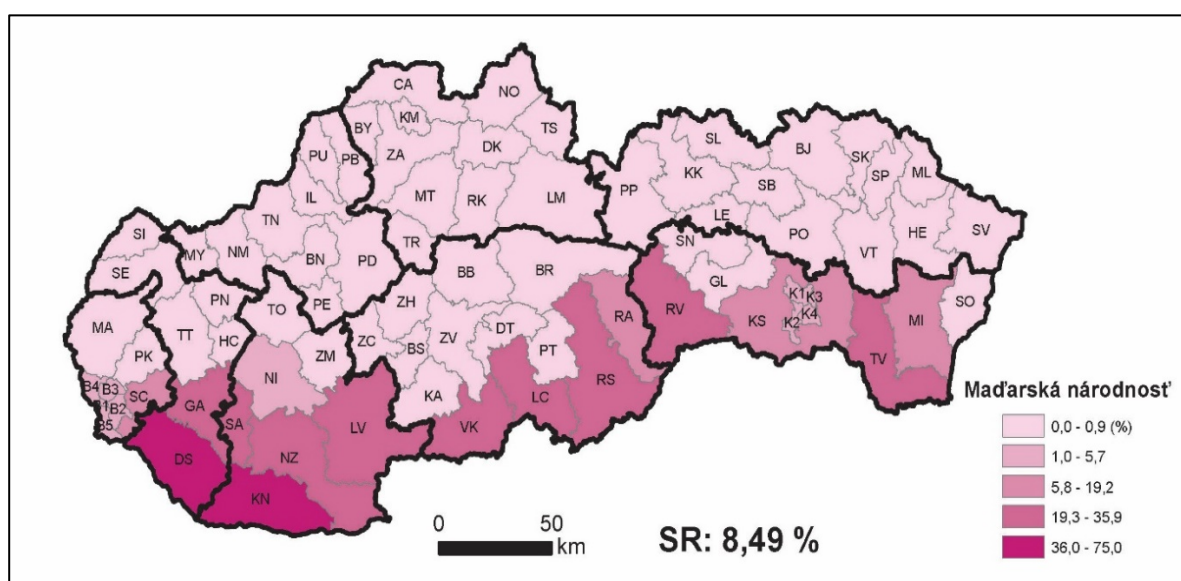
The above map clearly shows that towards east and south, the Slovak Republic is significantly multiethnic. In Eastern Slovakia there is not one district in which the members of the Slovak nationality would have a dominant, i.e. more than 90%, representation. Moreover, in one district (the district of Medzilaborce), their share on the total number of inhabitants fell below 38.3%.

Hungarians

Traditional national minorities living in the region of Eastern Slovakia include the members of the Hungarian and Rusyn – Ukrainian national minorities. In the case of these two minorities, it is an ethnic overlap in principle with the parent states or regions. It means that the members of these national minorities have been living for a long time on a specific compact territory. On the basis of the aforementioned, we can reasonably conclude that the members of the Hungarian national minority inhabit the southern region at the border with the Republic of Hungary and partly the southern regions at the border with Ukraine. The percentage of people declaring Hungarian nationality during the Census in the individual districts of the Slovak Republic is presented by map No. 3.

¹³³ Source: the Statistical Office of the SR https://slovak.statistics.sk/wps/wcm/connect/42ad4c83-e230-4800-bb81-c2bd68ac3225/8b_Obyv_trvalo_byvajuje_v_okr_SR_so_slovenskou_madarskou_a_romskou_narodnostou_SO_DB_2011.pdf?MOD=AJPERES

Although this article will not focus further on the issue related to the Hungarian national minority, it is worth pointing out that there are still ongoing discussions on the accuracy of the Census results. The dominant line of these discussions is based on the level of accuracy of the large number of members of the Hungarian minority, while one side perceives the numbers as understated and the other side as overstated.¹³⁴ In this context it is interesting that, in addition to the “common” argumentation of the members of the Hungarian nationality that many people who should claim allegiance to the Hungarian nationality claim allegiance to the Slovak nationality for various reasons, the “opposite argumentation” from the Slovak side towards the Hungarian nationality is that the high number of people claiming allegiance to the Hungarian nationality within the individual censuses is often the result of the fact that many Roma people do not claim allegiance to the Roma nationality but to the Hungarian nationality. Concurrently, it points to the fact that in the southern parts of the Slovak Republic (primarily in the historical region of Gemer) is a high number of Roma communities, a number which does not correlate with the census results.



Map No. 3: Share of the population claiming allegiance to the Hungarian nationality on the basis of the Population Census results from 2011¹³⁵

¹³⁴ The importance and meaningfulness of such discussions will be elaborated later on in the article.

¹³⁵ Source: the Statistical Office of the SR https://slovak.statistics.sk/wps/wcm/connect/42ad4c83-e230-4800-bb81-c2bd68ac3225/8b_Obyv_trvalo_byvajuje_v_okr_SR_so_slovenskou_madarskou_a_romskou_narodnostou_SO_DB_2011.pdf?MOD=AJPERES

Rusyns and Ukrainians

In the case of the Rusyns – Ukrainians, the situation is slightly different or it shows certain specifics. If we ignore the current (and in the case of Slovakia not too numerous) migration waves from Ukraine, the autochthone population, which is called Rusyns or Rusyns – Ukrainians, inhabits the territory not only in the northern part of the Slovak – Ukrainian borderland, but primarily the area on the north of the Prešov Region at the Polish – Slovak borders. The reason of the given fact is that the Rusyns – Ukrainians were primarily inhabiting the mountainous areas of the Carpathians and the Transcarpathian region of Ukraine up to the south-east of Poland and the north-east of Slovakia. In Slovakia they inhabit a territory of about 160 x 40 kilometers. In this “narrow corridor” (with certain exceptions) there is approximately 260 municipalities that are deemed Rusyn – Ukrainian. Again it is necessary to emphasize that the given number of municipalities is not exact, but it is the most widespread and most accepted estimate.

In the recent past a geographically very similar territory was inhabited by the Rusyns – Ukrainians (called the Lemkos) also on the Polish border of the Carpathian Mountains. Unfortunately, in 1945 and 1946 a substantial part of them was resettled to Ukraine and those who refused to leave their homes were deported by force under the “Operation Wisła” in 1947 to the so called land “*zemie odzyskane*” (a land previously inhabited by Germans) in Western Poland, and their homes were razed to the ground or inhabited by Polish inhabitants from the inland. After ten years, only a small portion of the indigenous people returned back to their homes.¹³⁶ In ethnographic literature, a single term *the Lemkos* (Лемки) is referred to both of these groups, while those inhabiting the territory of the today’s Poland are called the northern Lemkos, and those living at the south slopes of the Carpathians, i.e. in Slovakia, are called the southern Lemkos. For the purposes of this study, we will use the most commonly used terminological designation which is Rusyns and Ukrainians, from which some of them use term Rusyns – Ukrainians.

The group of people defined as a Rusyn – Ukrainian ethnic group shows in comparison with e.g. the Hungarian national minority another specific attribute. This group had undergone a specific development of national revival resulting in a considerable diversity of ethnic identification. In the context of historical development and with respect to the geopolitical context and interests of individual groups, various ethnic interpretations and orientations can

¹³⁶ For more details refer to e.g.: MUŠINKA, Mikuláš – MUŠINKA, Alexander. *Národnostná menšina pred zánikom? Štatistický prehľad rusínsko-ukrajinských obcí na Slovensku v rokoch (1773) 1881 – 2001*. Prešov, CAV, 2010, pp. 588. ISBN: 978-80-89450-05-3

be found within this group. This way in each period and between the individual groups the following orientations were dominant: Great-Russian national orientation, Hungarian –Rusyn orientation, Ukrainian orientation, Rusyn orientation, etc.

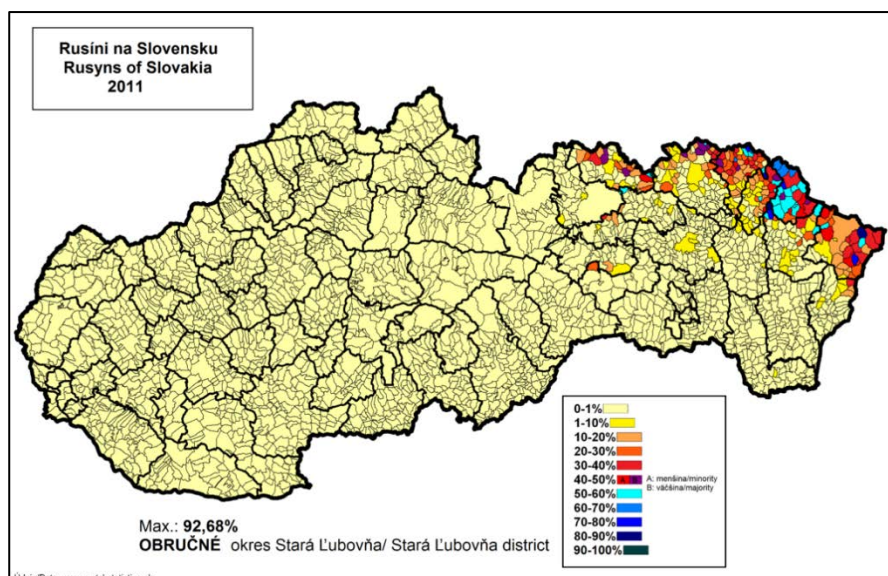
The present form and ongoing processes within the respective ethnic group have been significantly influenced by the changes brought by the revolution in 1989. At least two dominant currents of opinion were formed in this period under the ethnic self-identification processes which are in a reciprocal antagonistic position. These processes are very often presented as an internal dispute or split inside the respective ethnic group. The individual viewpoints or the “parties to the dispute” are most commonly called as *pro-Ukrainian* and *pro-Rusyn tendencies*.

At this point, the purpose is not to detail the origins, development and manifestations of the dispute; but if we would like to explain its essence very simply, it can be described as a dispute over the interpretation of the notion *Rusyn*. Neither of the mentioned dominant viewpoints questions the fact that the respective ethnic group belongs to the group of Eastern Slavs and that they are originally called Rusyns on our territory, that they traditionally use the Cyrillic alphabet in writing, and as for the religion they incline to the Eastern Christianity (Orthodoxy or Greek Catholicism), and they speak a specific local language, etc. The underlying contradiction is how this notion (i.e. *Rusyn*) should be interpreted.

The pro-Ukrainian part of the ethnic group explains it as a concept that describes a specific region or an ethnographic part of the Ukrainian nation (similarly as the term *Šarišan* or *Spišiak* describing an inhabitant of a specific ethnographic region considered as part of the Slovak nation), and, for example, the language is only a specific dialect of the Ukrainian language (again like the *Šariš* dialects are perceived as part of the Slovak language). Therefore, they prefer to use the term *Rusyn – Ukrainian* when referring to them, which according to the pro-Ukrainian interpretation reflects the given specific situation the best. On the other hand, the pro-Rusyn part interprets the term *Rusyn* as a term designating a separate - the fourth – East Slavic nation. In their view, it is also necessary to include the Rusyns to the East Slavic nations such as the Russians, Ukrainians, Belarusians, and they perceive the Rusyn language as the fourth East Slavic language not as a dialect¹³⁷. To confirm their arguments, both parties use various “objective” evidence or “objective right” interpretations. There is no need to

¹³⁷ This fact was formally presented on January 25, 1995, when the codification of the Rusyn language in Slovakia was solemnly proclaimed.

particularly emphasize at this point that such dispute does not have a clear solution within the context of the aforementioned theoretical approaches.



Map No. 4: *Rusyns and Ukrainians in Slovakia: Share of the population claiming allegiance to the Rusyn and Ukrainian nationality on the basis of the Population Census results from 2011*¹³⁸

For the sake of completeness, it is necessary to emphasize at this point that the perception of the ethnic-revival or ethnic-political process of this national group is slightly different in the individual countries of the region and shows several local specifics. Probably Slovakia has showed the “most liberal” stance to the given processes allowing both groups to have an independent national life, resulting in the existence of two “official” national minorities – while the Rusyns form a more numerous group than the Ukrainians. This “liberal” approach shows, among other things, that the Rusyn national minority and the Ukrainian national minority is separately listed on the census sheets under the regular population census conducted by the Statistical Office. Both nationalities have separate representation within the Government Council for National Minorities and the state grant program designated for national minorities *Culture of National Minorities* has a separate chapter for the Ukrainian minority as well as for the Rusyn minority. Within both groups, we can find a whole range of approaches to the respective situation, beginning with the advocates of denying the existence of the nationality, through accepting two separate nationalities up to supporters who combine both approaches depending on the context. The latter, for example, accepts the existence of

¹³⁸ Source:

https://sk.wikipedia.org/wiki/Rus%C3%ADni_na_Slovensku#/media/File:Rus%C3%ADni_na_Slovensku_2011.png

two nationalities or identities inside the given group, but prefers to act outwardly as a unified whole, which would allow the two groups to have a better position vis-à-vis the state or other nationalities. The most common argument points out that if both nationalities were presented together, it would have an influence on their total number which is important in the case of implementation of the Act on the Use Languages of National Minorities. It is Act No. 211/1999 Coll., which entered into force on July 1, 2011, stipulating the following: *"If citizens of the Slovak Republic who pertain to a national minority and have permanent residence in the respective municipality, form at least 15% of the population in the respective municipality based on the results of two consecutive censuses, they have the right to use the language of the national minority in official communication."*¹³⁹ The given nationality's acting as a unified whole would mean according to them a higher number of municipalities where the above act might be implemented. For the sake of completeness, it should be noted that this approach would influence only a few municipalities in real.

The situation in the Transcarpathian region, or in Ukraine, is significantly different. The support of national minorities, as well as the national policy itself, is currently (primarily in the context of the Russian occupation of Crimea and the war in Donbass) a politically very sensitive topic. The last population census in Ukraine was conducted in 2001, and it is already highly probable that the next planned census in 2021 will neither be conducted. The social, cultural, educational, etc. life in Ukraine (including the support of national minorities) is far more subject to state control and state influence than in Slovakia – this also concerns the funding of culture (or social life) of national minorities, etc. In the context of the abovementioned political sensitivity of the said issue, the Rusyn "revival activities" are perceived, within certain circles in Ukraine, as a manifestation of a present or another potential separatist movement.¹⁴⁰ Such perception of the Rusyns or their activities in Slovakia is definitely absent.

¹³⁹ Act No. 184/1999 Coll. on the use of languages of national minorities.

¹⁴⁰ Currently, separatist activities of the Transcarpathian Rusyns are minimal – in real political life, there are sporadically efforts to gain economic autonomy of the Transcarpathian region, referring to the referendum on the given matter with no legal effect which took place in the Transcarpathian region on December 1, 1991. For more details refer to e.g.: Референдум 1991 року про спеціальну самоврядуність Закарпаття був звичайним політичним шахрайством – Москаль (ДОКУМЕНТИ). In: *Закарпаття онлайн* [online]. Uzhhorod, 13/4/2016. Available at: <http://zakarpattya.net.ua/News/154604-Referendum-1991-roku-pro-spetsialnu-samovriadnist-Zakarpattia-buv-zvychainym-politychnym-shakhraistvom-%E2%80%93-Moskal-DOKUMENTY> or Закарпатські депутати хочуть самоврядного Закарпаття з посиланням на референдум 1 грудня 1991 року. In: *Закарпаття онлайн* [online]. Uzhhorod, 5/4/2016. Available at: <http://zakarpattya.net.ua/News/154239-Zakarpatski-deputaty-khochut-samovriadnoho-Zakarpattia-z-posylanniam-na-referendum-1-hrudnia-1991-roku>

A specific situation of this ethnic group is present also in Poland. In addition to the already mentioned violent resettlement to Ukraine and to the western regions after World War II, the issue of religion has entered into the present ethnic-revival activities between the Lemkos (since the 1990s). The situation in Poland is demonstrated through this issue, where the “pro-Ukrainian” part of this group is more inclined to the Orthodox Church and the “pro-Lemko” part to the Greek Catholic Church. Both these phenomena, i.e. forced resettlement and the church-related issue, are absent in the Slovak context. In Slovakia the religious issue (i.e. Orthodoxy vs. Greek Catholicism) in this respect is present only in individual cases of activities of certain priests, or in reference to the „slovakization“ of the ecclesiastical life – this is primarily reference to the trends of using the Latin alphabet instead of the Cyrillic alphabet, or excessive diversion from the Eastern Christian liturgical traditions, etc. Unlike other institutions, none of the abovementioned churches support clearly one or the other trend in the “ethnic – revival” process.

As indicated by the above map, it is logical that Eastern Slovakia is the center of the cultural and social life of this national minority. The regional city of Prešov is the most distinctive social and cultural center of this national minority (however, this city had never been, nor is today, an ethnically “Rusyn” city or a city where the major part of this ethnic group would live). The biggest number of national institutions of the given group is located here, as well as the eparchy of the Orthodox Church in Slovakia and the Greek Catholic Church in Slovakia. However, national institutions can be found also in other towns of the region.

As a “Pro-Rusyn” institutions are presented (or are so perceived): civic association *Rusyn Revival in Slovakia (Rusínska obroda na Slovensku)* (Prešov) – chairman Martin Karaš, *Museum of the Rusyn Culture (Múzeum rusínskej kultúry)* as part of the Slovak National Museum (Prešov) – director Oľga Glosíková, professional *Theatre of Alexander Duchnovič (Divadlo Alexandra Duchnoviča)*¹⁴¹ (Prešov) – director Marián Marko, periodicals *Rusín* – editor-in-chief Alexander Zozuľak, *InfoRusyn – Narodny Novinky* (both in Prešov) – editor-in-chief Peter Medvid', *Andy Warhol Museum of Modern Art (Múzeum moderného umenia Andyho Warhola)* (Medzilaborce) – director Ľudmila Štecová, *Institute of the Rusyn Language and Culture of the University of Prešov (Ústav rusínskeho jazyka a kultúry Prešovskej univerzity)* (Prešov) – director Anna

¹⁴¹ Former Ukrainian National Theatre.

Plišková, artistic folk ensemble PULS (Poddukelský umelecký ľudový súbor)¹⁴² (Prešov) – director Juraj Švantner, and so on.

As a “Pro-Ukrainian” institutions are presented (or are so perceived): civic association *Union of Rusyns – Ukrainians of the Slovak Republic (Zväz Rusínov-Ukrajincov Slovenskej republiky)* (Prešov) – chairman Peter Sokol, periodicals *Nove žyttja* – editor-in-chief Miroslav Iljuk, literary journal *Dukľa* and children’s magazin *Veselka* – editor-in-chief of both magazines Ivan Jackanin (Prešov), Elementary and Grammar School of T. Ševčenko with Ukrainian as the teaching language (*Spojená Základná škola a Gymnázium T. Ševčenka s vyučovacím jazykom ukrajinským*) (Prešov) – director Igor Andrejčák, *Museum of the Ukrainian Culture and Gallery of Dezider Milly (Múzeum ukrajinskej kultúry a Galéria Dezidera Millyho)* (Svidník) – director Jaroslav Džoganík, Ukrainian Writers’ Society in Slovakia (*Spolok ukrajinských spisovateľov na Slovensku*) (Prešov) – chairman Ivan Jackanin, Association of Ukrainologists in Slovakia (*Asociácia ukrajinstov Slovenska*) (Prešov) – chairman Mikuláš Mušinka, scientific society *Ševčenkova vedecká spoločnosť na Slovensku* – chairman Vladislav Grešlík, *Union of Scouts of Ukrainian – Rusyn Nationality in Slovakia “PLAST” (Zväz skautov “PLAST” ukrajinsko-rusínskej národnosti na Slovensku)* (Košice) – chairman Leontin Dohovič, *Department of Ukrainian Studies at the Institute of Ukrainian Studies and Central European Studies of the School of Arts of the University of Prešov (Katedra ukrajinistiky pri Inštitúte ukrajinistiky a stredoeurópskych štúdií FF PU)* (Prešov) – head of department Mária Čižmárová, etc. There are editorial teams preparing regular broadcasting in the Rusyn and Ukrainian language in the Košice editorial office of the Slovak Radio and Television (RTVS).

Both trends are establishing contacts with Ukraine on various levels, primarily with Transcarpathia. There are sporadic cultural exchanges (mainly performances of folk ensembles during various regional or folk festivals): teacher Valerij Paďak from Uzhhorod works at the Institute of the Rusyn Language and Culture of the University of Prešov since 2010; chairman of the Association of the Ukrainologists in Slovakia, Mikuláš Mušinka is a full member of the Ukrainian Academy of Sciences, present director of the Museum of the Ukrainian Culture, Jaroslav Džoganík worked for a long time at the University of Uzhhorod as a university teacher and scientist, and he was very active in establishing Slovak studies at this institution, etc. Conferences, workshop events and seminars are organized within the scientific and research activities with mutual exchange of scientific and pedagogical personnel. The individual institutions organize various exhibitions of artists from Ukraine, presentations of artistic and

¹⁴² Originally bearing the name Poddukelský ukrajinský ľudový súbor.

musical performances, lectures, etc. Recently the Center of Ukrainian Culture has been very active in this area which operates at the Union of Rusyns – Ukrainians of Slovakia in Prešov. In the recent past the General Consulate of Ukraine, residing in Prešov, was a distinctive institution operating in this region within the Slovak –Ukrainian relations; however, its activity was completed in November 2014.

If we would like to look for a common denominator of all these activities in the context of the given issue, it would probably be the fact that, in most cases, the cross-border cooperation within this community works irregularly, while the activities are very often based on personal relationships and contacts, which are rarely formally enshrined and structured.

Roma people

Another traditional or original nationality in Eastern Slovakia is the Roma national minority. It can be considered traditional despite the ideas of its later (in the context of Slavic ethnic groups) presence on this territory. This argument is deemed irrelevant since also the members of Slavic tribes and cultures (out of which the individual Slavic nations were identified) came to this area during the process called migration of nations (4th to 7th centuries). With some hyperbolic degree it can be said that unlike the Roma people, the individual Slavic tribes are not able to determine their “original homeland“. Similarly, a few centuries later, the Hungarian tribes came to this region (9th – 10th centuries). In historical terms, the presence of the Roma people in our territory is unambiguously documented in the 14th century.

With respect to the historical context, unlike the Hungarians or the Rusyns – Ukrainians, the Roma people neither form an ethnic overlap with the parent country (generally India is considered as the one) nor inhabit a single compact territory.

When presenting the Roma national minority, one more theoretical note is worth mentioning.¹⁴³ With regards to the long-term discussions on the issue of the number of Roma people in Slovakia, the problem of defining the target group is one of the primary questions. In other words, debates over who is or who is considered to be Roma have been ongoing in the academic and non-academic field for several decades. Currently in this context (and not only in Slovakia) two approaches are dominant (frequently presented as opposing). The first approach

¹⁴³ For more information to the given issue refer to the article: MUŠINKA, Alexander – MATLOVIČOVÁ, Kvetoslava. Atlas rómskych komúní na Slovensku 2013 ako pramenná databáza pre analýzu situácie Rómov na Slovensku a jeho potenciál pre ďalšie výskumy a analýzy. In Podolinská, Tatiana – Hrustič, Tomáš (eds). *Čierne-biele svety Rómovia v majoritnej spoločnosti na Slovensku*. Bratislava : VEDA, 2015, pp. 600. ISBN 978-80-224-1413-5. We discuss this issue in more details in this article, and the arguments published in it are used in this study.

emphasizes the self-identification of the individual and the second is based on the principle of attributed ethnicity. Although both of these opinions are very often interchanged or mixed together, we are of the opinion that the abovementioned approaches are two separate perspectives.

In Slovakia the **concept of self-identification** is primarily used by the Statistical Office of the Slovak Republic. As already mentioned above, the results of the Population and Housing Census (PHC) are questioned permanently (mainly in public non-professional discourse). Their undervaluation and unreality is constantly pointed out. In the case of the Roma national minority, these objections are far more frequent and alleged inconsistencies or inaccuracies are much greater.¹⁴⁴ We are convinced that the mentioned criticism is not justified and the data of the Statistical Office are real. The data show how many people in Slovakia at the time of the census are willing to declare their respective ethnicity, including the Roma.

It is not the purpose of this article to discuss the (in)appropriateness of the Statistical Office's approach. Perhaps, only marginally we may note that even minor changes in this methodology would probably bring significantly different results while preserving the principle of self-declaration. In this context, we understand, for example, the option to list more than one ethnic identity; not listing the nationalities in the census sheets at all and leave the definition of the ethnic identity to the respondent to full extent; additional questions on the mother tongue, origin, etc.

Evidence for the abovementioned assertion can be a simple comparison of the Population and Housing Census results executed by the Statistical Office of the Slovak Republic in the case of determining the nationality of the respondents and their mother tongue:¹⁴⁵

¹⁴⁴ Most often in the case of the Roma national minority, the undervaluation of the "official" censuses is pointed out. Opposite views, i.e. pointing out overvaluation of these censuses in the case of the Roma people is absent.

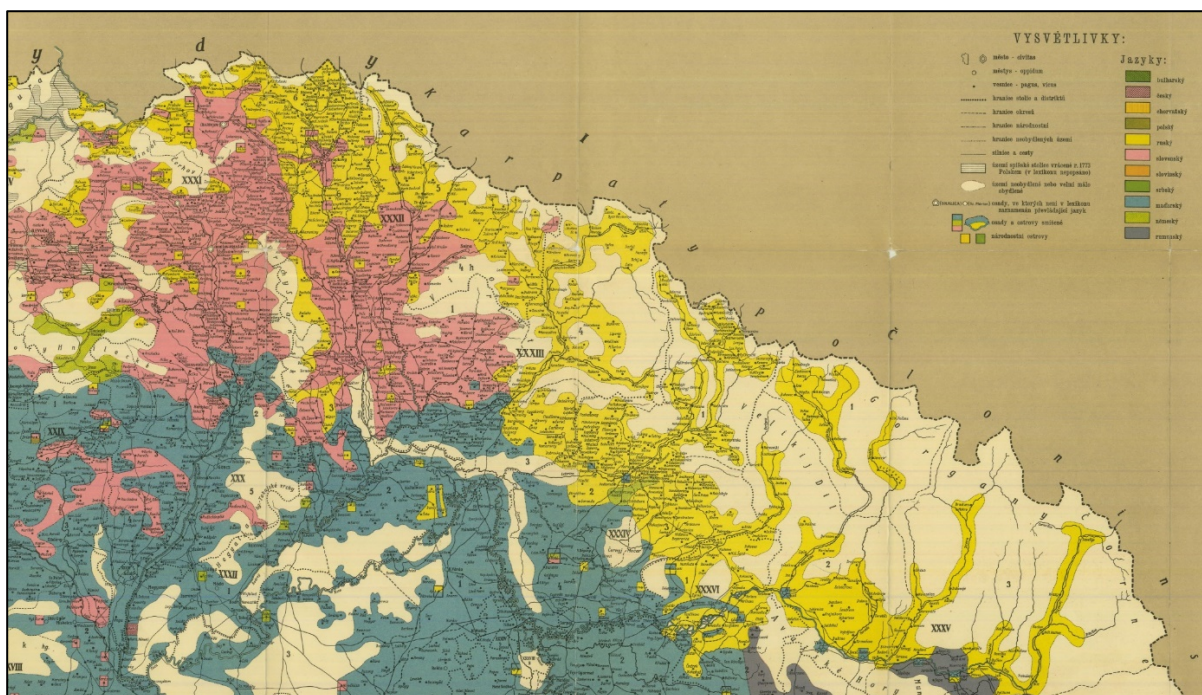
¹⁴⁵ Source: Statistical Office of the SR https://slovak.statistics.sk/wps/wcm/connect/1f62189f-cc70-454d-9eab-17bdf5e1dc4a/Tab_10_Obyvatelstvo_SR_podla_narodnosti_scitanie_2011_2001_1991.pdf?MOD=AJPERES

| Population of the SR by nationality | | | | | | | Population of the SR by mother tongue ¹⁴⁶ | | | |
|-------------------------------------|------------------|--------------|-----------|-------|-----------|-------|------------------------------------------------------|--------------|-----------|-------|
| Census | 2011 | | 2001 | | 1991 | | 2011 | | 2001 | |
| (by PR) | abs. | in % | abs. | in % | abs. | in % | abs. | in % | abs. | in % |
| In total | 5,397,036 | 100.0 | 5,379,455 | 100.0 | 5,274,335 | 100.0 | 5,397,036 | 100.0 | 5,379,455 | 100.0 |
| | | | | | | | | | | |
| Slovak | 4,352,775 | 80.7 | 4,614,854 | 85.8 | 4,519,328 | 85.7 | 4,240,453 | 78.6 | 4,512,217 | 83.9 |
| Hungarian | 458,467 | 8.5 | 520,528 | 9.7 | 567,296 | 10.8 | 508,714 | 9.4 | 572,929 | 10.7 |
| Roma | 105,738 | 2.0 | 89,920 | 1.7 | 75,802 | 1.4 | 122,518 | 2.3 | 99,448 | 1.8 |
| Czech | 30,367 | 0.6 | 44,620 | 0.8 | 52,884 | 1.0 | 35,216 | 0.7 | 48,201 | 0.9 |
| Rusyn | 33,482 | 0.6 | 24,201 | 0.4 | 17,197 | 0.3 | 55,469 | 1.0 | 54,907 | 1.0 |
| Ukrainian | 7,430 | 0.1 | 10,814 | 0.2 | 13,281 | 0.3 | 5,689 | 0.1 | 7,879 | 0.2 |
| German | 4,690 | 0.1 | 5,405 | 0.1 | 5,414 | 0.1 | 5,186 | 0.1 | 6,343 | 0.1 |
| Polish | 3,084 | 0.1 | 2,602 | 0.0 | 2,659 | 0.1 | 3,119 | 0.1 | 2,731 | 0.1 |
| Croatian | 1,022 | 0.0 | 890 | 0.0 | x | x | 1,234 | 0.0 | 988 | 0.0 |
| Serbian | 698 | 0.0 | 434 | 0.0 | x | x | | | | |
| Russian | 1,997 | 0.0 | 1,590 | 0.0 | 1,389 | 0.0 | | | | |
| Jewish / Yiddish | 631 | 0.0 | 218 | 0.0 | 134 | 0.0 | 460 | 0.0 | 17 | 0.0 |
| Moravian | 3,286 | 0.1 | 2,348 | 0.0 | 6,037 | 0.1 | | | | |
| Bulgarian | 1,051 | 0.0 | 1,179 | 0.0 | 1,400 | 0.0 | 132 | 0.0 | 1,004 | 0.0 |
| Other | 9,825 | 0.2 | 5,350 | 0.1 | 2,732 | 0.1 | 13,585 | 0.3 | 6,735 | 0.1 |
| Not identified | 382,493 | 7.0 | 54,502 | 1.0 | 8,782 | 0.2 | 405,261 | 7.5 | 66,056 | 1.2 |

Discussions on the (in)appropriateness of determining nationality on the basis of “exactly definable features” and finding the most appropriate “exact features” have been ongoing for a long time. For example, already in 1924 professor Alexej Petrov published *Národopisná mapa Uher. Podle Úředního lexikónu osad z roku 1773 (Ethnographic Map of Hungary. According to the Official Lexicon of Settlements from 1773)*.¹⁴⁷ The mentioned map was drawn up on the basis of “different languages in Hungary”. Below is a section of the map recording the existing situation in Eastern Slovakia and Transcarpathia.

¹⁴⁶ Source: Statistical Office of the SR https://slovak.statistics.sk/wps/wcm/connect/65804666-cc85-4ac6-bacd-acb0bba52ed8/Tab_11_Obyvatelstvo_SR_podla_materinskeho_jazyka_SODB_2011_2001.pdf?MOD=AJPERES

¹⁴⁷ PETROV, Alexej. *Národopisná mapa Uher. Podle Úředního lexikónu osad z roku 1773*. Praha, 1924, pp. 133 + Map



In the context of the respective issue, it is evident that Eastern Slovakia and the Transcarpathian region of Ukraine have, in this respect, very similar linguistic features – it is a multilinguistic region. At the same time, the state border shows dominance of individual language areas, while it is evident that there are linguistic overlaps within the analyzed region. The yellow-marked *Russian*¹⁴⁸ language is logically dominant in Transcarpathia, but it also significantly affects the territory of the today's Slovakia. Similarly, we can observe the effects of the Slovak language (marked in pink) on the territory of the today's Ukraine, as well as the effects of the Hungarian language (marked in blue). Although this is a map drawn up based on the data from 1776, the language areas have not changed fundamentally and they roughly reflect the national situation in this region.

The second approach does not use the self-identification of respondents, but it operates with estimates of the numbers of people who are perceived as ethnic group members on a particular territory. In general, this approach is referred to as **attributed ethnicity**. This perspective was applied for the research *Atlas rómskych komunít na Slovensku 2013* (*The Atlas of Roma Communities in Slovakia 2013*)¹⁴⁹ (hereinafter referred to as the *Atlas 2013*), from

¹⁴⁸ It is necessary to point out here that the term *Russian* in this work did not refer to the Russian language in its today's sense (i.e. the language of Russia), but it meant the language area, which using the Cyrillic alphabet is written as – руський – and basically included all East Slavic languages, including the liturgical church Slavonic language.

¹⁴⁹ MUŠINKA, Alexander et al. *Atlas rómskych komunít na Slovensku 2013*. Bratislava, UNDP, 2014, pp. 120. ISBN 978-80-89263-18-9

which the data were used for this analysis. The given research analyzed the estimates of the numbers of Roma people throughout the territory of Slovakia (regardless of the ethnicity reported in the Population and Housing Census).

The reason of applying the perspective of attributed ethnicity in the research of the *Atlas 2013* is based on the fact that it is the most commonly used principle in the everyday practice in Slovakia. Its application is one of the tools that creates, among other things, what is generally referred to as the “Roma issue” or the “Roma problem”. The everyday practice (for example, in the area of education or employment of the Roma people) in the case of an individual very often fails to respect the individual’s self-identification with respect to the Roma ethnic group, but it attributes to the particular individual the Roma identity on the basis of assessment of the “others” (this means applying the perspective of attributed ethnicity).

It is necessary to apply the same perspective of attributed ethnicity even in the case of activities aimed at reducing or eliminating the “Roma problem”. It is therefore welcomed that this perspective has been used not only by some lay people, but also by state or even European institutions. For instance, already in the previous programming period (2007 – 2013), the term “*marginalized Roma communities*” (MRC) was defined in the National Strategic Reference Framework, and subsequently used also in the *horizontal priority of marginalized Roma communities* (HP MRC).

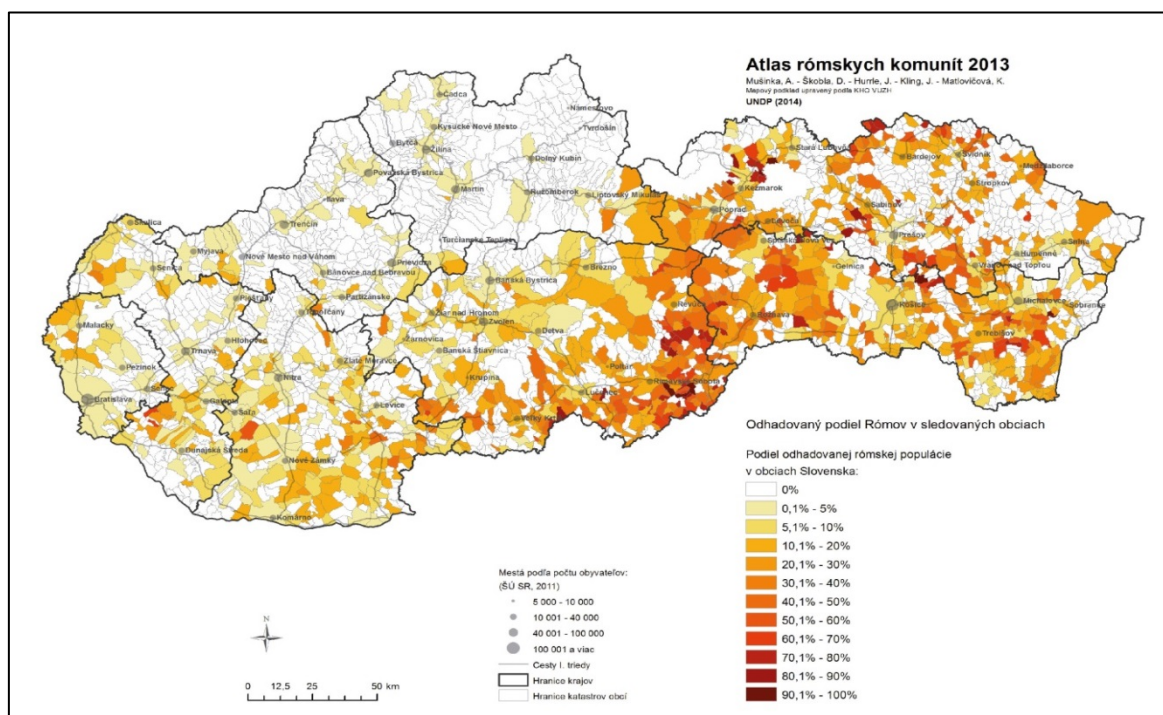
When speaking about the Roma people in Slovakia, we must clearly say that it is the second most numerous national minority that lives in this area. The above claims are true regardless of the fact whether the methodology of declared ethnicity or attributed ethnicity, which was used in *The Atlas of Roma Communities in Slovakia 2013*, is applied.¹⁵⁰

The question of which of the mentioned perspectives is better and which is worse is not considered to be relevant.¹⁵¹ Under the Population and Housing Census from 2011, 105,738 people claimed allegiance to the Roma nationality and 122,518 people listed the Roma

¹⁵⁰ The *Atlas of Roma Communities 2013* was executed under the UN Development Program (UNDP) in cooperation with the Institute of Roma Studies of the University of Prešov, the Office of the Plenipotentiary of the Government of the Slovak Republic for Roma Communities (USVRK) and the Association of Towns and Municipalities of Slovakia (ZMOS). The collection of data was executed by the Institute of Roma Studies of the University of Prešov in cooperation with the Regional Center for Roma Issues (KcpRO) from Prešov and it lasted from September 2012 through September 2013.

¹⁵¹ At this point, it is necessary to emphasize that both perspectives bring equally good quality and relevant data. Nevertheless, it is crucial that both respond to the research questions and represent the reality of the ethnic group from other perspectives. The two approaches differ not only in the applied methodology, but also in the possible method of application (or use) of the final statistical data and estimates. In other words, both approaches are completely equal from scientific point of view, only the way of interpretation and the use of the discovered results is important.

language as their mother tongue in Slovakia.¹⁵² If we, however, apply the principle of the attributed ethnicity used by The Atlas of Roma Communities in Slovakia 2013¹⁵³, we find out that, according to the qualified estimates, at least 402,810 people live in Slovakia that are perceived as Roma people by their environment (regardless of the nationality they claimed allegiance to in the Population Census). The geographical distribution of the Roma people in Slovakia, according to the results in the Atlas 2013, is indicated by map No. 5.



Map No. 5: Estimated share of the Roma people on the population in Slovakia on the basis of the results of the Atlas of Roma Communities in Slovakia 2013¹⁵⁴

With respect to the constantly repeating mistakes and inaccuracies in the interpretation of the results of the Atlas 2013, we must re-emphasize the two basic limits of this research. *“The Atlas 2013 was not focusing on the census of the Roma population, but it is based on the estimates on the basis of the perception of people as Roma people in a particular municipality or town. Not all the municipalities and towns where the Roma people live were included in the Atlas 2013, but only those where it was assumed that there is a Roma community with an estimated number of more than 30 people. Out of the total number of 2,890 municipalities in Slovakia (the city of Bratislava and Košice were considered as one administrative unit within the*

¹⁵² Source: the Statistical Office of the SR. https://slovak.statistics.sk/wps/wcm/connect/1f62189f-cc70-454d-9eab-17bdf5e1dc4a/Tab_10_Obyvatelstvo_SR_podla_narodnosti_scitanie_2011_2001_1991.pdf?MOD=AJPERES

¹⁵³ MUŠINKA, Alexander et al. *Atlas...*

¹⁵⁴ MUŠINKA, Alexander et al. *Atlas...* p. 82.

given research), the questionnaire-based survey was executed in 1,070 municipalities, which accounts for 37% of all towns and municipalities in total.¹⁵⁵ The second limit is the fact that the Atlas 2013 was focusing ONLY on the geographical distribution of the individual Roma communities, their characteristics in terms of demographic estimates, technical equipment and availability of services, etc. The individual communities cannot be, under any circumstances, categorized according to sociocultural criteria based on the Atlas 2013.

With a simple look at the above map it is clear that the analyzed area of Eastern Slovakia plays a very important role in the case of the Roma national minority. Out of the abovementioned total number of 1,070 towns and municipalities in which more than 30 Roma people are recorded by the Atlas 2013, almost half of them (exactly 499) is situated in the Prešov Region (243) and the Košice Region (256). Thus in these regions there is 46.6% of municipalities with Roma community. In the context of this perspective, the analyzed regions took the imaginary second (Košice) and third (Prešov) places in Slovakia. Only the Banská Bystrica Region has a higher number of towns and municipalities with Roma communities, where the total number of such municipalities is 266.

Although the highest number of municipalities with Roma communities is in the Banská Bystrica Region, in absolute figures according to the estimates in the Atlas 2013, the most Roma people live in the Košice Region (estimated total is 126,606 people) and then in the Prešov Region (estimated total number is 114,207 people). In total, it is estimated that 240,813 Roma people live in Eastern Slovakia, representing thus almost 60% of the total estimated number of Roma people in Slovakia.

The above figure is not surprising as in the two respective regions there are towns and municipalities with the highest estimated number of Roma people in Slovakia. According to the estimates in the Atlas 2013, approximately 18,162 Roma people live in the city of Košice, while the largest number of homogenous Roma settlement called Luník IX can be found here. It is a segregated settlement or urban ghetto with more than 6,000 Roma people. According to the estimates in the Atlas 2013, the imaginary second place goes to the capital city of Slovakia, Bratislava, where approximately 8,800 Roma people live. However, only 14,142 Roma people live in the Bratislava Region, representing thus only about 3.5% of the total estimated number of Roma people in Slovakia.

Even the most numerous Roma community in the countryside is found in Eastern Slovakia. It is the village of Jarovnice in the district of Sabinov (Prešov Region) where, according

¹⁵⁵ MUŠINKA, Alexander et al. *Atlas...* p. 11.

to the estimates in the Atlas 2013, 4,827 Roma people live, thus taking the imaginary third place among the towns and municipalities of Slovakia with the highest number of Roma people (right after the mentioned cities of Košice a Bratislava). Also the only municipality in Slovakia with 100% representation of Roma people recorded by the Atlas 2013 is in the Prešov Region. This village is Lomnička in the district of Stará Ľubovňa, where, according to the estimates, 2,506 Roma people live in total.

In order to avoid the impression based on the abovementioned data that the Roma people represent communities of many thousands of people in the individual towns and municipalities in Slovakia, it is necessary to mention that an average Roma community in the monitored towns and municipalities is represented by estimated 376 people. The average Roma community in Eastern Slovakia has less than estimated 483 people (467 inhabitants in the Prešov Region and 495 inhabitants in the Košice Region).

Out of the total 1,070 analyzed towns and municipalities in Slovakia according to the estimates in the Atlas 2013, there is only 89 towns and municipalities where the local Roma community has more than 1,000 inhabitants. Of this number there is 47 towns and 42 villages. There are 64 towns and municipalities in total in Eastern Slovakia (30 in the Košice Region, thereof 13 towns and 17 villages; and 34 in the Prešov Region, thereof 12 towns and 22 villages). Overall, estimated 186,717 Roma people live in these “numerous” Roma communities, representing up to 46.4% of the total number of Roma people in Slovakia. In Eastern Slovakia, according to the estimates, 66,388 Roma people live in the defined communities in total (23,995 Roma people in the Prešov Region; and 42,393 in the Košice Region), representing 27.6% of the total number of Roma people in the region (in the case of the Prešov Region it is 21%; and in the case of the Košice Region it is 33.5%).

An interesting view is introduced by the Atlas 2013 also in the matter of urbanization of the Roma population. In general, it is presented that the Roma people primarily live in the countryside in Slovakia, which means that the urbanization rate is very low. Out of the total number of the mentioned 1,070 administrative units in the Atlas 2013, towns were represented only in 120 cases, representing 11.2% of all analyzed towns and municipalities. In total, however, estimated 146,771 Roma people were living in these towns, representing 36.4% of the total number of Roma people in Slovakia. A similar situation is also in the case of Eastern Slovakia. Out of the total number of 499 monitored towns and municipalities, towns were represented only in 39 cases (7.8%) (in the Prešov Region it was 22 (9%), and 17 (6.6%) in the Košice Region). Overall, estimated 74,407 Roma people were living in the analyzed towns of

Eastern Slovakia, representing 30.9 % of the total estimated number of Roma people in the region (30,101 Roma people (26.4%) in the Prešov Region, and 44,306 Roma people (35%) in the Košice Region). These figures clearly confirm the very low urbanization rate of the Roma population, even when compared to the very low average in Slovakia, which represents only about 54% of the urbanization rate, while it is usually more than 70% in the developed countries.¹⁵⁶

Also the geographical localization of the individual types of Roma settlements was analyzed by the Atlas 2013, distinguishing their four forms, namely Roma people living dispersed among the majority population, Roma people living in settlements inside the towns and villages, Roma people living in settlements on the outskirts of towns and villages, and Roma people living in segregated settlements. Within the national average according to the estimates in the Atlas 2013, up to 46.5% of all Roma people (in total it is 187,305 inhabitants) live dispersed among the majority population. Of this number, 74,120 Roma people live dispersed in Eastern Slovakia – estimated 25,432 Roma people in the Prešov Region, representing 22.3% of the total estimated number of Roma people in the region; and 48,688 Roma people in the Košice Region, representing 38.4% of the total estimated number of Roma people in this region. At this point, it is necessary to point out that *“...residential location of a respective settlement has a very low information value to assess social relations between the Roma and Non-Roma community in the respective municipality. It may indicate some tendency, but it cannot be used as an indicator of the assessment of social relations. (There are cases of settlements inside municipalities having very poor relations with the surrounding majority; as well as the exact opposite, when segregated settlements have very good relations with the majority).”*¹⁵⁷

The remaining estimated 53.5% of Roma people in Slovakia live in ethnically homogenous settlements. In total, it is 215,505 inhabitants. In Slovakia, according to the estimates in the Atlas 2013, there are 803 ethnically homogenous Roma settlements in total (streets or quarters, or parts thereof, camps, etc.), whereas 246 of them is located in geo-urbanistic terms inside a town or village, 324 settlements are situated on the outskirts of towns and villages, and only 233 of them were included in the category of segregated settlements, i.e. such settlements that are separated from the “home” municipality (they are far away from it). Estimated 46,496 Roma people in total live in settlements inside municipalities, representing

¹⁵⁶ WEISENPACHER, Peter. Hladové doliny ako pozostatok socializmu. In Trend.sk, Bratislava, 16.07.2014. Available at: <https://blog.etrend.sk/iness/hladove-doliny-pozostatok-socializmu.html>. (website visited on March 30, 2017)

¹⁵⁷ MUŠINKA, Alexander et al. *Atlas...* p. 13.

11.5 % of the total estimated number of Roma people in Slovakia. The most numerous type in Slovakia are the settlements on the outskirts of municipalities, where the most Roma people live (if we are not counting the Roma people living dispersed), representing 95,020 inhabitants in total, which is estimated 23.6% of the total estimated number of Roma people in Slovakia. Despite the stereotypes in non-expert discourses on the dominant representation of Roma people in segregated settlements (camps), only 73,920 Roma people live in this settlement type, which is estimated 18.4% of the total number of Roma people in Slovakia.

The situation in Eastern Slovakia is similar, but the estimated numbers of Roma people living in the individual types of ethnically homogenous settlements is higher at the expense of the estimated number of Roma people living dispersed. This statement applies in absolute figures as well as in percentage terms. In the Prešov Region, there are 243 ethnically homogenous settlements in total, thereof

- 46 located inside towns and villages with estimated 14,565 Roma inhabitants, representing 12.8 % of the estimated total number of Roma people in the region;
- 128 located on the outskirts with estimated 45,177 Roma inhabitants, representing 39.6 % of the estimated total number of Roma people in the region;
- 80 categorized as segregated settlements with estimated 29,033 Roma inhabitants, representing 25.4 % of the estimated total number of Roma people in the region.

In the Košice Region, there are 230 ethnically homogenous settlements in total, thereof:

- 52 located inside towns and villages with estimated 8,764 Roma inhabitants, representing 6.9 % of the estimated total number of Roma people in the region;
- 102 located on the outskirts with estimated 34,884 Roma inhabitants, representing 27.5 % of the estimated total number of Roma people in the region;
- 76 categorized as segregated settlements with estimated 34,270 Roma inhabitants, representing 27.1 % of the estimated total number of Roma people in the region.

When speaking about the Roma community in Eastern Slovakia, it is necessary to mention that in the analyzed region there is a large number of cultural and social institutions, representing just this national minority. At the same time, it must be stated that the Roma minority has several specifics even in this context. Probably one of the most important features is the fact that unlike the other national minorities in Slovakia, the Roma people do not have a single or dominant national institution to represent them in public as well as towards the

state.¹⁵⁸ Paradoxically this role was to some extent and is still fulfilled by the state institution Office of the Plenipotentiary of the Government of the Slovak Republic for Roma Communities, residing in Bratislava. The plenipotentiary of the government, as the title suggests, is a public officer primarily addressing issues related to the social status of the Roma people in Slovakia, while the matters related to the context of national minority constitute only a minor part of his agenda. Although the seat of the office is in Bratislava, there are also regional offices in Eastern Slovakia, namely in Košice, Prešov, and Spišská Nová Ves.

The Roma Press Agency has been operating in Košice for a long time (since 2001), which has changed its name a few times over this period, currently bearing the name Roma media – ROMED (directress Jarmila Vaňová). The state-run Editorial Board of the National and Ethnic Broadcasting of Radio Patria, broadcasting in the Roma language, also operates in Košice. The professional Roma national theatre ROMATHAN (director Karol Adam) has its seat here as well. This institution has been operating since 1992. The oldest Roma periodical *Romano Nevo Ľil* (editor-in-chief Roman Čonka) is published in Prešov since 1990. As part of a national project, a specialized workplace Documentation and Information Center of the Roma Culture (DICRK) (head of the center Roman Čonka) has been operating at the State Scientific Library in Prešov since 2012.

A separate chapter of almost every national minority is the issue of national education. Even in this matter, the Roma minority has certain specifics. As already mentioned above, the Roma people represent the second most numerous national minority in Slovakia. Despite the given fact, they do not de facto have their state-run national education system (whereas the system of state-run national education has a long-standing tradition in Slovakia). Schools or educational institutions focusing on the education of Roma people from a position close to the national education system are found almost exclusively among private schools.

Nothing can be found on the education of Roma people under section *Education of National Minorities*¹⁵⁹ in the materials of the Ministry of Education of the Slovak Republic; however, under section *Special and Inclusive Education* there are quite frequent references to

¹⁵⁸ Here we mean organizations or unions which are (or were) perceived as representatives of a specific national minority, namely in the case of the Rusyns – Ukrainians it is the Union of Rusyns – Ukrainians in Slovakia; in the case of Rusyns it is the association *Rusínska obroda*; in the case of Hungarians it is e.g. the institution *Csemadok*; and in the case of Slovaks it is the institution of *Matica Slovenská*, etc.

¹⁵⁹ Under this section, there is only one document Extracts from the applicable generally binding legal regulations with regards to the provision of education and training of children, pupils of national minorities in the Slovak Republic (https://www.minedu.sk/data/files/6098_vynatky_z_predpisov.pdf), in which the Roma national education system is mentioned only once in the following statement: „The Hungarian, Rusyn, Ukrainian, German and Roma national minority in the Slovak Republic has exercised the right to education in the respective mother tongue or mother tongue and literature of the national minority.“ (p. 24)

the issue of the Roma people's education. This fact demonstrates the prevailing way of perceiving the education of the Roma people by the society in Slovakia – the education of the Roma people is not based on the principle of nationality, but it is based on education of pupils from socially disadvantaged environment¹⁶⁰. The activities of the state institution ROCEPO (Roma Educational Center in Prešov¹⁶¹ being an integral part of the Methodological and Pedagogical Center in Prešov with nation-wide competence) are aimed similarly. It was established under the PHARE project in 2001.

The register of schools and schooling facilities of the Ministry of Education of the Slovak Republic¹⁶² records only one school where the teaching is carried out in the Slovak and Roma language. It is the Private Grammar School of Zefyrín J. Mallo¹⁶³ in Kremnica (principal Jana Tomová, founder of which is the civil association eMKLub Kremnica). In fact, there are several other schools providing education that can be characterized as close to the national education system. Most of the given schools are based in Eastern Slovakia. For instance, *Private Elementary School* (principal Emília Fecková) and *Private Grammar School* on Galaktická Street No. 9 in Košice, where the Roma language is taught as a regular school subject in all grades. The school was established in 2006 and its founder is the Foundation of Good Roma Fairy Kesaj in Košice, lead by Ms. Anna Koptová – a well-known Roma activist and former MP of the National Council of the Slovak Republic. Currently, however, only the branch of the given grammar school is in operation in Kežmarok (principal Dušan Klempár). The Grammar School itself was included into the network of schools by the Ministry of Education of the SR already in 2003. This remote facility in Kežmarok has begun operating in 2011.

The Private Music and Drama Conservatory on Požiarnická Street No. 1 has been operating in Košice since 2009¹⁶⁴ (principal Nadežda Oláhová). The founder of the school is the non-profit organization *Cultural Association of Citizens of Roma Nationality in the Košice Region* (Kultúrne združenie občanov rómskej národnosti Košického kraja, n.o. z Košíc), while it has remote facilities in Bardejov and Hnúšťa (or Rimavská Sobota). The same group of pedagogues established the *Private Social and Legal Academy for the Roma Community* in 2004, which was renamed to *Private Pedagogical and Social Academy* in 2007 (director Irena Adamová). The

¹⁶⁰ <https://www.minedu.sk/dokumenty-pre-oblast-vychovy-a-vzdelavania-deti-a-ziakov-zo-socialne-znevychodneneho-prostredia/>

¹⁶¹ <http://www.rocepo.sk/modules/ktosme/>

¹⁶² http://www.cvtisr.sk/cvti-sr-vedecka-kniznica/informacie-o-skolstve/registre.html?page_id=9229

¹⁶³ Website of the respective grammar school: <http://sgkca.edupage.sk/?>

¹⁶⁴ <https://shdkke.edupage.org/>

academy provides education in three areas: social education worker, teaching for nursery schools and educational activity, information systems and services.

With respect to the demographical characteristics of the population development in Slovakia, the situation in certain regions is that in certain schools (in primary as well as secondary schools) the Roma pupils have a dominant or significant representation. In the case of certain secondary schools, the focus is often on the education of the Roma pupils. Such activities can be, however, very hardly perceived as activities in the context of the national education system.¹⁶⁵

Currently, none of the Slovak colleges offer Roma studies or a program that would train teachers of the Roma language, literature and facts. Probably the Constantine the Philosopher University in Nitra is the closest to the mentioned education, where the School of Social Sciences and Health Care include the Institute of Romology Studies. It is the oldest Roma studies department in Slovakia established already in 1990.¹⁶⁶

In Eastern Slovakia there is another Roma studies-related workplace at the University of Prešov operating since 2011, namely the Institute of Roma Studies (at the moment part of the Center of Languages and Cultures of National Minorities). It is, however, a scientific and research department, which has not yet had a separate accredited study program. At the Pedagogical School of the University of Prešov there is an accredited department *Pre-school and Elementary Pedagogy of Socially Disadvantaged Groups*¹⁶⁷, which, however, does not have the feature of the national education system. For the sake of completeness, it is necessary to note that at the St. Elizabeth University of Health and Social Sciences, there is a separate accredited study program *Social Work Aimed at Social and Healthcare Work with Roma National Minority*, which is provided by the Institute of the Roma European Studies in Banská Bystrica and by the remote facility of bl. Z. G. Mallo in Košice. In this case, as the program's name suggests, it is not a pedagogical field.

Even in the case of the Roma national minority, we can see some activities having the features of regional cross-border cooperation. Similarly to Slovakia, the Roma people constitute a statistically significant minority also in the Transcarpathian region of Ukraine. The

¹⁶⁵ For example, Private Secondary Vocational School in Kežmarok on Biela voda street No. 2 (it was established in 2009 and its founder was Carpe diem, n.o.); Secondary Technical School on Kukučínova street No. 23 in Košice, which has 10 remote classrooms in municipalities with high representation of Roma people or directly in Roma communities (e.g. at Luník IX, in Veľká Ida, Družstevná pri Hornáde, Kecerovce and other places); or Secondary Industrial School on Bardejovská str. No. 23 in Prešov, providing education in the village of Jarovnice.

¹⁶⁶ <http://www.urs.fsvaz.ukf.sk/index.php?page=o-katedre>

¹⁶⁷ <http://www.unipo.sk/public/media/22794/akreditovane-studijne-programy-2015.docx>

state borders and the ignorance of the Roma people as a national minority until 1989 in both countries meant absence of any mutual regular or official contacts. This is one of the fundamental reasons why the Roma communities of both countries have so far only very rare mutual contacts. Only over the recent years have these contacts been gradually established. Recently (mainly within the various projects) contacts were established, for instance, among journalists of both countries working in mass media focusing on the Roma national minority, namely Miroslav Horvát, Jelena Navrocka and others on the Slovak side; and on the other side in Uzzhorod Jarmila Vaňová and others. A cooperation between the academic Roma institutions operating at the State University of Uzzhorod (Michal Zan) has commenced, in which, besides the Romists of the Constantine the Philosopher University in Nitra and the University of Prešov, also the representatives of the Roma population of Eastern Slovakia take part (e.g. Gejza Adam and others.)

Conclusions

As mentioned in this analysis, the situation in the Transcarpathian region on the level of national issues shows many similarities to the situation in the Barents region. Both regions represent a multi-ethnic cross-border community situated on the borders of two significantly different geopolitical areas. They are different in terms of historical development, administrative and legal structures, cultures, etc. The listed differences, however, do not present a real obstacle for a successful and mutually beneficial functioning of the border region. At the same time, the successful functioning of the Barents region offers considerable inspirational potential that is suitable for implementation also in the Transcarpathian region.

If we look at the situation between Ukraine and Slovakia in national terms, we find that both these regions have very similar national, cultural, historical and linguistic composition or parallels. This fact gives positive conditions for a successful execution of cross-border cooperation. With respect to the present geopolitical situation in Ukraine as well as in Slovakia, we can state that the Slovak Republic may greatly assist Ukraine in its efforts to bring it closer to the European Union. Recently, the Slovak Republic has gained very valuable practical experience with a similar process.

The analyzed national situation in the region is, however, only one of the many potential options where the cross-border cooperation may be successfully developed. We have not

addressed many other activities in this analysis that are already existing between Ukraine and the Slovak Republic, and not only at national level but also in regional context. We have not mentioned, for instance, the mutual perception of Ukraine in Slovakia and vice versa in social terms, presentation of both countries in mass media, or cooperation of the business environment which has been successfully developing also in the analyzed region, etc. We have neither addressed the Slovak – Ukrainian activities of the non-governmental sector (except for the national structure), e.g. the Slovak Foreign Policy Association from Bratislava is very active in this field (director Alexander Duleba), the research center of which is based in Prešov (director Vladimír Benč). We have marginally mentioned the Slovak – Ukrainian relations in the academic field, while in addition to the national activities, the activity of the Social and Scientific Institute of SAS in Košice is very extensive (Marian Gajdoš, Stanislav Konečný and others), as well as of historians, political scientists, geographers, artists from the University of Prešov (Peter Švorc, Peter Konya, Vladislav Dudinský, Milan Círner, René Matlovič, Vladislav Grešlík and others), or of historians from the University of Matej Bel from Banská Bystrica (Michal Šmigel) and others. We have neither addressed the Slovak – Ukrainian cultural activities outside the national sphere, namely exhibitions of Ukrainian artists in galleries of towns or in Eastern Slovakia, the Days of Ukrainian Culture organized in Košice, etc. This analysis neither covers the regional Slovak – Ukrainian cross-border cooperation between municipalities which has been successfully developing over the past years (also thanks to funds from the EU and Norway). The enumeration of the Slovak – Ukrainian cooperation, or the even closer Slovak – Ukrainian cross-border cooperation would be very long and it would certainly exceed the possibilities of this analysis.

At the same time, it is necessary to note that the Slovak – Ukrainian transnational cooperation (at state level) differs significantly from the Slovak – Ukrainian regional cross-border cooperation. At state level, official and formalized cooperation is dominant, very often reaching out to global level (e.g. economic cooperation in the automotive industry, cooperation of U. S. Steel with Ukraine, etc.). On the other hand, regional cooperation is still established on personal relations, contacts, irregular activities, etc.

There is no need to specially emphasize at this point that the development of the Slovak – Ukrainian cross-border cooperation would have a very high positive impact not only on the region but also on both countries, as well as on Europe as a whole. With respect to the above, our recommendations for the competent institutions, primarily at state level, have been developed accordingly.

Recommendations in the context of the analyzed issue

1. Build a large and functional structure of working commissions between the organizations of the individual national minorities.

In our opinion, a regular operation of regional working commissions in all the areas concerned is absent in the Slovak – Ukrainian cross-border cooperation. Such commissions should be established at regional level, and they should define, and subsequently reflect the priorities of the regional cross-border cooperation. To a great extent it should concern working commissions on issues related to position, problems and mutual contacts of the individual national minorities in the region. Funding of such commissions should be managed at state level; however, their specific activity should be based on the regionally defined needs and priorities. In this area, for instance, we recommend focusing on the so far untapped potential of the individual Self-Governing Regions in Slovakia (VÚC) and their ethnic-related activities (the Self-Governing Regions are, for example, founders of many national cultural and schooling institutions).

2. Promote local cross-border cooperation through regular meetings at regional level.

For successful building of the Slovak – Ukrainian cross-border cooperation, it is necessary to create a network of regular contacts in all areas of social, political (self-governing), cultural, and academic life of national minorities. We recommend focusing on regular mutual exchanges in the area of traditional as well as contemporary culture, academic field, information resources and media, religious activities, etc. In this respect, it shows to be highly efficient to focus on the so far untapped potential of the network of local governments in nationally mixed areas, national education and national organizations and institutions. There is almost no mechanism for promotion of mutual press exchange, radio or television programs (not only national but also public), schools, student and pupil groups, etc.

In this respect, we strongly recommend utilizing the rich structure of the already existing irregular contacts which are present in almost every area of life of national minorities (entrepreneurs, national institutions, culture, educational system, regional and local government, science and research, etc.), as well as personal contacts which must be “promoted” to a level of regular and official activities.

3. Build a structure of small (and administratively easily available) grants to promote cross-border cooperation between the representatives of individual national organizations and structures.

To implement the abovementioned recommendations, it is necessary to create financial coverage. This should be, however, regular and provided through relatively easily available resources, the amount of which should primarily focus on financially less demanding activities. The definition of the areas of support, decision-making and administration of such grant support should clearly remain at regional level. Again it appears to be appropriate to use the, for instance, so far untapped potential of the Self-Governing Regions. Positive experience of the Self-Governing Regions in the implementation of cross-border cooperation projects with Poland or implementation of projects within the Norwegian financial mechanism is an example of the suitability of such activities also in the case of cross-border cooperation with Ukraine in the area of national activities.

4. Significantly reduce administrative barriers of the mutual cross-border cooperation.

High administrative difficulty arising from the existence of the state border itself is pointed out by all the involved parties as one of the biggest barriers of the mutual cross-border cooperation. This includes administrative restrictions at physical border crossing (long waiting, often long and inefficient checks, etc.), administrative barriers in the visa regime for Ukrainian citizens, administrative restrictions in (non)business relations negatively influencing e.g. the area of national press, exchange of cultural products, etc.

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5. CONTEXTUAL ANALYSES AND BEST PRACTICE EXAMPLES: PROMOTING INNOVATIVE SOLUTIONS TO FOSTERING SLOVAK - UKRAINIAN CROSS-BORDER COOPERATION.

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5.1 Introduction and background

Cooperation between Slovakia and Ukraine is of crucial importance for both countries. Numerous international bilateral agreements are constituting standard framework for development of bilateral relations. Nevertheless, real life experience and examples from other countries reveal, that, while the role of official relations at national governmental level are the fundamental backbone of cross-border cooperation, there must also exist the counterpart at the micro level of bordering regions. The micro level of cross-border regions and localities is not only equally important but also a necessary component for effective and successful cross-border initiatives. Consequently, the transnational and bilateral structures at the national level can be balanced at local levels and get successfully delivered in daily practice and actions.

The analysis of current situation, which is subject of this report, indicates that the cooperation between Slovakia and Ukraine is currently being delivered at ad hoc level of individual only rarely inter-connected projects, cooperating institutions and individual relationships. Strengthening and institutionalising cooperation remains as the key challenge for future development of the cross-border cooperation.

As a starting point of this report, we provide a concise comparative analysis of the Slovak and Ukrainian transformation processes. Next we set out concepts relevant for cross-border cooperation framework and we elaborate on the local context of cross-border cooperation strategies and actions. We propose the building blocks for successful strategies and the success factors of cross-border cooperation drawing on research on theory and practice of local development and cross-border cooperation.

Along research and analytical work of this project we have identified cooperation of norther countries as the best practice example. Norway and Sweden are systematically developing cooperation with Russia in the framework of the Barents Euro-Arctic Council (BEAC, BARENTS EURO-ARCTIC COUNCIL). We map the functioning of this organisation, and the results which such a structure produces in practice. Consequently, we analyse which elements could be subject to transfer of knowledge. We provide structural and contextual analysis of best practice examples (BAEC) and analysis of the current extent, structure and focus of cooperation between bordering regions of Easter Slovakia and Sub-Carpathian Region. Conclusions to this report contain recommendations on how to foster the practice of cross-border cooperation.

5.2 Comparative analysis of the Slovak and Ukrainian transformation

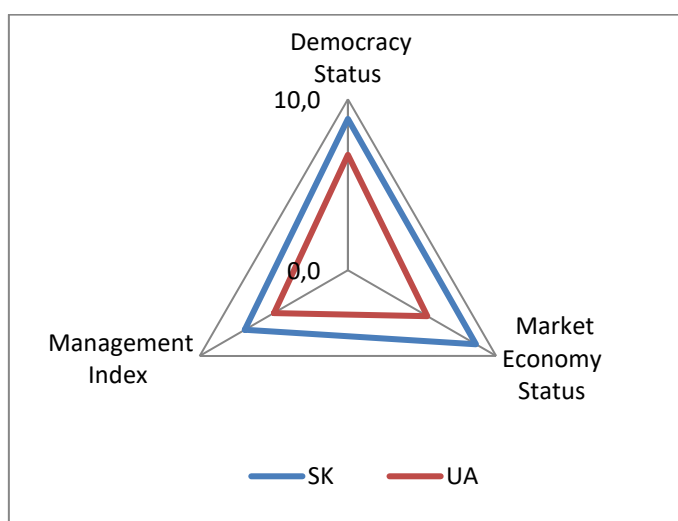
In the past two decades, both Slovakia and Ukraine have experienced turbulent times after the change of socio-economic system. In both countries, the centrally planned economic system was abandoned yet the post-independence transformation of economic and political institutions developed into different forms given the specific historical and geopolitical background.

For international comparability, the Bertelsmann Stiftung's Transformation Index (BTI) has been developed for comparative analysis and assessment of developing countries and countries in transition and their social change towards democracy and a market economy. Seventeen criteria are expertly evaluated and subsequently aggregated to obtain comprehensive Status Index of (a) political and (b) economic transformation along with the Management Index. A standardized codebook serves as the foundation of the survey process, providing a single reference framework for experts who are responding to the questions.

5.2.1 Slovak-Ukrainian development in key components

We used comprehensive indexes of the described dimensions as well as a detailed breakdown into the sub-categories to compare the overall trend of development in Slovakia and Ukraine as well as to provide deeper insight into the particular components.

Fig.1 BTI main components (2016)



Source: BTI data

In the Figure 1 the three main BTI dimensions for both countries are depicted. It is obvious that institutional quality in Slovakia outperforms that of Ukraine owing mainly to the long-term membership in the European Union and the transatlantic network. The more profound analysis may have look at the constituent sub-dimensions. As an example, we report intertemporal change of the dimension Democracy Status broken down into five areas subject to evaluation comprising statehood, political participation, political and social integration, stability of democratic institutions and rule of law (Annex, Fig. A1, A2). Based on the overview it can be generally concluded that both countries lag mostly behind the maximum score of 10 in such areas as management of regional cooperation, policy implementation and coordination and efficient management of assets as constituent parts of Management dimension.

5.2.2 Comparative analysis of economic development in Slovakia and Ukraine

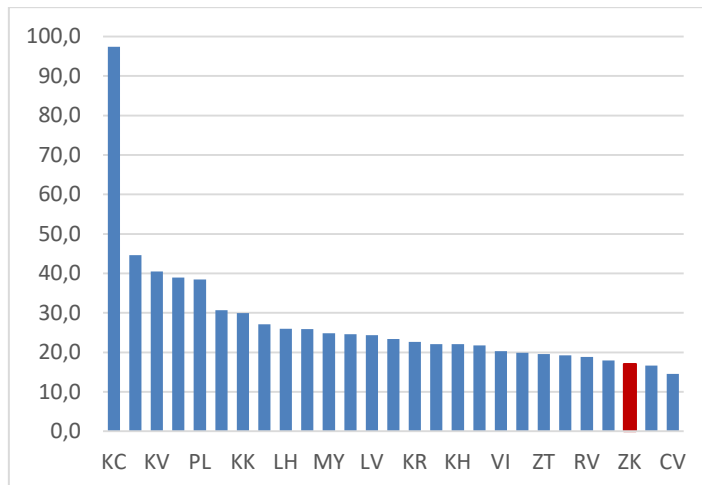
As free market open economies, Slovakia and Ukraine can be compared based on national accounts data as well as other socio-economic indicators. Economic relationships of the two countries are determined by strong European union bonds and European market dependency of the Slovak republic. The Slovak economy is extremely open, the most important trading partners are Germany and Czech Republic. Import and export shares to Ukraine are negligible with a trading balance in favour of Ukraine. Both countries suffered an economic dip during the crisis, more so Slovakia due to its openness. The recovery and economic development in Ukraine depend heavily on political factors.

Both countries feature considerable regional differences. To identify overlapping interesting areas for cooperation, we provide a regional perspective of the main socio-economic indicators describing neighbouring regions. Due to availability of data we concentrate on provinces (oblast) in Ukraine from which Zakarpattye is a boundary region and NUTS2 regions (kraj) in Slovakia in which four boundary district are located.

To assess the economic performance of the regions we use data on regional domestic product per capita acting alternatively as a proxy for the “wealth” of the region. In the figures, Zakarpattye region (ZK) in Ukraine as well as Prešovský kraj (PO) and Košický kraj (KE) are highlighted.

Focusing on economic achievements we first take a look at domestic product by region in both countries. For the sake of comparison of the regions of the different size the indicator of gross domestic product per capita in respective monetary units is used.

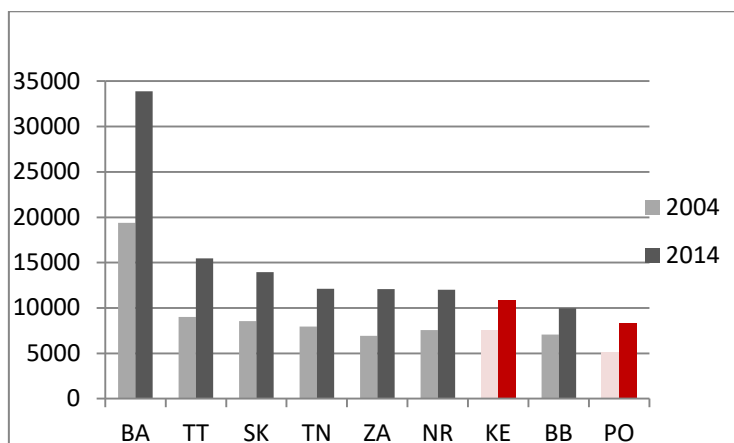
Figure 2 Regional domestic product per capita in Ukraine (1000 UAH, 2012)



Source: *Ukrainian Regional Dataset, KNOEMA*

In the Figure 2 the capital city region of Kiev is apparently the richest while Zakarpattye region is third of the poorest economic performance. Fig. 3 displays a similar layout with respect to the capital Bratislava. Košice and Prešov regions appear to be in the weak-performance tail of the distribution of the income. Intertemporal comparison reveals even more shift of the economic power towards the capital city over the decade of 2004 – 2014 in Slovakia.

Figure 3 Regional domestic product in Slovakia (EUR, 2012)

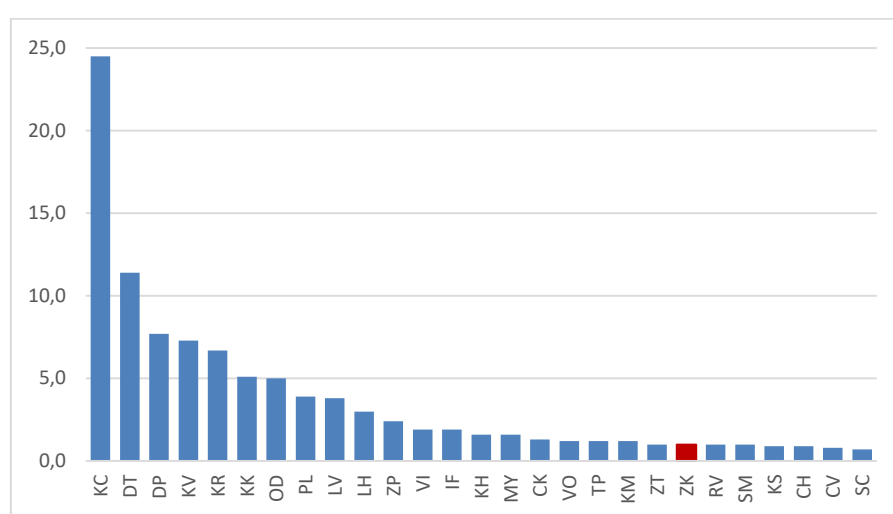


Source: *Eurostat*

The boundary regions have thus been demonstrated to belong to the lower-income parts of the two countries. It could be insightful to look at the factors of production involved to account for a poor performance. In the economic theory two primary factors of production are

recognized – capital and labour, for industrial countries leaving the land aside as a less contributory component. We provide therefore a descriptive analysis of the Ukraine and Slovakia with regard to those factors. Capital stock utilized in the production process is subject to the process of depreciation as well the accumulation through investment. Investment is crucial in building up the production capacity and determines the potential for future development. We provide figures of the regional share of total capital investment in regions highlighting the ones under investigation.

Figure 4 Regional share of investment in Ukraine (2012)



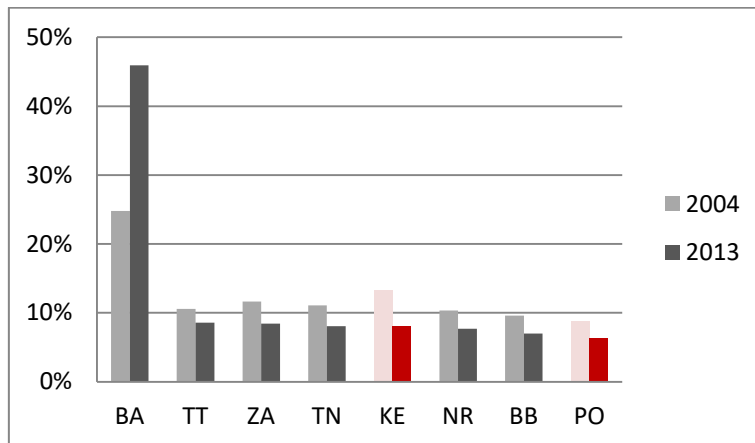
Source: Ukrainian Regional Dataset, KNOEMA

From Fig. 4 there is an obvious dominance of the Kiev region with respect of attractiveness for investment in Ukraine. ZK region's investment share of 1% does not match its relative size in population. In Slovakia, capital investment is quite similarly heavily dependent on the level of infrastructure and the specific position of the capital city of Bratislava and the adjacent region.

The analogous regional picture for Slovakia in Fig. 5 providing an intertemporal comparison of the investment share in the period of 2003 -2014 reveals the growing capacity of the capital city region in attracting investment. Noteworthy, all regions but Bratislava (BA) district are eligible for European funding of development projects, though no clear-cut effect of

the cohesion policy appears to take place. Just the opposite – the relative weight of investment has shifted westwards in favour of BA region over the decade.

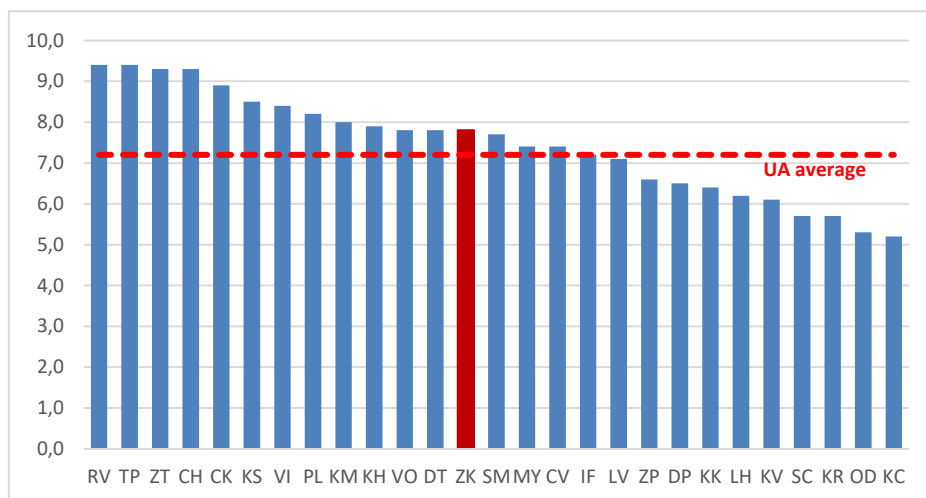
Figure 5 Share of capital investment in Slovakia by region (2015)



Source: Eurostat

Incremental capital investments accumulated in the total capital stock present a potential production capacity. Along with the capital stock the other production factor – labour – is utilized. The use of labour is described indirectly by means of unemployment rate by region. In Fig. 6 we display unemployment rate in Ukrainian regions against the average unemployment rate over the whole country.

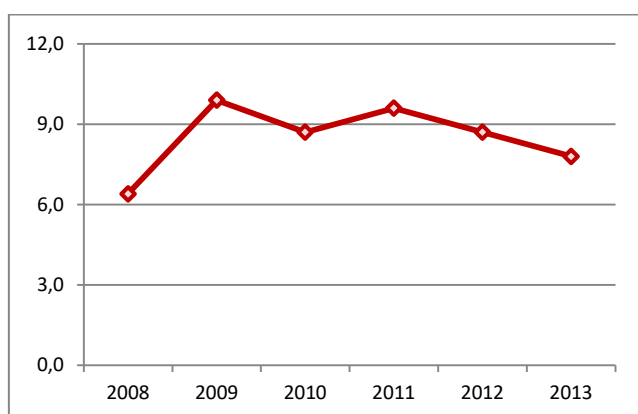
Figure 6 Unemployment rate in Ukraine by region (2013)



Source: Ukrainian Regional Dataset, KNOEMA

Focusing on the ZK region a higher-than-average rate can be observed for 2013. Time series of unemployment rate in the span of 2008 – 2013 is provided in Annex Fig 7 to demonstrate a peak of unemployment rate in the outbreak of the global crisis in 2009 and the recovery in the following years.

Figure 7 Unemployment rate in Zakarpattye region (2008 - 2013)

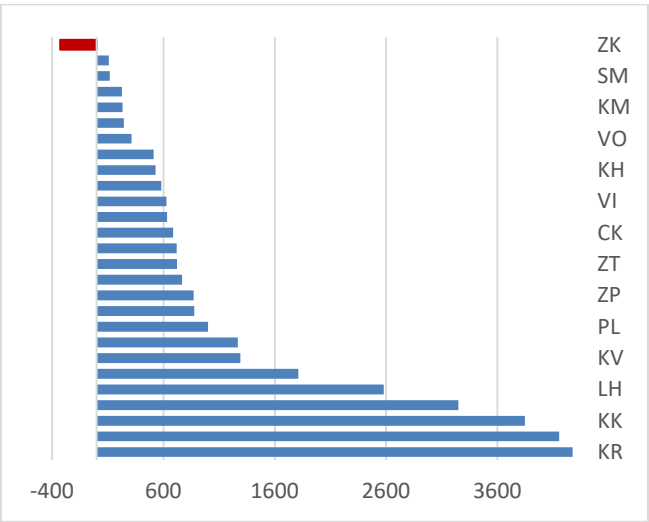


Source: Ukrainian Regional Dataset, KNOEMA

As the unemployment rate is calculated as a ratio of the unemployed to the total available labour volume, the decrease of the rate cannot be ascribed to the improvement in the

labour market in an outright manner. Fig. 8 shows the possible source of shrinking of the active population through migration.

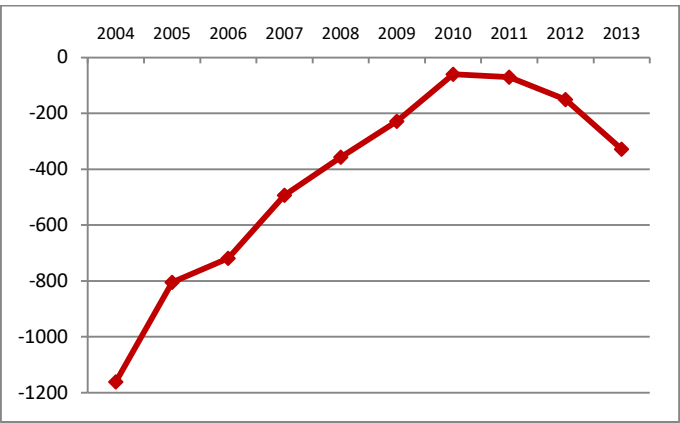
Figure 8 Net migration by region in Ukraine (2013)



Source: Ukrainian Regional Dataset, KNOEMA

Interestingly, Zakarpattye region was the only one to show negative net migration. The volume was not big enough to be supposed to affect employment rate considerably. One should though be aware of the "balance" nature of the indicator with possibly massive inflow and outflow of the different demographic composition. The fact is worth deeper investigation. Fig. 9 displays the net migration in the region retaining negative over the past decade.

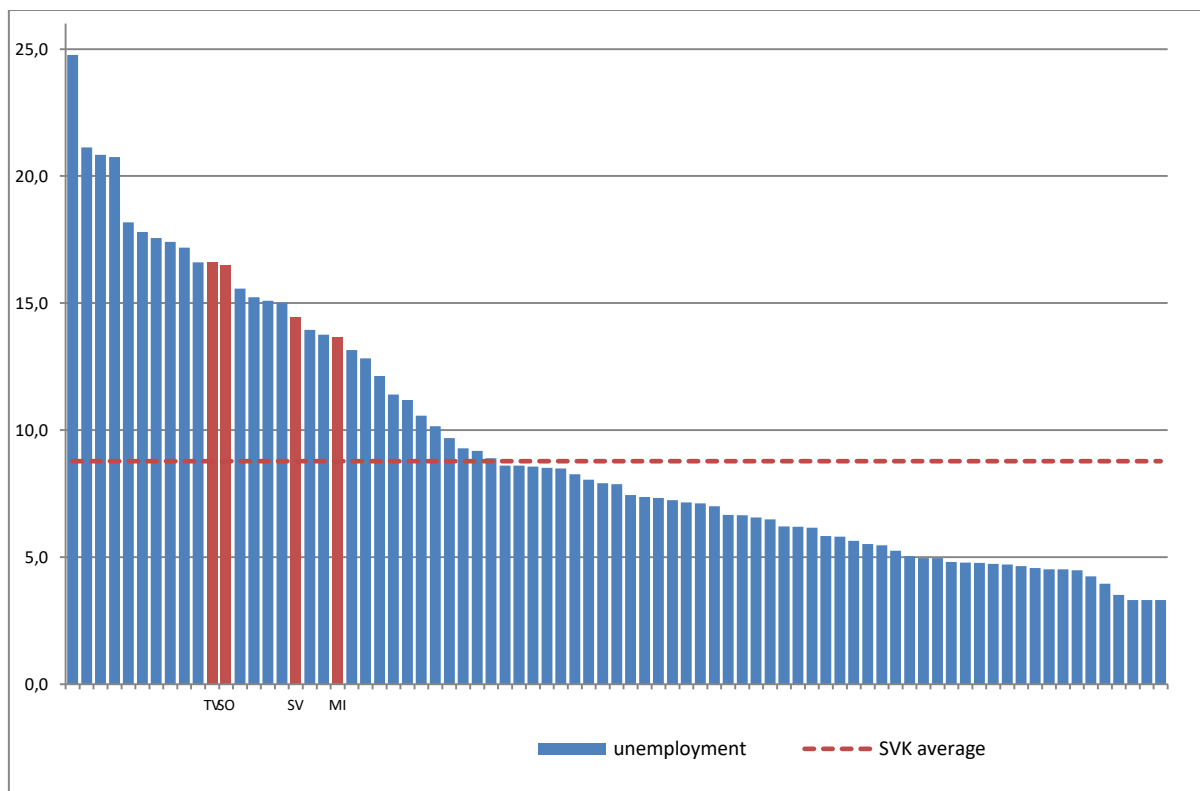
Figure 9 Net migration in Zakarpattye (2004 - 2013)



Source: Ukrainian Regional Dataset, KNOEMA

For Slovakia, more detailed information from data on unemployment rates for NUTS4 (okres) exhibited in Fig. 10 is available. Four boundary areas of Trebišov, Sobrance, Snina and Michalovce are labelled below.

Figure 10 Unemployment rate in Slovakia regions (2016)



Source: Central office of labour, social affairs and family of the Slovak republic

All four areas are high above the Slovakia average of 8,8% unemployment rate indicating unemployment as a systemic feature of the boundary regions. Registered unemployment rates in Slovakia and Ukraine cannot be though directly compared due to presumably differing methodologies and possible considerable share of unemployment undetected by the official survey. The most distinctive feature of the data is variance. Ukrainian data span 5,2 – 9,4% while in the case of Slovakia it is 3,3 – 24,8%. A fair part of the difference can be attributed to the level of breakdown, in bigger regions some extreme values average out.

Having surveyed involvement of the main productive resources from the macroeconomic data allows to draw preliminary conclusions. On both sides of the border slacks in the use of economic resources – both capital and labour – have been indicated. Intertemporal comparison reveal that there is no significant change towards the desired magnitude of production factors’

involvement. The current state-of-the-art of institutions' performance suggests there is potential and need for support and further development. Addressing the problem, there is an option to help international institutional interplay to extract a potential of coordination and cooperation. There is an indicated resource in human capital as well.

5.3 Developing and delivering successful cross-border cooperation

The key objective of cross-border cooperation (CBC) is to support activities which lead to sustainable development in bordering regions and to achieve improvements in the quality of life of the population living in this area while leveraging opportunities stemming from cross-border exchanges. There might be different types of CBC agreements, initiatives and actions ranging from cultural through socio-economic to very technical, infrastructure projects. We are not limiting our discourse here to any specific type of CBC and refer to a generally encompassing view of CBC as a cooperation that seeks an opportunity for mutual benefit.

In what follows we discuss the role of relevant levels of multiple governance structures and international relations including transnational and national governance levels. From there we seek to elaborate on the prerequisites of shared priorities in intersecting areas of socio-economic development of bordering regions, how this can be supported through building local capacities. While we might not be explicitly focusing on the political geography of CBC, this is implicitly present in different governance levels and emphasised through the argued importance of transnational structures.

Local level is discussed as the locus where actions are targeted, supported and delivered. Local support to cross-border initiatives rests on local capacities, the role and importance of which needs to be recognized. While the outreach from national and regional structures to local level is important as a basis for good governance, the level of complexity of cross-border initiatives and the conditions in which the initiatives need to take place require additional support from transnational structures. This is supported by the discussion of the best practice example of the Barents Euro Arctic structures.

Conceptual views of cross-border cooperation

Cross-border cooperation falls by the discipline scope and thematic coverage into wide range of areas. One way to discuss and analyse CBC is to narrow the scope to specific aspects and operational levels of CBC such as the level of processes, conditions, structures and interactions. Less common are methodology approaches to CBC as comprehensive conceptualisations are not straightforward. Methodological research efforts might focus on the multilevel governance structures and map stakeholders involved at various levels of cooperation. Stakeholder analysis is a useful exercise for any development strategy including CBC actions and initiatives but it is of interest mainly for concrete configurations of bordering regions.

Recent decades of increased CBC between countries in Europe and across the world offered analyses of bottom up and micro level transactions which are of particular interest to CBC stakeholders. A summary view of CBC stakeholders documents the complexity which is related to the process of CBC. The stakeholders of CBC process in general need to include different governance levels from supranational, transnational and bilateral foreign policy representatives, multiple level governance structures with particular role played by governance professionals at regional and local level of bordering regions, research and academic community, civic society representative and business/corporate sector representatives. Concrete CBC actions, if they may refer to valid supranational strategic documents or structures (example of BEAC discussed in other parts of this document), relate then to regional and local development structures and involve only relevant levels of governance to represent governance level in the process of CBC.

CBC FRAMEWORK

Cross-border cooperation is a complex process embedded in different social political and economic structures of governance of bordering regions that seek to cooperate. When starting to map the process of CBC the following areas and levels of analysis need to be addressed: governance structures and levels, thematic areas of CBC actions; types of action/intervention; stakeholders involved in CBC; processes related to CBC planning, support (negotiation and

agreement) delivery and assessment. While cross-border cooperation within EU regions allows for close integration of policies and structures, cooperation at the outer border of EU face different challenges.

Drawing the essentials of a CBC model, one of the first and elementary stages involves mapping the interrelationships between different actors involved in CBC. To achieve that, it is crucial to develop knowledge on functions and capacities available for local development of bordering regions (areas, cities). The stock taking exercise at the outset of CBC goals definition should include the following steps:

1. Identify policy areas of bordering regions where responsibilities can be communicated and/or coordinated
2. Identify the policy areas which could profit from being coordinated across-borders
3. Identify most prominent actors of CBC
4. Identify/map delivery potential of different actors of CBC
5. Analyse interrelationships between policy actors engaged in cross-border cooperation

SOCIAL CAPITAL FRAMEWORK OF CBC

Any form or stage of CBC involves intense interaction between its actors. Such interactions are the core of the social capital framework of the CBC proposes in Grix (2002) and further developed and applied in (Grix, Knowles 2010).

- Social capital conceptual framework of CBC is appealing for the underlining the crucial role played by interaction between CBC actors.
- The role of interactions as well as the outcome of the process of CBC involving different types and actors taking part in the CBC process, Grix (2002) suggests concept of social capital which is being formed and produced along the CBC process.
- In this view of social capital, the process of CBC is conceptualised as the process of social capital formation.

Micro dynamics of social capital formation (Grix, 2002)

1. Interaction and participation
2. Trust
3. Access
4. Social capital and networks

Social capital and networks feeds back to interaction and participation. The logic behind this concept is that the nature of CBC requires by itself interaction which in certain conditions generate a trust generation as the first stage of social capital mobilisation. Interactions here represent social interactions, as well as interaction between business partners and governance representatives within economic exchanges and networks. This framework of CBC is particularly useful for emphasise role of interactions and the need to recognise this role and provide the CBC actors effective support. As Grix concludes, it is not a problem for border elites to interact as they are often driving forces of the process, crucial is how to extend the interaction to general population in the bordering regions.

What can we learn from evidence on CBC?

The level of activities across-borders of regions has increased considerably in past decades also due to change in geo-political structures across the world. Following the fall of centrally planned systems in 90s, we could have experienced dramatic change in the European space, which developed towards dramatic EU enlargement. Cross-border interactions increased considerable within European space and this has added to richness of experience from CBC practices from European countries in addition to other examples from countries across the world.

Because of the recent changes in urban and rural landscapes, pressures from urbanisation created more focus on direct partnership between cities in bordering regions. Cities are also centres of sub-national regional structures, even though the city and regional strategies might not be inter-connected. A review of case studies is often one of the best information sources for building knowledge on good practice in locally targeted initiatives. Castanho et al. (2016) reviewed 20 case studies of CBC in Europe, each case studies involved at least 2 countries/regions. The focus on cooperation of cities and the collection of case studies

was not based on availability or ad hoc selection but on a set of criteria to support robustness of the results.

The key research question focused on criteria which could be identified as success factors for CBC. Analysis of each case study was supported by additional evidence from different data sources on the socio-economic context of particular case, referring in particular to information on: population, territorial development strategy; distance between the cities involved in the CBC strategies¹⁶⁸; GDP/capita; official languages; border typology etc. The CBC cases subject to the analysis included projects with intensive cooperation between cities in EU countries in transportation, spatial planning, socio-economic development, culture, research and education.

The approach adopted by Castanho et al. (2016) makes information contained in case studies more accessible to other CBC actors in different setups because of the following:

- clear and well described methodology define how far the interpretation of results are relevant for other CBC projects and strategies, especially for CBC practitioners involved in development of CBC plans and interventions.
- additional survey with CBC professional confirm our suggestion that, besides working with raw data on local and regional level and constructing CBC statistics, there is a knowledge at local level which needs to be recorded and collected
- to support the methodological framework for case studies analysis, additional information was collected from the main actors of the CBC process, experts and professionals (informal interviews)

CBC SUCCESS FACTORS

Castanho et al. 2016 identify success factors of CBC including the following, relevant for the case of fostering Slovak Ukrainian CBC between the cities of Presov and Kosice on Slovak side and Uzhorod on Ukrainian side:

- connectivity
- strong territorial strategy
- coordination on infrastructure

¹⁶⁸ studied cases of CBC were limited on cooperation between cities

- increase sense of belonging
- diverse infrastructure offer
- strong economy
- increased quality of life
- attractiveness for youth and talents
- alignment of strategic documents/plans
- strong political commitment
- citizen involvement
- political transparency

These and other factors were analysed with respect to their impact on success of CBC on individual case studies. Summarizing the findings with relevance for the Slovak Ukrainian CBC development the following factors are most relevant:

1. definition of clear objectives and strategic plans
2. political transparency and involvement
3. promoting connectivity and movement between cities
4. attract young and talented people
5. grow cities' cultural and economic potential
6. promote citizen involvement and participation
7. increase quality of life for the population and consequently improve quality of environment for the visitors

Drivers of local development and relevance for cross-border cooperation

CBC in practice rests on successful results for local economies. The local development nexus is therefore logical focus point for outlining priority areas of socio-economic development at specific local areas including bordering regions. The success of development strategies in bordering regions and places is closely linked with their ability to deal with CBC challenges and respond to CBC opportunities. Integration of CBC with local development goals is a success condition as argued in preceding section.

Local development varies across regions and countries and local places can draw on rich practice experience from other developed countries comprising EU non-EU and world

economies on how particular local issues have been addressed and cared for and what defines the successful outcomes for local communities.

Balancing city/urban objectives with regional/local objectives is becoming increasingly complex task. For illustration, supporting job creation and employment opportunities locally decreases pressures to commute to urban areas and improves conditions for sustainability of local areas and their ecosystems.

The drivers of development can be seen as necessary conditions for sustainable economic growth at local level and may be condensed into 3 essential pillars of local development:

- Entrepreneurship
- Social cohesion
- Innovation and skills development

In order to achieve good delivery of growth oriented strategies good governance needs to be in place and design and implement policies for competitiveness and prosperity. Inclusiveness of policies has become a must for any area and inclusive entrepreneurship is being promoted as way to tackle contemporary problems of excluded groups and troubled generations of youth with limited access to employment opportunities.

WHAT WORKS IN LOCAL DEVELOPMENT STRATEGIES?

OECD work on local development has been consistently following the process of social and economic development from the local angle while collecting evidence from successful local actors across the world. The information based on good practice examples and principles communicated by local development experts and practitioners provides a valuable knowledge of what needs to be considered for local action. An illustration of a useful shortlist of recommendations to be followed and monitored at local level illustrated the range of issues that need to be addressed at local level (OECD 2014; 2016):

- Co-ordinate employment, skills, and economic development policy
- Support the lifelong development of relevant skills
- Help areas move out of the low skills trap
- Tackle labour market exclusion
- Create conditions conducive to high growth firms
- Promote entrepreneurship skills.
- Support social entrepreneurship as a source of job creation
- Adopt new approaches to economic development.
- Respond to demographic changes
- Smooth the transition to a green economy.
- Use local data to inform local policy

Using local data to inform local policy related to building local capacities proved to be particularly challenging area of building local strategies and including the scope of CBC projects and initiatives. It is important not only to use locally disaggregated data but also identify how such data can be retrieved from available statistics. Equally important is to understand what options are available for actually collecting data at local level on specific issues.

Building local data capacity to leverage synergies and opportunities in cross-border activities

Building local data capacity and intelligence to leverage synergies and opportunities in cross-border activities is one of the key favourable conditions for strengthening cross-border activities and projects. Quantitative data on cross-border flows is very useful but it has only limited bearing on improved understanding of the real impact of cross-border interaction on attitudes and intentions of bordering populations (Grix 2001). Efforts for developing cross-border statistics are important and also a long-term endeavour and designing meaningful indicators is a part of a long process where collecting information and supporting capacity at local level is crucial. Often, statistics at national/international levels are being collected for a limited period as a result of common projects. The discontinuation of joint efforts also raises the question to what extent do data contribute to building local knowledge on how to structure and develop strategies and plans in specific areas in a better and more effective way. In case of

cross-border projects and initiatives the situation is more complicated and many obstacles stem from different scope and structure of strategic planning tools such as development strategies.

The expertise on building local data capacity is particularly useful as a source on theoretical and empirical evidence leading to shortlist of best principles for building evidence based strategies.

OECD (2010) suggests that supporting local economic intelligence is about helping local organisations/governance actors. Selecting from OECD shortlist and adapting it for the scope of this report we suggest the following steps for supporting local information capacity in relation to CBC:

- identify local enablers, drivers and barriers of local development providing information for the strategy building;
- support/improve local approach to gathering and using information for the strategy building, identify local training needs to support the local capacity;
- identify support knowledge management tools (foresight);
- provide support to creating using and properly interpreting indicators to monitor development of cross-border regions and evaluate impact of CBC projects.

LOCAL INTELLIGENCE: SUPPORT TO INTEGRATED DECISION MAKING

Key innovation and support on supporting the correct identification of goals and CBC objectives can be provided by working with locally disaggregated data. Referring to success factors of CBC and best practice in building and delivering CBC locally nested development strategies, efforts to support local knowledge need to be structured in specific thematic areas defined as a part of the process of CBC plans and goals alignment.

One of the key areas is employment and skills development and the local information on labour supply and demand and skills development. In most localities and regions is situation of youth at labour market of particular interest.

Recent research in labour markets show the key role of supporting youth, fighting marginalising disadvantaged groups and supporting entrepreneurship skills as the most effective driver for local job creation and growth.

METHODOLOGY AND PRACTICE – WHAT IS FEASIBLE AT LOCAL LEVEL

Local level faces considerable constraints at multiple levels when it comes to professional approach to leveraging information and intelligence about development strategies and to integrating those with cross-border projects. Here, expert networks and projects might target directly local level by filtering out simple methodological tools for data collection and interpretation accessible to wider range of local audience actors. The local level actors can consequently build capacity towards increasing their autonomy in collecting and processing data and information they need for informed strategic planning. Hereafter they can coordinate on individual stages of data collection with their cross-border counter parts avoiding methodological issues when working with complex data set.

Efforts at local level do not mean to underestimate positive developments in statistical data work at national and supra-national levels. The quality, scope and coverage of quantitative datasets are improving to great appreciation of the expert community. Yet, the local level often needs more localised level of information. Large datasets and their collection at more detailed level of disaggregation might not be affordable because of economic sustainability. Another limitation may stem from lack of local level expertise in working with available complex data, extracting and/or interpreting information for relevant local areas and thematic coverages. Summarizing this line of argumentation: however intensive might be the efforts aiming at locally available statistics collected at national and supra-national level, there is a space and demand for supporting capacity to collect and interpret information locally.

Local efforts to improve information capacity might be supported by tools and initiatives. For illustration, a list of tools for developing activities on local information base could contain:

- surveys with prepared survey questions and interpretation modules for optional results;
- web-based tools, allowing for continuous feed-back and immediate feedback on variety of questions and issues;

- communication manuals for structured dialogue with local business community: subsets of variables/questions mapping labour and skills demand, indicators of business environment;
- drafts of memorandum agreements helping local CBC actors to outline concrete areas for cooperation with local academic research communities;
- structured inventories of tools and best practice examples (Barents region, best practice examples from cross-border projects and initiatives within EU etc.);

In terms of a thematic focus, it is useful to start with a subset of thematic modules which cover priority areas at both sides of cross-border partners. For illustration, first initiatives targeting information collection and coordination between bordering regions and localities could involve:

- collecting information on local governance capacities: qualitative and quantitative data collected from local and regional professionals: i) interviews on CBC priorities and barriers with CBC actors (governance representatives, business representatives, etc.); ii) web based tool/questionnaires wider population;
- local labour supply topics: employment/entrepreneurial intentions i) modules/survey for students at locally connected universities (perceptions of their skills, entrepreneurship skills, migration intentions etc.); ii) interviews modules for local business leaders; iii) interviews/questionnaires for labour market professionals/labour offices ;
- skills: web based modules for local youth and individuals in general on skills profiling, identification of training needs, barriers to access adult education and training.

Building local information tools in coordination with initiatives focusing on collecting and processing cross-border data is clearly a difficult task but the payoff is corresponding to efforts required. Coordinating and supporting isolated data collection initiatives across borders and nesting those in local bordering communities supports building strong information base. Even more importantly, when doing so, along such a process the CBC community develops and strengthens its basis in pursuing a shared vision and realising individual and common objectives towards informed decision making and improved effectiveness of CBC projects and initiatives.

5.4 Examples of best practise: Barents euro-atlantic and regional councils

5.4.1 East - West relationship and building the bridges

Regional cooperation building on common projects and activities has proven to be a key factor in building mutual trust, prevention of conflicts and economic and social development on both sides of the borders between countries of the European Union and those in its neighbourhood.

Initiated by Poland and Sweden and taken over by the European Commission, on 7 May 2009 the European Union inaugurated in Prague, Czech Republic initiative called Eastern Partnership (EaP). The Partnership is an initiative governing its relationship with the EU neighbouring states of Armenia, Azerbaijan, Belarus, Georgia, Moldova, and Ukraine. It is intended to provide a platform for social development, trade proliferation, economic strategy, travel agreements, and other issues between the EU and the 6 countries. Very specific examples is Russia, which is not part of the EaP, but has an important role as the biggest and most influential country bordering the EU. This cooperation is governed by Agreement on partnership and cooperation establishing a partnership between the European

Communities and their Member States, of one part, and the Russian Federation, of the other Part.

While EaP or Agreement on partnership provide kind of umbrella initiatives fostering multi-layer collaboration, there is growing number of concrete examples of regional cooperation and initiatives on the border of the EU and its eastern neighbours. One of the examples is development of cooperation among Sweden, Norway, Finland and Russia through Barents Euro-Atlantic Council and Barents Regional Council. As a part of the project we analysed both councils as an example of good practice and attempt to use this analysis as a tool for further discussion on how to institutionalise and deepen cooperation among the Slovak and Ukrainian regions.

Cooperation in the Barents Euro-Arctic Region was launched in 1993 on two levels: intergovernmental (Barents Euro-Arctic Council, BEAC), and interregional (Barents Regional

Council, BRC), with sustainable development as the overall objective. There were seven basic survey questions set up for the study:

- What is history and/or *raison d'être* of the Barents Euro-Atlantic Council and Barents Regional Councils?
- What is the institutional, technical and managerial set up of the cooperation?
- What are the lessons learned in establishing of the regional cooperation and what we may learn from the achievements and problematic areas?
- How is the cooperation secured in terms of financial and human resources?
- What are the mechanisms of partners' selection?
- How is the decision-making established and what is the experience with functioning of the organization and management of the councils?
- What are approaches to select topics and issues for work groups, concrete projects and activities?

In the first part of this chapter we map and analyse outcomes of the initial survey questions on Barents Euro-Atlantic Council and Barents Regional Council. In the second part we discuss strong and weak part of the projects and what are the lessons learned for development of the Slovak-Ukrainian cooperation.

5.4.2 Barents Euro-Arctic Council

<http://www.beac.st/en>

The cooperation in the Barents Euro-Arctic Region was launched in 1993 in Kirkenes, Norway. The region consists of thirteen counties or similar subregional entities in Norway, Russia, Finland and Sweden. There is intergovernmental *Barents Euro-Arctic Council*, and interregional *Barents Regional Council* level. It was formalised when the Foreign Ministers of Norway, Russia, Finland, Sweden and representatives of Denmark, Iceland and the European Commission signed the Kirkenes Declaration on 11 January 1993.

The BEAC Chairmanship and the BRC Chairmanship rotate every two years. The BEAC acts through its Committee of Senior Officials (CSO) between the Ministerial Meetings, and the BRC between the BRC meetings through its Regional Committee (RC).

The history of the Barents Euro-Arctic Council (BEAC) goes back to 1993, when regular BEAC Ministerial session started. It was however decided, in 2007, to enhance the cooperation with establishing of coordination body - the International Barents Secretariat (IBS). This body was approved by the Agreement on the Establishment of an International Barents Secretariat and signed at the 11th BEAC Ministerial session on 15 November 2007. The secretariat provides technical support for the multilaterally coordinated activities within the framework of the Barents Euro-Arctic Council and the Barents Regional Council. Among main tasks of the IBS is back up and support of work and activities conducted within the frameworks of the Barents cooperation and secure biennial rotation of governmental and regional Chairs.

There are five working groups under the Barents Euro-Arctic Council:

- Working Group on Economic Cooperation (WGEC)
- Working Group on Environment (WGE)
- Steering Committee for the Barents Euro-Arctic Transport Area (BEATA)
- Joint Committee on Rescue Cooperation
- Barents Forest Sector Network (BFSN)

Working Group on Economic Cooperation (WGEC): The Region offers great possibilities for economic activities for example in the fields of extractive industry, tourism, and oil and gas production. In long term, the opening of the Northern Sea Route has been indicated to bring the Region new economic prospects. The Working Group on Economic Cooperation (WGEC) seeks to promote economic development of the Barents Region through enhanced cooperation between the BEAC member states. WGEC works closely together with the regional business-life, the Chambers of Commerce and the Barents Business Advisory Group (BBAG). The biennial Barents Industrial Partnership meetings are the highlights of each WGEC Presidency. There is a separate forum for forest sector cooperation in the Barents Region – the Barents Forest Sector Network (BFSN) reports to the Working Group on Economic Cooperation.

Working Group on Environment (WGE): The Working Group on Environment was established in 1999. The Barents Region is becoming a strategic region for the Europe. Its natural resources and new transportation routes will change the global map on resource use and transportation. An important challenge, thus, for the prosperity of the region is to promote responsible, sustainable and environmentally sound economic activities. The WGE is expected to cover a wide spectrum of issues and to be able to deal with both strong priorities of the Barents Cooperation and major environmental challenges. The work is therefore organized in sub groups and prioritized themes. The Regional Working Group on Environment carries out cooperation projects between the regions in the Barents region and works in close cooperation with the WGE and its subgroups.

Steering Committee for the Barents Euro-Arctic Transport Area (BEATA): The need for cooperation on transport between the countries of the Barents Region was raised at a meeting of the Ministers for Transport of the BEAC, in Arkhangelsk in September 1996. The Steering Committee is required to submit a report once a year to the BEAC and to the European Commission. The chairmanship of the Steering Committee rotates between the members on a two-year basis.

The Barents Region was subsequently introduced into the EU transport cooperation as a Transport Area, decided at the third Pan-European Transport Conference in Helsinki in 1997. The identification of transport corridors on a European scale started at the second Pan-European Transport Conference in Crete in 1994, where several EU transport corridors and four Pan-European Transport Areas were defined. The BEATA cooperation was established and guidelines for its work drawn up at a meeting in Copenhagen in May 1998 between the Ministers for Transport from Finland, Norway, Russia and Sweden and representatives from the European Commission. A Steering Committee for the BEATA was set up. The main aim is to strengthen cooperation in order to create an efficient transport system in the Barents Region that integrates the different means of transport. The cooperation includes border crossing points, customs cooperation, maintenance and reconstruction as well as new projects to improve the infrastructure.

Joint Committee on Rescue Cooperation: The aim of the Barents Rescue cooperation is to improve the possibilities for the rescue services agencies to co-operate on emergency and rescue issues across county and national/federal borders in the Barents Region. Such increased cooperation would make optimal use of the widely dispersed resources and provide assistance faster and more directly. Specialist functions would be made available to neighbours in need.

Focus is on day-to-day basic emergency situations, such as traffic accidents, forest fires, tourism related accidents, fires in open cabins, floods and ice plugs, and industrial and chemical accidents.

Barents Forest Sector Network (BFSN): A new operational approach emphasizing network based cooperation between the members for the BFSTF was approved in the joint meeting on May 23, 2014 in Helsinki. Accordingly, the name of the Group was changed into the Barents Forest Sector Network (BFSN). The aim of the BFSN is to promote sustainable management of forest resources, to follow and timely contribute to BEAC activities, to advocate balanced and coherent view on forests as well as on products and services they provide. To this end the BFSN is to: (i) promote economically, socially and environmentally sustainable management of forest resources, and (ii) contribute to conditions of sustainable and multifaceted utilization of forest resources and to promote ecosystem services in the Barents Region.

5.4.3 Barents Regional Council

<http://www.beac.st/en/Barents-Regional-Council>

Barents Regional Council (BRC) unites 13 member counties and a representative of the indigenous peoples in the northernmost parts of Finland, Norway and Sweden and north-west Russia. The regional representatives, together with the indigenous peoples signed a cooperation protocol that established the Regional Council for the Barents Euro-Arctic Region with the same objectives as the BEAC - to support and promote cooperation and development in the Barents Region. The protocol determines the structure and the general aims of the regional cooperation.

The Barents Region includes counties or their equivalents from each of the member states:

- Finland: Kainuu, Lapland and Oulu Region (North Karelia was granted an observer status in 2008)
- Norway: Finnmark, Nordland and Troms
- Russia: Arkhangelsk, Karelia, Komi, Murmansk and Nenets.
- Sweden: Norrbotten and Västerbotten.

In addition, the BRC also provides platform for the indigenous Peoples in the Barents Region: Sami (in Norway, Sweden, Finland and Russia), Nenets (in Russia) and Veps (in Russia).

The Barents Regional Committee: The Barents Regional Committee is a forum for civil servants from the member counties and a representative of the indigenous peoples. The Committee is responsible for preparing the meetings of the Regional Council.

The Committee prepares the meetings of the Regional Council and implements the decisions taken by the Regional Council. The Chairmanship of the Regional Committee is held by the same county as that of the Regional Council, and consequently alternates every second year. Each Chairman is responsible for setting up a secretariat to assist the work of the Committee. The Regional Committee meets regularly to discuss matters of multilateral character. The issues (cooperation projects, applications, initiatives etc.) are prepared in advance in each county, within the international department of the county administration in the case of Russia, Sweden and Finland, while the Norwegian counties also have established a joint Barents Secretariat in Kirkenes to organise their joint Barents related work.

5.4.4 Financing Barents cooperation

Various financial mechanisms are available to support multilateral project cooperation in the Barents region. The most important funding sources are the national and regional budgets of the Barents countries, various EU Programmes and the Nordic Council of Ministers. In

addition to this, International Financial Institutions offer financing for investment projects in the region.

The main financing sources for Barents cooperation projects are BEAC member states national funding, EU funding programmes, Regional initiatives, International and national financing institutions.

5.4.5 Barents cooperation and lessons learned

The vision of the Barents Cooperation is to improve living conditions, to encourage sustainable economic and social development and thus contribute to stability, environmental progress and peaceful development in northernmost Europe. These aims can only be reached through continuous, multifaceted efforts in a broad range of areas, spanning from overall security, environmental concern and economic development to the human dimension.

The Barents Cooperation promotes people-to-people contacts and economic development and creates good conditions for interregional exchange in many different fields; e.g., culture, indigenous peoples, education, youth, trade, information, environment, health and transport. The Barents Cooperation is regarded as an integral part of creating a stable, democratic and prosperous Europe.

The main lesson learned is importance of high level commitment and regional, tailor based approaches. In the same time, it points out to the importance of institutionalisation of cooperation, and role of structures and clear work plans. While it is important to bring political and administrative structures closer to the citizens and to improve the democratic functions of society, it is equally important to support local approaches through inter-governmental agreements and programs.

Barents cooperation is a unique undertaking that confirms the value of close integration between intergovernmental, interregional and people-to-people cooperation. It is also an important framework for strengthening and developing the regions.

5.5 Towards strengthening cooperation and socio-economic development

Cooperation between Slovak and Ukrainian governments and regions has already had history of more than 20 years. There has been attempts to boost the cooperation, remarkably using cooperation agreement between Carpathian Regional State Administration in Uzhgorod and Prešov County. The Agreement signed on March 15, 2005 identified 9 key areas:

- Economic activities to support the development of SMEs,
- Regional policy, regional development,
- Coordinating the preparation and implementation of joint programs, particularly through use of the EU funds,
- Transport and transport infrastructure,
- Tourism,
- Environmental protection and spatial planning,
- Culture, education, sports and science.
- Social issues and health care,
- Other areas covered by the exclusive competence of both parties.

Yet, assessment of the progress so far points out to the need of more structured and more focused cooperation. In quantitative and qualitative research for this project we listed following key questions important for the cooperation development:

- What are the old and what are the new challenges in regional cross-border cooperation?
- What have we learned from the past 20-years of the cooperation?
- How can we boost social/economic development in the region and simultaneously preserve valuable Carpathian environment?
- How to move from declarations and official meetings to more targeted, people-to-people cooperation?
- How to create and coordinate the work between the different NGO, inter-governmental structures and other structures?

Analysis in progress point out to the very slow development, lagging behind the opportunities. New challenge is deteriorating situation in Ukraine, connected to Russia-Ukraine conflicts and lack of strategic initiatives on the side of the EU. It is of key importance how can the regional cooperation help to be the driving force for approximation of Ukraine with the EU.

For the question of how can we boost social/economic development in the region and simultaneously preserve valuable Carpathian environment we use SWOT analyses.

5.5.1 SWOT analysis of the Slovak-Ukrainian cooperation

Table 1: SWOT analysis of development potential taking into account social/economic and environmental factors.

| | | SWOT analysis | |
|--|------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| | | S: strengths | W: Weaknesses |
| | I n t e r n a l | <ul style="list-style-type: none"> - Supportive legal and policy framework and declarations of Slovak and Ukrainian governments, including EU-Ukraine Association Agreement - Substantial assistance provided by the Partnership Agreement 2014-2020 and allocated EU funds; - Growing number of published studies and outputs allows building research and public policy on national and regional expertise; - Sufficient quantitative data help to analyse the situation with regard to technical fulfilment of the targets and objectives; - Slovak recent experience with the EU enlargement and EU presidency, availability of key experts on both sides of the border | <ul style="list-style-type: none"> -Lack of permanent, institutionalised cooperation on the regional level - ad hoc projects, without coordination and centralised knowledge what is planned, implemented and what are the lessons learned - Generally weak public perception of the need of cooperation as a problem, reflected also in low interest of political parties and politicians; - Low interest of media - Time and administrative burden affiliated with grant proposals hamper projects initiatives -Different perspective on social/economic issues (e.g., migration, energy policies, transport) can make difficult common approaches, |
| | Ex t e r n a l | <p>O: Opportunities</p> <ul style="list-style-type: none"> - Eastern Partnership and clearly defined EU interest in deepening of the collaboration; - Availability of supportive schemes and funding - Increasing pressure for development of marginalised regions push local authorities to act - Improving knowledge on interlinkages between measures, employment and well-being - growing number of stakeholders interested in the cooperation; | <p>T: Threats</p> <ul style="list-style-type: none"> - Fragmentation of the EU, dismantling of the development policies and increase of tension on the continent, - increase of populism, radicalism and opportunism may dysfunction future Slovak and Ukrainian governments and endanger functioning of the cooperation; - Evaluation of synergic impacts of interventions going over the framework of individual OPs faces a basic problem which interventions will be taken into account and which not. In case of a comprehensive theme, as sustainable growth, there is a number of direct and indirect impacts of various interventions and some important impacts can be omitted. |

Source: Authors of the report

5.5.2 Recommendations: Cooperation opportunities and priority areas

In view of the analysis of past experience and examples of best practice, it is clear that institutionalised, planned and practically oriented cooperation between Ukraine and Slovakia could help increase its level, improve coordination between various initiatives and boost progress in border regions on both sides of the border. The recommendations that we describe in Part I and II. of this material should provide scope for the establishment and implementation of a cooperation model based on the analysis and application of best practices implemented by the Barents Euro-Arctic Council, the Regional Council and the International Barents Secretariat. The model would also take into account the local conditions and possibilities of the Slovak-Ukrainian border.

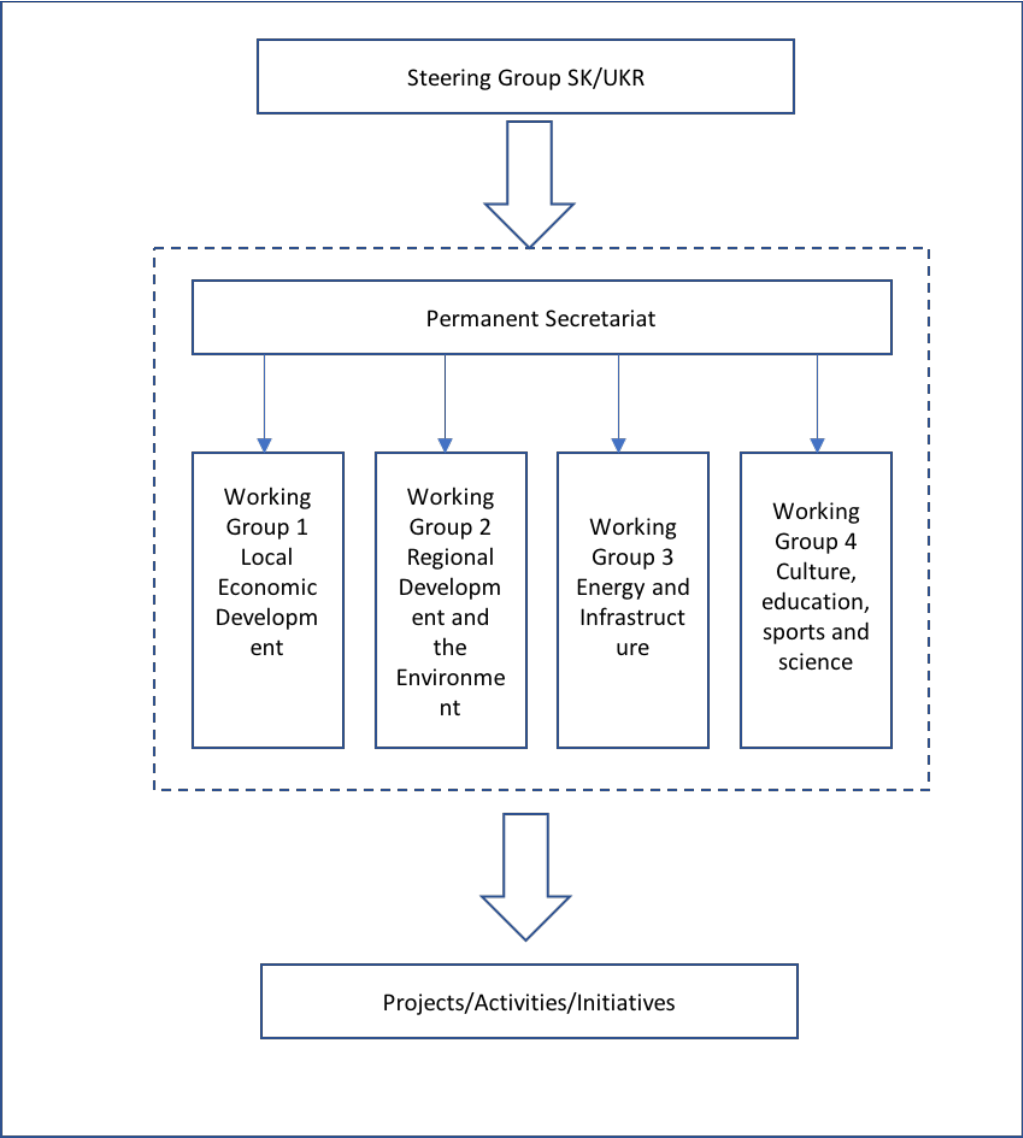
Institutionalization of cooperation and its support through standing and functioning bodies should, among other objectives:

- **in matters of state regulation of cross-border co-operation, prevent the interdependence of regional and local public authorities as well as overlapping activities at lower levels of management;**
- **ensure effective monitoring of implementation of cross-border cooperation programs that define strategic objectives and tactical roles, control mechanisms and phases of implementation;**
- **synchronize implemented programs with national and international economic and social projects focused particularly on balancing the level of development of cross-border regions;**
- **ensure the specificity and efficiency of the work of individual institutions (bodies) providing state support for cross-border cooperation;**
- **establish a stable platform for the participation of governmental and non-governmental organizations, experts and the public.**

The model of institutionalized co-operation would at the same time maintain its functioning and generate pressure to deepen and expand mutual relations. The proposed model would work on four levels. The controlling body would be in charge of covering the

entire process, approving the work plan and checking and commissioning the secretariat. It would be made up of high representatives of Slovakia and Ukraine, representatives of the regional administration, the academic community and important non-governmental organizations. **The key role in this case would be that of a numerously modest standing secretariat**, coordinating steering group meetings, providing technical support to working groups, and coordinating fundraising activities as well as provide contact with the public and the media. The annual work plan of the secretariat and working groups would form the foundation for its work and activities. The proposed structure is illustrated in Figure 1.

Figure 1. Proposed structure and institutionalisation of cross-border cooperation.



Based on the knowledge of the CBC results in the Barents Euro-Arctic region and the qualitative research carried out as part of the project solution, the optimal number of working groups could be five, in the following key areas:

- **Working Group on Local Economic Development (WP 1)**
- **Working Group for Regional Development and Environment (WP 2)**
- **Working Group for Energy and Infrastructure (WP 3)**
- **Working Group on Culture, Education, Sport and Science (WP 4)**
- **Working Group on Minorities (WP 5)**

The main condition for functioning and productive activity of the working groups would be transparent invitation and involvement of significant regional experts and effective work management through qualified and experienced coordinators. In addition to improving mutual awareness, acquisition of new partners, exchanging ideas, popularizing activities and coordinating activities, the main outcome of each working group could be to develop particular projects, but also stimulating initiatives and activities to strengthen regional cooperation and promote the economic development of border regions.

Working groups could also help organize regular and dedicated events (fora, workshops, conferences, colloquia). These can be supported by discussion groups on digital portals (e.g., Facebook, LinkedIn) to address the public, thereby increasing public support for cross-border cooperation. Coordination of the individual activities of the working groups would be carried out by a managing authority, which would also play an important role in identifying and supporting the funding of specific projects. At the same time, the Secretariat could play an important role in creating a single portal of funding resources available in the region and provide analyses and documentation to project initiatives.

The results of the Scandinavian experience and cooperation development potential indicate **the three main directions of necessary interventions**

1. **Development of a wider framework of cooperation in the Carpathian region,**
2. **Active support of the governments of Ukraine and Slovakia as well as the institutions of the European Union,**
3. **The transition from ad hoc projects and initiatives to coordination and stabilization of systematic co-operation.**

The proposed model should help implement the strategic and technical recommendations described in Chapters I and II. At the same time, it is necessary to anticipate that the **model we are presenting is not a universal solution but rather a basis for further discussion and its final form should be the result of a consensus of the concerned parties** on both Ukrainian and Slovak side, at the level of the governmental bodies and in accordance with the interests of the regions concerned.

5.6 Conclusions

Cooperation between Slovakia and Ukraine is extremely important, as evidenced by many bilateral documents and international fora. Enhancing this cooperation and increasing its efficiency are not only the objectives of central authorities of the two countries, but they are also crucial for implementation of practical steps at regional and local level. Firstly, long-term and ambitious plans based on an initiative from both Slovak and Ukrainian side and supported by the European Union are needed. Central authorities, together with local structures in both countries, should promote the sustainable economic and social development of border regions, in particular by helping to bring the economies of border regions from neighbouring countries to their markets, support the integration and spreading of the European Union, addressing environmental and healthcare issues, tackling organized crime, ensuring the effectiveness and security of borders, including the fight against illegal immigration, facilitating human contacts in border regions, all based on sufficient financial resources.

Secondly, the political support should materialise in the cooperation institutionalisation and in creation and support of technical structure, which would foster this cooperation. For the purpose of the study we first formulate conclusions and recommendations for the policy framework and international support and technical and practical recommendations. Based on

the studies on Scandinavian experience and state of the cooperation between Ukraine and Slovakia we at the end propose a model of institutionalization of cooperation between Ukraine and Slovakia, which we set forth as a basis for further discussions.

The results of long-term analyses of the potential of cooperation and the results of the project solution indicate the need to create *specialized international, regional and national structures and authorities* and to strengthen the commitments of the governments not only of Slovakia and Ukraine, but also other regional stakeholders - Hungary, Romania, Poland, Czech Republic, and the European Commission. A joint declaration with a vision of co-operation could be a step in the right direction. Cooperation between Ukraine and Slovakia cannot be developed only as a segment of bilateral relations, it needs to be supported in the context of the Carpathian region and within the Eastern Partnership, as well as with the possible prospects for enlargement and deeper integration of the EU. Development of Ukrainian - Slovak cooperation in should lead to strengthening the European Union and in the context of development of the Carpathian region

Analogically to the Nordic countries, especially Norway, Slovakia, as an EU Member State, should within EU bodies more actively seek the approval of solutions aimed at expanding and deepening cross-border processes at the EU's eastern border with Ukraine, creating new effective financial instruments for stimulating CBC.

Adoption of the European Neighbourhood Policy and its support mechanisms, as well as the continued support of local initiatives through EU cohesion policy, have proved to be extremely important for the expansion and development of cooperation between Ukraine and Slovakia. As part of an important issue for Ukraine's pro-European orientation, the implementation of the Ukraine-EU Association Agreement and a comprehensive free trade area would support the development of cooperation. The introduction of visa-free travel between Ukraine and EU countries is a step in the right direction. Sustainable economic and social development of the regions at the borders of Ukraine and Slovakia should be ensured in particular by promoting the production of border regions on European markets and a joint tackling of both global and regional issues. Within the existing Eastern Partnership

mechanisms, the European Union is politically covering and supporting cooperation also on the Slovak - Ukrainian border. It also strengthens cross-border cooperation within the cohesion policy. Given the high level of development, the Slovak-Ukrainian cross-border cooperation segment could become one of the platforms for cross-border cooperation on a pan-European scale.

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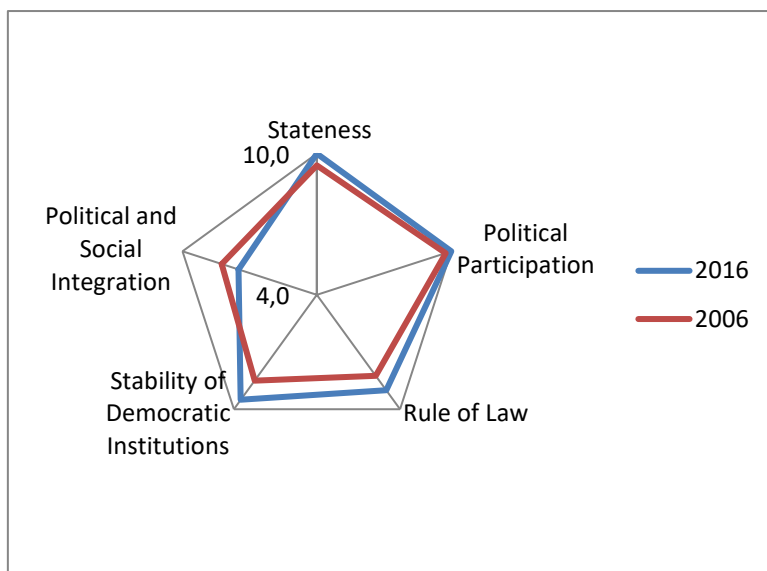
OECD (2014), Job Creation and Local Economic Development, OECD Publishing. doi: 10.1787/9789264215009-en

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5.8 Annex

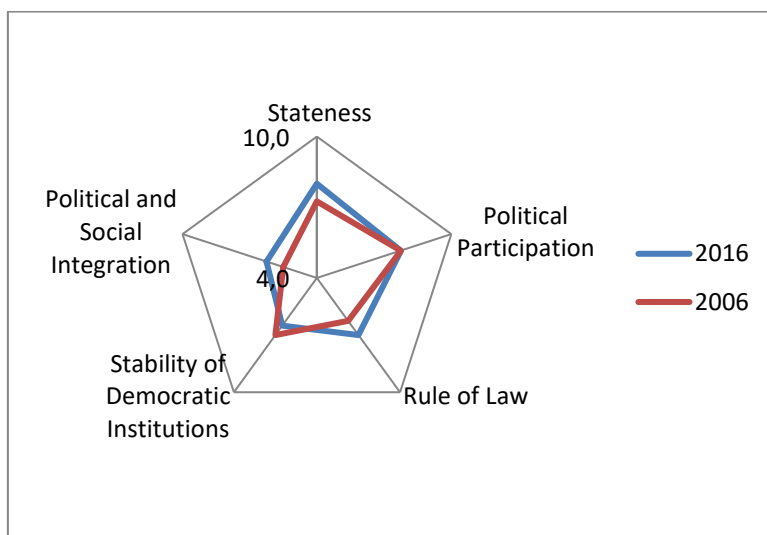
I. Comparing Slovak and Ukrainian transformation

Fig. A1 Democracy status Slovakia 2006 – 2016



Source: BTI data

Fig. A2 Democracy status Ukraine 2006 – 2016



Source: BTI data

II. EU funding

The EU cooperates with Ukraine in the framework of the European Neighbourhood Policy and its eastern regional dimension, the Eastern Partnership

https://ec.europa.eu/neighbourhood-enlargement/neighbourhood/countries/ukraine_en

The EEAS is the European Union's diplomatic service. It helps the EU's foreign affairs chief – the High Representative for Foreign Affairs and Security Policy – carry out the Union's Common Foreign and Security Policy.

EU Projects with Ukraine: The EU programme of financial and technical cooperation supports Ukraine's ambitious reform agenda. More than 250 projects are currently being carried out across a wide-range of sectors, regions and cities in Ukraine. EU assistance focuses in particular on support for democratic development and good governance, regulatory reform and administrative capacity building, infrastructure development and nuclear safety. EU funding for projects in Ukraine is provided in the form of grants, contracts and increasingly budget support.

Latest projects

[https://eeas.europa.eu/delegations/ukraine/search/site_en/?f\[0\]=im_field_regions%3A232&f\[1\]=bundle%3Aeeas_project](https://eeas.europa.eu/delegations/ukraine/search/site_en/?f[0]=im_field_regions%3A232&f[1]=bundle%3Aeeas_project)

The European Neighbourhood Policy (ENP) governs the EU's relations with 16 of the EU's closest Eastern and Southern Neighbours. https://ec.europa.eu/neighbourhood-enlargement/neighbourhood/overview_en

The new European Neighbourhood Instrument(ENI) (€15.4 billion for the period 2014-2020) is the main financial instrument for implementing the ENP.

- bilateral (EU – Ukraine https://eeas.europa.eu/headquarters/headquarters-homepage/15827/eu-ukraine-summit-strengthens-partnership-and-confirms-commitment-reforms_en)
- regional
 - Moldova – Ukraine Eastern Partnership Territorial Cooperation Programme =
 - Moldova – Ukraine Joint Operational Programme, 3,3 mil EUR, 2014-2020

The territorial cooperation programme will be implemented through three operational objectives:

- I. Improving the living conditions of local communities in the border regions through joint projects supporting economic and social developments in the fields of environment, employment, public health and any other field with a cross-border dimension
- II. Addressing common challenges of common interest having
- III. Culture, education and sports

- neighbourhood-wide

Twinning: The beneficiary partner in a Twinning project is a public administration with sufficient staff and absorption capacity to work with a Member State institution having a similar structure and mandate.

SIGMA: assistance in six key areas:

- Strategic framework of public administration reform
- Policy development and co-ordination
- Public service and human resource management
- Accountability
- Service delivery
- Public financial management, public procurement and external audit

<http://www.sigmaweb.org/countries/ukraine-sigma.htm>

TAIEX: is the Technical Assistance and Information Exchange instrument of the European Commission

- cross-border cooperation (CBC)

Cross-border Cooperation Programme Poland - Belarus - Ukraine 2014–2020:

Thematic objectives: allocation in EUR

- Promotion of local culture and preservation of historical heritage 30 852 777,85
- Improvement of accessibility to the regions, development of sustainable and climate-proof transport and communication networks and systems 53 399 038,59
- Common challenges in the field of safety and security 42 323 682,44

- Promotion of border management and border security, mobility and migration management 31 643 874,72

Hungary-Slovakia-Romania-Ukraine ENPI Cross-border Cooperation Programme 2007-2013

Romania-Ukraine Programme NA

6. CROSS-BORDER COOPERATION OF SLOVAKIA AND UKRAINE (THEORY AND PRACTICE)

(Marian Gajdoš, Zlatica Sáposová, Centre of Social and Psychological Sciences of the Slovak Academy of Sciences, Institute of Social Sciences, Košice)

Abstract

The case study aims to attract the attention of practical experts, researchers and the public towards the scope of questions related to the cross-border cooperation. Moreover, it points to some significant existing problems in the border regions along the inner but especially along the outer borders of the European Union. The measure, intensity and perspective possibilities of the cross-border cooperation influence certain forms of the society socialization, they form the consciousness and social relations of inhabitants living in the border regions. In the case of our study it goes on the border area of three countries – Ukraine, Slovakia and Hungary.

The European Union, realizing the importance of the cross-border cooperation within the integration process at its Eastern borders, supports its development through so called ENPI programme¹⁶⁹. Such a support is considered a priority even in the following period of the integrational process. It tends to contribute to the formation of effective and socially accepted near-border regions and thus to avoid the appearance of any significant political and economic dividing lines on the outer borders of the European community which may cross the whole European continent.

The aim of our case study is to use available data and experience to create an image of the involvement of public institutions and non-beneficial organizations on the territory of the Kosice self-governing region within the grant system of the European Union.

Our work points to some experience of the effectively functioning community of regions in northern Europe and uses the example of the Barents Euroregion. Based on obtained

¹⁶⁹ European Neighbourhood and Partnership Instrument

knowledge the conclusion of our work brings recommendations for innovative processes which may contribute to an increased intensity and effectivity of regional cooperation actions.

Keywords: Euroregions, cross-border cooperation, effectivity, regionalism, good practice

Introduction

Regional cooperation has been continually formed as based on geographical, social and economic possibilities of border regions. Different forms of cross-border cooperation¹⁷⁰ has appeared almost in every border area of Europe. In latest decades the systems of cross-border territorial cooperation¹⁷¹ have been spread on more and more territories and have had an impact on more extensive scope of the social life. They have overtaken significant functions from the central authorities, especially within the scope of the management of the social and economic life in the region.

The cooperation in near-border regions has a potential to reduce possible political discrepancies and to eliminate specific globalization problems which may rise.

In 1997 the Association of European Border Regions (AEBR) agreed upon the definition of the cross-border cooperation which is *a form of a territorial cooperation of neighbouring border areas; (or) a transnational cooperation among regional and local self-governing authorities or among other subjects which represent near-border areas.*

The aim of the cross-border cooperation¹⁷² is to let near-border areas form the conceptions of the regional development and implement them into practice. Typical regional

¹⁷⁰ In Slovakia there exist four different forms of the cross-border cooperation: inter-governmental agreements upon cross-border cooperation; the cooperation of Euroregions; the cooperation within the frame of self-governing and territorial state authorities; business chambers' cooperation

¹⁷¹ The cross-border cooperation is focused on these Euroregions: border regions of the European Union which are located at the outer or inner borders of EU, border regions at the borders of candidate countries at the future border of EU; border regions with coastal borders

¹⁷² The subject of the cross-border cooperation:

- specification of the conception and the strategy of cooperation in accordance to the interests of the relevant areas (infrastructure, economy, culture, environment etc.)
- cooperation in all spheres of life: employment, leisure time, sport, tourism, healthcare, converging different communities etc.
- acceptance and realization of effective decisions supporting cross-border cooperation, in accordance to European and inter-state agreements
- guidance, help and coordination of the cross-border cooperation
- technology innovation and transfer
- educational system
- social problems' solution support; crisis management and avoiding disasters
- intense development of different communication forms

interests and achieved results should be persuasively promoted in a way to attract not only the inhabitants of the regions but also some relevant partners for cooperation.

The success of the cooperation is conditioned by a continual dialogue and an information exchange covering important issues of near-border areas among different social groups, public authorities and important representatives of the business sphere.

The frame of the cross-border cooperation is influenced by different factors: diverse public and institutional structures, political aspects of individual countries, international circumstances, some specifics of the historical development. These factors may differ from state to state and thus each cross-border cooperation shows typical features.

Euroregions¹⁷³ (as one of the forms of cross-border cooperation) enable individual states and regions of the European continent to reduce and to overcome mutually some possible legal and administrative obstacles of the achievement of the goals of strategies and development. At the very beginning such a model was more effective in countries of the western Europe than in the mid-eastern Europe. The border regions of individual countries such as Hungary and Slovakia had very limited experience and they did not have any functioning legal model for the searching for a common way to solve existing problems.¹⁷⁴

From the point of view of the civil law Euroregions are being founded at the borders of the countries in accordance to valid internal rules. Within the frame of cooperation the respective sides must pay respect to internal laws of all partners defining their competences. From the point of the public law Euroregions were and are formed in the pursuance of interstate agreements with the presence of local and regional authorities. Euroregions have become special cross-border legal subjects empowered with competences to conclude international contracts (e.g. the founding letter of Euroregion) or to be engaged in cross-border activities. Euroregional cooperation – its acceptance, execution and the implementation of common programmes - must not disturb the national rights and sovereignty of the states.

One of the most frequently quoted definitions of Euroregions, written by Albert Gasparini describes Euroregions as *“a cross-border territory evolving towards an institutional*

-
- public safety

¹⁷³ The first Euroregions were being founded on the territories of Germany, Netherlands and Belgium in the 50s of the 20th century, e.g. EUOREGIO in Gronau-Osnabrück-Enschede area since 1958 (Schulz, 1998)

The first marks of Euroregional cross-border cooperation reach back to the 60s of the 20th century and at the beginning of the 70s they led to the foundation of the Association of European Border Regions (AEBR) in 1971. FALŤAN, Ľubomír. Prihraničné regióny a euroregionálna spolupráca. In. Falťan, Ľubomír (ed). Regionálny rozvoj Slovenska v európskych integračných kontextoch. Bratislava : NK UNESCO – Most, Sociologický ústav SAV , 2004. p. 9.

¹⁷⁴ Mutual historical injustice often obstructed the formation of an effective cross-border cooperation (population exchange between Czechoslovakia and Hungary, Benes Decrees etc.)

autonomy to improve the cooperation and support the development of these territories which would be otherwise predetermined to remain within marginalized conditions obstructed in their possibilities to ensure a good quality of life of their inhabitants".¹⁷⁵

Generally, Euroregions¹⁷⁶ have their elected authorities but they do not have any political power and their activities are covered by the founding local and regional authorities. Regionalism as a defining trend has appeared not only in the states of the European Union but also in the countries of the Central and Eastern Europe, where it has been used as a tool for connecting individual states to the European Union. The core of the trend has been formed by "bottom-up" processes, i.e. the initiative coming from the "bottom".¹⁷⁷ In its beginnings the cross-border cooperation in Slovakia also consisted of "bottom-up" initiatives. Such an activation and participation in common cross-border cooperation was not necessarily overlaying the official administrative division of the country. Such kinds of regional cooperation were firstly formed in areas where political pressures brought up artificial state borders which were not aligned with natural traditional borders of communities (nationalities, ethnicities...) defined by common features as the language, culture, environment and economy.¹⁷⁸

Successful regional cooperation is formed also within associations of countries with some special problems of their inner regions. Northern European (Scandinavian) countries of Europe can be used as an example for this model (for details see the first chapter).

¹⁷⁵ See: FALŤAN, Ľubomír. Prihraničné regióny a euroregionálna spolupráca. In: Falťan, Ľubomír (ed). Regionálny rozvoj Slovenska v európskych integračných kontextoch. Bratislava : NK UNESCO – Most, Sociologický ústav SAV, 2004. p. 9.

¹⁷⁶ work methods of Euroregions:

- Euroregions are directed towards strategical and developing cooperation; in all cases the cross-border cooperation is being realized
- Euroregions are not equipped with complex competences and they are not independent territorial units; they are the centres of cross-border relations
- euroregions seek to create - a balance between structures and power forces located on each side of the border, with regard to human aspects: vertical (European, governmental, regional and local) and horizontal cross-border partnership
- the adoption of decisions on cross-border cooperation and the implementation of procedures for their implementation of the Euroregion, in particular the forms of participation of the citizens of the region in cross-border cooperation, institutions and social partners in programs, projects and decision-making processes
- will determine the conditions for the involvement and promotion of a "third party" outside the Euroregion structure
- (In special cases, eg: transport infrastructure, environment)
- own direct initiatives and use of own resources

¹⁷⁷ they took the form of civic activation combining the interests of local governments, civic associations and other local institutions in the interest-bound border area

¹⁷⁸ FEJES, Zsuzsa. (Euro)régió Európája. In: De iurisprudentia et iure publico 2008, roč. II., č.1.

6.1 Cooperation of northern states (main characters of regional cooperation of Scandinavian states)

The regional cooperation of the Scandinavian states has a long and extensive tradition. It is based on the Scandinavian socio-political system, which, since the end of the World War II, has been constituted by sovereign states with respective regions with special status. Those states¹⁷⁹ have historically and politically often shared paths¹⁸⁰, they are countries with a stable civil democracy, with similar laws and customs.¹⁸¹ Three Nordic countries Denmark, Iceland and Finland have become members of NATO. During the Cold War, Finland maintained a neutral stance, and Sweden set itself its own position as a non-allied state and they had to take care of themselves. Finland signed a treaty of friendship with the Soviet Union in 1948. Historical lessons have taught the northern states to create such a decision-making process that the democratic nations of the northern region have aligned their strategies and defense concepts.¹⁸²

The northern regions are not only regional policy makers but also EU foreign and security policy contributors.

Chart 1 Denmark, Finland, Norway, Sweden membership in individual European and regional authorities

| | Denmark | Finland | Norway | Sweden |
|---------------------------------------|---------|---------|--------|--------|
| Beginning of the EU membership | 1973 | 1995 | NO | 1995 |
| Member of the European Monetary Union | NO | YES | --- | NO |
| Member of the Schengen Convention | YES | YES | YES | YES |
| Member of the European Economic Area | YES | YES | YES | YES |
| Member of the European Council | YES | YES | YES | YES |

¹⁷⁹ Four states, Norway, Iceland, Denmark, Sweden, Finland and the three autonomous territories of Feröer, Grönland, and the Åland Islands participate in the regional cooperation of the Scandinavian States.

¹⁸⁰ Continually converging countries after the Cold War.

¹⁸¹ Among the "western" and "eastern" Scandinavian states, from a geopolitical point of view, the fundamental difference lies in the fact that while the "western" Scandinavian states are important to the Atlantic pact (szovetség), the "eastern" states are the priority of the Baltic Sea landscape. Other differences affect: the geographical location of the Scandinavian states, Continental Denmark or Finland, respectively the length of the border with Russia.

¹⁸² MÁRTON, Andrea. A skandináv országok kül- és biztonságpolitikai együttműködése. http://www.mhht.eu/hadtudomany/2010/2010_elektronikus/2010_e_24.pdf

| | | | | |
|--------------------------------------------|-----|-----|-----|-----|
| Member of the Baltic Sea Council | YES | YES | YES | YES |
| Member of the Barents Euro - Arctic Region | YES | YES | YES | YES |

source: Márton Andrea. A skandináv országok kül - és biztonságpolitikai

együttműködése<http://docplayer.hu/16328956-A-skandinav-orszagok-kul-es-biztonsagpolitikai-egyuttmukodese-andrea-marton-ph-d-doctoring-candidate-miklos-zrinyi-national-defence-university.html>

The most important regional interparliamentary cooperation body established in 1952 by Norway, Iceland, Denmark, Sweden and their associated autonomous territory is the Nordic Council. Finland joined the Council in 1955.

The first period of activity of the Northern Council (1953-1971) characterized the initiative and the preparation of joint plans.¹⁸³ In 1968, the Scandinavian Economic Cooperation Plan was unsuccessful (Finland did not participate in the implementation of the plan) and this failure led to a new initiative to establish the Nordic Council of Ministers, established in 1971. After the 1980s, the Nordic Council created a new partnership with the Baltic States and Russia, THE ARCTIC COUNCIL, in the Baltic Sea region due to geopolitical changes. The Arctic Council is an intergovernmental and international forum dealing with the explicitly sustainable development of the Arctic and the protection of the environment. The Forum, founded in 1996, by the signature of the Ottawa Declaration does not deal with disagreements, border conflicts and resource allocation, or security issues.

In the 1997 Luxembourg European Council meeting, the NORTH DIMENSION was mentioned for the first time. A political initiative was launched in 1999 between the EU, Russia, Norway and Iceland in order to create an appropriate framework for concrete cooperation and discussion on economic, cultural, environmental and transport issues.¹⁸⁴

The Northern Dimension forms a part of the EU's external relations policy aimed at improving the quality of life in the northern regions of Europe through regional and cross-border cooperation. In 1999, during the Presidency of Finland, the first Ministerial Meeting of Foreign Ministers was held, where the first North Dimension Action Plan was created. The focus of the first and second dimension action plan has been on issues such as environmental protection, nuclear safety, organized crime and Kaliningrad issues.

¹⁸³ At the same time, progress in individual projects was very weak.

¹⁸⁴ Az Északi-sarkvidékre vonatkozó integrált uniós szakpolitika – Gyakran feltett kérdések. Brüsszel, 2016. április 27. Európai Bizottság – Tájékoztató.

In 2006, the Northern Dimension Review was developed, which was developed for the cooperation of four equal partners. Since 2007, the Northern Dimension, as a common policy of the EU, Russia, Norway and Iceland, completes the EU-Russia policy in the Baltic Sea region, Barents Sea. The dimension has parliamentary bodies - the **PARLIAMENTARY FORUM OF NORTH DIMENSION**.¹⁸⁵

The Framework Document states that the concept of "regional policy" refers to the implemented EU-Russia projects which have been developed in the fields of economic, educational and cultural cooperation and the promotion of the rule of law and external security. Collaborations and relations taking place in the Northern Dimension are conducive to the creation of cross-border cooperation between the EU and Russia in the Northern region and the Baltic Sea region.

From a regional point of view, the Northern Dimension creates an opportunity to bring key North-North representatives closer together and to limit overlapping functions, thereby increasing the efficiency of cross-border cooperation (Selected Northern Dimension programs as examples of good practice at cross-border cooperation level; Selected projects as good practice in the northern region ANNEX 1 a 2).

Following the collapse of the Soviet Union, the European Union and the Baltic Sea States established, in Copenhagen, THE COUNCIL OF THE BALTIC SEA STATES ¹⁸⁶ **(CBSS)**, in response to geopolitical changes in the area after the end of the Cold War. Members of the Baltic Sea Council¹⁸⁷ participate in Baltic Sea Parliament conferences, including the European Parliament. The basic tasks of the council include setting objectives, creating action plans, initiating new projects, and promoting mutual exchange of ideas on regional issues. The permanent International Council Secretariat was established in 1998 and is based in Stockholm.

The Union's policy on the Arctic emphasizes coherence, effectiveness and continuity. In the Arctic region, continuous development is indispensable. The European Union owns significant resources that can be converted to address regional and international problems and

¹⁸⁵ The European Parliament was one of the founding members.

¹⁸⁶ It is a political forum for the regional and intergovernmental cooperation of the Baltic Sea States (Denmark, Estonia, Finland, Germany, Iceland, Latvia, Lithuania, Norway, Poland, Russia, Sweden).

¹⁸⁷ The organizational structure consists of: summit - the term "summit" refers to meetings of the European Council which are held at least once every five years, but usually four times a year. Baltic Sea Summit, where the Presidents of the Member States meet and the President of the European Commission; The Council of Baltic States, consisting of Foreign Ministers and one member of the European Commission; Committee of senior officials and sector representatives (available online: www.cbss.st).

can therefore make an effective contribution to improving the socio-economic resilience of the region as well as meeting the needs of scientific, research and innovation activity.¹⁸⁸

BARENTS-EURO-ARCTIC REGION (BEAR) is one of the largest European co-operating regions. It originated in the northernmost parts of Norway, Sweden, Finland and in northern Northwest Russia. The cooperation of the Barents regions began on 11 January 1993 when they signed the Kirkenes Agreement. The region has a vast area of 1.75 million km² and over 5 million inhabitants - due to the many ongoing enlargements - includes: three northern Norwegian counties: Finnmark, Troms and Nordland (478,144 inhabitants); Two counties of Sweden: Norrbotten and Västerbotten (510 548), three regions of Finland: Lapland, Northern Ostrobothnia and Kainuu (666 527); Respectively five administrative units of Russia at different levels: the Murmansk and Archangelsk regions, the Republic of Karelia and the Communist Republic (with centers: Petrozavodsk and Siktivkar) and the Nenets Autonomous Circuit (center: Narjan-Mar) (3 466 302). In the region, residents (78.9%) and the territory of the Russian Federation (74.8%) are predominant.¹⁸⁹

The Barents Region is characterized by declining population trends due to migration and declining birth rates. Population in the Barents region is characterized by a rapid rate of population growth in the post-productive age. The population of Barents in 2014 compared to 1990 decreased by 20.93%.¹⁹⁰ Young and highly qualified people are moving mainly from peripheral areas to places in the south. In the previous quarter, thousands of working-age residents have lost their jobs due to a lack of employment opportunities, especially in the Russian regions but also in Lapland and Kainuu in Finland.

The real reason for the creation of the Euroregion was to ensure stability and peace in the northern periphery of Europe due to the geopolitical features of the region:

- the border of Norway and Finland with Russia in the Barents region is approximately 700 km long
- there is a huge difference between living standards, the quality of life of Scandinavian states and Russia

¹⁸⁸ Az Északi-sarkvidékre vonatkozó integrált uniós szakpolitika – Gyakran feltett kérdések. Brüsszel, 2016. április 27. Európai Bizottság – Tájékoztató.

¹⁸⁹ FINANCING OF BARENTS COOPERATION. Report of the BEAC Ad Hoc Working Group on Financial Mechanism Study. p.11

¹⁹⁰ Comparison of population by individual Barents regions see. FINANCING OF BARENTS COOPERATION. Report of the BEAC Ad Hoc Working Group on Financial Mechanism Study. p.13

- probably in Europe, there is not yet one such region in which there are such deep differences on both sides

Intra-political and economic instability, uncertainty in the reform process in Russia after the collapse of the Soviet Union have raised concerns in neighboring countries. Economic, commercial and security interests, environmental problems, dislocation of large military units and functioning of military industrial complexes, obsolete nuclear power plants, disintegration of control and management mechanisms, migration and epidemiological problems, cross-border crime - forced the northern countries to strike.

In the Barents region, two "worlds" stand out from the economic and social point of view: the Scandinavian peninsula with the most advanced and successful economic and social models, and with economic and Russia fighting with social inequalities and modernization¹⁹¹ with gigantic sources of raw materials.

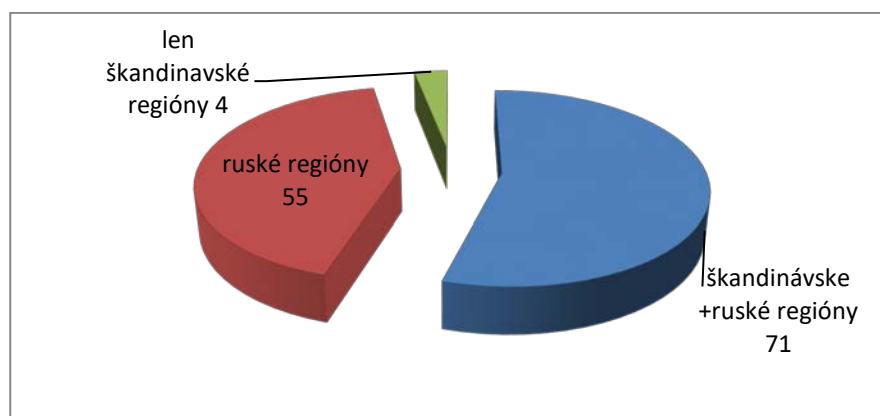
After the disappearance of the bipolar organization of the world in place of existing conflicts, in the emerging situation it has been necessary to seek common solutions to the problems and thus contribute to the long-term stability of the region. The intention was to create a framework that would enable Russia to engage constructively in regional cooperation. This has facilitated a joint and coordinated activity in important areas for the future of the Barents region.

In the Barents region, during the three years since its establishment (1994-1997), 130 projects were carried out on its individual territories (Scandinavia, Scandinavia and Russia and only the Russian territory of the Barents region). The projects were divided into several areas: culture 17; Basic education 8; Universities and research 9; Indigenous people 14; Agriculture, rural development, rearing 10; Industry and trade 22; Women's protection 10; Environmental protection 13; Health care 15; Communication 4; Informatics 4; Information technologies 4.¹⁹²

The most supported projects in the number of 71 (54.6%) were implemented in Scandinavia + Russia and 55 (42.3%) in Russia. In the Scandinavian territories, only four projects (2 projects in the field of culture and 2 projects to support indigenous peoples) were supported. The share of projects in the region unambiguously pointed out that the primary objective of the northern states of Barents is to support the backward parts of the region, namely the border area of the Russian territories.

¹⁹¹ from the point of view of the political system, a centralized, authoritarian state

¹⁹² Barents Euro-Arctic Cooperation-Norway. Project Directory 1997.



Graph 1 Total number of supported projects in the Barents region 1994-1997¹⁹³
/only Scandinavian regions 4, Russian regions 55, Scandinavian and Russian regions 71/

Projects implemented in the Russian territories in the region were in all categories. The variety of these projects was very diverse: the implementation of projects to support the Murmansk film festival; Construction of a bilingual school in Murmansk; Awarding scholarships for two students, enabling students from Russian universities to study at Norwegian universities, supporting the training of politicians, civil servants, managers; Building a cultural centre for the Laplanders living in the district of Murmansk and for the Nenens in the district of Narjan-Mar; Organizing courses for the indigenous population, etc.

In the category of agriculture, rural development, industry and trade, projects have been implemented to support rearing reindeer in the Nenec Autonomous Territory, to support agricultural schools, to develop sheep breeding; To modernize forestry or to review Russian building regulations; The development of tourist facilities on the Russian border will become; To build a bakery in Murmansk etc.

Women's question, environmental improvement and health care also belonged to the categories of supported projects, eg: training of female entrepreneurs, establishment of a crisis center in Murmansk; Improving the quality of drinking water on the Bika peninsula; Building a health center for indigenous people living in Laponci and Nenenci; Improving the quality of social services; Provision of equipment for hospitals in Russian territory; Recreation of disadvantaged children in Norway; Conference on drugs and alcohol; Fight against diffusion ... etc.

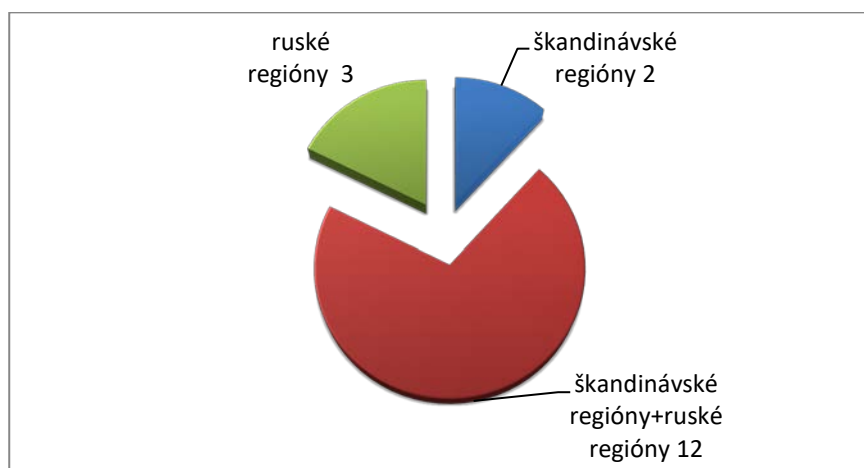
¹⁹³ Barents Euro-Arctic Cooperation-Norway Project Directory 1997.

In the categories of communication, informatics, information technology, projects supported eg: improving the Russian postal service, spreading the Internet in the Russian regions of the region, or opening the information offices on the Barents Euro-Arctic region in Petrozavodsk and Archangelsk. (Examples of good practice in the Barents region ANNEX 2)

Projects developed and implemented within Barents' working groups were financed either from national or Nordic funding sources or from EU programs. The most significant source of funding for the project over the past few years has been the Kolarctic Cross-Border Cooperation Program.

The number of supported projects and the amount of funds allocated are gradually increasing. (For example, the number of selected cultural projects)

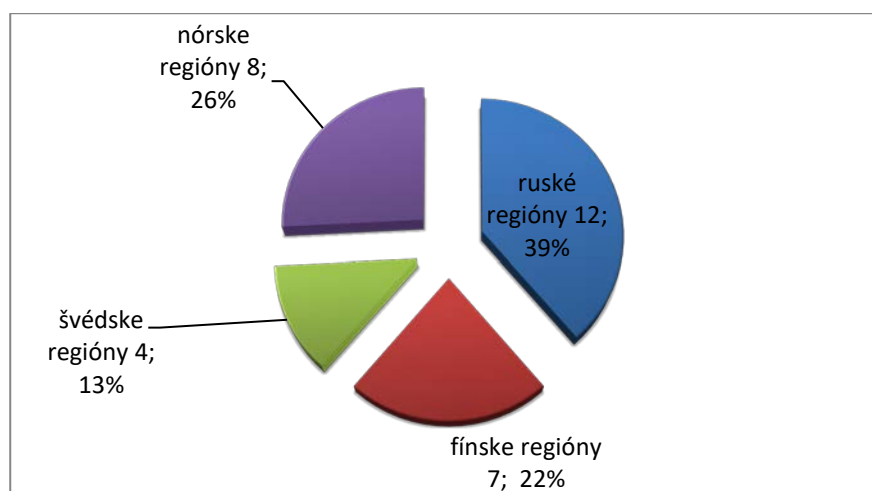
The first three years of the existence of the Barents region in the cultural area were supported by 17 projects. Ten years later, the financial subsidy in this area has received almost twice as many projects as in. In the years 2008 - 2010, cultural cooperation in the Barents region was supported through 31 projects.¹⁹⁴ (Graph 2,3)



Graph 2 1994 -1997 Projects supporting cultural cooperation in the Barents region ¹⁹⁵
/Russian regions 3, Scandinavian regions 2, Scandinavian and Russian regions 12/

¹⁹⁴ Project list for New winds in the Barents Region – 2nd Programme of Cultural Cooperation 2008-2010

¹⁹⁵ Barents Euro-Arctic Cooperation-Norway Project Directory 1997.



Graph 3 2008 – 2010 Cultural cooperation projects in the Barents region ¹⁹⁶
 /Norwegian regions 8;26%, Swedish regions 4;13%, Finnish regions 7;22%, Russian regions 12;39%/

6.2 Middle East European Region Slovakia - Ukraine cooperation (respectively Slovak - Hungarian)

The countries of Central and Eastern Europe have been building a democratic political system since the 1990s. Their national borders are relatively "newer" - the majority of the population lived in one of the three great empires at the end of the 19th century: Russian, Ottoman, Habsburg (without the difficulty of transferring internal administrative boundaries). The state borders that arose after the First World War artificially divided the integrated territory. After the break-up of the Austro-Hungarian monarchy, the successor states were established in Austria: Austria, Poland, Hungary, Czechoslovakia, Romania, Italy and the Kingdom of Serbs, Croats and Slovenians - since 1929 Yugoslavia). That is why effective cross-border cooperation is essential in a given part of Europe in order to help overcome the barriers that arise in economic, social and political life.

Political and social changes since 1989 have created a framework for intensifying the interest of Central and Eastern European countries in the current trends in the regional policy of the Member States of the European Union (the so-called "new regionalism"). The underlying principle of these trends is a regional policy based on bottom-up activities (already mentioned

¹⁹⁶ http://www.barentsinfo.fi/beac/docs/JWGC_Project_list_for_New_winds_in_the_Barents_Region_Kirkenes_January_29_2009.pdf

in the introductory part of this paper). In the border regions this fact is manifested not only by differentiated conditions, but also by different models of regional cooperation.

The first significant institutionalized form of cross-border cooperation on the examined territory is the Carpathian Euroregion.

The Carpathian Euroregion was officially founded on February 14, 1993, when a contract in Debrecen was signed.¹⁹⁷ It was the first euroregion in the countries of the so-called "Soviet bloc". It joined the border areas in five Central and Eastern European countries - southeastern Poland (Podkarpackie wojewódstwo), eastern Slovakia (Košice and Prešov self-governing region), northeastern Hungary (Borsod-Abaúj-Zemplén, Szabolcs-Szatmár-Bereg, Heves, Hajdú-Bihar Jász-Nagykun-Szolnok as well as towns with the rights of the counties: Eger, Debrecen, Miskolc and Nyíregyháza), northern Romania (the counties of Satu Mare, Maramures, Harghita, Salaj, Botosani) and Western Ukraine (Lvov, Zakarpatska, Ivano-Frankovska and Chernivtska Area) in an area of approximately 145,000 square kilometers with nearly 15 million inhabitants.

Slovakia did not sign the contract in Debrecen, but it was present as an observer. The full membership of the Slovak partners was approved at the meeting of the Council of the Carpathian Euroregion on 26. 11. 1999 in Prešov. The accession of Slovakia has taken place in accordance with international European documents (in particular: the European Framework Convention on Cross-Border Cooperation between Territories or Authorities, the Additional Protocol to the European Framework Convention on Cross-border Cooperation between Territories or Authorities, Protocol No 2 to the European Framework Convention on Cross-Between territorial units or bodies, the European Charter of Local Self-Government).¹⁹⁸

Relevant internal legal and other conditions for the Slovak regions were also changed in the positive direction to support regional cross-border cooperation.

The aim of setting up the Carpathian Euroregion was to provide an appropriate framework for Euroregion members to coordinate cross-border activities, to contribute to the faster development of the region and its economy, as well as the establishment of good neighborly relations between the countries and the people.¹⁹⁹

¹⁹⁷ During the establishment of the Euroregion its area was 53,200 km² with approximately 5 million residents. At present, the area of the Euroregion is 132 651 km² (14 million inhabitants live in urban areas and counties attached to the Euroregion)

¹⁹⁸ Statutes of the Association of the Carpathian Euroregion Slovakia, Article 2. Legal status of the association <http://www.ker.sk/-stanovy>

¹⁹⁹ The objectives and roles of the Carpathian Euroregion were to: manage and coordinate activities that promote cooperation among Euroregion members in the fields of economy, ecology, culture, science and education; To help develop specific plans; To facilitate and facilitate the creation of interpersonal relationships, including the cooperation of experts in the various fields; To assist the development of the region; Identify potential areas of

The development and operation of the Carpathian Euroregion is accompanied by a number of emerging problems arising, in particular, from the different starting conditions of the regions and the significantly different legal and competence conditions of the Member States concerned.

At present, the structure of the members of the Slovak part of the Carpathian Euroregion differs greatly from its beginnings. The founding regions relinquished their membership: the Košice and Prešov self-governing regions, but 53 members of municipalities (municipalities and towns), including the city of Kosice, remained as members. In addition, Cassovia BIC and Slovenská spoločnosť pre zahraničnú politiku, n. o. are also members.

The project "Sustainable Development of Border Regions through the effective functioning of the Carpathian Euroregion" was funded by the European Union through the ENPI Cross-border Cooperation Program (2007 - 2013) with a view to developing a new strategy, objectives and forms of cooperation to intensify activities contributing to the sustainable development of different areas of life in the Carpathian Euroregion.

The history of the Euroregion - in spite of the objectives set and the results achieved - especially in the case of Slovakia and Romania, it was more and more a struggle with central governments and their authorities. It can be illustrated by the interference of high policy in the formation of cross-border cooperation. This is evidenced by the fact that in a few years there has been a change in the status of border regions in the above-mentioned countries and the process of decentralization of the relevant competencies of the central authorities has not continued.

This part of the expert material does not analyze the entire territory of the Carpathian Euroregion (Poland, Romania, Hungary), does not monitor their individual activities or the structure of the members. However, it can be said that the operation of the Carpathian Euroregion in the border areas of Slovakia, Ukraine and Hungary is not particularly significant. We can conclude that the comparison of the activities, system, functioning of the Carpathian Euroregion and the Barents region would not lead to relevant conclusions due to multiple differences regarding the establishment and system of functioning, despite the common goals of cross-border cooperation of these Euroregions (the causes of this situation are specified in the next part of the thesis).

SELECTED CHARACTERISTIC FACTORS OF THE ECONOMY OF THE KOSICE REGION AS THE BASIC STATE IN DETERMINING THE OBJECTIVES AND PROCEDURES OF THE IMPLEMENTATION OF CROSS-BORDER COOPERATION

Slovakia was accepted as a member of the European Union on 1 May 2004. Since 21 December 2007, it has also been a member of the Schengen area and since 1 January 2009 has become the 16th member of the European Monetary Union - the Eurozone, thus completing the process of Slovakia's integration into the European Union. Between 2000 and 2005, the Slovak Republic recorded significant positive trends in the performance of the economy. In 2004 (year of accession of the Slovak Republic to the EU), Slovakia reached 5.5% GDP growth, 6% growth in 2005, 6.3% growth in 2007. During this period, the Slovak Republic achieved almost double the EU average in GDP growth. These positive trends, albeit at lower absolute and relative values, are continuing and 2012 GDP per capita and expressed in purchasing power parity of 75% of EU value. In Košice region, GDP recorded a slightly increasing trend, with a slight decrease in 2009. The GDP of the population of the Košice Region was EUR 16 521.3 (in the CPA) in 2014²⁰⁰, while the average for the SR was EUR 21 078.3. Compared to 2008, GDP per capita grew by 8.3% in the Košice region, while the average for SR increased by 14%. GDP growth is the result of an increase in aggregate productive factors brought about by increased inflows of foreign direct investment and their downstream supply, with a strong presence in the automotive industry.

At the same time, these positive trends in selected sectors of industry are undergoing structural changes to the detriment of some traditional industries, especially agriculture, food, textile, shoe and wood industry, which causes a significant differentiation of the economic level of Slovakia's regions to the detriment of eastern and southern Slovakia. Unfortunately, similar negative trends are also recorded by neighboring countries Hungary and Ukraine. This is naturally the result of cooperation and the search for appropriate forms of tackling common problems in cross-border areas. A negative phenomenon, particularly after 2008, is the rising unemployment rate (also characteristic of the border region of Hungary and Ukraine), which in 2009 reached 12% in Slovakia, compared to 8.9% in the EU. The negative trend of unemployment growth continued until 2012, when it reached 14%, followed by a gradual decline and in 2016 the unemployment rate decreased to 8.76%.

²⁰⁰ purchasing power parity

In Košice region, high long-term unemployment persists. At the end of 2015, 37,167 unemployed persons were registered for more than 12 months. 58.4% of the total number of job seekers. According to LFS²⁰¹ 27,000 unemployed persons were registered in Košice region by the end of 2015, 54.7% of the total number of unemployed. (T1)

Despite the positive trends in the economy, despite the positive economic trends, regional disparities are continuing to deepen, as the region of eastern Slovakia (also northeastern Hungary and western Ukraine) is exacerbated, causing significant negative effects and distortions in the overall social structure and quality of life of the affected population. The solution to stop the negative trends in the Slovak Republic but also in Hungary and Ukraine is the broad sectoral and territorial diversification of business activities for the benefit of the sectors with higher labor demands. In areas where the conditions for the development of science, research and innovation are already in place, the brain potential for economic development and cross-border territory must be used more and more effectively.

The border areas of the Košice Region, the counties of Borsod - Aboj - Zemplén, Szabolcs-Szatmár-Bereg and the Zakarpatsk region are also marked by significant differences in economic indicators in the area of territorial comparison, which is one of the biggest problems of the mentioned territories. Mitigating these differences is also a major challenge for economic and regional policy.

The economy of the Košice Region has undergone a relatively successful transformation, taking advantage of many comparative advantages that the region, especially the city of Košice, had and in part still have at their disposal. There has been a significant change in the structure of the economy in favor of services, to strengthen the position of certain sectors, in particular automotive, electrical, chemical, information technology, including those that are more demanding in terms of technology and quality of human resources, or a significant internationalization. The decisive economic potential of the Košice Region is located in Košice, with the other districts except the Spišská Nová Ves and Michalovce districts being characterized by persistent insufficient spatial and sectoral diversification, which is reflected in long-term unemployment too, with negative trends in the number of long-term unemployed. Despite the development of the economy, Košice does not avoid the problems of stability of development and the consequences of the economic crisis, thus weakening its impact on the economy of other parts of the region.

²⁰¹labour force survey - LFS

The strategic results of the region, especially in Košice, Michalovce and Spišská Nová Ves, have contributed and contributed to the achieved results of the region's economy. These activities, in addition to the basic goal - creating new job opportunities, also bring about effects known as "spillover effects"²⁰² which, in addition to economic results, are also positive in the social education process.

In the cross-border area, an important development factor is the industrial park based on the property of the municipality of Kechnec, located 18 kilometers from Kosice, 0.5 kilometers from the border with Hungary covering 332 hectares. Founded in 1996 and opened in October 2003, it employs around 2500 people and indicates significant positive changes in the broad spectrum of social life of the municipality and its surroundings (health center, cultural and social center, social services, housing).

Developing comprehensive development plans and securing activities for their rigorous implementation on both sides of the border is an option that, along with adequate methods of involving all actors in the area, is another dimension for achieving positive trends in economic and social development. For successful preparation and implementation, it is necessary to create an institutional background, to change the content, forms and methods of existing institutions. The EU envisages the promotion of cross-border cooperation - the newly established European associations of territorial self-government (eg EGTCs)²⁰³ represent a higher institutional form and can cover both planning and implementation activities that are capable of proving the merits of cross-border solutions to economic, environmental and social problems in order to ensure better living conditions for the inhabitants of the areas concerned. It is extremely important to create respectively to develop forms of entrepreneurship in this

²⁰² foreign direct investment and effects of spillovers. available online: <https://euractiv.sk/analyzy/ekonomika-a-euro/priame-zahranicne-investicie-a-efekty-spillovers/>

This specific effect of foreign direct investment is referred to as "spillover" and represents their economic externality, a benefit to the economy that is realized beyond the direct effects expressed in market transactions. In general, it is assumed that such a contribution from foreign direct investment will ultimately be higher than the extent of foreign investment support by national governments and also higher than the benefits that domestic investors would achieve with government support reaching the scope of the investment incentive.

²⁰³ EZÚS VIA CARPATIA – founded by the counties of Košice and Borsod-Abaúj-Zemplén

area and to continue changes in the whole system of education, retraining in accordance with labour market conditions.²⁰⁴

Chart 2 Unemployment rate in Košice self-governing region: by district

| Regions | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 | 2015 | 2016 |
|---------------------|-------|-------|-------|-------|-------|-------|-------|-------|
| Slovak republic | 12,66 | 12,46 | 13,59 | 14,44 | 13,50 | 12,29 | 10,63 | 8,76 |
| Košice county | 17,30 | 16,78 | 18,76 | 19,58 | 17,23 | 15,92 | 14,39 | 12,76 |
| Gelnica District | 21,94 | 19,14 | 20,79 | 24,10 | 21,29 | 17,91 | 16,96 | 14,95 |
| Košice I District | 8,09 | 8,07 | 9,83 | 11,27 | 11,47 | 9,81 | 8,65 | 7,40 |
| Košice II District | 9,87 | 9,27 | 10,79 | 10,97 | 10,35 | 9,39 | 8,65 | 7,31 |
| Košice III District | 9,22 | 8,59 | 10,09 | 10,17 | 10,34 | 8,56 | 6,97 | 5,52 |
| Košice IV District | 7,82 | 7,82 | 9,38 | 9,58 | 10,28 | 9,37 | 7,57 | 6,37 |
| Košice – okolie | | | | | | | | |
| District | 21,71 | 21,27 | 22,86 | 24,60 | 19,49 | 19,20 | 17,66 | 15,48 |
| Michalovce | | | | | | | | |
| District | 18,32 | 17,21 | 19,40 | 20,10 | 17,75 | 16,78 | 15,11 | 13,77 |
| Rožňava District | 27,75 | 26,82 | 28,73 | 29,04 | 24,83 | 24,27 | 21,58 | 20,93 |
| Sobrance | | | | | | | | |
| District | 20,66 | 20,34 | 22,33 | 26,30 | 21,32 | 20,91 | 18,40 | 16,45 |
| Spišská Nová | | | | | | | | |
| Ves District | 16,14 | 16,28 | 18,83 | 19,14 | 15,91 | 15,12 | 14,10 | 11,31 |
| Trebišov District | 25,24 | 24,42 | 26,88 | 26,85 | 22,40 | 20,01 | 18,42 | 17,05 |

Source: Kosice self-governing region

²⁰⁴ MÚDRA, Rozália. Skúsenosti a problémy cezhraničnej spolupráce v regióne. In. Partnerséget építunk „A Kassai Önkormányzat Kerület és Borsod – Abaúj – Zemplén Megye szociális problematikája.” c. konferencián elhangzott előadás (HUSK/1101/1.6.1/031 számú projekt nyitókonferenciája).

Chart 3 Selected demographic indicators of the Košice self-governing region (2008-2015)

| Demography | | | | | | | | | |
|--------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|
| | | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 | 2015 |
| 1. | Population to 31 Dec | 77550 9 | 77812 0 | 78000 0 | 79299 1 | 79402 5 | 79475 6 | 79556 5 | 79665 0 |
| 2. | Share of total population of SR (in%) | 14,33 | 14,34 | 14,35 | 14,67 | 14,67 | 14,67 | 14,67 | 14,68 |
| 3. | Share of women in the total population of the region (in%) | 51,48 | 51,46 | 51,45 | 51,22 | 51,20 | 51,19 | 51,18 | 51,17 |
| 4 | Share of urban population (%) | 55,72 | 55,54 | 55,39 | 55,74 | 55,57 | 55,45 | 55,28 | 55,15 |
| 5. | Natural increase (in ‰) | 2,64 | 3,57 | 3,02 | 3,34 | 1,78 | 1,50 | 1,72 | 1,55 |
| 6. | Overall increase (in ‰) | 1,82 | 3,36 | 2,41 | 2,72 | 1,30 | 0,92 | 1,02 | 1,36 |
| 7. | Migration increase (in ‰) | -0,82 | -0,20 | -0,61 | -0,62 | -0,48 | -0,58 | -0,70 | -0,19 |
| The share of population in age structures (pre-productive, productive and post-productive, according to the European standard) | | | | | | | | | |
| 8 | 0 – 14 (total) | 17,53 | 17,48 | 17,49 | 17,59 | 17,46 | 17,32 | 17,19 | 17,12 |
| 9. | 15 – 64 (total) | 71,25 | 71,16 | 71,09 | 70,76 | 70,55 | 70,30 | 70,00 | 69,61 |
| 10. | 65 a viac (total) | 11,22 | 11,37 | 11,42 | 11,65 | 11,99 | 12,38 | 12,81 | 13,26 |
| 11. | Average age (total) | 37,02 | 37,22 | 37,42 | 37,69 | 37,94 | 38,23 | 38,52 | 38,77 |
| Labour market and social statistics | | | | | | | | | |
| | | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 | 2015 |
| 13. | Employment rate (15-64, LFS, %) | 55,3 | 55,1 | 53,0 | 52,9 | 53,7 | 54,8 | 57,2 | 57,8 |
| 14. | Unemployment rate (LFS, %) | 13,5 | 15,5 | 18,3 | 19,6 | 19,7 | 17,4 | 14,5 | 13,4 |
| 15. | Number of long-term unemployed (LFS, in thousands) | 36,4 | 30,8 | 46,1 | 50,5 | 55,5 | 48,8 | 32,3 | 27,3 |
| 16. | Average gross nominal monthly wage (€) | 756 | 761 | 792 | 848 | 851 | 855 | 908 | - |
| 17. | Net cash revenue (€) | 341 | 331 | 322 | 330 | 334 | 337 | 351 | - |
| 18. | Household expenditure (€) | 305 | 308 | 287 | 292 | 289 | 290 | 286 | - |

| | | | | | | | | | |
|---------------------------|-----------------------------------------------------------------------------------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|
| 19. | Population rate at risk of poverty and social exclusion (in %) | 26,6 | 20,4 | 23,3 | 23,1 | 20,6 | - | - | - |
| 20. | Poverty risk - 60% median (in %) | 11,2 | 10,9 | 12,7 | 13,5 | 13,5 | 12,3 | 13,7 | 12,5 |
| Economy, transport | | | | | | | | | |
| | | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 | 2015 |
| | Regional GDP (In millions, PPP) | 11813 | 10552 | 11480 | 11673 | 12175 | 12458 | 13137 | - |
| | GDP per capita (in PPP) | 15251 | 13585 | 14735 | 14741 | 15347 | 15684 | 16521 | - |
| | Gross value added in mil. €, b. c.) | 7341 | 6528 | 6992 | 7272 | 7615 | 7725 | 7888 | - |
| | Gross fixed capital formation (in mil. €, b. c.) | 2317 | 1707 | 1567 | 1509 | 1347 | 1228 | - | - |
| | Number of business entities | 63319 | 62957 | 64528 | 64979 | 64409 | 65986 | 66042 | 56211 |
| | legal persons | 19575 | 20098 | 21823 | 23865 | 24555 | 26142 | 27990 | 21803 |
| | physical persons | 43744 | 42859 | 42705 | 41114 | 39854 | 39844 | 38052 | 34408 |
| | Foreign direct investment (in thousands €) | 26328 93 | 22622 55 | 25003 99 | 25856 88 | 24759 38 | 25543 17 | - | - |
| | The share of agricultural land on the total agricultural land of the SR (in %) | 13,92 | 13,94 | 13,94 | 13,94 | 13,94 | 13,95 | 13,96 | 13,98 |
| | 2nd and 3rd class roads (in km) | 2007,2 2 | 2007,2 0 | 2007,2 0 | 2006,7 8 | 2006,8 6 | 1998,0 4 | 1997,6 5 | 1997,6 0 |
| | 1 st class roads (in km) | 366,62 | 342,40 | 342,40 | 342,40 | 342,40 | 339,86 | 339,59 | 339,63 |
| | Motorways (in km) | 21,31 | 24,16 | 24,16 | 24,29 | 24,29 | 39,17 | 39,17 | 39,17 |
| | Highways (in km) | 5,33 | 5,33 | 5,33 | 5,33 | 5,33 | 5,40 | 5,40 | 5,40 |
| | Length of operated railway lines (in km) | 706 | 706 | 705 | 722 | 706 | 706 | 706 | - |

INVOLVEMENT OF THE KOSICE SELF-GOVERNING REGION IN THE CROSS-BORDER COOPERATION ACTIVITIES

Slovakia with its self-governing regions is a "border" country, as there is no inland self-governing region, so cross-border cooperation should be a very important factor of regional development.

After the establishment of the Slovak Republic, cross-border cooperation between local authorities was carried out in an informal manner. Emerging Euroregional Associations - Euroregions, covering territories beyond the size of the Slovak Republic and especially individual municipalities and cities and local government authorities entering a cross-border association, did not have clear legislative rules during that period. Only in 1999 did the Ministry of the Interior of the Slovak Republic issue a methodical instruction for the registration of interest associations of legal entities that were created in order to develop cross-border cooperation within the Euroregions.

There are 17 Euroregional Associations in the Slovak Republic. In addition to the Carpathian Euroregion, Kras Euroregion, Slaná - Rimava Euroregion, part of Neogradensis Euroregion, part of Ieprian Euroregion, Košice - Miskolc Euroregion, Ung - Tisza - Túr euroregion are also working in the area. These Euroregions are located in the border region of Hungary and Slovakia. The borders of these two countries have many common features in the economic and social spheres: regional GDP, a large number of small municipalities, a low economic and social level of the countryside, employment and unemployment rate; poor transport network quality as well as poorly developed structure, heavy air pollution, universities and research institutions, especially in larger cities.

These areas are characterized by the common cultural - historical traditions and the interrelations of the inhabitants on the basis of ethnicity - a significant representation of the inhabitants of the Hungarian nationality. These common features are key factors in shaping Euroregional identities.

The development of the Hungarian-Slovak border area is a major obstacle to o.i. Despite the proposed innovative solutions, also the unjustified high backwardness of the completion of the transport infrastructure. This becomes a limiting factor in removing a number of existing economic and social problems.

After the accession of Slovakia to the European Union, the process of slight improving the indicators, which characterize the level of development of the individual regions, has occurred. Nevertheless, these regions still remain among the most distressed in Slovakia, but also in comparison with the European average.

To improve the level of regional development by mutual agreement, these regions try to locate information, energy, nanotechnology or mechanotronics activities and move towards a knowledge society.²⁰⁵

At present, some of the Euroregions are transforming themselves into a higher²⁰⁶ and unified forms of territorial cooperation (eg EZUS Kras - Bodva) and some for stagnant activity or their replacement with other newly formed forms are gradually stagnating and extinct. New territorial clusters such as the EGTC Via Carpatia (registered in Slovakia as the first), established by the Košice Autonomous Region and the county of Borsod-Abaúj-Zemplén with an area of 14,000 km², are home to more than 1.5 million inhabitants.²⁰⁷

In the future, other partner regions could become members of the grouping - Transcarpathian region of Ukraine, Sub-Carpathian Voivodeship in Poland, but also self-governing regions of Prešov and Banská Bystrica.²⁰⁸

CROSS-BORDER COOPERATION PROGRAM OF HUNGARY AND SLOVAK REPUBLIC 2007 – 2013 (HU-SK)

Within the framework of cross-border cooperation within the European Union, the region of Košice has been able to participate in the Cross-border Cooperation Program Hungary-Slovak Republic, which was modified in the form of Structural Funds in 2007-13. This

²⁰⁵ <http://gtk.uni-miskolc.hu/files/5028/Cezhrani%C4%8Dn%C3%A1%20spolupr%C3%A1ca.pdf>

²⁰⁶ Regulation of the European Parliament and of the Council (EC) No 1082/2006 of 5 July 2006 on a European grouping of territorial cooperation (EZÚS)
http://www.vlada.gov.sk/data/files/3749_leg1_nariadenie_1082_2006_sk.pdf

²⁰⁷ legal legislation; see founding documents <http://www.viacarpatia.eu/ovzp/viacarpatia/sk/o-nas/dokumenty/>

²⁰⁸ <http://www.viacarpatia.eu/ovzp/viacarpatia/sk/o-nas/zakladne-informacie/>

change entered into force on 20 December 2007, when the European Commission approved it by Decision No. C / 2007/6488.

Under the HU-SK program, for the years 2007 - 2013, the European Regional Development Fund (ERDF), for the support of projects, allocated € 176 496 479 for the three priority axes. (Chart 1).

Chart 4 Analysis of finances by priority axis

| Priority Axis | Investment from EU funds | National public contribution | Total public contribution |
|----------------------------------------------------|---------------------------------|-------------------------------------|----------------------------------|
| Economy and society | 72 363 556 € | 12 770 039 € | 85 133 595 |
| Environment, nature preservation and accessibility | 93 543 134 | 16 507 612 | 110 050 746 |
| Technical assistance | 10 589 789 | 1 868 786 | 12 458 575 |
| Total | 176 496 479 | 31 146 437 | 207 642 916 |

Source: Regional politics – Info regio.

Cross-border cooperation program The Republic of Hungary - The Slovak Republic has supported activities aimed at strengthening and supporting the neighborhood relations of the population and institutions on both sides of the common border. The aim of developing cross-border cooperation is to tackle economic, social and environmental problems at regional and local level as a means of achieving greater unity and promoting cooperation between European countries. Cross-border cooperation at the European Union's internal border therefore focused on: Business support, in particular the development of small and medium-sized enterprises (SMEs), tourism, culture and cross-border trade;

Promoting and improving the common protection and management of natural and cultural resources and the prevention of natural and technological risks;

Promoting links between urban and rural areas;

Reducing isolation by improving access to transport, information and communication networks and services as well as cross-border water, waste and energy systems and facilities;

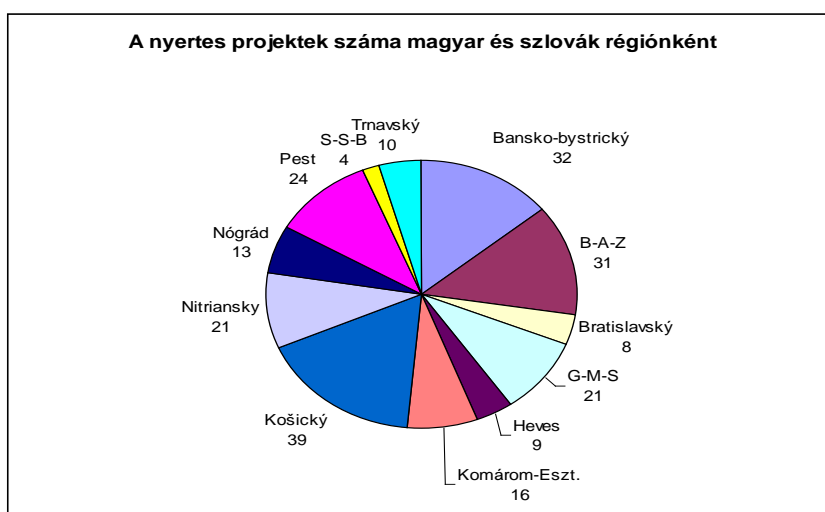
Developing cooperation, capacity and shared use of infrastructures, in particular in health, culture, tourism and education.²⁰⁹ Five calls were made under the Hungary-Slovak

²⁰⁹ See Cross-border cooperation program Hungary -Slovak Republic 2007 – 2013.

Republic Cross-border Cooperation Program (the last 5th call was not focused on all priorities due to exhausted funds).

1. CALL: 248 projects were submitted in total amounting to 136 463 831 €. For the first call, a financial amount of € 63,538,887 was allocated from the European Regional Development Fund resources. Of the total number of submitted projects, 66 projects were submitted to the leading partners from Košice Region. In another 25 projects, applicants from the Košice Region acted as a cross-border or other partner. Under the first call, 123 projects and project plans were approved for a total amount of € 79,414,961. In the region of Košice, 39 implementation projects were approved, amounting to 23 089 467 €, 9 so- Concepts (project plans) amounting to € 11 702 468. The number of approved projects for the Košice Region accounted for 39% of the total number of approved projects.

Graph 4 Number of supported projects by individual Territorial units of Hungary and Slovakia (1st call)



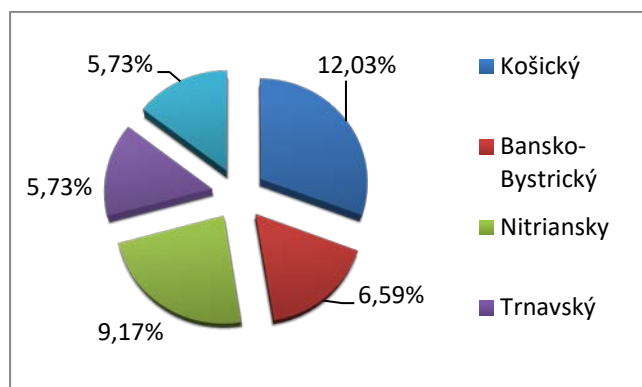
Source: Lecture by Ferenc Gémesi (the State Secretary) A szlovák-magyar határmenti együttműködés lehetőségei. Füzérradvány, 26. október 2009.

2. CALL: 285 projects were submitted in the amount of € 175,065,776.7, of which 14 were approved for completion of the first call. 107 projects worth 73,885,585, 87 € were approved in the call. 97 projects were submitted from the Košice Region with their Hungarian partners, of which 40 projects (37%) were approved for a total amount of € 26,007,884.26 (35.2% of the total approved funds).

3. CALL: Under this call, 67 projects were submitted in the amount of € 31 943 116.08, of which 20 projects were approved for € 8 073 545.73. The eligible entities from the Košice Region with the Hungarian partners submitted 13 projects in a total amount of 7,129,964.77 €, of which 4 projects were approved, the value of which reached 743,796.28 €.

4. CALL: 343 projects in the amount of 223 million were submitted to the program. €, Of which 99 projects were approved for € 56,463,673, € 88. 25 projects worth € 15,621,348.23 were approved for the region of Košice.

Assessing the success of the project by Country of Lead Partner for the four calls presented was as follows:



Graph 5 Proportion of successful projects by self-governing regions within the Program HU-SK 2007 – 2013 (as the lead partner)

For the whole period of the HU-SK Program, the individual regions received the following financial subsidies from the ERDF (as the lead partner):

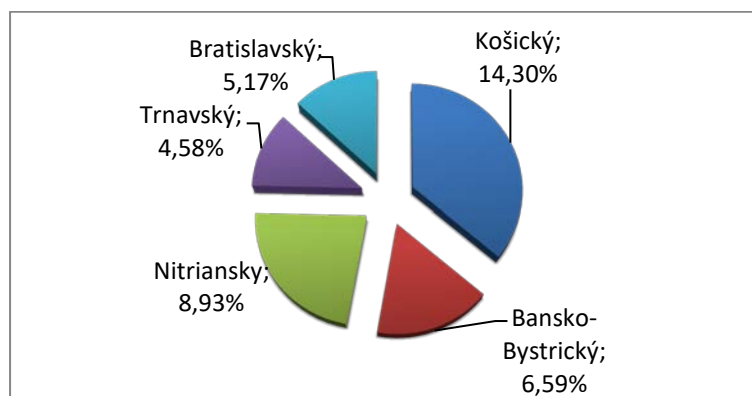
Košice region: had 42 successful projects a čerpal 29 109 975,77 €

Banská Bystrica region: had 23 successful projects and drew 15 998 254,57 €

Nitra region: had 32 successful projects and drew 20 775 522,02 €

Trnava region: had 20 successful projects and drew 9 054 035,86 €

Bratislava region: had 20 successful projects and drew 10 220 220,50 €



Graph 6 The ratio of ERDF funds to the self-governing regions (Lead Partner)

The Slovak side (as the Lead Partner) had 137 successful projects worth € 82,041,680.42 (41.50%) of ERDF funds (total project value € 96,519,624.02) for the period 2007 - 2013. The Hungarian party (as the Lead Partner) submitted 212 successful projects and drew € 115,634,308.83 from the ERDF. (58.510%). The total value of their projects was € 136,040,363.33.

For each call, most projects were submitted to measures:

1.2.1. Co-development of science, research and innovation infrastructure (eg: 4th call 60 applications);

1.3.1 Development of joint tourism (52 applications);

1.7.1 Activity to people (65 applications).

However, the most approved projects were in the measures:

1.5.1 Joint development of networking, project planning (12 applications);

1.6.1 Labor market cooperation initiatives (11 applications);

2.2.1 Joint care for the natural environment (19 applications).

These data show that the cross-border cooperation program was of particular interest from eligible applicants. Its priorities were based on the needs of cross-border regions. The established institutional network and the activities of the managing authorities of both countries have created a background that has enabled them to use the funds allocated by the European Union until the end of the programming period. We consider these results to be extremely positive as compared to other operational programs implemented in this programming period.

Cross-border cooperation between actors in the Košice region and northern Hungary is supported by several projects, of which the Hungarian-Slovak Republic - Slovakia 2007 - 2013 Cross-border Cooperation Program is probably the most important. The aforementioned program is followed by approximately 23 projects focusing mainly on tourism, culture, transport infrastructure and development incubators. Among the main partners there are the Košice self-governing region, Košice - European Capital of Culture 2013, n.o. and the city of Kosice, which is the metropolis of the East.²¹⁰

²¹⁰ <http://gtk.uni-miskolc.hu/files/5028/Cezhrani%C4%8Dn%C3%A1%20spolupr%C3%A1ca.pdf>

CROSS-BORDER COOPERATION PROGRAM HUNGARY - SLOVAKIA - ROMANIA - UKRAINE (ENPI HU-SK-RO-UA)

For the Slovak Republic, cross-border cooperation with Ukraine is one of the priority strategic issues since the introduction of the Schengen system. As the Slovak Republic meets the strict criteria of the Schengen Convention, new problems arose in the eastern part of the state border, which also manifested itself in the cross-border Slovak-Ukrainian cooperation. The introduction and charging of visas, the complex conditions for issuing them, the scope of long-term checks at border crossing points have had an impact on the implementation of joint cross-border projects at the regional level. Cooperation has also been hampered by other factors such as: political and economic development divergence, instruments to support European, national, regional and local levels, functioning of existing institutions, infrastructure, regional and developmental local initiatives, degree of development of border regions, contractual base at the national and regional level.

The European Union as well as the Slovak Republic aims to support the development of cross-border regions as well as their mutual cross-border cooperation so as not to deepen the existing differences in social and economic life on the given territory, in order to create effective cooperation, including the exchange of good experiences and their introduction into the ordinary life.

An intergovernmental agreement on cross-border cooperation²¹¹, was signed between the Slovak Republic and Ukraine and entered into force on 29 January 2001. Based on this, a Slovak-Ukrainian Intergovernmental Commission for Cross-Border Cooperation was established to support closer co-operation between the local authorities and the local government and the relevant central authorities in the cross-border cooperation. The Commission responds to the problems raised and coordinates long-term solutions to priority issues of the cross-border cooperation. At a meeting held on 13 September 2016 in Uzhgorod, priority was given to the problems of the border transport infrastructure. The key themes of the meeting were the issues related to the development of joint border control, the development of cross-border infrastructure, including the modernization or reconstruction of customs transitions, the protection of the population and the territory from extraordinary situations and, last but not

²¹¹ Agreement between the Government of the Slovak Republic and the Cabinet of Ministers of Ukraine on Cross-Border Cooperation. <http://www.minv.sk/?bilateralne-dohody-a-zmluvy-o-cezhranicnej-spolupraci>

least, the protection of the environment.²¹² It was primarily concerned with the construction of the Ulič - State border access road and its members also discussed the issue of the opening of the international border crossing for Ulič-Zabrid' road transport and the construction of the new Black-Solomonovo road border crossing.

Particular points in environmental protection on both sides of the border were the cooperation in the field of prevention of water pollution and river flow cleaning, the creation of cross-border water reservoirs, the cooperation of national parks on both sides of the border as well as the implementation of large-scale infrastructure projects under the ENI Mechanism (Cross-border cooperation Hungary- - Romania - Ukraine for 2014-2020).²¹³

The negotiating parties agreed to intensify their work on the revision of the methodological guidelines for joint actions of the emergency services of the State Service of Ukraine for Emergency Situations and the Fire Brigade of the Ministry of Interior of the Slovak Republic in disaster relief and their consequences and mutual assistance.

Through its action, the Commission extends the possibilities for cross-border cooperation through the obligatory involvement of the respective state ministries of both parties in implementing, in particular, large-scale infrastructure solutions that go beyond the competences of regional and local authorities.

In the cross-border co-operation programs, the projects approved with the largest EU budget funding were mostly submitted by self-governing regions. The success of self-governing regions was related to their competence as well as to the administrative base. Regions such as Kosice have been able to build their own regional development agencies in order to contribute to the economic and social development of the region and to support small and medium-sized enterprises. Agencies worked on various objectives, business and development projects, and also engaged in the preparation of cross-border cooperation. In the border regions they cooperated with foreign institutions, organizations, and thus implemented cross-border cooperation programs. Positive factors are the Framework Cooperation Agreements. Self-governing regions, Košice and Prešov have signed framework cooperation agreements with

²¹² The Slovak-Ukrainian Intergovernmental Commission discussed the issues of cross-border cooperation.
<http://www.minv.sk/?tlacove-spravy-8&sprava=slovensko-ukrajinska-medzivladna-komisia-rokovala-o-temach-cezhranicnej-spoluprace>

²¹³ The Slovak-Ukrainian Intergovernmental Commission discussed issues of cross-border cooperation.
<http://www.minv.sk/?tlacove-spravy-8&sprava=slovensko-ukrajinska-medzivladna-komisia-rokovala-o-temach-cezhranicnej-spoluprace>

Ukrainian partners. Between the Košice Self-Governing Region and the Transcarpathian Regional State Administration, the Implementing Protocol was also signed in 2008.

Co-operation agreements were signed not only at the level of self-governing regions. In Košice self-governing region, such agreements with partners in the Transcarpathian region have been signed by many cities and municipalities.²¹⁴

Regions in the cross-border area (Hungary - Slovakia - Ukraine) are peripheral from each country's point of view, and their low socio-economic level and the associated infrastructure also correspond to that fact. At the same time, they also represent the marginalized periphery of Europe, where serious socio-economic and political problems exist and are now emerging. The ongoing socio-political changes of Ukraine will further exacerbate these problems.

In a given border area, as well as in the cross-border cooperation, the dominance of the Hungarian nationality is characteristic. In the past century, due to border changes (after World War I and World War II), the role of the Hungarian diaspora grew in cross-border cooperation. On one hand, this means an advantage in cooperation (common language, proximity to culture), but on the other hand it can be the basis of the exaggerating nationalist tendencies of all nationalities living in the territory.

In the network of cross-border cooperation, the individual activities of the population (or smaller associations), which contribute to the continuity of implemented projects, also play an important role. Effective problem solving results from their complex knowledge of the region. These experiences, knowledge, contacts, knowledge of the field and language make it possible to make better use of the benefits of cross-border cooperation. They can evoke envy and search for so-called "Sideways" to ensure success in obtaining financial support (eg: bribery, corruption, etc.).

During the programming period from 2007 to 2013, four calls were launched (4th Call, Eur Allocation Measure: € 68 638 283)²¹⁵ to intensify and deepen social and economic cooperation between the regions of Ukraine (Zakarpatska, Ivano-Frankivska and Chernivtsi

²¹⁴ The city of Košice, Michalovce and Sobrance cooperate with the city of Uzhgorod. The cooperation also includes the towns of Velké Kapušany and Svaljava and Uzhhorod. The partnership agreement has been signed between Trebišov and Berehovo, the town of Čierna nad Tisou and the town of Čop. Microregion Koromľa and the town of Perečín have agreed to enhance the cooperation of border municipalities (the municipalities of Petrovce, Záhor, Husák, Koromľa, Tibava, Orechová, Vyšné Nemecké, Priekopa, Kolibabovce, Porubka, Krčava) in the field of cultural cooperation and in the field of tourism development. The partnership between the Vyšné Remety village in Slovakia, the village of Turie Remety in Ukraine and the town of Perečín, the village of Bežovec and the village of Činadijovo in Ukraine.

²¹⁵ Joint Operational Program European Neighborhood and Partnership Instrument of Hungary - Slovakia - Romania - Ukraine 2007 - 2013, http://eurofondy.vucke.sk/Dokumenty%20programu/JOP_SK.pdf

region) And the eligible and associated territories of Hungary, Romania and Slovakia. ENPI as a tool for the European Neighborhood Policy represented a series of programs along all external borders of the EU and offers many opportunities for cross-border cooperation in many areas: economic and social development²¹⁶, improving the quality of the environment,²¹⁷ effective border,²¹⁸ support of the cooperation, people to people.²¹⁹

Chart 5 Number of Applications Submitted by Member State for the financial contribution 1st call

| Number of submitted projects | | Budget in EUR | Number of approved applications | Number of approved applications in % | Budget of approved applications in EUR | Budget of approved applications in % of the allocation amounts |
|------------------------------|------------|---------------|---------------------------------|--------------------------------------|----------------------------------------|----------------------------------------------------------------|
| Slovakia | 51 | 13 575 310,79 | 20 | | 6 466 909,82 | |
| Slovakia as a partner | 28 | 6 713 028,33 | 9 | | 2 188 120,49 | |
| Slovakia as the lead partner | 23 | 6 862 282,46 | 11 | 23,40 | 4 278 789,34 | 25,64 |
| Hungary | 63 | 14 337 961,19 | 13 | 27,66 | 3.442 727,44 | 20,63 |
| Romania | 35 | 8 760 497,17 | 5 | 10,64 | 1 033 385,74 | 6,19 |
| Ukraine | 27 | 11 346 667,90 | 18 | 38,30 | 7 932 153,90 | 47,53 |
| total | 148 | 41 307 408,72 | 47 | 100 | 16 687 056,42 | 100 |

Source: Kosice self-governing region materials

²¹⁶ Harmonized tourism development; Creating better conditions for SMEs and business development

²¹⁷ Environmental protection, sustainable development and management of natural resources; Emergency preparedness

²¹⁸ Improvement of transport infrastructure at border crossing points and equipment for control at the borders

²¹⁹ Institutional cooperation; Non-investment projects People to people

Chart 6 Number of applications submitted for country-by-country financial contributions 2nd call

| Number of submitted projects | | Budget in EUR | Number of approved applications | Number of approved applications in % | Budget of approved applications in EUR | Budget of approved applications in% of the allocation amounts |
|------------------------------|------------|----------------------|---------------------------------|--------------------------------------|----------------------------------------|---------------------------------------------------------------|
| Slovakia | 120 | 42.053.831,80 | 21 | | 7.224.971,36 | |
| Slovakia as a partner | 59 | 21.121.317,19 | 12 | | 4.110.997,54 | |
| Slovakia as the lead partner | 61 | 21.349.846,70 | 9 | 19,70 | 3.113.973,81 | 17,50 |
| Hungary | 92 | 30.134.553,36 | 10 | 21,74 | 3.597.838,86 | 20,22 |
| Romania | 58 | 17.090.287,28 | 13 | 28,25 | 4.881.521,64 | 27,44 |
| Ukraine | 48 | 17.177.591,61 | 14 | 30,43 | 6.198.696,81 | 34,84 |
| Germany | 1 | 0,00 | 0 | | | |
| Total | 260 | 85.752.278,95 | 45 | 100,00 | 17.792.031 | 100,00 |

Source: Kosice self-governing region materials

Chart 7 Number of applications submitted for financial contribution by regions of Slovakia 1st call

| Number of submitted projects | | Budget in EUR | Number of approved applications | | Budget of approved applications in EUR | Budget of approved applications in% of the allocation amounts |
|--------------------------------------|-----------|---------------------|---------------------------------------|---------------|----------------------------------------------|------------------------------------------------------------------------------|
| Košice region as the lead partner | 15 | 5 084 536,80 | 8 | 17,2 % | 3 256 135,43 | 19,58 |
| Košice region as a partner | 16 | 3 600 107,00 | 6 | | 1 185 727,00 | |
| Košice region total | 31 | 8 684 643,80 | 14 | 6,38 % | 4 452 862,43 | 6,06 |
| Prešov region as the lead partner | 8 | 1 777 745,66 | 3 | | 1 011 653,91 | |
| Prešov region as a partner | 12 | 3 112 921,33 | 3 | | 1 002 393,48 | |
| Prešov region total | 20 | 4 890 666,99 | 6 | | 2 014 047,39 | |
| Total: | 51 | | 20 | | | |

Source: Kosice self-governing region materials

Chart 8 Number of applications submitted for financial contribution by regions of Slovakia 1st call

| Number of submitted projects | | Budget in EUR | Number of approved applications | | Budget of approved applications in EUR | Budget of approved applications in% of the allocation amounts |
|--------------------------------------|-----------|----------------------|---------------------------------------|---------|----------------------------------------------|------------------------------------------------------------------------------|
| Košice region as the lead partner | 38 | 14.274.170,39 | 5 | 10,87 % | 1.414.479,54 | 7,95 % |
| Košice region as a partner | 47 | 16.184.892,61 | 10 | | 3.516.182,14 | |
| Košice region total | 85 | 30.459.063,00 | 15 | | 4.930.661,68 | |
| Prešov region as the lead partner | 20 | 6.658.344,31 | 4 | 8,7 % | 1.699.494,27 | 9,55 % |
| Prešov region as a partner | 12 | 4.936.424,58 | 2 | | 594.815,4 | |
| Prešov region total | 32 | 11.594.768,89 | 6 | | 2.294.309,57 | |
| Bratislava region total | 3 | 417.332,00 | 0 | | 0,0 | |

Source: Kosice self-governing region materials

Legend: - did not have a partner from among the mentioned countries, x did have a partner from among the mentioned countries

Chart 9 Approved projects from the Košice self-governing region (KSK) as the lead partner according to measures and according to partners of countries **1. call**

| KSK as the lead partner: 8 applications for financial contribution were supported | | | | | | | |
|-----------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------|----------|---------|---------|---|---|---------|
| lead partner | | Partners | | | | | |
| | KSK Košice | Slovakia | Hungary | Ukraine | | | Romania |
| measure 1.1. | Harmonized tourism development 3 approved projects | | | | | | |
| | project 1 | - | - | X | | | - |
| | project 2 | - | - | x | x | x | - |
| | project 3 | - | x | X | | | X |
| measure 1.2. | Creating better conditions for SMEs and business development 1 approved project | | | | | | |
| | projekt 1 | - | - | - | | | X |
| measure 2.1. | Environmental protection, sustainable development and management of natural resources 1 approved project | | | | | | |
| | project 1 | - | - | x | | X | - |
| measure 2.2. | Emergency preparedness 1 approved project | | | | | | |
| | project 1 | - | - | X | | - | |
| measure 4.2. | Non-investment projects People to people 2 approved projects | | | | | | |
| | project 1 | - | - | X | | | - |
| | project 2 | - | x | X | | | - |

Source: Kosice self-governing region materials

Legend: - did not have a partner from among the mentioned countries, x did have a partner from among the mentioned countries

Chart 10 Approved projects from the Košice self-governing region (KSK) as the lead partner according to measures and according to partners from other countries **2. call**

| KSK as the lead partner: 5 applications for financial contribution were supported | | | | | | |
|------------------------------------------------------------------------------------------|---------------------------------------------------------------------|-----------------|---------|---------|---------|---|
| vedúci partner | | Partneri | | | | |
| | KSK Košice | Slovakia | Hungary | Ukraine | Romania | |
| measure 1.2. | Creating better conditions for SMEs and business development | | | | | |
| | 2 approved projects | | | | | |
| | Project 1 | x | - | X | | - |
| | Project 2 | - | - | X | X | - |
| measure 2.2 | Emergency preparedness | | | | | |
| | 1 approved project | | | | | |
| | Project 1 | - | - | X | X | - |
| measure 4.2. | Non-investment projects People to people | | | | | |
| | 2 approved projects | | | | | |
| | Project 1 | - | - | X | | - |
| | Project 2 | - | x | X | | - |

Source: Kosice self-governing region materials

Legend: - did not have a partner from among the mentioned countries, x did have a partner from among the mentioned countries

Chart 11 Approved projects as partners of KSK Košice 1. call

| 6 applications for financial contribution were supported | | | | | | | | | |
|----------------------------------------------------------|----------------------------------------------------------------------------------------------------------------|----------|---|---------|---|---------|---|---------|--|
| lead partner | | Partners | | | | | | | |
| | | Slovakia | | Hungary | | Ukraine | | Romania | |
| measure 1.2. | Creating better conditions for SMEs and business development Approved projects 0 | | | | | | | | |
| measure 1.2. | Creating better conditions for SMEs and business development Approved projects 0 | | | | | | | | |
| measure 2.1. | Environmental protection, sustainable development and management of natural resources 1 approved project | | | | | | | | |
| | project 1 Ukraine | x | x | - | X | X | - | | |
| measure 4.1. | Institutional cooperation 4 approved projects | | | | | | | | |
| | project 1 Ukraine | x | | - | . | | - | | |
| | project 2 Ukraine | x | | x | - | | - | | |
| | project 3 Hungary | x | | - | X | | - | | |
| | project 4 Ukraine | x | | - | - | | x | x | |
| measure 4.2. | Non-investment projects People to people 1 approved project | | | | | | | | |
| | first project Hungary | x | | | X | | | | |

Source: Kosice self-governing region materials

Legend: - did not have a partner from among the mentioned countries, x did have a partner from among the mentioned countries

Chart 12 Approved projects as partners of KSK Košice 1. call

| 10 applications for financial contribution were supported | | | | | | |
|-----------------------------------------------------------|--------------------------------------------------------------|----------|---|---------|---------|---------|
| lead partner | | Partners | | | | |
| | | Slovakia | | Hungary | Ukraine | Romania |
| measure1.2. | Creating better conditions for SMEs and business development | | | | | |
| | Approved projects 3 | | | | | |
| | project 1 Ukraine | x | x | - | - | - |
| | project 2 Ukraine | x | | - | - | x |
| | project 3 Ukraine | x | | - | X | - |
| measure 1.2. | Creating better conditions for SMEs and business development | | | | | |
| | Approved projects 1 | | | | | |
| | Project 1 Hungary | x | | - | - | X |
| measure 4.1. | Institutional cooperation | | | | | |
| | Approved projects 4 | | | | | |
| | Project 1 Hungary | x | | - | - | X |
| | Project 2 Ukraine | x | | - | - | - |
| | Project 3 Ukraine | x | | - | X | - |
| | Project 4 Ukraine | x | | - | - | - |
| measure 4.2. | Non-investment projects People to people | | | | | |
| | 2 approved projects | | | | | |
| | project 1 Ukraine | x | | | | |
| | project 2 Romania | x | | | X | |

Source: Kosice self-governing region materials

Legend: - did not have a partner from among the mentioned countries, x did have a partner from among the mentioned countries

Chart 13 Rejected projects under measure from KSK Košice as the lead partner and as a partner by priority 2. call

| Measure | | Number of rejected projects |
|--------------|------------------------------------------------------------------------------------------------|-----------------------------|
| measure 1.1. | Harmonized tourism development | 14 |
| measure 1.2. | Creating better conditions for SMEs and business development | 10 |
| measure 2.1. | Environmental protection, sustainable development and management of natural resources | 10 |
| measure 2.2. | Emergency preparedness | 3 |
| measure 3.1. | Improvement of transport infrastructure at border crossing points and border control equipment | 0 |
| measure 4.1. | Institutional cooperation | 24 |
| measure 4.2. | Non-investment projects People to people | 9 |
| | total: | 70 |

Source: Kosice self-governing region materials

The interest in investment projects has always overwhelmed the interest in non-investment projects in the entire program period. At the same time, in the recent calls the trend of growing number of submitted as well as approved projects in the field of Institutional cooperation and non-investment projects People have pointed out positive changes.

However, it is necessary to reflect on why a large number of projects have been rejected in the relevant evaluation processes in this area (see Chart 13).

Answers can be:

- incorrect and randomly created partner structures
- poor level of the projects submitted or the misunderstood objectives of certain priorities
- inadequate knowledge of the procedures for the preparation of projects
- insufficient infrastructure as well as knowledge and educational background for the preparation of projects
- language barrier (English language)

The fact is that this program has worked in the relatively backward areas of the countries concerned, which greatly influenced the quality of the projects submitted, as well as the fact that unusual structures have emerged in the partnerships created. In the first call, most of the submitted projects consisted of bilateral partnerships (HU-UA, SK-UA or RO-UA), although tripartite and four-party partnerships were also present. This trend persisted in the second call.

Of all the supported projects of the KSK (14) under the first call, ten bilateral projects were involved (8 SK-UA, 1 SK-RO, 1 UA-RO), three were tripartite (SK-HU-UK, 2 HU -SK-UK) and one four-way (SK_HU_IK_RO) partnership (Chart 9-12). The applications submitted by Slovakia to the second call (a total of 85) followed tripartite partnerships only in 33 projects and only four projects were supported. In the second call from among 15 successful applications submitted by the KSK, 11 projects were bilateral (10 UK - SK, 1 UK - RO) and four partnerships were tripartite (HU - SK - UK). The partnership structure for successful KSK projects shows that Ukrainian and Slovak applicants have sought partnerships almost exclusively with each other. It is noteworthy that successful applications from the Hungarian regions have been linked to tripartite partnerships. Surprisingly, submitters were not interested in the experience and knowledge of wider partner structures when exchanging experience and finding good solutions in the border area. These trends can be traced to applicants from Slovakia, as well as to Ukrainian applicants.

Another problem in the region is the lack of professional control system. Because of his absence there was a thematic overlap. Applications for project subsidy are not continuously assessed in the preparatory phase in terms of project expertise and sustainability. In addition to professional evaluation of projects, there were also missing activities to monitor the public's relationship to the concrete solutions in the projects. It is difficult to measure the impact of projects on local people when there is no opportunity for the communities concerned to express their opinions and experience within the project. This makes them apathetic and it is prerequisite that they will not even be interested in engaging in these activities in the future.

Another negative factor is the absence of a stable system of cooperators. This deficiency can open up the opportunity to quickly and accidentally build a non-profit organization to: be a partner or apply for financial support as the main partner in the project, often without greater experience and knowledge. The lack of stable system is also reflected in the poor cooperation of towns and municipalities, associations, microregions.

In order to gradually overcome these problems in cross-border cooperation, it is necessary to create a supporting background - to further analyze what a supporting institutional structure would be able to guarantee a higher quality of projects and to disseminate, in an appropriate manner, the information on outputs of implemented projects. Establishing institutional background and completing the legislative and contractual base, especially from the point of view of the regions, is crucial for the further development of cross-border cooperation.

By minimizing these negatives, it is possible to achieve that these projects will perceive the inhabitants of the region as their projects and not as outsiders, often outside. Until now, however, ordinary citizens for whom those activities are implemented have a restrained attitude and feel no change in awareness of ongoing EU processes.

Reasons exist on multiple planes:

- the different economic levels of the regions as well as the institutional background
- impact of poles of development: centres opposed to the countryside
- transport infrastructure
- socio-economic background

Overview of the submitted ENPI HU-SK-RO-UA projects ²²⁰

In the first call, 148 applications were submitted. The highest share of the ENPI requested contribution (35%) was the area of environmental protection because of the increased volume of concentrated funds.

²²⁰ based on KSK materials

Of these, 67 projects were funded, 20 from Slovakia. In Košice self-governing region, 14 projects were successful. Of the total allocated resources of 16.6 mil. 19.5% 3.2 mil. € is directed to the territory of the Košice self-governing region - in 8 projects, where the representatives of KSK act as lead partners and Eur 1,18 mil. in 6 projects where KSK representatives act as partners.

260 projects were submitted under the second call. Of the 260 requests from the second call, almost half (120) were filed from Slovakia, compared with the first call, when the number of applications from Slovakia was 51.

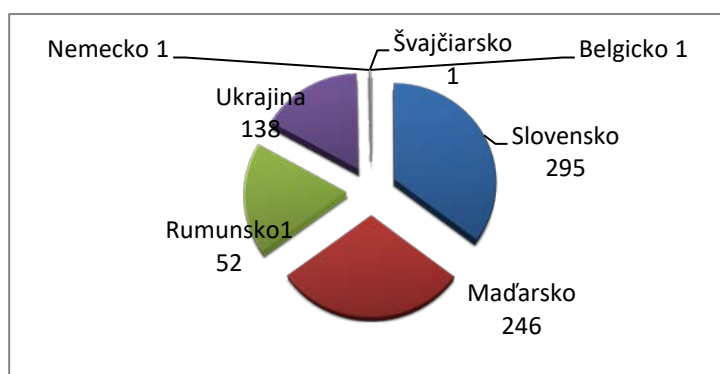
The total number of projects submitted by the Lead Partner from Košice Self-Governing Region is 38 and the total value of these projects amounts to EUR 14,274,170.39.

In 2011, the 3rd Call for Proposals was launched. Within the call, all program priorities were opened. The total allocation was € 8,000,000.

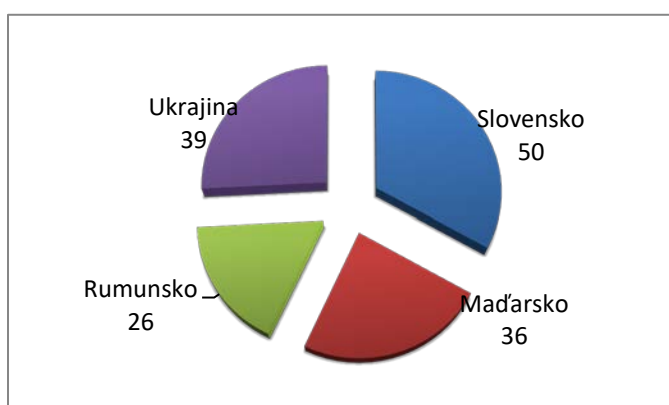
Under the call, 271 projects were submitted in the amount of EUR 74,776,705.15. The total number of projects submitted by the Lead Partner from Košice Self-Governing Region is 25. The total value of these projects amounts to EUR 7,947,602.95.

Compared to the second call for the program, fewer projects were submitted from the KSK area. While in the first call, 15 projects with the lead partner (LP) from the KSK area were submitted, 38 projects in the second call, 25 projects were submitted in the third call. With the drop in NFP applicants' interest in acting as vice-chairperson, we also see an increased interest in projects where KSK applicants are acting as project partners. In these projects, there was an increase from 47 projects in 2010 to 53 projects in 2011. The total number of projects submitted by the applicant from the KSK territory decreased compared to the second call from 81 projects to 79 projects.

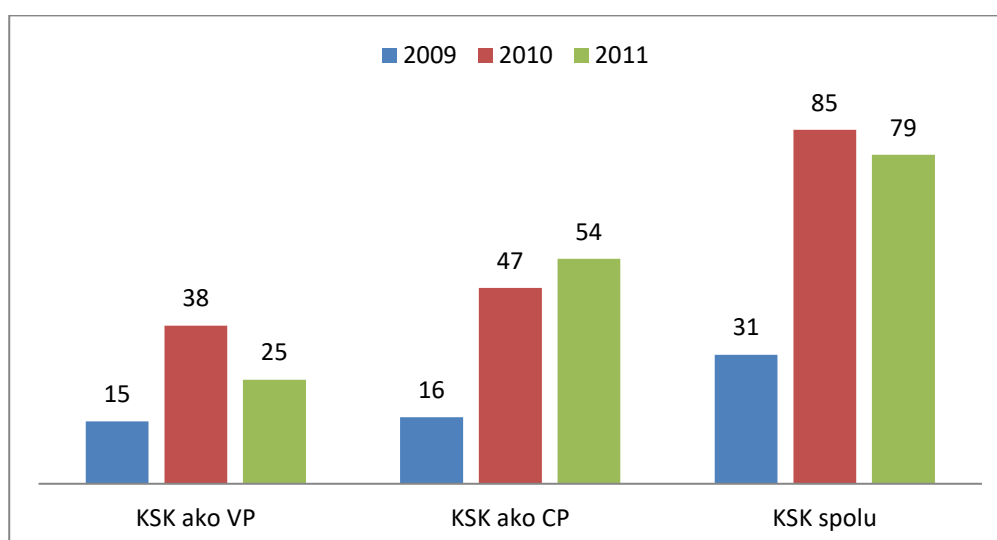
During the first and second call periods, most of the applications were submitted from the Slovak Republic (Graph 7) and the number of approved projects was highest as well (see Graph 8).



Graph 7 Number of applications submitted by country



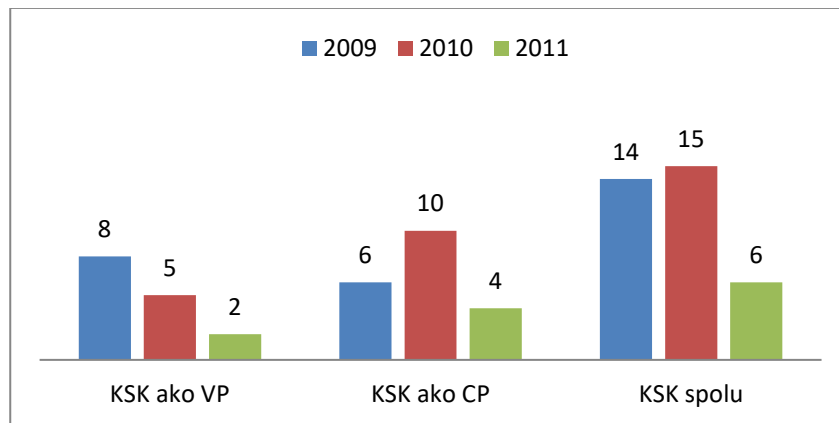
Graph 8 Number of approved applications by country



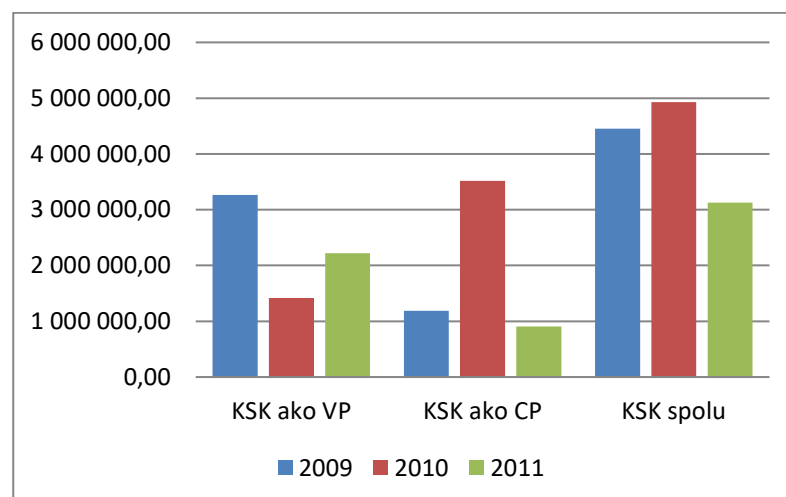
Graph 9 Number of projects submitted in 2009-2011²²¹

²²¹ Source: KSK materials

On 6 December 2012, the Joint Monitoring Committee met the program and decided to approve 30 projects and to include 23 projects in the reserve list. Six projects were approved for the region of Košice, of which 2 projects will be implemented in the territory of the KSK, and an entity from the Slovak republic will act as a leading partner, in the amount of EUR 2.219.909,23 and four projects in the amount of EUR 907.027,68 in which the applicant from the KSK territory acts as a cross-border partner. The total volume of the approved projects to be implemented in the territory of the KSK in cooperation with the cross-border partners amounts to EUR 3,126,936.91.



Graph 10 Number of approved projects in 2009-2010²²²



Graph 11 Budget of approved projects in 2009 - 2011²²³

²²² Source: KSK materials

²²³ Source: KSK materials

Selected successful KSK projects implemented in the field of cross-border cooperation;
List of jointly implemented projects with the Ukrainian side (see ANNEX 3)

Chart 14

| krajiny | kraje | podporené projekty počet | | | % | | | rozpočet podporených projektov | | | | | % | | |
|------------------------------|------------------------|--------------------------|-----------|-----------|------------|---------------|---------------|--------------------------------|--------------------------|--------------------------|-------------------------|--------------------------|---------------|---------------|---------------|
| | | 2009 | 2010 | 2012 | Spolu | 2009 | 2010 | 2012 | Spolu | 2009 | 2010 | 2012 | Spolu | 2009 | 2010 |
| | roky | | | | | | | | | | | | | | |
| | Košice SGR ako LP | 8 | 5 | 2 | 15 | 17,02 | | | 3 267 135,43 EUR | 1 414 479,54 EUR | 2 219 909,23 EUR | 6 901 524,20 EUR | 19,58 | 7,95 | 25,64 |
| | Košice SGR ako partner | 6 | 10 | 4 | 20 | | | | 1 185 727,00 EUR | 3 516 182,14 EUR | 907 027,68 EUR | 5 608 936,82 EUR | | | |
| | Σ Košice SGR | 14 | 15 | 6 | 35 | | | | 4 452 862,43 EUR | 4 930 661,68 EUR | 3 126 936,91 EUR | 12 510 461,02 EUR | | | |
| SR | Prešov SGR ako LP | 3 | 4 | 0 | 7 | 6,38 | | | 1 011 653,91 EUR | 1 699 494,27 EUR | 0,00 EUR | 2 711 148,18 EUR | 6,06 | 9,55 | 0,00 |
| | Prešov SGR ako partner | 3 | 2 | 2 | 7 | | | | 1 002 393,48 EUR | 594 815,40 EUR | 539 353,05 EUR | 2 136 561,93 EUR | | | |
| | Σ Prešov SGR | 6 | 6 | 2 | 14 | | | | 2 014 047,39 EUR | 2 294 309,67 EUR | 539 353,05 EUR | 4 847 710,11 EUR | | | |
| | Bratislava SGR | 0 | 1 | 0 | 1 | | | | 0,00 EUR | 0,00 EUR | 0,00 EUR | 0,00 EUR | | | |
| | Banskobystrický SGR | 0 | 0 | 1 | 1 | | | | 0,00 EUR | 0,00 EUR | 299 902,67 EUR | 299 902,67 EUR | | | |
| Σ SR | | 20 | 21 | 9 | 50 | | | | 6 466 909,82 EUR | 7 224 971,35 EUR | 3 966 192,63 EUR | 17 658 073,80 EUR | | | |
| Σ SR ako partner | | 9 | 12 | 7 | 28 | | | | 2 188 120,48 EUR | 4 110 997,54 EUR | 1 746 283,40 EUR | 8 045 401,42 EUR | | | |
| Σ SR ako lead partner | | 11 | 9 | 2 | 22 | 23,4 | 23,40 | 6,67 | 4 278 789,34 EUR | 3 113 973,81 EUR | 2 219 909,23 EUR | 9 612 672,38 EUR | 25,64 | 17,50 | 25,64 |
| HU | | 13 | 10 | 13 | 36 | 27,66 | 27,66 | 43,33 | 3 442 727,44 EUR | 3 597 838,86 EUR | 2 371 342,27 EUR | 9 411 908,57 EUR | 20,63 | 20,22 | 27,39 |
| RO | | 5 | 13 | 8 | 26 | 10,64 | 10,64 | 26,67 | 1 033 385,74 EUR | 4 881 521,64 EUR | 2 322 704,55 EUR | 8 237 611,93 EUR | 6,19 | 27,44 | 26,83 |
| UA | | 18 | 14 | 7 | 39 | 38,3 | 38,30 | 23,33 | 7 932 153,90 EUR | 6 198 696,81 EUR | 1 743 355,40 EUR | 15 874 206,11 EUR | 47,53 | 34,84 | 20,14 |
| GER | | 0 | 0 | 0 | 0 | 0,00 | 0,00 | 0,00 | 0,00 EUR | 0,00 EUR | 0,00 EUR | 0,00 EUR | 0,00 | 0,00 | 0,00 |
| SUI | | 0 | 0 | 0 | 0 | 0,00 | 0,00 | 0,00 | 0,00 EUR | 0,00 EUR | 0,00 EUR | 0,00 EUR | 0,00 | 0,00 | 0,00 |
| BEL | | 0 | 0 | 0 | 0 | 0,00 | 0,00 | 0,00 | 0,00 EUR | 0,00 EUR | 0,00 EUR | 0,00 EUR | 0,00 | 0,00 | 0,00 |
| Σ | | 47 | 46 | 30 | 123 | 100,00 | 100,00 | 100,00 | 16 687 056,42 EUR | 17 792 031,12 EUR | 8 657 311,45 EUR | 43 136 398,99 EUR | 100,00 | 100,00 | 100,00 |

DESIGN OF NEW INNOVATIVE APPROACHES

Basic differences between the regions

| Barents region | Slovak - Ukrainian border region |
|-------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------|
| developed organizational and institutional arrangements | inconceivable and thus poor organizational and institutional system |
| active participation respectively representation in European regional systems | non-continuous participation, respectively representation in European regional systems |
| political trust, respectively good relationship with the state power | political mistrust, respectively tension between the state power and regions |
| active cooperation among partners, cooperation is complex and multilateral | in individual cases, a colliding collaboration, cooperation is limited but gradually expanding |
| integrated regional development policy | partly coordinated, mostly financially supported through cross-border cooperation programs |
| significant financial background and own resources | insufficient financial background, difficulties, particularly in the absence of own resources |
| advanced regional identity | an attempt to create a regional identity |
| open society, heterogeneity | deep historical identity, cultural, linguistic co-ownership of the region's inhabitants + significant efforts to preserve traditions and historical memory |

Cross-border cooperation needs to be seen more broadly, not only through projects implemented through EU cross-border cooperation programs. Cross-border cooperation is an instrument for gradual elimination of the disadvantages of cross-border areas. It must have different forms applied in each region, starting with the exchange of experience, joint preparation of relevant planning documents, cultivation of stable partnerships and the thought of complementary use of the existing brain potential of the territories concerned

Recommendations

In the "triangular" region, Hungarians, Slovaks, Ukrainians, Ruthenians and Roma live in the status of the majority and the minority.

In the Barents region, they are intensively addressing the issue of preserving the lives of indigenous peoples and ethnicities. In the framework of cross-border cooperation, they also deal with the preservation of the value system and different customs from other people, as well as measures relating to traditional culture, traditional economic activity and the lifestyle of the indigenous peoples. In the Barents region a Regional Working Group of Indigenous Peoples was formed, whose members are politicians elected by indigenous people. Their activities are focused on various areas, such as: improving the health status of the population in the minority territories of the Russian region, improving the environment, changing the use of natural resources in accordance with the principles of sustainable development; Promoting cultural life in order to secure a traditional culture; The dissemination of information on indigenous peoples among the majority; The development of the possibility of professional study and the transfer of current knowledge among the indigenous inhabitants, respectively. Appropriate organizations, media.

Based on their experience, we suggest that a "tripartite" region create a common institutional platform of minority and ethnic group representatives that would represent specific needs of minorities living in the region and would participate in the planning and implementation processes of individual cross-border cooperation programs; To commit the States concerned to financially support these activities

Specifics of the given question (recommendations):

- development policy, territorial cooperation cannot have an ethnic basis, but the development needs to be achieved by improving the living conditions of each community (community) living in individual regions, so regions need not be ethnicized but regionalized. In order to succeed in the region's development, cooperation between regions and ethnicities should be encouraged and communication and coordination be strengthened

- We suggest more intensive cooperation between different cities in the region (for example "Eurocity" Haparanda and Tornio) Uzhgorod - Michalovce, Kralovsky Chlmec - Čop. In addition to building the necessary transport and technical

infrastructure, it is essential to build on the principle of human relations on the principles of equivalence and tolerance.

- Support projects that create wider education opportunities at secondary and tertiary level + scholarship programs (University of Kosice, Uzhgorod University, University of Miskolc, University of Nyiregyhaza). It also includes the exchange of experts, scientists and university educators in order to intensify the brain potential of the region.
- Reasons: Population aging, skilled migrants cause labour shortages in various economic sectors, especially in the health sector and gradually also in social services. Facilitating coordinated procedures for the application of professional staff (from Ukraine) to the labour market of Slovakia and Hungary would ease the already existing shortage of qualified labour force in the region.

We propose to create a common job centre (job exchange) in the region based on experience in the Barents project (see Annex 2). Ensure ongoing cooperation and exchange of information on labour market demands also in the long run. Create conditions for data exchange between schools, education, labour, business and civil spheres in order to mitigate the still high levels of unemployment, to ensure greater flexibility and mobility in the use of available labour resources.

The "triangle" region is characterized by unique values that can be used for tourism development (natural, historical, cultural) and therefore it can be said that this sector can be a key priority for the further development of the region. At present, marketing is still lagging behind, lacking information on programs and opportunities in tourism services.

We think that the creation of a joint regional tourist information office and the creation of a comprehensive network of already existing information offices using the IT system would benefit in this direction (see Annex 2).

We propose to establish an organization and create a network of guides, to ensure their permanent training even after the completion of individual projects, thus achieving the continuity of educational and innovation activities and creating a cross-border marketing strategy;

Intensive development of relations between the population in everyday life interferes in the long run with the non-functioning daily transport.

In the Hungarian - Slovak cross - border area, it would be appropriate to continue building and linking already existing cycling routes across borders; To improve passenger transport (bus, trains) between towns, cities (for example, there is no connection to the nearest town beyond Kisvárda, Sáropatak or Užhorod) from the centre of Medzibodrožie from Kráľovský Chlmec;

In the cross-border region of Slovakia - Ukraine to accelerate the implementation of solutions for cross-border transitions - increase their number and improve the conditions of the existing transitions;

Transport and logistics options to be reviewed in terms of the development of tourism and inter-urban, neighbourly moves, and to propose specific solutions (small border crossings) so that the external borders of the European Union have not become insurmountable dividing lines in evolving relations.

These requirements are also a prerequisite for the development of tourism in the region.

Conclusion

Several recommendations have already been drafted to address the problems of improving cooperation between border regions (Slovakia, Ukraine and Hungary).²²⁴

Unfortunately, most of these materials remained in the theoretical plane, and in practice only a relatively limited part of them could be realized.

We believe that the question of what is the cause of such a country's approach to this problem should be found in response to the inappropriate approach of governmental authority and state apparatus to regional cooperation, as well as to the relevant regional and local authorities. E.g. So far, the persistence of mutual mistrust between the parties has not been resolved, thus reinforcing the missing partnership principle.

Sufficient activity has also been developed to unify organizational and other structures. Institutions (agencies) and organizations that are active in this field do not always have adequate staffing, they do not know the environment, the specifics of the local population, as well as the relevant legal and other rules. They focus only on financially supported programs, help with the preparation and implementation of specific projects.

This reduces the possibility of developing just in the field of human relations.

The outermost borders of the European Union (in our case the "triangle" region) are heterogeneous, there are a number of historical, economic, cultural and geopolitical factors. Their effective combination and intensive use of cross-border cooperation is likely to greatly eliminate the negatives resulting from the geographical location of the region and turn them from negative to positive.

Effective and coordinated cross-border cooperation can be a tool to change the comparative disadvantage resulting from frontier location to a comparative advantage. However, cross-border cooperation must be seen as a new option and a new dimension of regional development, by accepting the basic characteristics of cooperation in the Barents region: coherence, efficiency and continuity.

²²⁴ Protocol of the Fourth Session of the Slovak-Ukrainian Intergovernmental Commission for Economic, Industrial And Scientific And Technical Cooperation
www.rokovanie.sk/File.aspx/Index/Mater-Dokum-173150; Administration and recommendations from the conference for Slovak and Ukrainian institutions http://karpatskanadacia.sk/wp-content/uploads/2014/07/Konferencia-SK-UA_z%C3%A1very.pdf

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7. MAJOR TRENDS IN THE CONTEMPORARY SLOVAK-UKRAINIAN CROSS-BORDER COOPERATION

(Volodymyr Prykhodko, Olesja Benchak, Oleg Pylypenko, Uzhhorod, Ukraine)

The state border and the border regions and administrative units of the Slovak Republic and Ukraine on the regional development and socio-cultural space nearby at all times has influenced the socio-economic status of a large and distinctive Central European region on the spur of the Carpathians, Tatra and Beskidy. The representatives of different peoples inhabiting this area for more than a thousand years of recorded history have a significant human and natural resource potential, favourable geographical position and transit business systems. In a joint historical memory records the experience of living within three superpowers, four monarchies, two dictatorships and two parliamentary republic, the creation of three states of their own and quasi-state entities.

Inter-ethnic tolerance, European orientation and religious values, non-paternalism and entrepreneurship, constructive conformity and high viability are inherent in the population mentality on both sides of the border. High mobility, compactness of territory and borders proximity typical for active people and youth in Eastern Slovakia and Ukrainian Transcarpathia allow quite successful compensation of the agricultural way of life and a low level of urbanization.

Since 1990s the Carpathian region, the only region of its kind on the continent, where the borders of four EU countries with Ukraine are located, has been positioned as a springboard for European integration, has become the site where the first post-Soviet structure of the international cross-border cooperation was created - the Carpathian Euroregion Romania covering the border areas of Slovakia, Hungary and Ukraine, and implements many programs of the EU Eastern partnership.

Slovak-Ukrainian bilateral relations and their system-forming impact on cross-border cooperation

In the final provisions it should be noted that in 2012-2016 the authorities of Slovak Republic have implemented and demonstrated its readiness to cooperate with Ukraine in two directions - bilateral (in which the Slovak party provides the development of the whole complex of relations with the Ukrainian state as its eastern neighbours) and multilateral (the Slovak side supports the European integration of Ukraine in case of its meeting the relevant criteria and conditions of the EU membership). It can also be foretold that in the framework of bilateral cooperation the Slovak authorities is going to make further emphasis on the economic sphere (including investment, transport, energy, tourism, etc.) and specific projects that will have a direct positive impact on the economy of Slovakia (in particular, in view of our analysis, such a strategic cross-border project is the broad railway between Ukraine, Austria and Slovakia, which has been long discussed, as well as implementing the projects of road transport corridors).

Regarding cooperation of the Ukrainian and Slovak parties within the framework of multilateral cooperation - especially in the context of Ukraine's integration into the EU - it is necessary to state that the Government of Slovakia not only verbally supports the integration mentioned and makes practical steps to share Slovak integration and transformation experience with Ukraine, but, in order to strengthen its image of an advocate and vehicle of the Ukrainian state's interests in the EU, may resort to more specific measures. Optimization of relations between Ukraine and Slovakia in terms of European integration processes is supported by the growing interest of the official Bratislava in creating a free trade area between Kyiv and the EU, the operation of which will provide increased volumes of foreign trade in goods and services (especially in transport and logistics, and in particular, beneficial cooperation in manufacturing in Ukraine and transit of energy-intensive commodities through transboundary territories for Slovak enterprises under conditions of a temporary shortage of electricity produced in this country).

The Slovak experience of accessing the EU, namely the passed way of internal transformation and adaptation of national legislation to the EU standards is of great interest to Ukraine, which was demonstrated by the recently completed joint Ukrainian-Slovakian project of nationwide discussion on the various aspects of the EU functioning "The National Convention

on the European Union in Ukraine”, which involves the transfer to Ukraine of the Slovak organizational experience prior to Slovakia’s accession to the EU.

Summing up, the current policy of Slovakia on cooperation with Ukraine is aimed at supporting the gradual integration of Ukraine into the European area. Certainly, in order to maintain the positive dynamics of the European integration process, the priority measures comprise, firstly, the completion of ratification of the EU-Ukraine Association Agreement, which implies creating a free trade area that will positively affect the trade relations between the two countries. Secondly, it is necessary to increase the potential of bilateral trade, sectoral and regional cooperation to fully use available mechanisms of joint committees, organizing business events - presentations, exhibitions, business forums, using the new features and association instruments.

An important part of the relationship is the interregional cooperation between Ukraine and Slovakia, which is simultaneously one of the main vectors of cooperation between the two rapidly developing countries. During the years of the country's market economy formation and development and as a result of active involvement in the world and European industrial outsourcing and investing of transnational corporations in the border regions of the two countries there have developed positive conditions for business zones of high investment activity and clusters in such areas as forestry, tourism and recreation, light and processing industry, transport and logistics, car building and instrument engineering. While preparing the Slovak Republic for accession to the EU (2004) and before the EU-Ukraine Association was signed (2014), the Slovakian-Ukrainian border regions and administrative units - subjects of cross-border cooperation of the two countries have strengthened their competitive advantages, including commodity market’s efficiency and the share of foreign ownership, access to the internet. In all the above mentioned components of regional economies there are seen potential opportunities and best practices for the regional transfer of knowledge and technology to be created and operate.

However, a comprehensive analysis of trends in 1991-2015 shows that on its own, without an effective regional and investment policies of the European Community, the implementation of international cooperation programs, the economy of the Ukrainian-Slovak border area cannot eliminate both the identical and asymmetrical peripheral factors, inherent in the Slovak-Ukrainian border territory, and provide employment to the population, resist brain drain, natural and technological risks and challenges of the shadow economy of depressed mountain areas.

Under these circumstances, the increased share of the knowledge economy and innovation, information and green economy on both sides in the economic structure of the cross-border regions is seen a promising and fruitful direction of these territories' rebranding and upgrading in the post-industrial time.

Thus, it can be maintained that now development of the Ukrainian-Slovak relations continues in terms of gained stability and cooperation. However, there are factors that somewhat reduce the efficiency of the Ukrainian-Slovak cooperation. They are of both internal and international character. In particular, this is their belonging to the different integration structures. The Slovak Republic is objectively interested in the sustainable development of independent democratic Ukraine, as well as in economic cooperation with it - for Central Europe, Ukraine remains a strategic transit route to the CIS markets. Despite the pro-European policy of Slovakia concerning Ukraine, the integration of the latter into the EU must follow the "two-way route".

That is why the agenda on intensifying the cooperation between Ukraine and Slovakia should include prior consultations at the level of Ministries of Foreign Affairs and representatives of the Slovak Republic and Ukraine on multilateral platforms in order to enhance their activity in accordance with the interests of the Slovak Republic, Ukraine and bilateral Slovak-Ukrainian cooperation; to use bilateral diplomacy with Slovakia to form an agenda necessary for Ukraine as to political association with the EU; to develop a concept of regional cooperation among the Visegrad countries and Ukraine in the programs of key interests: energy security, energy efficiency, border management, direction towards visa-free regime for Ukraine etc.; to take measures pursuant to the recent meetings of Ukrainian-Slovak bilateral specialized commissions and to start a process of coordinating the time for these committees' coming meetings; to elaborate joint bilateral projects in improving energy efficiency and using alternative energy sources with the participation of the Slovak Innovation and Energy Agency and the relevant Ukrainian partner.

Obviously, Slovakia and Ukraine have no political contradictions, so the interests of the Slovak Republic in the bilateral cooperation are crucial in pragmatic reckoning that concerns meeting national and economic interests. In addition, the Bratislava Hrad, together with Georgia and Poland, can benefit from the image and role of provider for the European reforms in Ukraine, promoting its former officials to positions in the Ukrainian government structures. Of course, it is necessary to understand that, similar to Hungary, the Czech Republic and other countries - members of the European Community, Slovakia should have significant political and

economic reasons and motives (investment opportunities, joint projects) to promote the advancing increase of competitiveness and development of business environment and infrastructure in Ukraine within the EU or Visegrad, and to intensify cross-border cooperation in the Carpathian region.

The Ukrainian-Slovak Cross-Border Cooperation

The priority directions of the Ukrainian-Slovak cross-border cooperation comprise:

- an integrated development of the two countries' border regions by expanding trade and economic, cooperative and industrial, scientific and technical, cultural and other ties of bordering administrative units, implementation of joint investment projects, programs on environmental protection, prevention of natural and man-made disasters, development of border infrastructure and deepening contacts in the humanitarian sphere at the regional level.
- maximum and pragmatic use of the international factor for comprehensive social and economic development of border regions of Ukraine and Slovakia to prevent the threat of turning them into backward peripheral provinces, levelling the regional development of the countries' bordering and internal - more economically powerful - territories.
- The Ukrainian-Slovak cross-border cooperation is a significant trend of two states' participation in the European integration at the regional level. This is a kind of additional "bridge" for effective inclusion of Ukraine in the integration processes leading to the creation of a coherent united Europe.

At the same time it is a point of principle that the general objective of cross-border cooperation lies not in providing independent - with the elements of autarchy - development of border regions, which is impossible in itself, but in its main focus on strengthening the neighbour-states in general through a harmonized and integrated regional development and enhancing their participation in international integration processes.

Cross-border cooperation cannot be executed outside the existing legal and constitutional framework of collaborating neighbour-states. Implementation of specific regional interests in cross-border interaction should in no way be contrary to the basic national interests. And the regions as the main actors of cross-border relations are eligible exclusively within the competence delegated to them to act independently on the international arena under the international treaty arrangements, applicable law and decisions of public centres.

The “Treaty on Good-Neighbourliness, Friendship and Cooperation between Ukraine and the Slovak Republic” dated June 29, 1993 became an important bilateral international legal instrument that opened the opportunity of cross-border cooperation between Ukraine and Slovakia. At the same time, since the beginning of the 1990s Ukraine and Slovakia have purposefully formed a wider legal regulatory framework stipulating certain aspects of cross-border relations, by negotiating special bilateral international legal agreements and treaties.²²⁵

Since 1993, for example, there have been signed a number of agreements on bilateral Ukrainian-Slovak border and its regime: the Agreement between Ukraine and the Slovak Republic on joint state border on October 14, 1993; the Agreement between Ukraine and the Slovak Republic on the mode of the Ukrainian-Slovak border, cooperation and mutual assistance on border issues on October 14, 1993 and others. There was signed a set of agreements on cooperation in transport and transport infrastructure: the Agreement between the Government of Ukraine and the Government of the Slovak Republic on railway communication across the state border of June 15, 1995; the Agreement between the Government of Ukraine and the Government of the Slovak Republic on international automobile communication as of June 15, 1995; the Agreement between the Government of Ukraine and the Government of the Slovak Republic on general principles of cooperation and conditions of mutual relations in the field of transport as of June 15, 1995; the Agreement between the Ministry of Transport of Ukraine and the Ministry of Transport, Posts and Telecommunications of the Slovak Republic to determine the projected motorway junction on the Ukrainian side and the highway No 131 on the Slovak side on the Slovak-Ukrainian state border southwest of the city of Uzhhorod, between the villages Storozhnica (Ukraine) and Zagora (Slovak Republic) and their passage in the border areas as on March 7, 1997.

Another set of agreements stipulates the parties’ joint actions to preserve the environment and to prevent or eliminate the consequences of natural and man-made disasters, particularly in the border areas:

- the Agreement between the Government of Ukraine and the Government of the Slovak Republic on cooperation in plant protection as on May 14, 1993;

²²⁵ Договір про добросусідство, дружні відносини і співробітництво між Україною та Словацькою Республікою // Міністерство закордонних справ України. Відділ архіву зовнішньої політики України, архіву ООН та інших міжнародних організацій (далі - ВАЗП МЗС України). - Ф. Двосторонні договори і угоди. - Розділ (Р.) Словачина, Словацька Республіка. - Спр. 330.- А. 1-15; Договір про добросусідство, дружні відносини і співробітництво між Україною та Словацькою Республікою // Політика і час.- 1993,- № 8,- С.88-92.

- the Agreement between the Government of Ukraine and the Government of the Slovak Republic on water management issues in the border waters as on June 14, 1994;
- the Agreement on Cooperation between the Ministry of Environmental Protection of Ukraine and the Ministry of Environment of the Slovak Republic as on September 30, 1994;
- the Agreement between the Government of Ukraine and the Government of the Slovak Republic on cooperation and assistance in emergency situations as on December 5, 2000).²²⁶

As many of the current Ukrainian-Slovak bilateral international legal documents deal with the issues regulating various aspects of cross-border cooperation, it can be assumed that during the decade (1993-2003) there was formed a developed normative international legal framework for regulating bilateral cross-border relations at the interstate, intergovernmental, interdepartmental levels of relations between Ukraine and the Slovak Republic.

The "Agreement between the Government of Ukraine and the Government of the Slovak Republic on Transfrontier Cooperation", prepared according to the brand new European standards and signed in Bratislava on December 5, 2000, should be considered a significant step forward in creating a mechanism regulating the Ukrainian-Slovak cross-border relations and in general an innovation in international treaty practice.

A significant positive aspect of this Ukrainian-Slovak Agreement is the clarity of applicable concepts interpretation, namely "cross-border cooperation", which refers to "all the administrative, technical, economic, social and cultural activities aimed at strengthening and developing relations between the Contracting Parties, as well as settlements, cities and regions on both sides of the common state borders, including the conclusion of appropriate agreements to address common problems." It defined the terms "local authorities» and "regional authorities" and approved the mutual provision of information on their interpretation according to the changes in organization of local and regional government (Art. 1), which is relevant in the context of the creation of the 2002 system of regional self-governance in the Slovak Republic and the territorial reform in Ukraine initiated in 2014.

The common European norms and principles of cross-border cooperation, approved by the Council of Europe, have been taken as a sample for the Ukrainian-Slovak Agreement. Article

²²⁶ Partnership and Cooperation Agreement between the European Communities and Their Member States, and Ukraine. In: *European Commission: Treaties Office Database. List of treaties by country: Ukraine*, <http://ec.europa.eu/world/agreements/prepareCreateTreatiesWorkspace/treatiesGeneralData.do?step=0&redirect=true&treatyId=217> (access on 15 September 2013). Strategic alternatives

3 stipulates that, "The Contracting Parties shall support any initiative of local and regional authorities, based on agreements developed by the Council of Europe between territorial communities and authorities aimed at expanding cross-border cooperation."

There is a wide list of the main areas where there will be provided coordination of the Ukrainian-Slovak cross-border cooperation, in particular, urban and regional development, transport and communications, border trade, power engineering, joint projects on tourism development, economic projects (joint ventures), etc. (Art. 9).

However, priority in selecting fields, forms and areas of cooperation has been given directly to the subjects of cross-border relations, while the governments of the two states, in accordance with Art. 4, will "deal with all the legal, administrative or technical problems that could hinder the development of cross-border cooperation, hold consultations on these problems; support measures of local and regional authorities aimed at establishing and developing trans-border cooperation; on the basis of mutual consultations, within the scope of their capacities, finance local and regional authorities for the purpose of cooperation development."

It was Ukraine's first international legal document on cross-border cooperation, where the central executive government assumes specific commitments to promote cooperation, including those to territorial communities, regional and local authorities. The coordinating structures of bilateral cross-border cooperation – national and mixed commissions, working groups of experts –, which are stipulated in Article 6-8 of the Agreement, are well thought-over and rational²²⁷.

These positive aspects of the "Agreement between the Cabinet of Ministers of Ukraine and the Government of the Slovak Republic on cross-border cooperation" should be primarily considered to be a result of practical application of the Council of Europe recommendations on cross-border cooperation while developing its provisions. The Council of Europe earlier have developed model contracts at all levels, including international (intergovernmental) and interregional agreements on transfrontier co-operation.

The standards recommended by the Council of Europe are also used in the practice of relations between Ukraine and Slovakia to prepare agreements on cross-border cooperation at the regional and local levels. During 1999-2001 there were concluded the first bilateral

²²⁷ Угода між Кабінетом Міністрів України і Урядом Словацької Республіки про транскордонне співробітництво // Поточний архів Міністерства економіки і європейської інтеграції України. - Вх. № 29-33/009 від 10 січня 2002 р. - С.1-5; Dohoda medzi vládou Slovenskej republiky a Kabinetom ministrov Ukrajiny o cezhraničnej spolupráci // Zbierka zákonov č. 172/2001. - Čiastka 73. -S.1926-1927.

agreements on cooperation between Zakarpattya, Ivano-Frankivsk, L'viv regions of Ukraine and Kosice and Presov territories of Slovakia. At present, the two countries at the regional level signed 50 agreements on cooperation at various levels - both between regions and districts and municipalities. Furthermore, there were signed about 30 documents on cooperation between educational institutions, the implementation of which provides contacts at the micro level - between particular structures, businesses, universities, schools, research institutions, cultural institutions, libraries and so on.²²⁸

Thus, it can be concluded that international law, interregional contractual framework of the Ukrainian-Slovak cross-border cooperation meets the European standards of cross-border interaction, creates a more or less clear legal framework and the principles of bilateral cross-border relations and opens the way for effective cooperation between the border administrative units of Ukraine and Slovakia.

In line with international and European treaties regional self-governance bodies and territorial communities of border administrative units in both countries should play and are playing a major role in the modern development of Ukrainian-Slovak cross-border cooperation. The connections at the regional level on the Ukrainian side and the self-governing region on the Slovak side (or Ukrainian Regional Councils and Slovak territorial elected representation) are an important system-forming element of cross-border cooperation between Ukraine and Slovakia. Improvement of the regulation mechanism of Ukrainian-Slovak cross-border cooperation requires continuous consideration of how international and national regulation of cross-border contacts are developed and experience gained in the Slovak Republic and Ukraine in terms of the implementation of administrative territorial reforms.

The changes in the Slovak current legislation on cross-border cooperation have been inspired by a set of laws on the self-governance reform, approved in 2001, which provided for the creation of regional self-governing bodies and for the establishment on January 1, 2002 of 8 self-governing territories, as well as the redistribution of competences among the state executive authorities and local self-governing bodies, including in international relations, in general, and cross-border and inter-regional cooperation, in particular. As a result of reforms self-governing territory, within its competence can cooperate with the administrative and territorial units and regional authorities of other countries, has the right to become a member of the international union of regions or regional authorities. Agreements concluded on

²²⁸ ЖУРБА І.Є.Пріоритетні форми трансформації транскордонного співробітництва в умовах наближення України до Європейського Союзу: монографія / І.Є.Журба.-Хмельницький: ХНУ, 2012.- С.191-192

international cooperation must be approved by the regional and local government after prior approval of their text by a foreign partner-region or its government bodies.

Regulations of the administrative territorial reform stipulate that international cooperation or membership of the Slovak self-governing region in international organizations can not contradict the constitution, constitutional and other laws, international treaties of the Slovak Republic, define the mechanism of the state control over international cooperation of Slovak self-governing territories.

Both in Ukraine, and in Slovakia, according to the current legislation, regional state executive bodies - provincial and territorial public administrations (governments) have rather limited competences in their own activity in international relations. State administrations can actually enter any contracting international, including cross-border, relations only with the special permission of the state executive. That is, local state executive administrative bodies of border regions must receive special powers from the Central Government in each particular case when they intend to carry out any events of international nature and to sign cross-border agreements on cooperation with foreign partners.

Regional and local self-governing authorities in both countries, by contrast, have a much greater autonomy for international cooperation on a contractual basis with foreign partners and do not need any special permission from the central government, for example, to conclude agreements on cross-border cooperation with similar foreign self-governance bodies.

However, the priority of the self-governance bodies' ties has not fully operated yet in the Ukrainian-Slovak cross-border cooperation, both bilateral and multilateral. On the Ukrainian part, at this stage the majority of international, cross-border events are initiated and implemented by the regional and district administrations and the related structures - departments, directorates and units responsible for foreign relations. In the regional and local authorities of Ukraine, as a rule, there are no similar structures to organize and coordinate cross-border cooperation. The insufficient level of development of the Ukrainian self-governance generally leads to the situation that self-governing bodies usually play a minor or a decorative role in the CBC. The Ukrainian party in cross-border cooperation, including that with the regions of Slovakia, continues by inertia to focus on developing relations between the state administrations.

On the eve of accessing the European Union, the Slovak Republic pledged to intensify regional and cross-border cooperation with Ukraine to provide the greater bandwidth of the Ukrainian-Slovak border and, at the same time, meet the requirements of the European Union

on protecting the borders from illegal immigration, organized crime and international terrorism.

In 2002-2003 the matter of the common border and the prospects for the Schengen regime introduction and implementation, according to the Slovak party, became an important issue of developing the Ukrainian-Slovak cooperation. The issue of the Schengen regime at the Ukrainian-Slovak border after the SR forthcoming accession to the EU was the main subject of the consultations of the Ministries of Foreign Affairs of Ukraine and Slovakia, and at the talks of the Secretary of State for Foreign Affairs of Slovakia, Poland, Czech Republic, Hungary and Ukraine in Kosice (SR) in July 2002 there was considered a joint initiative of the "Visegrad four" on the negotiations between them and Ukraine on the prospects of lowering the barrier of the future eastern external border of the EU, which will run, in particular, through the modern Ukrainian-Polish, Ukrainian-Slovak and Ukrainian-Hungarian borders. It was agreed that the future eastern border of the EU and Ukraine should not be a new dividing line in Europe. There was also stated the need to introduce the new forms of cross-border cooperation with Ukraine after the Visegrad Group countries' accession to the EU in 2004 and the use of cross-border cooperation experience gained in the 1990s by Poland, the Slovak Republic and the Czech Republic on the borders with Germany and Austria²²⁹.

It was shown that the experience of cooperation in developing border population's contacts "local border movement"²³⁰, aimed to ensure humanitarian contacts of the residents of border territories in Ukraine and Slovakia as a Schengen area country, contained a risk violations of customs, immigration and other rules of both parties by the movement members, which worried the Slovak and Ukrainian parties, led in the negotiations to narrow the scope of the principles of local border traffic at adjacent territory of Slovakia and Ukraine to the 30 km at both sides of the border²³¹.

The various "contraband" statistics of the Slovak customs authorities, which is traditionally featured in such discussions, though objective in itself, in our opinion, cannot be the sole basis

²²⁹ Фонд Конрада Аденауера. Представництво в Україні. Національний інститут стратегічних досліджень (Закарпатський філіал). //Регіональна політика ЄС після його розширення// Аналітичні оцінки.- Ужгород, Ліра, 2004. Електронний доступ: <http://old.niss.gov.ua/book/Maket.pdf>

²³⁰ ПРИХОДЬКО В.П. М а л и й п р и к о р д о н н и й р у х : п о г л я д н е у р я д о в и х о р г а н і з а ц і й. // Малий прикордонний рух: відповідь на виклики із шенгену матеріали міжнародного 71 "круглого столу" експертів (18 жовтня 2007р., м. Ужгород). – С. 182–186.

²³¹ Україна в системі європейської інтеграції [Текст]: Монографія. Навчальний посібник / М. Палінчак, В. Приходько, В. Химинець та ін. – Ужгород: ТОВ «РІК-У», 2016. – С. 226.: табл., рис. – (Серія «Кафедральна бібліотека. Міжнародні економічні відносини». Випуск 3).

for the analysing socio-economic phenomena in the Ukrainian-Slovak border area, which requires a broader perspective, experts and responsible officials of both countries.

First of all, it is associated with significant positive changes in the economy of Slovakia and Ukraine in general, with measures to reduce the depressive nature of their border areas, where new jobs for young people are created, shuttle migration of the workforce is reduced, wages and welfare are increased. All this reduces the breeding ground for mass illegal border business, reorients border population on a different understanding of the values of the local border movement. Implementation of large-scale investment projects with the Ukrainian and foreign capital in the field of car manufacturing ("Eurocar" - "Damage"), automotive components ("Yazaki" "Hroclin - Carpathy", "Unhvayyer", "Coast Cable" "Vetavtomotiv"), the electronic processors ("Jabil", "Flextronics") close to the Slovakian borders creates high-tech and high-paid jobs, modernizes production areas and ways of communications networks, employs dozens of companies owned by Ukrainian, Hungarian and Slovak contractors.

The border territories in Slovakia, Ukraine and other countries of Central and Eastern (Carpathian) European region have become a platform of intense cross-border migration, labour one included. So in 2015 at 47 border crossings in the region the number of people who crossed the border of Schengen area of the EU member countries accounted for 3.4 / 13.4 million, including:

Slovakia - Ukraine – 0.4 / 0.76 mln. people

Poland - Ukraine – 1.16 / 9.52 mln. people

Hungary - Ukraine - 1.10 / 2.4 mln. people

Romania - Ukraine - 0.77 / 0.69 mln. people²³².

The interaction of the regions on the Ukrainian-Slovak border after the Slovak Republic accession to the EU (1 May 2004) is fully affected by such strategically important dimensions as geopolitical (appearance of new and in the medium term unchanged eastern border of the united Europe), regional and subregional (which requires revision to the current 2004 system of bilateral and multilateral regional cooperation of Ukraine and Slovakia), inter-regional and cross-border (whose role is growing in terms of the Ukrainian prospects to associate with the European and entry of the Slovak Republic to the structures of the new world-class community).

²³² <http://forbes.net.ua/ua/nation/1410211-geografiya-migraciyi-kudi-yizdili-ukrayinci-v-2015-roci-i-hto-vidviduvav-ukrayinu>

Practice shows that over the years of partnership in implementing inter-regional and cross-border cooperation both Slovak and Ukrainian parties consider it a component of an integral whole, carefully designed mechanism of regional development that should be based on the spatial approach and developed institutional foundation, give long-lasting effect in a harmonized integrated development of states and their regions and enhance their participation in international integration processes.

What is noteworthy is quite synchronous operation of the governments and authorized agencies of both countries on international law and national institutionalization of cross-border cooperation between Ukraine and Slovakia, which experienced a phase of high activity on the eve of receiving the EU membership status by the Slovak Republic and in the period following its entry into the zone of the Schengen visa regime.

The availability and operation of the system of bilateral negotiating the entire range of international relations issues, including interaction between border regions, allow the two states to keep under control such factors of geopolitical situation as the need to adjust international legal bilateral cooperation covenants, taking into account the position of the EU, which acts as a powerful partner and European cooperation regulator, a combination of national interests and principles of social, economic and migration policies of the European community.

Thus, especially annoying is the fact that in today's public and scientific opinion of both countries there are a lot of critical assessments of activities of the Slovak-Ukrainian intergovernmental commission on coordinating cross-border cooperation in terms of lack of its precautionary actions, systematic character of the steps taken, activity in forming a coherent position on key issues of cross-border cooperation and presenting them to the national and European institutions.

A notable event of the Ukrainian-Slovak cooperation of a new, post-socialist 1991-1992 type, in particular, was a joint initiative on the creation in early 1993 of the first cross-border interregional association - the International Association "The Carpathian Euroregion" supported by the Ministry of Foreign Affairs of both countries and the EEC Council in Central and Eastern Europe with the participation of Ukraine.²³³

²³³ Role of the Carpatian Euroregion in the Strengthening Security and Stability in Central and Eastern Europe. Sanatorium Karpaty (Ukraine) November 23-25, 2000. - Prešov-Uzhgorod: Research Center of the Slovak Foreign Policy Association, Strategies Studies Foundation, 2001; Role of the Carpatian Euroregion in Mitigating the Possible Negative Effects of Schengen. The čierny orol building, Prešov, Slovakia, October 12, 2001. - Prešov-Uzhgorod: Research Center of the Slovak Foreign Policy Association, Strategies Studies Foundation, 2001.

Later, after the actual existence of the independent Slovak Republic on 1 January 1993, the Slovak political leadership, based on priorities to strengthen institutions and mechanisms of the newly formed state and objectives to consolidate the political nation, temporarily distanced from developing the system of cross-border relations with Ukraine, which in 1994-1998 resulted in the actual suspension of east-Slovak regions' participation in the Carpathian Euroregion.

The introduction in mid-2000 of the visa regime for Ukrainian citizens entering the Slovak Republic and Ukraine's symmetrical response that lasted until 2005 added organizational and technical problems to the Ukrainian-Slovak cross-border relations. This led to the situation when the Euroregional and transborder cooperation of the SR and Ukraine lagged behind the dynamics, depth and diversity of more intensive Ukrainian-Hungarian and Ukrainian-Polish cooperation.

But despite this, in early 2000s interaction of border administrative units of the Slovak Republic and Ukraine resulted in certain achievements. In particular, in 2002, for the first time after 3 years of recession, there has been recovered the volume of foreign trade between the Slovak and Transcarpathian regions at the performance level of the second half of 1990s. According to the information from the regional foreign trade structures, the total volume of intra-regional trade for 11 months of 2002 accounted for 23.4 mln. USD (in 1998 - 23 mln. USD), and increased by 19.8% compared to the corresponding period of 2001. The amount of commodity exports from Zakarpattya to the SR increased by 26.4%, and imports from SR by only 6.4%. The positive balance of the foreign trade with the SR amounted to nearly 10 mln. USD in Transcarpathia. Slovak investments, made in the economy of the border Transcarpathian region, at the end of 2002 amounted to 8.3 mln. USD or 6.7% of the total FDI amount in the region. Only in border Transcarpathia there were involved 67 businesses with Slovak investment²³⁴.

On the initiative of the Slovak and Ukrainian research centres and non-governmental foreign policy associations, there were implemented a number of projects on developing cooperation between Ukraine and Slovakia and other countries of Central and Eastern Europe. In particular, there were held seminars and round tables of experts on the topics: "Slovakia-Ukraine: Before Introducing the Visa Regime", "The Role of the Carpathian Euroregion in

²³⁴ Інформація про стан зовнішньоекономічних зв'язків Закарпатської області із Словаччиною Підраховано за: Закарпаття-Словаччина. - Ужгород: Закарпатське облуправління статистики, 2001. - С.4;- С.1-3, С.14-15.

Strengthening Security and Stability in Central and Eastern Europe", "The Role of the Carpathian Euroregion: the Minorities Issues on the Agenda", "The Carpathian Euroregion: Prospects of Economic Cross-Border Cooperation", "The Role of the Carpathian Euroregion in Overcoming Possible Negative Impacts of Schengen", "Ukraine and Slovakia: Finding Common Ways", "Direct Neighbourhood of Ukraine with the EU: Closed Borders or a New Impetus to Cooperation?". In the field of culture at the interregional level of Ukrainian-Slovak cooperation there has been a lively exchange of professional and amateur groups. Every year, the border areas of Ukraine and Slovakia host international folk festivals and holidays of national minorities. The environment protection and the fight against the threat and consequences of environmental and man-made disasters in border areas have become an important direction of the Ukrainian-Slovak cross-border cooperation in the recent years.²³⁵

In addition, the Ukrainian-Slovak cross-border cooperation is implemented in the area of minority rights' protection. In the region of Zakarpattia there live more than five thousand people of Slovak nationality, and on the territory of Presov region in Slovakia there are almost 7 thousand of Ukrainians and 21 thousand of Rusyns, in Kosice there are 2 thousand of Ukrainians and 2 thousand of Rusyns (according to the 2001 census of Ukraine and Slovakia). The activity in the field of harmonizing the national relations between Slovak and Ukrainian states and their border regions solves the identical tasks of integrating the numerous national Roma communities in the economic and socio-cultural life²³⁶.

Finding new targets for the Ukrainian-Slovak cooperation leads to the inevitable statement that the economies of Ukraine and Slovakia, in particular their border regions, are one of the most attractive in Central and Eastern Europe global outsourcing bridgeheads, particularly in such areas of engineering and instrument making as electrical engineering, automotive and electronic industry production of components required for these. The Ukrainian-Slovak border territories as an attractive springboard for global outsourcing, is based on the various transportation and logistics opportunities for the entire complex of multimodal transportation, proximity of Ukrainian and Slovak enterprises to potential customers, the high level of existing transport networks such as railways, roads, water and air ways and their high investment rating, fixed by their belonging to the 5th Crete corridor.

²³⁵ Див.: ДИНИС Г.Г., ДЕРБАК В.І., СЮСЬКО І.М. Транскордонне співробітництво України // Міжнародні зв'язки України: наукові пошуки і знахідки. - Вип.,10: Міжвідомчий збірник наукових праць / Відпов. Ред. С.В.Віднянський. - К.-Інститут історії України НАН України, 2001. - С.112-117.

²³⁶ Slovensko 2002. Súhrn správa o stave spoločnosti./Ed.M.Kollár, G.Mesežnikov.-Bratislava: IVO,2002.- S.415.

Wide opportunities to specify cross-border cooperation, to create new jobs are provided by the investment projects in transport logistics and energy industries, the implementation of which is carried out or planned at the Ukrainian-Slovak border. First of all, this includes the operation of existing and construction of new power lines that supply electricity to be exported to the Slovak Republic and other EEC countries within the framework of the European energy island, as well as international projects on building highways of the 5th and 7th transport corridors.

The Ukrainian side has already undertaken a complex of construction works in the framework of the large investment project on reconstructing Beskyd railway tunnels on the territories of Zakarpattia and L'viv regions at the expense of international financial organizations, including the European Bank for Reconstruction and Development. The Slovak party is making efforts to complete the construction of new highway network within the 5th transport corridor with the end point at the crossing of the Ukrainian-Slovak border.

The border regions of the two countries with significant scientific and technical potential that has been insufficiently used for these purposes provide a great scope for cooperation in the innovative development.

Thus, in the Transcarpathian region of Ukraine with the existing 16 scientific academic university and departmental institutions operating in dozens of research and development areas, the proportion of enterprises that implemented innovations accounted for only 7.2% of the total number of companies in the region (with the similar Ukrainian index of 11.5%)²³⁷.

The adoption of medium-term (until 2017) regional sustainable development programs and regional framework agreements on cross-border cooperation, which provide for enhanced international cooperation in investment and innovation projects was an adequate response of the state executive and local authorities of Ukraine and Slovakia. Deployment in the border areas of the network of state, municipal and corporate regional innovation centres, investment agencies and regional development agencies served the same purpose.

The Regional Chambers of Commerce can become a standing intellectual and methodological platform to intensify investment and innovation component of cross-border cooperation. In this respect there should be noted the active collaboration of representatives of

²³⁷ Метафізика інвестицій. Інноваційно-інвестиційний розвиток економіки регіонів: монографічний посібник / В. Приходько, О. Єгорова, Л. Казакова. – Ужгород: ПП «АУТДОР – ШАРК», 2015. С-104. <http://dspace.uzhnu.edu.ua/jspui/handle/lib/11423> ISBN: 978-617-7132-49-2

the customs authorities and Chambers of Commerce in a joint project "SlovakAid" and the Foreign Ministry of Slovakia "Ukraine in International Trade after Joining the WTO"²³⁸.

The successful creation of industrial parks and clusters in the Slovak Republic and the positive preconditions for forming a cluster of automotive and electronic industries in the Carpathian region of Ukraine (in Zakarpattya, L'viv, Volyn and Ivano-Frankivsk regions), the analysis of industrial cooperation, supply of raw materials, components, technologies and know-how between Slovak and Ukrainian power plants, mining and metallurgical, automotive and electronics industries, measures of both governments to overcome depressiveness of the border and mountain regions makes the issues of forming international clusters in these areas and support of these projects by relevant international agreements and programs extremely topical.

It can be argued that within the territory of Slovakia (Košice, Prešov), Ukraine (between Uzhhorod, Mukachevo, Vinogradov), Hungary (Nyiregyhaza, Miskolc, Zahony) there have been formed the preconditions for international cross-border cluster development. The cases of long-term work of Slovak and other foreign experts at Ukrainian enterprises, training of Ukrainian personnel at the cooperated enterprises of Slovakia and other EU countries are becoming more and more frequent.

The intensification of economic cooperation in the above-mentioned microregion, so to speak mini Euroregion, will continue within the announced or already launched investment projects related to the creation of "Solomon Industrial Park" 7.5 km from the village Chiyerna-on-Tisa, the construction of the 5th transport corridor highway on the Ukrainian territory, modernization of airports in Košice and Uzhhorod and Hungarian Debrecen, Beskid railway tunnels through the Ukrainian Carpathians, planned investments in building a wide railway line from Kosice to Bratislava and Vienna on the Slovak territory, new power lines for exporting the Ukrainian electricity to Slovakia. Ukrainian companies involving Slovak, French and Austrian firms carry out active construction and design works to create a tourist and recreational ski resorts in 50 km area adjacent to the border with Slovakia. Significant flow of Ukrainian tourists are consumers of Slovak ski centres services in Kosice and Presov territories of the Slovak Republic, Slovakia and Hungary of those in the Zakarpattya region of Ukraine.

In our opinion, as already stated by other experts, in determining the territorial area of applying the principles of local border traffic, Slovak and Ukrainian parties should not ignore

²³⁸ Електронний доступ: http://www.ibser.org.ua/other_projects/proekt-pidvyshchennya-konkurentospromozhnosti-prykordonnyh-terytoriy-v-umovah

the significant potential of all these projects in terms of overcoming depressiveness of their own border areas of both countries.

Ukraine has chosen a strategic course toward integration into the European Union. This trend has become a determining factor in the socio-political changes in the country. In this, an important role is played by cross-border cooperation of the border territories of Ukraine, which have become the subject of the EU's regional policy. As part of the state policy CBC today occupies an important place in the priorities of both social and economic development and in search and optimization of directions towards Ukraine's European integration²³⁹.

In the current political and economic conditions, cross-border cooperation is getting more significant importance for developing most regions of Ukraine. Our country joined the cross-border cooperation back in 1993 in its course towards the European integration.

According to the Law of Ukraine "On transborder cooperation", cross-border cooperation is understood as joint actions aimed at establishing and deepening economic, social, scientific, technical, environmental, cultural and other relations between local communities and their representative bodies, local executive authorities of Ukraine and territorial communities, relevant authorities of other countries within the competence defined by their national legislation²⁴⁰.

Since Ukraine gained its independence and the vast majority of regions became the border areas, it was appropriate to create a regional development policy, aiming at enhancing internal sources of economic development based on their frontier status. With this in mind, the concept of national regional policy involves the CBC development as an effective means to strengthen bilateral relations and resolving regional problems in the context of establishing international cooperation in the field of regional policy and the approximation of national legislation on these issues to the rules and standards of the European Union.

²³⁹ ШИЛЕПНИЦЬКИЙ П.І. Особливості транскордонного співробітництва за програмою інструменту Європейської Політики Сусідства та Партнерства / П.І. Шилепницький, О.В. Зибарева, Л.В. Вербівська // Наук. вісник БДФА : Економічні збірки : зб. наук. праць / МФУ, БДФА. – Чернівці, 2008. – Вип. 3 Ч.І. – с. 81–83.

²⁴⁰ Закон України "Про транскордонне співробітництво", прийнятий Постановою ВРУ від 24 червня 2004 р. - №1861-IV. // Голос України. - 22 липня 2004 р.

Ukrainian-Slovak Cooperation and the European Neighbourhood Policy

In 2003-2004 launching the European Neighbourhood Policy provided a considerable impetus to such cooperation. It covers 16 southern and eastern EU neighbouring countries. The EU is interested in stable prosperous neighbours on whose territory there are peace and harmony. The European Neighbourhood Policy has been repeatedly revised to take into account the interests and needs of the neighbouring countries and establishing closer cooperation. To this end, the EU launched the Eastern Partnership Instrument that comprises Ukraine as well.

Relations between Ukraine and the EU, which also refers to the cooperation among local and regional authorities in Ukraine and the EU member states, are currently formed according to the European Neighbourhood Policy – the EU foreign policy tool that is designed for countries with which it borders.

The EU offers its neighbouring countries a privileged relationship, built on mutual quest for common values (democracy and human rights, legal norms, proper management, market economy principles and sustainable development). The European Neighbourhood Policy (hereinafter - ENP) goes beyond the existing relationships and offers to deepen the political relationship and economic integration. The level of these relations' intensity depends on how neighbouring countries will share these values. Under the terms of the agreement, the ENP remains separated from the enlargement process, and in respect of countries which are the EU neighbours does not make preliminary estimates about the future development of their relations with the EU.

Action plans focus on the following priority areas of the EU cooperation with neighbouring countries: political dialogue and reforms; socio-economic reforms and development; trade, market and regulatory reforms; justice and home affairs; energy, transport, information society and environment; humanitarian contacts. Special support within the ENP is provided to the regional cooperation.

Among the priorities for revitalizing the CBC in the regions of Ukraine and the EU through the use of neighbourhood policy, its mechanisms, there should be noted foreign trade and investment cooperation, the legal registration of the Ukrainian citizens' employment in the EU, the introduction of simplified procedures for obtaining visas to border regions residents and simplification of crossing the Schengen border in the context of "local trips in border

regions" through launching the institute for local border traffic during 2006-2010 between Ukraine, Hungary, Poland and Slovakia.

In this regard, the importance of border regions in the overall process of European integration remains a priority and witnesses a growing trend. The involvement of local self-governance bodies, local state authorities and the third sector in building and developing CBC is a particularly important task.

It has historically and geographically happened that the Slovak-Ukrainian border area is located at the heart of Europe, so the European vector of foreign policy is extremely significant for it. Ukrainian Transcarpathia, in particular, has a unique geopolitical and geographical position. Located in the extreme south west of Ukraine it occupies the south-eastern part of the Ukrainian Carpathians and Prytysa lowland, borders with Hungary, Poland, Slovakia and Romania.

At the same time, Slovak-Ukrainian border is permeated by the energy and transport corridors, which, along with other factors, represents a huge potential for developing international relations and cross-border economic, scientific, social and political relations. Due to the integration processes in Eastern Slovakia and Transcarpathia activities in cross-border and regional cooperation acquire great importance. With the development of the Carpathian region cross-border cooperation is an effective means to strengthen bilateral relations and resolve regional problems²⁴¹.

In order to coordinate activities in preparing and implementing the programs and projects on the development of territories and regions in Transcarpathian region and neighbouring countries, there were signed a number of agreements between Transcarpathia and regions of neighbouring countries, taken into account by the Ukrainian experts in implementing the project.

In particular, the development of cross-border cooperation between Zakarpattia region and the border regions of the Slovak Republic is subject to the following current agreements: the Agreement on cooperation between Zakarpattia region and Presov self-governing territory; the Agreement on trade-economic, scientific-technical and cultural cooperation between Zakarpattia region and Košice self-governing territory. Under these agreements annually there are signed Joint Action Programs on cooperation between the regions, which define the specific

²⁴¹ Геополітика України: історія і сучасність: збірник наукових праць. Вип. 8 / Матеріали міжнародної науково-практичної конференції «Шляхи підвищення ефективності співробітництва на новому Східному кордоні Європейського Союзу», м. Стара Лесна, Словацька Республіка, 18-19 вересня 2012 р. – Ужгород: ЗақДУ, 2012. – С.134.

measures for cooperation in economy, education, science and culture, and after their expiry the state of their implementation is summarized.

Cooperation between the Transcarpathian region and the border regions of Hungary is based on the Agreement between Transcarpathian regional state administration and self-government body Szabolcs - Szatmár-Bereg region of Hungary and between Transcarpathian Regional Council and the region of Heveshmede, Hungary. Recently there has also been signed an agreement with the Borsod-Abaúj-Zemplenmede (Hungary).

At the same time there is carried out active cooperation with certain regions of the EU and within the framework of agreements signed with the counties of Maramures and Satu Mare (Romania), Podkarpackie voivodeship (Poland).

Today the Transcarpathian region has officially established partnerships with 14 regions of the European Union, particularly with the regions of Szabolcs-Szatmár-Bereg, Borsod-Abaúj-Zemplén and Heves County, Hungary, Kosice and Presov self-governing territories, Slovakia, Podkarpackie voivodeship, Poland, Vysočina and Pardubice territories of Czech Republic, Maramures and Satmar counties in Romania, Vukovar Sremskoyuzhupaniya, Croatia, Vojvodina autonomous province of Serbia, district Oberfranken, Germany, there was signed a protocol of intention to establish partnerships with the province of Castellon in Spain.

Within the framework of agreements signed between regions, the partnerships connections have been also established with nearly 100 local communities of cities and regions, villages and towns, institutions and organizations of Transcarpathia with the relevant communities and institutions in neighbouring regions of Romania, Hungary, Slovakia, Poland, Austria, Germany and other countries.

In order to realize the region's European integration policy of the state, promote the development of international and cross-border cooperation during 2015 a series of meetings with foreign delegations from Hungary, the Czech Republic, Slovakia, Poland, Romania, France, Germany and others were held. Since 2015 the delegations from Hungary, Romania, Lithuania, the EC experts, representatives of the joint monitoring mission of the OSCE, the World Bank have paid official visits to the region. During the negotiations there were discussed the topical issues of international political and economic cooperation and enhanced cooperation in security and defence.

Today there exists a positive trend in establishing mutual actions on the issues of the regional and cross-border cooperation between local authorities and local self-governance bodies and local authorities in neighbouring regions of foreign countries.

In particular, between Zakarpattia region and regions of foreign countries there were signed 21 documents of international nature (agreements, protocols of intent, memoranda of cooperation), according to which the cooperation in trade-economic, scientific-technical spheres, in education and in the field of culture and tourism is implemented. At the same time, the region's local communities and communities of the border areas in the foreign countries, local executive authorities signed 104 documents of international character.

Another important dimension of cross-border cooperation in the framework of the European Neighbourhood Policy is the ability of local state government bodies, local self-governing authorities and NGOs in cooperating regions to use the financial resources of the EU and structural funds aimed solely at the CBC.

In the context of Ukraine's prospects for the European integration and taking common actions on the development of cross-border regions the work is being carried out towards attracting international technical assistance.

One of the common tools, providing direct support for the EU border cooperation at the external borders of the EU is the European Neighbourhood and Partnership Instrument (ENPI), which implies a differentiated approach and various models of cooperation with neighbouring countries or their regions. The current cross-border cooperation of neighbouring regions of Hungary, Romania and Ukraine (concerning, for example, promoting social and economic development, solving problems in the field of environment, public health or promoting local cooperation) is carried out in the framework of the ENPI.

The European Neighbourhood and Partnership Instrument (ENPI) is the financial basis for implementing the European Neighbourhood Policy. It was launched by the EC Regulation No1638/2006 of the European Parliament and of the Council as on October 24, 2006. The chronological scope of the instrument action covers 2007-2013. The financial allocation for this period amounted to 11 bln. 181 mln. euro, 95% of which were used in part of country's and multi-countries' programs, and 5% in the programs of cross-border cooperation²⁴².

Cross Border Cooperation Programs in the framework of the European Neighbourhood and Partnership with Ukraine (ENPI) imply regional cooperation between ENPI partner-countries and the EU Member States, both on land borders and within maritime basins. These programs compared to other EU programs are specifically characterized by the absence of annual Action Plans in the course of their implementation. The participating countries of each

²⁴² ГНИДЮК Н.А. Інструмент європейського сусідства і партнерства та фінансова допомога Європейського Союзу / Н.А. Гнидюк; за заг. ред. доц. В.Ю. Стрельцова. Польсько-Українська фундація співпраці ПАУСІ. – К.: Книга плюс, 2010. – 192 с.

program develop joint operational program for the whole duration of implementing the European Neighbourhood and Partnership Instrument.

Cross-border cooperation in the framework of the ENPI aims to:

- promote economic and social development in the regions on both sides of common borders;
- address common challenges in such fields such as environment, health care, prevention and fight against organized crime;
- increase borders' efficiency and security;
- promote cross-border "people to people" cooperation at the local level²⁴³.

The main CBC objectives in the framework of the ENPI according to CBC Strategy Paper for 2007-2013 were to support sustainable development on both sides of the EU's external border and help to reduce the differences in living standards across these borders.

Today there is an end of the implementation period of the European Neighbourhood Programs 2007-2013, in which Transcarpathia acted as an active participant. During 2015-2016 according to the grant agreements signed there will be implemented about 25 international technical assistance projects.

In the period from 2007 to 2013 the region participated in two cross-border cooperation programs with the EU member-countries. In particular, these were the Border Cooperation Program of the European Neighbourhood and Partnership Instrument "Hungary-Slovakia-Romania-Ukraine" 2007-2013 and "Ukraine-Poland-Belarus" 2007-2013.

The ENPI CBC Program "Hungary-Slovakia-Romania-Ukraine" was implemented during 2007-2013 at the external borders of the EU member states and Ukraine.

The abovementioned Program came into force on September 23, 2008 after the European Commission's approval. The total budget of the program for all member countries for seven years amounted to 68,638,283 euro and was financed from the ENPI funds. The program opened extended opportunities for potential applicants through the priority areas of cooperation - to promote economic and social development, improve the environmental quality, improve the border efficiency, and support the "people to people" cooperation.

Three contests brought victory to more than 50 projects, in which applicants (main recipients) or partners are the subjects of Transcarpathian region. The total budget for these projects is about 16 million euro. The amount of funds attracted to the Transcarpathian region

²⁴³ ГНИДЮК Н.А. Інструмент європейського сусідства і партнерства та фінансова допомога Європейського Союзу / Н.А. Гнидюк; за заг. ред. доц. В.Ю. Стрельцова. Польсько-Українська фундація співпраці ПАУСІ. – К.: Книга плюс, 2010. – 192 с.

in particular is about 6 mln. euro. Currently in the region there are more than twenty projects implementation period of which ends in 2015. Much has been done in the field of environmental protection, especially in taking flood protection measures, implementing new water management and forestry conservation.

The program (ENPI-CBC) "Poland-Belarus-Ukraine" for 2007-2013 is one of the components of the overall financial instrument of the overall European Union program - European Neighbourhood and Partnership Instrument (ENPI). The period of the program implementation is from November 6, 2008 to December 31, 2016.

Total funding for all the countries-participants of the program amounted to 202,959,490 euro. The share of Ukrainian party is 3 928 711.08 euro.

Eight projects, in which applicants or partners are the subjects of Transcarpathian region, won three competitions. The funding of these projects is 6,315,227.99 euro.

Through implementing the projects in the framework of the above-mentioned Program in the region it became possible to develop infrastructure and active tourism area. There was developed cooperation between the cities in Poland and Ukraine by promoting new centres of tourism and recreation in the border areas, which contributes to economic growth on both sides of the border due to the support and promotion of active tourism; there was developed infrastructure of water supply and improved water quality and established a continuous water supply in Khust.

The completed projects in the social sphere were quite successful. In 2007-2013 the Transcarpathian region of Ukraine and Vysočina territory (Czech Republic) carried out 25 projects of reconstructing gardens, schools, hospitals and rehabilitation centres in rural areas. There was also implemented a project aimed at solving the problem of insufficient educational opportunities for children from rural areas, development of rural communities by creating local partnerships to implement alternative solutions in pre-school preparation. Training for teachers and applying the experience of Polish specialists by the Ukrainian side played an important role. There was established a hospice in order to improve living standards for seriously ill people and their families in the Transcarpathian region Podkarpackie wojewódstwo, including access to quality health care regardless of the disease and improving the quality of palliative care services.

At the same time, cooperating regions are actively involved in the preparation of joint operational programs for cross-border cooperation in 2014-2020: "Ukraine-Romania" 2014-

2020, “Hungary-Slovakia-Romania-Ukraine”, European Neighbourhood Instrument for 2014-2020 and “Poland-Belarus-Ukraine” 2014-2020.

Implementation of projects under the programs mentioned in the coming period will attract additional material, financial and intellectual resources in such areas as local culture promotion and historic heritage preservation, environmental protection and prevention of dangerous natural disasters, small business development, improvement of the border area accessibility, development of transport and communications networks and communications systems, common challenges in the field of safety and security, promotion of border management and security.

One of the priorities of the regional cross-border cooperation development is to build checkpoints at the state border.

Today, the border infrastructure in the Transcarpathia region includes 19 checkpoints, 18 of which are located on the state border with neighbouring countries (Hungary, Slovakia, Romania), and 1 entry point for air traffic - international airport “Uzhgorod”.

In 2015-2016 there are being completed large-scale projects financed from the EU funds in the framework of cross-border cooperation of the European Neighbourhood and Partnership Instrument “Hungary-Slovakia-Romania-Ukraine” 2007-2013, namely:

- "Modernization and reconstruction of checkpoints on the Ukrainian-Slovak border", which includes reconstruction of the existing customs structures in the passenger area, the expansion of road junction of the checkpoint “Uzhgorod- Vyshne Nyemetske”;

- “Efficient and secure borders between Hungary and Ukraine”, which implies reconstruction of the Ukrainian checkpoint “Luzhanka”.

In 2015, it is scheduled to begin reconstruction of checkpoints in the border towns Nodhodosh – Velyka Palad, Sotmarचेке, Tisakorod - Badalovo, Varievo, Tisosentmarton - Solovka. In addition, with the participation of Hungarian experts there was considered the issue of opening several new checkpoints on the Ukrainian-Hungarian border.

Foreign trade is an important type of interregional and foreign economic cooperation. Let us consider foreign commodity trade in the Transcarpathian region in January-September 2015. For this period the most western region of Ukraine exported goods accounting for 847262.1 thousand USD and imported for 870,746.8 thousand USD. Thus, the foreign commodity trade turnover in the Transcarpathian region for three quarters of 2015 amounted to 1,718,008.9 thousand USD, while the trade balance was 23,487.7 thousand USD, which indicates the excess of imports over exports (See Table 1).

Table 1. Indicators of Foreign Trade Development on the Region in January-September 2015
(thous. US dollars)

| No | Indicators | January- September 2014 | January- September 2015 | Growth Rate (To the same period of 2014, %) |
|----|----------------------------|-------------------------------|-------------------------------|---------------------------------------------------|
| 1. | The foreign trade turnover | 2 340 522.0 | 1718008.9 | 69.7 |
| 2. | Export | 1 030 140.9 | 847262.1 | 79.8 |
| 3. | Import | 1 310 381.1 | 870746.8 | 61.6 |
| 4. | Balance | -280 240.2 | - 23487.7 | |

The foreign trade main partner countries of the Transcarpathian region in January-September 2015 were: Hungary, whose share was 28.8% of the total foreign trade volume; Germany - 10.5%; Czech Republic - 5.5%.

The share of foreign trade in the Transcarpathian region with neighbouring countries as a whole, namely with Hungary, Slovakia, Romania and Poland in the period January-September 2015 amounted to 41.2% of total foreign trade, and their total foreign trade turnover amounted to 589 463.3 thous. USD.

The foreign trade balance of neighbouring countries, which border with the Transcarpathian region, was positive and amounted to 334 101.8 thous. USD.

A significant proportion of exported products within the aforementioned period of 2015 were: machinery, equipment and mechanisms; electrical equipment - 72.8%; textiles and textile products - 12.4% clothing and clothing accessories - 6.7%.

Major imported commodities in January-August 2015 in the Transcarpathian region were: machinery, equipment and mechanisms; electrical equipment - 74.4%; optical apparatus and instruments, photographic - 25.6%²⁴⁴.

Thus the neighbouring EU countries are major trading partners of the Transcarpathian region of Ukraine. This is especially true of foreign economic relations with neighbouring countries - Hungary, Slovakia, Hungary, Poland and Romania, which have leading positions of the countries - neighbours in the region's trade and investment cooperation. A large number of

²⁴⁴ Інформація головного управління статистики у Закарпатській області:
<http://www.ukrstat.gov.ua/statinfo/statinfo.html>

infrastructure projects being implemented points to a steady interest of cross-border regions in intensifying this kind of interaction, because its outcome is to improve border infrastructure, exchange of experience in education, health care, environmental protection and so on.

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8. EUROREGIONAL CONSTRUCTION AS AN ORGANIZATIONAL PLATFORM OF SLOVAK-UKRAINIAN CROSS-BORDER COOPERATION. THE CARPATHIAN EUROREGION: GLOBALIZATION INSTITUTIONAL CAPACITY

(Volodymyr Prykhodko, Eugene Yaschenko, Uzhhorod, Ukraine)

Problems and specificity of the EU regional policy is reflected in the practice of the European regions' activity that have become the significant subject of cross-border cooperation policy and covered the borders of many countries in Europe.

At present in Europe, there are recorded 200 European regions that showed their activity and have benefited from or applied for financial assistance from the EU in order to implement joint projects. Most European regions were established in the 1990s and the first years of the XXI century their formation is actively continuing (Fig. 3.2)²⁴⁵. As proven by the long experience of Western Europe, Euroregional and interregional cooperation provides significant benefits to the participants and helps in the development of border regions.

The accumulated experience of the relevant structures revealed both positive and problematic aspects of Euroregions' functioning, showed that it is a complicated and long-lasting matter that calls for organizational and financial efforts and gave grounds to make conclusions as regards to their further development.

For majority of countries cooperation among the territorial authorities is a new kind of international relations. It can be said that in the first years of establishing this type of activity there was formed and practiced organizational, financial, and informational mechanism of CBC provision, its institutionalization and staffing.

There was improved legislative and normative methodological basis of cross-border cooperation at the European and national levels, as well as the logistics of the financial help to such cooperation on the part of the EU, which prioritized the projects that realized the strategic directions of the cross-border areas' development. This showed the necessity to have the common concept of adjacent territories' development – the cross-border region, which would

²⁴⁵ МІКУЛА Н.А. Міжрегіональне та транскордонне співробітництво»: [монографія] / Н.А. Мікула. - Л. : ІРД НАН України, 2004. — 395 с.

be based on the corresponding regional development strategies, taking into account common European and national priorities.

Euroregions played an important part of the so-called proving ground for developing the mechanisms and instruments of integration processes. The experience of establishing internal Euroregions among the EU member countries was transferred to the EU external borders, and further to the borders of Central and Eastern Europe and The EU new eastern border.²⁴⁶

The Slovak and Ukrainian scholars consider the following groups of Euroregions:

The first group is the Euroregions inside the EU. This group comprises the Euroregions created within the internal borders of the EU member countries. These were the first Euroregions with an extended experience – Euregio, the Meuse–Rhine, etc. Their members are the territorial authorities and various NGOs. The competence level of the territorial authorities inside the EU member countries from both sides of the border is very close, there are similar living conditions for the population, and there is common legal basis and opportunities for its development. These Euroregions' joint programs and projects were funded by the programs INTERREG / INTERREG.

The second group comprises the Euroregions among the EU member countries and their neighbours, non-members. This group includes the regions formed at the external EU borders – on the borders of Germany, Poland, Czech Republic, Austria, Hungary, as well as Slovakia, Finland and Russia etc. It is characterized by a different level of the territorial authorities' competence, economic development, population well-being, absence of the common legal basis. The financial assistance was provided by the programs INTERREG / PHARE CBC and INTERREG / TACIS CBC²⁴⁷.

²⁴⁶ СТУДЕНЯК І.П. Транскордонне співробітництво Ужгородського національного університету з університетами та науковими інститутами Європи у вивченні та розв'язанні проблем сталого розвитку Карпат / І.П.Студеняк // Матеріали Міжнародної конференції [«Сталий розвиток Карпат та інших гірських регіонів Європи»]. - Ужгород, 2010. - С. 201-204.

²⁴⁷ ІЛЬКО І. Карпатський Єврорегіон як модель регіонального співробітництва у Центральній і Східній Європі: [монографія] / І. Ілько, М. Палінчак, М. Лендел. - Ужгород : Карпати, 1998. - 44 с.

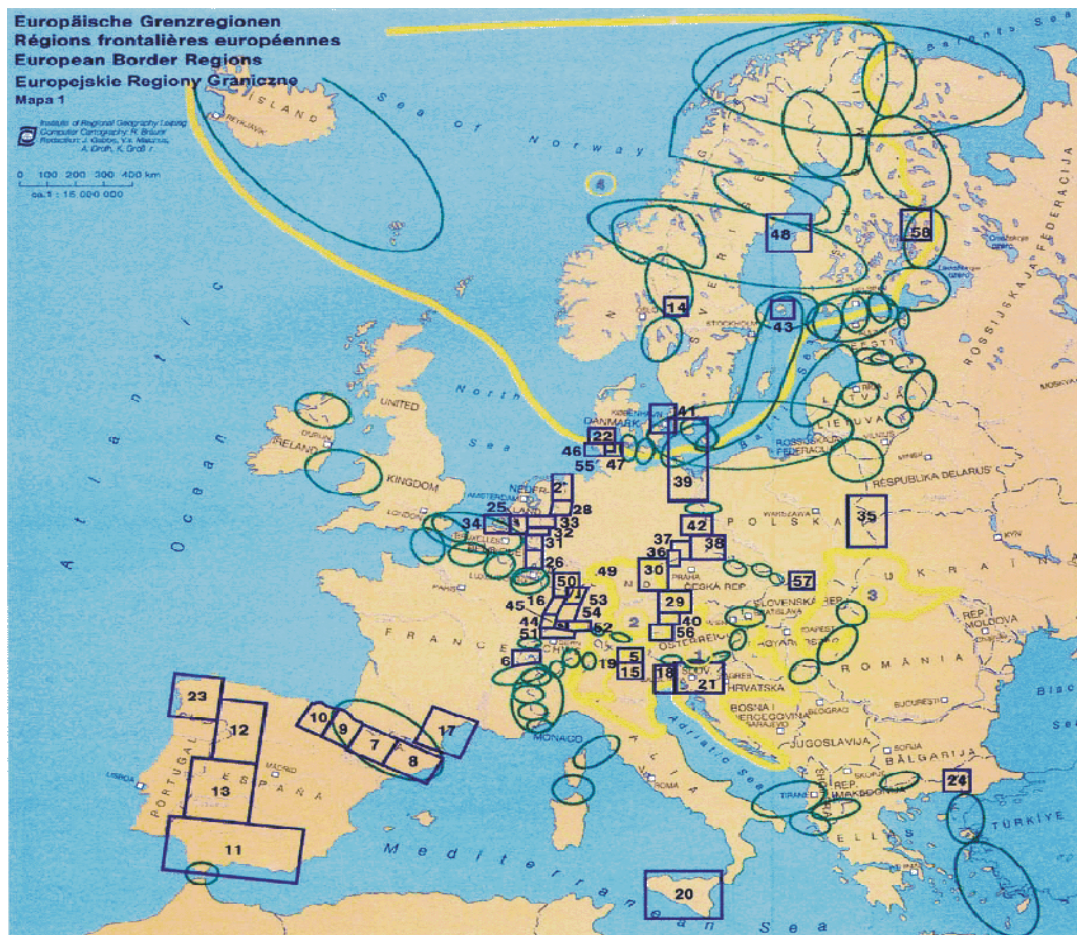


Fig. 1. Location of the Euroregions in Europe²⁴⁸:

- – International organisations of border and cross-border regions (including the EU member countries);
- – border and cross-border regions of the EU member countries;
- – border and cross-border regions – including the EU non-member countries;

The third group includes the Euroregions among post-socialist countries, which covers the regions established by the East European countries, on the borders between Poland and Czech Republic, Slovakia, Ukraine and Belarus, Hungary and Ukraine, etc. Although the level of economic development and population well-being here is very similar, this group of Euroregions is specifically characterized by the low competence level of the regional and local authorities, insufficient for independent, without the central government interference, decision-making on many issues. The financial assistance was granted by the programs PHARE CBC / PHARE CBC and PHARE CBC / TACIS CBC.

To turn this form of cooperation into an additional effective channel for subsequent accession of the EU is a strategic goal of developing CBC of Ukraine with the European states.

²⁴⁸ Евростат. Офіційний сайт [Електронний ресурс]. – Режим доступу: <http://epp.eurostat.ec.europa.eu/portal/page/portal/eurostat>

The country joined the process of establishing Euroregions at the beginning of 1993 and now it takes part in the activity of ten Euroregions – "Bug", "Upper Prut", "Dnepr", "Carpathian", "Lower Danube", "Slobozhanschina", "Yaroslavna", "Black Sea Euroregion", "Donbass" and "Dniester". The territory of Ukraine that is covered by the Euroregions comprises the Autonomous Republic of Crimea, 15 regions, 283 districts, 107 cities and the city of Sevastopol, which are inhabited by about 26.5 mln people, or 58 % of the country's population (Fig.2).

The Euroregions' development is one of the priorities of the CBC policy.

While forming the CBC policy Ukraine should actively apply the experience of the European countries and stimulate the process of establishing Euroregions along the whole perimeter of the state border. This process is expedient to start with informing communities as a whole regarding the mechanisms of transborder cooperation and opportunities it opens²⁴⁹.

Euroregions are one of organizational forms of cross-border cooperation in which – within the framework of their competence and with the consent of the central government, on the basis of special wider powers to carry out international cooperation – the local authorities of the border areas have an opportunity to develop special comprehensive programs of economic, cultural and humanitarian interaction, implement specific cross-border projects, solve problems of employment, infrastructure and ecology. Euroregions may be established as a legal or non-legal entity, have their own organizational structure and determined sources of funding²⁵⁰.

²⁴⁹ БРОЙДЕ З. Є. Особливості транскордонного співробітництва в євро регіонах, утворених Україною з країнами Центрально-Східної Європи / З. Є. Бройде // Соціально-економічні дослідження в перехідний період. Проблеми і перспективи транскордонного співробітництва в аспекті процесів європейської інтеграції. Вип. XV / НАН України. Ін-т регіональних досліджень. – Львів - Луцьк, 2009. –289

²⁵⁰ МІКЛОВДА В.П. Зовнішньоекономічні зв'язки на регіональному прикордонному рівні: навч. посіб. / В.П. Мікловда, П.Ю. Студеняк. - Ужгород : Карпати, 2009. - 128 с.

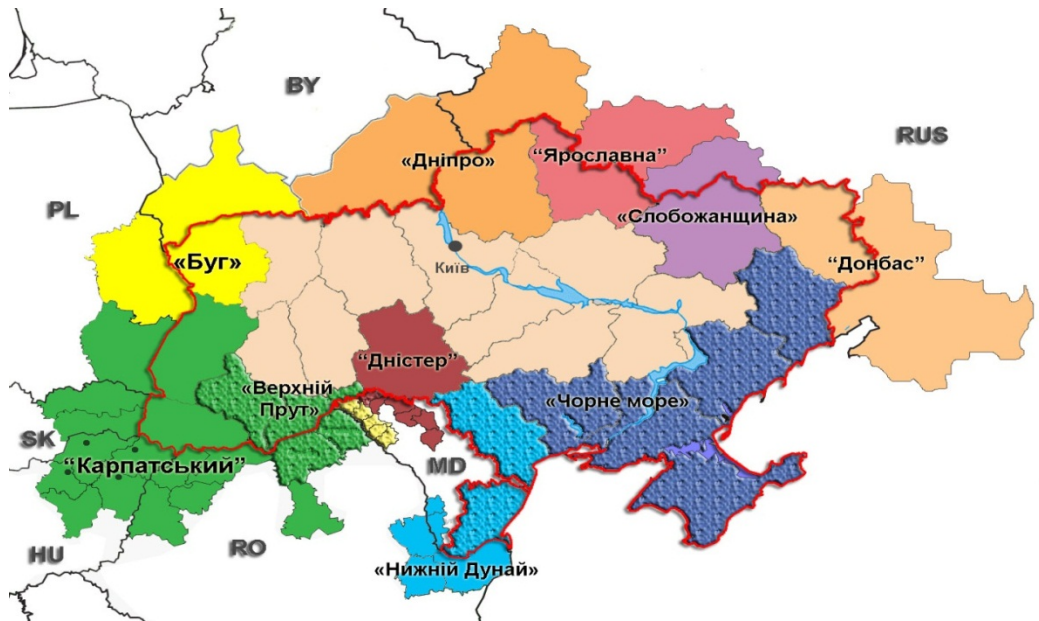


Fig.2. Euroregions covering the regions of Ukraine²⁵¹

Since 2002 in Ukraine the Interdepartmental Commission of the issues of cross-border cooperation and Euroregions' development has started its activity. The Ministry of Economics and European Integration is responsible for coordination.

Functioning of Euroregions as a form of cross-border cooperation with The Ukrainian regions' participation is characterized with the following specific features²⁵²:

- the Euroregion establishment does not result in establishing a new administrative territorial unit with a status of a legal entity;
- legal regulation on the territory of each Euroregion's member is exercised according to the current laws of the state it belongs to;
- the Euroregion's organizational structure performs coordinating functions only and has no powers and cannot substitute for the governing bodies that operate of the territory of each member;
- politically Euroregions do not act against the state's national interests and are not the supra-national institutions;
- in its activity Euroregions do not substitute for foreign policy functions of the countries, the border areas of which are included into a Euroregion;

²⁵¹ БАЛЯН А.В. Міжрегіональне, транскордонне співробітництво України за умов розширення Європейського Союзу (на прикладі прикордонних регіонів України та Угорщини): [монографія] /А.В. Балян. - Ужгород : Ліра, 2006. - 325 с.

²⁵² МІКУЛА Н.А. Єврорегіони: досвід та перспективи: [монографія] / Н.А. Мікула. - Л. : ІРД НАН України, 2003. - 222 с.

- the necessary condition for Euroregions' effective functioning is availability of clearly defined common interests of their members, namely, in solving such problems as:

- strengthening mutual trust and security;
- developing common strategy for environmental protection, using common water reserves, spatial development of cross border areas;
- common use of power resources;
- coordinated development of border infrastructure;
- developing common entrepreneurial and informational infrastructure;
- effective use of human resources by mutual recognition of their professional qualification, establishing the common labour market;
- supporting joint local initiatives of the local self-governance bodies and NGOs.

The International association "The Carpathian Euroregion" was established in Debrecen (Hungary) on February 14, 1993 by signing the Declaration on cooperation of the population inhabiting the Carpathian region by the Ministers of Foreign Affairs of Ukraine, Poland and Hungary. The Document recorded these countries' government support to the aspiration of the self-governance bodies and local authorities of the Carpathian mountains and the Tisa river to establish "the Carpathian Euroregion" as a structure for its participants' long-term cooperation. This Euroregion comprised the border administrative units of five countries – Poland, Slovakia, Hungary, Ukraine and Romania. At the moment of its establishment this Euroregion covered the area of 53 200 square km with 5 mln inhabitants. Nowadays the scope of euroregional structures in the Carpathian region has expanded to 161 279 square km with 16 mln inhabitants.

Today the Carpathian Euroregion and its national parts and components function on the territory of 161 279 square km, including 11.5 % of Polish territory, 6.4% of Slovak, 27.2% of Romanian, 18.4% of Hungarian, and 36.4 % of Ukrainian territory.

It should be emphasized that the Carpathian Euroregion has become the first inter-regional association on the post-socialist territory. Nowadays the Carpathian Euroregion is one of the largest on the European sub-continent. The Carpathian Euroregion comprises the 19 border administrative territories that are either its members or take part in its programs: in Poland (Podkarpackie Voivodship), in Romania (counties of Satu Mare, Maramures, Bihor, Suceava, Zilah, Botosani and Harghita), in Slovakia (Presov and Košický province), in Ukraine (Zakarpattia, L'viv, Ivano-Frankivsk and Chernivtsi regions) and in Hungary (regions of Borsod - Abauy-Zempeyn, Hyde Bihar, Heves County, Yas-Nagykun-Szolnok, Szabolcs-Szatmár-Bereg and the cities of regional status Nyíregyháza, Miskolc, Debrecen, Eger). The Carpathian Euroregion

is a part of the Association of the European border regions. The practice of the Carpathian Euroregion's functioning shows that its development priorities are international interregional cooperation in humanitarian issues, including culture, education, and science; promoting regional sustainable development.

The main legal acts that regulate functioning of the Carpathian Euroregion are the Treaty and Statute. According to these documents, "the Carpathian Euroregion" is not a supra-national, supra-state association, but a basis for promoting interregional cross-border cooperation. According to the Statute, the goal of the Carpathian Euroregion is to organize and coordinate joint activity, to promote economic, scientific, ecological, sport and educational cooperation, as well as to support separate projects on developing the border regions' infrastructure, contacts and cooperation with international organisations.

The Carpathian Euroregion defines the following purposes:

- to promote cooperation in economic, social, scientific, ecological, educational, cultural and sport areas;
- to lobby and implement cross-border projects, cooperate with national institutions and organisations²⁵³.

The main task of the Euroregion lies in improving the level of well-being for the inhabitants of this territory, in preserving peace, promoting good neighbourly relations on both side of the border, decreasing isolation on the borders, and ensuring the borders' transparency. It has its own budget, which includes funding from the regional and local authorities, as well as overseas sponsors, such as the Rockefeller Brothers Fund, the Institute for Research "East - West", the Carpathian Development Fund.

The Carpathian Euroregion has achieved certain success in political, economic, ecological, educational, cultural and humanitarian domains.

The political domain: regular meetings-consultations of local authorities' representatives with other regional cooperation institutions, including international (euroregions "Bug", "Lower Danube", "Upper Prut", "Maas-Rhein", the EU Committee of the Regions, the European Economic Committee of the United Nations etc.); accession to the Association of the European Border Regions; supporting projects on the national minorities' rights.

²⁵³ ХИМИНЕЦЬ В.В. Карпатський євро регіон у контексті євроінтеграційних планів України /В.В. Химинець // Економіка природокористування і охорони довкілля: зб. наук, праць / Державна установа «Інститут економіки природокористування та сталого розвитку Національної академії наук України». - К. : ДУІПСР НАН України, 2013. - С. 154-159.

Economic domain: expanding the network of border passways with neighbouring countries (in particular, building a transport bridge across the river Tissa on the Ukrainian Hungarian border); making direct international business contacts among the Carpathian Euroregion's territories (establishing the Association of the Carpathian Chambers of Commerce, creating and developing joint ventures, supporting free economic zones, in particular, "Yavoriv", "Transcarpathia", "Zahon", "Health Resort Truskavets", effective activity of the Ukraine-Poland and Slovakia-Ukraine Chambers of Commerce (the latter funded by the EU program PHARE CREDO); enhancing the transit significance of the border territories; attracting foreign investment (mining, processing, chemical, wood-working, oil-processing industries); organising seminars, conferences on the issues of carrying out manufacturing, financial, exchange activities in the euroregion, holding economic forums on the CBC burning issues.

The ecological domain: implementing projects to prevent environmental pollution and nature protection (Ukrainian-Austrian-Romanian project ECOPROFIT); taking measures to reinforce the rivers' bank line in order to minimise the floods damage (the joint project of Ukraine, Slovakia, Hungary, and Romania on making a system of hydroconstructions in the border regions in order to prevent the flood threat); landslide prevention; common measures on supplying quality water to the population.

The educational, cultural and humanitarian domain: stimulating and support of joint scientific and cultural research, holding scientific conferences, workshops, summer schools; opening culture centres, organising and holding exhibitions, cinema-forums, days of culture, sport contests, music festivals (the project "Hutsulka"); promoting cooperation of NGOs, separate experts²⁵⁴.

Within the Carpathian Euroregion there functions the Association of universities, which comprises: Technical University of Kosice, J. Safarik Kosice University, Kosice University of Veterinary Medicine, Košice Air Force Academy (Slovakia); the University of Miskolc, Gödöllő University of Agricultural Sciences, Agricultural University of Debrecen, L. Kossuth Debrecen University (Hungary); Rzeszow University of Technology, Cracow Metallurgical and Mining University, Lublin University of Technology, Rzeszow Pedagogical University (Poland); Uzhhorod National University Transcarpathian State University, Kolomyia College of Law and Business, L'viv Academy of Commerce, National University "L'viv Polytechnic", L'viv Forestry University,

²⁵⁴ ХИМИНЕЦЬ В.В. Сталій розвиток Карпатського регіону в контексті євроінтеграційної політики України / В.В. Химинець // Екологія і природокористування: зб. наук. праць Інституту проблем природокористування та екології НАН України. Вип. 16. - Д., 2013. - С. 71- 80.

Ivano-Frankivsk University of Oil and Gas, Ivano-Frankivsk Medical Academy, L'viv National Medical University (Ukraine) The Babeş-Bolyai University (Romania)²⁵⁵.

The institutional potential of the Carpathian Euroregion's development is primarily connected with the CBC initiatives, opportunities to implement cross border projects (together with the EU countries). This is why the specialists see the opportunity to use the Carpathian Euroregion as a regional platform for the European integration of Ukraine²⁵⁶.

Positive institutional experience regarding the Carpathian Euroregion's operation can be illustrated by a set of successful initiatives and joint CBC project with Ukraine. Thus, in 1995 a working commission coordinated by Ukraine initiated the establishment of the Association of Universities of the Carpathian Euroregion – the institutional site for deepening cooperation of academic, educational and scientific institutions of the Carpathian Euroregion member-countries. In 2008 there was established the international touristic route “the Carpathian Euroregion”, aimed at promoting tourism and services, which stimulates the local economy to develop. There was launched the project “The Network of the Carpathian Euroregion's local development – opportunities for Ukraine 2013–2014”²⁵⁷. Together with the Ukrainian party of the Carpathian Euroregion the project is implemented by the Vyshegrad group countries (Slovakia, Poland and Czech Republic). It should be noted that in the course of the project implementation there are created the favourable conditions for stimulating economic development locally, social and cultural development of the Ukrainian part of the Carpathian Euroregion, including the assistance of the regional development agencies, and using the CBC institutional experience of the Vyshegrad group border countries.

International initiatives positively influence the strengthening of the Carpathian Euroregion's potential. Thus, in 2003 there was signed the Carpathian Convention that was put into action in 2006 and became the basis for cooperation and coordination of many countries' regional policy (including the cooperation of the local communities, NGOs, regional and national governments, the EU and UN). The Carpathian Convention was signed by Slovakia, Czech Republic, Hungary, Poland, Romania, Serbia, and Ukraine. The following priorities of interstate interregional cooperation were identified: an integrated approach to land management on the principles of sustainable development, spatial planning, developing

²⁵⁵ ХИМИНЕЦЬ В.В. Карпатський євро регіон: проблеми та перспективи /В.В.Химинець // Збірник наукових праць Хмельницького кооперативного торговельно-економічного інституту. - Кам'янець-Подільський :1111 «Медобори-2006», 2014. - С. 513-523.

²⁵⁶ див. аналітичний документ «Карпатський Горизонт 2013

²⁵⁷ Електронний доступ: <http://celdn.euroregionkarpaty.com.ua/index.php/uk/news-of.html?start=27>
<http://visegradfund.org/>

transport and logistics networks and infrastructure facilities; promotion of tourism, manufacturing and power engineering industry, culture and education.

In 2009 there was created the Carpathian consortium focused on coordinating the national offices in Poland, Slovakia and Ukraine. Priorities of interstate inter-regional cooperation were also defined in the Guidelines 296 "Sustainable development of the mountain regions and the experience of the Carpathian Mountains" of the Congress of Local and Regional Authorities (2010). According to the terms of this document, the management structure of the Carpathian Euroregion should actively involve the public in decision-making, particularly in the areas of spatial planning, environmental protection, saving natural resources in mountain areas; in implementing an effective social policy, promotion of regional and local economy and improvement in local, regional labour market. The Congress recommended that local and regional authorities should intensify intergovernmental interregional²⁵⁸ cooperation within the Carpathian Euroregion and provide institutional support to the Strategy of the Carpathian region development within the Carpathian Convention. With this in mind, the Transcarpathian Regional Council has initiated the preparation of the State Program for the Ukrainian Carpathians' Sustainable Development.

The need for and feasibility of developing the Carpathian Euroregion Strategy in the new geopolitical conditions was voiced at the meeting of the regional authorities of the Carpathian Euroregion member countries during the International Conference "Sustainable Development of the Carpathians and other European mountain regions", which was held in Uzhgorod on 8-10 September 2010. During 2013-2015 in the course of expert and public debate, including consultations with representatives of the Ukrainian experts group there was developed "The Strategy of the Carpathian Euroregion -2020", which presented multivariate scenarios of the Carpathian Euroregion transformation and medium-term planning of its activities, ways to step up inclusion of cross-border cooperation projects for regions-members to the European financial mechanisms of cross-border cooperation in 2014 - 2020²⁵⁹.

Cross-border cooperation within the Carpathian Euroregion is funded by the European Union not under a separate EU operational program, but at the expense of related CBC programs. Among these programs there can be specified: the Programs of the European Neighbourhood and Partnership Instrument (Ukraine - Poland - Belarus (see Table 1), Ukraine -

²⁵⁸ БІЛА С. О., РОМАНОВА В. В. Стратегічні пріоритети, №3 (28), 2013 р. С.-83. Електронний доступ: http://www.niss.gov.ua/public/file/str_prioritetu/sp_3_2013.pdf

²⁵⁹ Стратегія Карпатського євро регіону - 2020 [Електронний ресурс]. - Режим доступу :<http://iardi.org/wp-content/uploads/2011/10/StrategKarpatia.jpg>.

Slovakia - Hungary - Romania and Ukraine - Romania - Moldova); Territorial Cooperation Programs of the European Union in 2007-2013 (Poland - Slovakia, Slovakia - Hungary, Hungary - Romania); Transnational cooperation programs of the European Union countries in 2007-2013 among the countries of Central Europe and South-eastern Europe and so on.

Table 1 The Structure of the Budget Program of the European Partnership and neighbourhood Instrument "Poland-Belarus-Ukraine 2007-2013"²⁶⁰

| Program Priorities | The budget of the European Commission, thousand euro | Co-financing, thousand euro | The total budget, thousand euro |
|----------------------------------------------------------------------|------------------------------------------------------|-----------------------------|---------------------------------|
| Increasing competitiveness of the border area | 55860 | 5586 | 61446 |
| Improving the quality of life | 65170 | 6517 | 71687 |
| Institutional cooperation and supporting local community initiatives | 46550 | 4655 | 51205 |
| Technical assistance | 18620 | No data | 18620 |
| Total | 186201 | 16758 | 202959 |

Priorities of the relevant programs for the most part are focused on the complex stimulation of the countries' regional development (which is a component of cross-border cooperation projects).

The EU technical assistance (grants) allocated to local development plays an important role for the Ukrainian part of the Carpathian Euroregion (especially for rural, mountainous, remote areas of the western regions of Ukraine). Thus, the beneficiaries of the technical assistance funds have comprised:

Zakarpattya Regional State Administration. Projects: "Bio-energy of the Carpathians" (PPS ENPI (European Border Cooperation Program Neighbourhood and Partnership Instrument) Ukraine - Hungary - Slovakia - Romania 2007-2013. (15.07.2010-14.07.2012), the total estimated value accounts for 430 thousand euro; the "European cradle" (PPS ENPI Ukraine -

²⁶⁰ Cross-Border Cooperation Programme «Poland – Belarus – Ukraine 2007–2013» [Електронний ресурс]. – Режим доступу: <http://www.cpe.gov.pl/pliki/127-pl-by-ua-eng-5b1-5d.pdf>

Hungary - Slovakia - Romania 2007-2013 (15.07.2010-14.07.2012), 554 thousand euro; "Borders for people" (29.09.2010-29.09. 2012), 392 thousand euro; "Improvement of joint Ukrainian-Hungarian telemetric system for flood protection at the level of catchment area" (01.10.2011-01.01.2013), 366 thousand euro; "Rakoczy Fame Places" – a cross-border tourist route" (03.04.2012-02.04.2014), 250 thousand euro; "People to people - effective cooperation based on love for folklore" (20.04.2012-19.04.2014), 135 thousand euro; "Foresters' continuous training to better forest management" (01.06.2012-31.05.2014), 178 thousand euro and so on. It should be noted that at the beginning of 2013 Transcarpathian Regional State Administration became the absolute leader among the regions of Ukraine by the number of technical assistance projects registered by the Ministry of Economic Development and implemented on the territory of our country.

L'viv Regional State Administration. Projects: "Renewable sources of energy - a recipe for improving the quality of the environment in the territory of Lubaczów county and Yavoriv district" (22.06.2011-21.02.2013), 145 thousand euro; "Lubaczow – Yavoriv: two potentials, common chance" (01.07.2011-01.07.2013), 680 thousand euro; "Improving the efficiency of cross-border system of response to environmental risks: Tomashiv - Lubelski - Zhovkva - Sokal" (24.05.2011-24.05.2013), 344 thousand euro; "Development of cross-border protection from natural threats on the Polish-Ukrainian border" (01.03.2012-31.01. 2013), 455 thousand euro and others.

Ivano-Frankivsk Regional State Administration. Projects: "Harmonization of rural tourism in the Carpathian region" (10.12.2010-10.12.2012), 286 thousand euro; "Improving the environmental situation in Ivano-Frankivsk region by introducing technologies of environmental collection and recycling of solid waste on the experience of cities Baia Mare, Maramures (Romania)" (10.12.2010-09.02.2013), 774 thousand euro; "Local Development and background of the checkpoints opening and constructing a road through the Romanian-Ukrainian state border within the settlements of Shybene (village Zelene)" (01.04.2012-31.03.2014), 398 thousand euro; "The Carpathian Culinary Heritage Network" (01.04.2012-31.01.2014), 231 thousand euro and others.

Chernivtsi Regional State Administration. Projects: "Culture of Bukovina - the revival of the forgotten" (13.04.2011- 13.04.2012), 69 thousand euro; "Overcoming Boundaries: the development of mountain tourism" (02.05.2012-01.10.2013), 319 thousand euro; "The historical and ethnological heritage as part of tourism sustainable development in Bucovina" (17.05.2012-16.05.2014), 840 thousand euro; "Improving cross-border management of solid

municipal waste in Ukraine, Moldova and Romania" (12.05.2012-11.05.2014), 80 thousand euro; "Medieval pearls: Khotin, Soroky, Suchava" (18.05.2012-17.05.2014), 665 thousand euro and others.

As can be seen, a priority for technical assistance projects within the Euroregion "Karpaty" is tourism, support for historical and cultural heritage of the region and projects related to the environment and the human security, safety and integrated development of border areas.

Among the EU technical assistance projects that are focused on stimulating inter-regional cooperation among L'viv, Volyn, Zakarpattia, Ivano-Frankivsk, Ternopil, Rivne Regional State Administrations there was a Project "Creating a Mission of the Joint Technical Secretariat for Cross Border Cooperation Program "Ukraine - Poland - Belarus" 2007-2013 in L'viv, Ukraine" (13.08.2012-12.07.2014), with the estimated cost of 193 thousand euro, and a similar project was implemented during 2010-2012²⁶¹.

Also in the neighbourhood programs "Ukraine-Slovakia-Hungary" there were funded four projects from Transcarpathian region totalling 2.75 mln. euro, namely: "Development Berehovo cross-border polder system in the basin of Tissa" – 0.72 mln. euro, "Clean water" - 0.6 mln. euro, "Cross-border opportunities for developing transport logistics" – 0.54 mln. euro, "Improving cross-border car traffic through constructing a bypass road around Berehovo" - 0.9 million euro. As part of this program in cooperation with the Hungarian partners there were implemented 6 projects. Among them are the creation of tourist information centres in the cities of Uzhhorod and Berehovo; development and implementation of cross-border program for medical and social rehabilitation at the regional children's hospital; development of a complex Ukrainian-Hungarian joint approach to flood protection measures; study of using biomass in the border region²⁶².

Important elements of cross-border cooperation are State programs on cross-border cooperation development 2007-2010 and 2011-2015. They stipulate the objective to consolidate cooperation, ways and means of solving problems, identify the tasks and areas of cooperation. If the program 2007-2010 made more emphasis on measures that were aimed at developing legal regulations governing the relationship, construction, and supplying new technology to the state border checkpoints, infrastructure development and others, which

²⁶¹ Стимулювання економічного зростання на місцевому рівні : аналіт. доп. / С. О. Біла, О. В. Шевченко, М. О. Кушнір, В. І. Жук [та ін.]. – К. : НІСД, 2014. – 88 с.

²⁶² Державна програма розвитку транскордонного співробітництва на 2007 – 2010 роки [Електронний ресурс] / Кабінет Міністрів України.— К., 2006. – 8 с. Режим доступу : <http://www.kmu.gov.ua/control/uk/cardnpd?docid=60690971>

proves a wish to establish good quality relations, a positive trend is that the program 2011-2015 made more emphasis on deepening existing relationships as well as a number of activities related to environmental protection.

However, in addition to the positive aspects of Ukraine's participation in the Carpathian Euroregion there are also a number of challenges, including:

1. Imperfection and irrelevance of the Association Charter, which does not take into account who a national party is, causing further coordination within the European region, approving the proposals at the national level.

2. Inconsistency of national parties' competence caused by various forms of administrative and territorial structure in 5 states.

3. The low level of programs' funding, including Ukrainian share in them. Thus, within the EU cross-border programs for 2004-2006 (Program "Poland-Ukraine-Belarus", "Hungary-Slovakia-Ukraine", "Romania-Ukraine") the amount of funds allocated each year ranged from 0.5-5.5 mln. euro. However, the indicative allocation for 2007-2013 meant to be much higher than in 2004-2006, as outlined in Table 2.

Table 2 Indicative allocations for the EU cross-border cooperation program 2007-2013, mln. euro ²⁶³

| A cross-border program | 2007-2010 | 2010-2013 | Total 2007-2013 |
|----------------------------------|-----------|-----------|-----------------|
| Poland / Belarus / Ukraine | 97.107 | 89.094 | 186.201 |
| Hungary/Slovakia/Ukraine/Romania | 35.796 | 32.842 | 68.638 |
| Romania / Moldova / Ukraine | 66.086 | 60.632 | 126.718 |
| Black Sea | 9.025 | 8.281 | 17.306 |

4. Insufficient economic component in the implemented cross-border projects that are primarily of social or cultural orientation. In particular, an indicative financial package for Ukraine under the National Indicative Program 2007-2010 amounted to 494 mln. euro. According to this program three priority areas were funded: support for democratic development and good governance, regulatory reform and administrative capacity development, infrastructure development.

²⁶³ Аналітичний документ «Карпатський Горизонт 2013» – обґрунтування доцільності розробки та реалізації окремої операційної програми ЄС для регіону Карпат у наступній фінансовій перспективі [Електронний ресурс]. – Режим доступу: <http://www.euroregionkarpaty.com.ua/publications/analitichoryzont.pdf>

It should also be emphasized that until recently the EU have not considered the Carpathian Euroregion as a whole environmental, economic and humanitarian system and in the Ukrainian Carpathians in 2007-2013 there were implemented three separate programs traced in the table. 3, which shows the lack of a systematic approach to interpreting the Carpathians as a common European heritage.

In this regard, there occurred an urgent need for developing a common position of the countries - members of the International Association "The Carpathian Euroregion" regarding the need to implement the EU single operational program for the region of the Carpathians in the financial perspective of 2014-2020, as well as to submit proposals on the specific institutional and financial solutions related to this issue by the governments of Poland, Romania, Slovakia, Hungary and Ukraine to the European Commission. That is why the company "the Carpathian Euroregion - Poland" together with the Association of local self-governing authorities "the Carpathian Euroregion - Ukraine" engaged in developing a separate operating "Carpathian Program" to be financed by the EU²⁶⁴.

Along with the institutional achievements of the Carpathian Euroregion there should be noted shortcomings and risks that accompany this process. Among the institutional failures that make it difficult to finance regional development projects within the Carpathian Euroregion the following are particularly important: the executive structures' difference in each of the national parties and the lack of a clear legal regulatory framework of the Euroregion "the Carpathians", which significantly restricts the management capacity of public authorities. Thus, the Statute of the Carpathian Euroregion does not explain which institutions are national parties. Accordingly, the regions of Ukraine and Hungary, counties of Romania and territories of Slovakia have to further coordinate their administrative, organizational and financial activities within the Carpathian Euroregion.

Among other failures are chronic deficit and haphazard nature of financing projects within the Euroregion "the Carpathians". The state program for cross-border cooperation for 2011- 2015 in Ukraine was not funded in full. This gives reason to believe that the government authorities in Ukraine underestimate the potential of European regions as an institutional platform for regional development stimulation²⁶⁵.

²⁶⁴ Державна програма розвитку транскордонного співробітництва на 2011-2015 роки [Електронний ресурс] / Кабінет Міністрів України. – К., 2010. – 17 с. – Режим доступу : <http://zakon4.rada.gov.ua/laws/show/1088-2010-%D0%BF>

²⁶⁵ ХИМИНЕЦЬ В.В. Международная ассоциация «Карпатский еврорегион» как инструмент евроинтеграции

Accession of the Slovak Republic and other Central European countries - Ukraine's neighbours into the EU must significantly affect the role and place of the Carpathian Euroregion in the system of Ukraine's cooperation with Slovakia and the EU.

It can be said only with a clear exaggeration that at the time of Slovakia's accession to the European Union and the signing of the EU-Ukraine Association Agreement the Carpathian Euroregion emerged as a cross-border integrity. But it is not worth mentioning these areas residents' identity, at least partial, with this Euro-regional association. No propaganda, advertising and educational steps have not been done in this direction. For example in Slovakia, in the west, north and south for a long time under the name of settlements on road signs there have been some small sign indicating the Euroregion which this settlement enters. However, in Eastern Slovakia and Transcarpathia, which are parts of the Carpathian Euroregion, there are no such labels noticed.

However, the factors of the systemic nature have been the biggest deterrent to developing co-operation within the Carpathian Euroregion so far. Among them, the different, sometimes radically, level of reforming in the countries, whose border administrative units make up the European region, played a considerable braking role.

On the one hand, once Poland and Hungary were far ahead of its neighbours in the rates and depth of social political and market reforms. In 1999 they were the first to become full members of NATO. In the 1990s Slovakia somewhat slowed conversion and turned to isolationism. Even the participation of East Slovakian districts and territories in the Carpathian Euroregion's activity was blocked. Only after 1998 the Slovak party accelerated the system transformations and intensified the Euro-regional cooperation. Through purposeful action the Slovak Republic was able to catch up with Poland and Hungary in the reforms and with them on May 1, 2004 to access the EU, while Ukraine remains outside the EU so far, having signed the Association Agreement only in 2014. That is, the reform gap will further act undesirably, especially in cooperation among western regions with foreign partners in the Carpathian Euroregion.

It should be understood that systematic differences affect primarily the scope of the economic CBC. Regional market economy of the European type has not been consistently reformed, with the presence of administrative intervention, the regional economy, which has just launched a European transit, lacks the points for real parity and cooperation. On this basis

it is difficult to create a perfect system of economic relationships that would lead to the formation of an economically coherent international cross-border region.

On the other hand, the reform differences did not allow realizing the mandatory requirement of the pan-European institutions within the Carpathian Euroregion regarding the development of cross-border, Euro-regional cooperation - coordination of socio - economic development concepts of the border areas. After much effort this has been finally done only on the Ukrainian-Hungarian level. The Transcarpathian region of Ukraine and Szabolcs-Szatmár-Bsreh in Hungary in 2003 managed to agree on a framework strategy for social and economic development. At the intergovernmental Ukrainian-Slovak level there are held works on creating a contractual framework for joint spatial planning of adjacent border areas of both countries. But there are only the first steps, and of bilateral nature only, rather than multilateral systemic actions of all Euroregion participants.

Of course, the Euroregion economic system even integrated in the international cross-border terms cannot be an autarchy, but consists of regional economies, each of which is an integral part of a particular nation-state. And, it must be admitted that the Slovak, Polish and Hungarian members of the Carpathian Euroregion after their countries' joining the single EU internal market without barriers have better conditions for cross-border regional integration of regional business complexes than, for example, Ukrainians, who appeared beyond the new eastern EU borders.

Not having its own solid economic foundation for the years of its existence, the Carpathian Euroregion was not able to reach the desired socio-economic effect. Now none of administrative units - participants of the Euroregion can persuasively argue that at least some positive economic moves and growth in living standards occurred due the Euro-regional cooperation. And while this form of cross-border cooperation will have no real economic and social impact primarily on ordinary citizens living in the euro region, nothing should be said about its performance and prospects.

Imperfect organizational management of the Euroregional cooperation had considerable deterrent significance. The governing structures of the European region in the face of the local authorities' representatives and participating regions' self-governance were somehow distanced from executive Euroregional links - Secretariat, missions and more. And perhaps most importantly, rarely partners in the European region, particularly in foreign ones in relations with participating Ukrainian regions the cross-border cooperation in the Carpathian Euroregion was regarded as one of the types (or rather levels) of European integration. It had more the

character of interregional cooperation of border administrative units bilaterally, or less often - multilaterally.

In practice of the European regions' development there are examples of CBC forms' institutional changes from European regions to the European territorial cooperation groupings or to the Association of the Euroregional cooperation. Thus, the members of the Carpathian Euroregion have institutional opportunities to obtain formal membership in European grouping of territorial cooperation Unr - Tisa - Tour - Slaná (Hungary / Slovakia / Romania), acting on the basis of this Euro-region. However, in our opinion, among the priorities of state regional policy in Ukraine there should be not the change of CBC forms but filling the existing platform of intergovernmental inter-regional cooperation with specific content appropriate for the formation of an institutional platform for European integration of Ukraine. In Ukraine a relatively new form of CBC is the European grouping of territorial cooperation. A relevant regulatory framework of their operation was initiated by adopting the Regulation No 1082/2006 on the European groupings of territorial cooperation (YEUTS) (from the July 5, 2006) of the European Parliament and European Council²⁶⁶.

The key task of the YEUTS Institute was to simplify the procedures and to enhance the processes of cross-border, trans-national, inter-state, inter-regional cooperation on deepening the processes of social and economic cohesion (particularly within the territories of the EU member-states). YEUTS are formed of at least two EU member states, and the territories of third countries (non-EU members, including the countries granted the status of EU associate member) can join the YEUTS if it is not contrary to existing national legislation. YEUTS have legal entity status. They include not only government bodies at various levels, but also civil organizations. Most YEUTS in spatial dimension are relatively small, which greatly simplifies the management and financing of regional development projects within them.

Among the basic institutional barriers that hinder the YEUTS successful operation, experts mention a rather long period of adaptation to the national legislation of the country where YEUTS is registered, complexity of financial control procedures at the international and interregional levels. Indeed, YEUTS activities subject to national law of the State in which its legal address has been registered.

²⁶⁶ Regulation (EC) No 1082/2006 of the European Parliament and of the Council of 5 July 2006 on a European grouping of territorial cooperation (EGTC). Електронний доступ: <http://cor.europa.eu/en/activities/networks/Documents/EN.pdf>

However, since 2014 there have already come into force effective innovations, most of which relate to organizing the YEUTS functioning, stipulating financial audit of their activity by the EU institutions. It was planned that for the period of 2014-2020 YEUTS activity will receive guaranteed funding at the expense of the EU structural funds. YEUTS development is focused on achieving comprehensive, sustainable, balanced regional development. Thus, within YEUTS there are successfully implemented social and infrastructural projects, programs of environmental protection (including construction/modernization of hospitals, schools, bridges, development of transport and logistics networks, etc.).

An example of a successful YEUTS in the EU is the Unr-Tissa-Tour-Slaná (Hornád, Budva, Shinva uniting the territories of Hungary, Slovakia and Romania). However, it should be noted that in the EU countries YEUTS do not cancel the institute of European regions, but only shift the focus of regional development on implementing social, environmental and infrastructure projects. Euroregions traditionally remain among the most common CBC forms, in which the Ukrainian side is engaged.

At the present stage of the Carpathian Euroregion's development, after the EU enlargement there came a turning point when it is necessary to transfer quickly from mostly political and declaratory Euro-regional cooperation to priorities of economic cooperation and implementation of specific business joint cross-border projects. If before the EU enlargement a Euroregion mainly performed a slightly narrowed local function of organizing cross-border integration of border administrative units of the Carpathian Basin countries, after the accession of Poland, Slovakia, Romania and Hungary to the EU it could play a completely new role of the highest organisational forms of cross-border cooperation in the EU new eastern borders with immediate neighbours, including Ukraine. Development of Euroregional cooperation in this area turned into an integral part of the EU's overall eastern strategy and is no longer just a matter of Euroregion member states bordering with Ukraine but the European community as a whole.

In this sense, it is necessary to consider the geopolitical changes that took place or are taking place now to be a positive stimulus to developing and improving cooperation within the Carpathian Euroregion. The status of the European region, which became higher than before, its real exit on the level of relations between Ukraine and the EU, not of just bilateral or multilateral interstate relations of Ukraine with its neighbours, causes quite a long-term further existence of the Carpathian Euroregion.

There are no significant causes for "catastrophic" forecasts about the possibility of curtailing cross-border cooperation through the Carpathian Euroregion after the EU accession of some Central European countries, because cross-border cooperation is seen as one of the most promising areas of interaction with the Ukrainian government in order to include it to the European integration process. Accordingly, Ukraine considers developing a networks of cross-border and euro-regional contacts in the Western direction an extra powerful stimulus for its own approach to the EU. So in terms of economic, legal and status asymmetries inherent in Slovakia and Ukraine, in their cross-border and partner regions and administrative-territorial communities, there is a growing demand on the compensatory function of cross-border and Euro-regional cooperation.

Table 3 Institutional Capacity of Glocalization (on the materials of Barents Euro-Arctic Council and the Carpathian region)

| The Functional Components of Institutional Capacity | Institutional Forms and Practices of Cross-Border Cooperation (CBC) | |
|--------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------|
| | Barents Euro-Arctic Region | Carpathian (Central and Eastern) European Region |
| Population | 5.9 mln. | 16 mln. (including the members of the Carpathian Euroregion -14.2 mln.) |
| The territory of cross-border cooperation | 1756 thousand sq.km | 160 thousand sq. km (including the members of the Carpathian Euroregion - 148 thousand sq. km.) |
| Sectors of asymmetries in economic, social and cultural potentials | Quality of life and sustainable development. International economic and security integration. Civic, legislative, political and institutional. Territorial, demographic, mental. | Quality of life and sustainable development. Legislative. Investment and infrastructural. The process of fragmentation of the Euro-regional cooperation. |
| Symmetric sectors of economic, social and | Identity of the northern habitat. Peripheral phenomena, depressiveness, marginality and the need to overcome them. | European identity and historical affinity and modern integratedness. Towns and enclaves densely populated by national communities divided by |

| | | |
|--------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| cultural potentials. | | borders. Peripheral phenomena, depressiveness, marginality and the need to overcome them. |
| Development of a system of consular offices | Reference and delegated. 4 (+ 3) consular offices | Network. 20 consular offices |
| Ensuring freedom of movement from and to regions of the countries that are not EU-EFTA members, | "Pomeranian zone" of visa-free border traffic (depth of 30 km from the border of Norway and Russia). The county Finnmark – a three borders' area | Local border traffic (at a distance of 30 - 50 km from the border). Transcarpathian region is a unique region of Europe, the region four borders of Ukraine with the EU. Compact living area for the national minorities on both sides of the borders. |
| The state of the border infrastructure | 9 border crossings | 47 border crossings |
| The number of people who crossed the border: Schengen countries / other countries in the region | 0.08 / 0.32 mln. including: Norway, Finland / RF | 3.4 / 13.4 mln. including: Slovakia–Ukraine – 0.4/ 0.76 mln. Poland –Ukraine – 1.16 / 9.52 mln. Hungary–Ukraine – 1.10 / 2.4 mln. Romania–Ukraine – 0.77 / 0.69 mln. |
| Institutes of membership: at the national level | 6 states and 1 alliance of countries (the European Union) | N/A |
| Institutes of membership: at the regional level | 13 regions of four countries | 19 regions, including the Carpathian Euroregion (hereinafter - CER) - 17 regions of 5 countries, comprising YEUTS "Tissa" - 6 administrative territorial units of 4 states |
| Institutes of observers: | 10 countries | N/A |

| | | |
|---------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| at the national level | | |
| Institutes of observers: at the regional level | 1 region | N/A |
| Interstate CBC cooperation, coordination and accommodation of interstate and interregional cooperation priorities (legislative component) | Kirkenes Declaration of North European countries of 1993, Cooperation Agreements, Program of activities and action plans for the term of presidency Target Programs of member-regions' Cooperation. | Debrecen Declaration of Ministers of Foreign Affairs in 1993, Carpathian Convention in 2003, Agreements and Statutes of the Carpathian Euroregion, Association of YEUTS "Tissa". Nearly 130 bilateral agreements on cooperation between territorial units and legal entities. |
| Interstate CBC cooperation, coordination and accommodation of interstate and interregional cooperation priorities (Institutional component) | Resolution of the European Parliament and the EU Council Conclusion on the EU Arctic strategy as on 12.03. and 12.05.2014. The Arctic Council. The Nordic Council and Council of the Northern Ministers (Norden). The Council of States and the Congress of the Baltic Sea sub-regions. The EU cooperation program "The Northern Dimension". Creating the Barents Euro-Arctic transport region. | The Carpathian region has not been regarded by the EU and national governments as a complete system of multilateral cross-border cooperation. There are bilateral intergovernmental commissions on the border cooperation issues and 5 varieties of Euroregional structures of international territorial cooperation. CER has become a member of the European Association of Euro-regions. |
| Implementation of the initiatives by international and national institutions regarding integrated regional development and its priorities | The address program ENPI "Kolarctic." The Arctic Council Project Support Instrument (PSI). The Nordic Environment Finance Corporation (NEFCO). The Arctic Monitoring and Assessment Programme (AMAPA). Special conditions of taxation and loans to individuals and legal entities of the Barents region in Norway. | Border Cooperation Program ENPI. The EU Strategy for the Danube Region. The Danube transnational program. The "Horizon 2020". Programs of the Norwegian Financial Mechanism. The absence of a separate EU operational program and budget support programs. |
| Ensuring continuity and succession by creating a permanent professional executive and administrative bodies | International and Norwegian Secretariat, which provide for the work of the Barents Euro-Arctic Council, the Barents Regional Council and cooperation with the regions of Norway and the Russian Federation. | The national parties, project offices and the International Secretariat of the Carpathian Euroregion. There are also YEOUTS Council "Tissa", the Council of the European subregions, Association of local self-governance bodies in L'viv and Ivano-Frankivsk oblasts of Ukraine "Euroregion-the |

| | | |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| | | Carpathians". |
| Availability of operational programs for functioning and developing institutions and own projects of financial support to regional development priorities | Compulsory two-year "Barents action plan" for the term of presidency. Over the years the Norwegian Barents Secretariat there were implemented 3500 grant projects of their own. | The Carpathian Euroregion -2020 Strategy was developed and in 2015 submitted to the regions-members for ratification. The system of their own grant programs is not functioning. |
| Institutional support for interstate and interregional CBC cooperation (environment and ecology, economic cooperation, transport and logistics, education, tourism and recreation, social infrastructure, human contact) | There operate 15 problem-target mixed working groups with other structures of international regional cooperation. | There has been provided the activity of 5 permanent sectoral committees, Associations of Chambers of Commerce, museums and universities of the Carpathian Euroregion. |
| Funding from state and regional budgets. | There is implemented the targeted funding from the state and regional budgets and the EU programs. | N/A. Partitioned CBC structures are funded on the basis of public-private partnerships and supported by the national parties of CER and YEOUTS. |
| Economically oriented projects and cross-border clusters, development of human capital. | There are realized inter-cluster projects in transport, logistics, cargo handling, multimodal transport, port services and services of polar medicine, ecology and conservation of natural areas, cultural development and ensuring the rights of indigenous peoples of the European North, gender development, education and youth contacts. Special conditions of taxation and loans to individuals and legal entities, stimulating sustainable development of the Barents region in Norway. | In cross-border sub-regions of Slovakia, Ukraine and Hungary ("Triokhcordonna") there were created conditions for establishing tourism, forestry, education and science, equipment, transport and logistics clusters. There was created a consortium of educational establishments. The lack of legislative support for cluster development incentives and special modes of priority areas' development. |

Conclusion

During the project implementation the international team of researchers defined the context of Barents Euro-Arctic region creation, its special function of regional cooperation in northern Europe and real practices.

The Slovak, Ukrainian and Norwegian experts noted that regional cross-border cooperation is intended not to change the priorities of the state policy, but to change the attitude towards borders and border regions. It is important to emphasize the differences between the national priorities and global challenges. Globalization brings challenges to nation-states, while internationalization strengthens them. Good neighbourly cross-border relations strengthen the ability of national states to successful governance. Practical and functional dimensions of cross-border cooperation are important not only as a tool, but also as a goal. Compared with many other European regions Barents cross-border cooperation can be considered particularly successful in its activities to promote cooperation through specific projects focused on pragmatism, rationality and functionality. Concerning European regional policy in general, the sub-regional efforts in Northern Europe and the Arctic can serve as a general lesson for subregional initiatives elsewhere, especially to the Visegrad countries and Ukraine, as well.

However, members of the international research group highly appreciate the current foreign policy of Slovakia and Norway on cooperation with Ukraine as the one supporting the gradual accession of Ukraine into the European area. Certainly, in order to maintain the positive dynamics of the European integration process the priority measures comprise, firstly, the completion of the EU-Ukraine Association Agreement ratification, the effective functioning of the free trade area, which will positively affect the trade relations between the two countries. Secondly, it is necessary to increase the potential of bilateral trade, sectoral and regional cooperation, fully using the available mechanisms of joint committees, organizing business forums, using the new tools of Association and management innovation.

An important part of the relationship is the interregional cooperation between Ukraine and Slovakia, which is also one of the main vectors of cooperation between the two countries, which is developing very rapidly. During the years of formation and development of market economy in both countries and as a result of active involvement in world and European industrial outsourcing and investments of transnational corporations in the border regions of

the two countries there have been developed the positive conditions for operating zones of high investment activity and clusters in areas such industries as forestry, tourism and recreation, light and processing manufacturing, transportation and logistics, automobile and instrument building.

Preparing for the Slovak Republic accession to the EU (2004) and for signing the EU-Ukraine Association Agreement (2014), the Slovakian-Ukrainian border region and administrative units - subjects of cross-border cooperation of the two countries strengthened their competitive advantages, including commodity market efficiency and the share of foreign ownership, access to the internet. In all the above-mentioned components of regional economies there are seen potential opportunities and best practices for creating and operating of the regional knowledge and technology transfer system.

Meanwhile, a comprehensive analysis of trends in 1991-2015 shows that the economy of the Ukrainian-Slovak border region cannot eliminate on its own the identical, as well as asymmetrical, factors of peripheral inherent in the Slovak-Ukrainian border region, and provide employment to resist brain drain, natural and technological risks and challenges of the shadow economy in depressed mountain areas without an effective regional and investment policies of the European Community, the implementation of international cooperation programs.

Under these circumstances, increasing the shares the knowledge economy and innovation, information and green economy on both sides in the economic structure of the cross-border region is seen as a promising and fruitful direction of these territories' rebranding and upgrading of the post-industrial time.

That is why the agenda of intensifying cross-border cooperation between Ukraine and Slovakia should comprise holding preliminary consultations at the level of Ministries of Foreign Affairs and representatives of the Slovak Republic and Ukraine on multilateral platforms to enhance their activities in accordance with the interests of the Slovak Republic, Ukraine and bilateral Slovak-Ukrainian cooperation; use of bilateral diplomacy with Slovakia to form an agenda, necessary for Ukraine, of political association with the EU; developing the concept of regional cooperation among the Visegrad countries and Ukraine in programs of key interests: energy security, energy efficiency, border management, the implementation of visa-free regime for Ukraine etc.; implementation of measures pursuant to the recent meeting of the bilateral Ukrainian-Slovak commissions and the beginning of specialized process to coordinate schedule of the next meetings of these committees; elaboration of joint bilateral projects.

The project research shows that nowadays the Ukraine-Slovakia cross-border cooperation, including the Carpathian region, is impeded by the lack of properly tuned communication ties among the various CBC segments and of the effective interaction among the local authorities and representatives of business and NGOs, by the governing bodies' low awareness, as compared to the European and Scandinavian practices, of the essence and significance of CBC as a promising direction for the Ukrainian state to access the European Union.

There exist an impeding role of the significant restrictions available as to applying administrative and financial levers by the local self-governance bodies in Ukraine, as compared to the neighbouring European countries, the lack of appropriate staffing both at the level of local self-governance bodies, and at the level of central and municipal authorities, negative impact of the political component on the CBC system development in the Ukrainian regions, flaws of the government support to CBC in Ukraine.

Consequently, there have been developed the processes of organizational fragmentation in such international CBC structure as the Carpathian Euroregion, which was established at the beginning as an integral network; the prestige and attractiveness of its cooperation programs have decreased; the level of its positive public perception has dropped. Its current activity insufficiently takes into account the innovative forms and methods of CBC management, is characterized by a low macro-political support on the part of member-countries' central government institutions, does not meet the expectations of the border-regions territorial communities, which, in their search for more effective ways of international cooperation, shift to other European structures of cross-border cooperation.

Since signing the Declaration of Debrecen in 1993 there has been no meeting of the Ministers of Foreign Affairs (members of government) of the participating countries to consider the issues of multilateral coordination and national support of the Carpathian Euroregion. Designed and approved in 2015 by the expert community in the framework of the Carpathian Convention, the Strategy of the Carpathian Euroregion 2020 has not become subject to be discussed and ratified by the regional governments of member regions.

The above problems can be solved in terms of competence and responsibility of the Ukrainian party by improving the current government strategy 2020 on intensifying cross-border cooperation, which would contain mechanisms to improve local government authorities and local self-governance bodies' awareness of CBC, training and professional development of civil servants and local government officers, providing for amendments to the legal framework

of Ukraine concerning CBC with the purpose to resolve conflicts among state bodies' CBC powers and define a single central authority in Ukraine responsible for cross-border cooperation.

It should be noted that an important prerequisite for the successful modernization of cross-border cooperation in the Carpathian region is the harmonization of the Ukrainian legislation with the institutional and legal norms of the European Union for regional cooperation, development and implementation of the state regional policy.

The following measures are believed to be the priority: improvement of the current Ukrainian National Regional Development Strategy - 2020, adoption of the new Law of Ukraine "On the Principles of the State Regional Policy", Amendments to the Law of Ukraine "On transborder cooperation" (2004) with regard to the extension of administrative and resource opportunities and responsibilities of regional and local self-governance concerning CBC, adopting regulations that will determine the strategy of forming and developing cross-border clusters, strategy of European regions' development involving Ukraine and its partners in CBC.

In this context, it is urgent to harmonize the basic provisions of the State program of the Ukrainian Carpathians' sustainable development with the provisions of the Carpathian Convention and the Strategy the Carpathian Region Development (within the framework of the Carpathian Convention), to implement the Recommendation 296 of the Congress of Local and Regional Authorities "Sustainable development of mountain regions and the experience of the Carpathian Mountains."

Cross-border cooperation will not be effective unless accompanied by programs coordination; therefore, the balanced development of border regions becomes possible only through designing the common programs of development and creating conditions for implementing mutually beneficial projects. This necessitates in the nearest future the development of the common strategic document outlining a common vision of CBC development priorities in the triunity: Ukraine - Central Europe - the European Union.

In cooperation with the Slovak Republic and other European partners, obtaining and meeting the expectations based on the EU-Ukraine Association Agreement open up new opportunities for participation in the EU operational programs that deal with all areas of regional development. Ukrainian central and regional governments, local authorities should coordinate their activity and, supported by the public and businesses that operate on a local, regional level, should ensure implementation of best European experience of the Euroregions functioning in the Ukrainian part of their operation.

Institutional capacity of the Carpathian Euroregion as a regional platform of Slovak-Ukrainian border cooperation has the organizational and institutional dimension, which involves coordination of the Ukrainian party's activity of the Carpathian region with the strategic priorities of Ukraine's European integration, international relations of Slovakia and Ukraine, as well as practical involvement of opportunities offered to the Ukrainian and Slovak parties in the framework of the EU international initiatives and projects, using experience of the Barents Euro-Arctic Council.

In view of this, the Ukrainian side should coordinate the basic strategic priorities of Zakarpattia, L'viv, Ivano-Frankivsk and Chernivtsi regions with the strategic priorities of partner regions in Slovakia and the other Visegrad countries, including promoting CBC within the Carpathian region, implementing the Recommendation 296 of the Congress of Local and Regional authorities "Sustainable development of mountain regions and the experience of the Carpathian mountains."

Innovative content of cross-border cooperation between Slovakia and Ukraine should be provided by organizational and institutional support to stimulating the production processes and the development of industrial cooperation, contracting and outsourcing on the comprehensive Carpathian region territory, which will help create new jobs and intensify economic growth at local and regional levels.

The leading role here can belong to a legislative support and stimulation of cross-border clusters, development of which will boost competitiveness of transnational and national enterprises involved, cooperation of SMEs in the Ukrainian-Slovak border region, will positively influence promoting Slovak and Ukrainian products and co-production on the European and world markets.

We believe that further advancement and adoption of a strategic initiative by Polish and Ukrainian parts of the Carpathian Euroregion "the Carpathian Horizon" will positively affect the Euroregional processes, which in the long run will give an opportunity to provide institutional support for the developing and adopting the program "The Carpathian Expanse" with a status of the EU Operational Program.

Effective use of north-European CBC experience would provide an opportunity to bring interstate and cross-border cooperation between Ukraine and Slovakia, other countries of the Visegrad Group in the Carpathian region to a qualitatively higher level, to fill the activity of the Carpathian Euroregion and Slovak-Ukrainian cross-border cooperation with an innovative

content in terms of fragmenting the Euroregional structures, to achieve a radical improvement of macro-political support on the part of the supreme state institutions.

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ANNEXES

Annex 1

Normative legal acts regulating the activities of the Barents Euro-Arctic Council and the Barents Regional Council

1

D E C L A R A T I O N

COOPERATION IN THE BARENTS EURO-ARCTIC REGION CONFERENCE OF FOREIGN MINISTERS IN KIRKENES, 11.1.1993

Introduction

A conference on cooperation in the Barents Euro-Arctic Region took place in Kirkenes, Norway, on 11 January 1993. The Ministers of Foreign Affairs or representatives of Denmark, Finland, Iceland, Norway, the Russian Federation, Sweden and the Commission of the European Communities participated in the conference, which was also attended by observers from the United States of America, Canada, France, Germany, Japan, Poland, and the United Kingdom.

The Participants expressed their conviction that expanded cooperation in the Barents Euro-Arctic Region will contribute substantially to stability and progress in the area and in Europe as a whole, where partnership is now replacing the confrontation and division of the past. The Participants felt that such cooperation will contribute to international peace and security.

The Participants saw the Barents cooperation initiative as part of the process of evolving European cooperation and integration, which has been given a new dimension with the Conference on Security and Cooperation in Europe. They considered the establishment of a Council of the Baltic Sea States in Copenhagen in March 1992 as a further contribution to strengthening regional cooperation in Europe. They also stated their conviction that the establishment of closer cooperation in the Barents Euro-Arctic Region will be an important contribution to the new European architecture, providing closer ties between the Northern parts of Europe and the rest of the European continent.

The Participants expressed support for the ongoing process of reform in Russia which aims inter alia at strengthening democracy, market reforms, and local institutions, and which is therefore important for closer regional cooperation in the Barents Euro-Arctic Region.

The Participants expressed their desire to support the long-standing aspirations of the peoples in the Barents Euro-Arctic Region for friendship and cooperation, and stressed the fundamental significance of the historical changes caused by the end of ideological and military confrontation in Europe. They welcomed the initial steps that have been taken at the local and regional level to expand cooperation, in particular, the establishment of an interregional working group by counties in Finland, Norway, Russia and Sweden. They expressed their appreciation for the valuable work carried out by the northernmost counties of Finland, Norway and Sweden in the "Nordkalottkomiteen" during the past two decades. They took note of the report from the Expert Conference on the Region in Kirkenes on 25-27 September, 1992. They also took note of the October 1992 International Expert Conference on the Northern Sea Route in Tromsø, Norway.

The Barents Euro-Arctic Council and its objectives

The Participants recognized the features characteristic of this Arctic Region, especially its harsh climate, sparse population and vast territory. They agreed therefore to examine how they can improve the conditions for local cooperation between local authorities, institutions, industry and commerce across the borders of the Region.

To this end, the Participants agreed to establish a Council of the Barents Euro-Arctic Region, hereinafter called the Council, to provide impetus to existing cooperation and consider new initiatives and proposals. The terms of reference are set out in the annex.

The objective of the work of the Council will be to promote sustainable development in the Region, bearing in mind the principles and recommendations set out in the Rio Declaration and Agenda 21 of UNCED. To this end, the Council will serve as a forum for considering bilateral and multilateral cooperation in the fields of economy, trade, science and technology, tourism, the environment, infrastructure, educational and cultural exchange, as well as projects particularly aimed at improving the situation of indigenous peoples in the North.

The Participants emphasized that the Council will not duplicate or replace ongoing work in other bilateral or multilateral fora, but will where appropriate seek to give impetus and coherence to regional cooperation and encourage new common efforts, bilateral and multilateral, to meet the challenges and opportunities facing the Region.

They welcomed the establishment of a Regional Council of the Barents Euro-Arctic Region which will include county officials in the area constituting the Region and representation of the indigenous peoples of the Region.

Participation and area of application

The Participants emphasized that cooperation in the Barents Euro-Arctic Region is open to those states that wish to take an active part.

The Participants decided that regional cooperation in the Barents Euro-Arctic Region will comprise the county of Lapland in Finland, the counties of Finnmark, Troms and Nordland in Norway, the counties of Murmansk and Archangel in Russia, and the county of Norrbotten in Sweden. They noted that the Region might be extended to include other counties in the future.

The environment

The Participants recalled the Joint Declaration from the meeting of the Ministers of Environment of the Nordic Countries and the Russian Federation in Kirkenes on 3 September, 1993, and the Convention for the Protection of the Marine Environment of the North-East Atlantic signed on 22 September, 1992, and underlined the importance of strengthening bilateral and multilateral cooperation to protect the vulnerable environment of the Region.

The Participants reaffirmed their commitment to the Strategy for Protection of the Arctic Environment, adopted at the Ministerial Meeting in Rovaniemi in 1991, and to the ongoing work in implementing that strategy, especially within the Arctic Monitoring and Assessment Programme (AMAP). An action programme to assess and prevent the risk of pollution from emissions from industry, nuclear installations, and dumping of hazardous waste in the Region is urgently needed and should be prepared in due time for presentation at the next Ministerial

Meeting for the Protection of the Arctic Environment on 14-16 September, 1993 at Nuuk, Greenland.

The Participants emphasized that the environmental dimension must be fully integrated into all activities in the Region, inter alia, through the establishment by the states in the Region of common ecological criteria for the exploitation of natural resources and the prevention of pollution at source and recognized that solving the existing major transboundary environmental problems will be important in realising the potential for broader cooperation in the Region.

The Participants stated that the risk of contamination of the environment of the Region by radioactive substances is a serious problem and must be solved, inter alia, through international cooperation and the improvement of technology for the handling, storage and disposal of radioactive waste and the operational safety of nuclear facilities.

The Participants noted the importance of international cooperation in the following areas:

- expanded monitoring of ecology and radioactivity in the Region;
- enhanced work on the operational safety of nuclear facilities;
- rehabilitation of areas that have been polluted as a result of the operation of nuclear facilities.

The Participants emphasized that in particular instances, such as for measures to improve nuclear safety and to reduce air polluting emissions from the nickel production on the Kola Peninsula, international financial arrangements in addition to national financial contributions may be considered with a view to finding cost-effective solutions.

Economic cooperation

The Participants recognized the importance of increased economic cooperation in the Region in the form of trade, investment, industrial cooperation, etc. In view of the environmentally vulnerable character of the Region, they stressed the particular importance of observing the provisions of the Convention on Environmental Impact Assessment in a Transboundary context (the EIA Convention), signed on 25 February, 1991, and the principles of environmental soundness and sustainability in all fields of economic cooperation.

The Participants agreed to explore ways and means to encourage trade and investment and to provide a framework conducive to broader cooperation on a commercial basis at the enterprise level.

The Participants recognized the potential for development in the Region in the field of energy on an environmentally sound basis. They underlined the importance of cooperation with regard to energy saving measures.

The Participants recognized the role of the European Energy Charter in making the fundamental link between energy, the environment and economic development.

The Participants recommended that conditions be created for enhanced cooperation in the conversion of military industries and facilities, inter alia, on a commercial basis.

The Participants agreed to cooperate in developing the efficiency of agricultural production in Arctic and Sub-Arctic areas, inter alia, in order to secure sufficient supplies of food of high quality. In view of the similar climatic conditions in the Region, the Participants underlined the importance of exchanging experience and skills within the area in fields such as reindeer husbandry and forestry.

Scientific and technological cooperation

The Participants recognized the importance of scientific and technological cooperation in dealing with the Region's problems, including the promotion of relevant cold climate technologies. They noted the opportunities that exist for such cooperation in fields related to geology, oceanography, atmospheric physics, ecology and environmental protection, and technological fields such as construction, fisheries, aquaculture, forestry, mining, off-shore technology and transportation and communications applicable to the specific regional conditions.

The Participants emphasized the need to exchange relevant experience and information and encourage the transfer of technologies. They proposed that taskforce laboratories, expeditions and the like, be set up to pursue specific projects and scientific programmes. The Participants stressed the role that the International Arctic Science Committee could play in developing scientific research.

The Participants recognized the importance of cooperation in the training of personnel.

Regional infrastructure

The Participants underlined the importance of improving the infrastructure for transport and communications in the Region.

The Participants noted studies and discussions already initiated at the bilateral and multilateral level regarding the transport and communications needs of the Region and possible action to meet those needs. The Participants urged that preliminary and final results from such studies and discussions should be made available as appropriate to all participating states in order to avoid duplication of effort.

The Participants decided to ask the ministers responsible for transport and communications to consider possibilities for cooperation, based, inter alia, on studies already in progress, on the transport and communications needs of the Region.

The Participants expressed recognition of the progress already achieved through bilateral cooperation in the development of telecommunications and voiced support for further efforts on both a bilateral and a multilateral basis for the continued improvement of telecommunications in the Region.

Indigenous peoples

The Participants concerned reaffirmed their commitment to the rights of their indigenous peoples in the North in keeping with the objectives set out in Chapter 26 on Indigenous People

of Agenda 21. They stated their commitment to strengthen the indigenous communities of the Region, and to ensure that the cooperation now being initiated will take the interests of indigenous peoples into consideration.

The Participants concerned took note of the proposed establishment of a Working Group for Indigenous Issues with representatives from the indigenous peoples and authorities and the central authorities from Finland, Norway, Russia and Sweden. They agreed that the Working Group might consider, also on the basis of international cultural expeditions to areas of Nenets and Sami, preparing a regional programme for the restoration and preservation of Nenets and Sami cultural monuments, the establishment on a regional basis of a Nenets cultural centre in the Nenets Autonomous Region, the establishment of a corresponding Sami centre in the town of Lovozero in the county of Murmansk, and the establishment of an appropriate regional medical foundation.

The Participants agreed to exchange information regarding existing or proposed legislation with a bearing on the position of indigenous peoples in their respective countries.

Human contacts and cultural relations

The Participants stressed that wider human contacts and increased cultural cooperation in the Region should be encouraged to promote constructive cooperation and good neighborly relations.

Among the areas of cooperation which could be considered are:

- More extensive exchange of youth, students, teachers and professors from high school to university levels, also within the fields of culture and sports.
- Activities which could give women in the Region more opportunities for cooperation and exchange of experience.
- Extended facilities for education and training in the languages of the Region.

Cultural centres such as the planned "Pomor Cultural Centre" attached to Pomor State University in Archangel.

Tourism

The Participants recognized that tourism may play a more important part in the economy of the Region and agreed that the promotion of tourism across national borders will strengthen human contacts and mutually beneficial economic development with positive effects for employment and business activities. They called for steps to encourage cooperation in the field of tourism at national, regional and local levels, and for common efforts to develop tourism infrastructure and facilities. The provisions of the EIA Convention should be duly taken into account in this context.

Kirkenes, 11 January, 1993

Jon Sigurdsson

Torvald Stoltenberg

Andrej Kozyrev

Jorgen Ostrom Moller

Margaretha af Ugglas

Paavo Varynen

Anaurin Rhys Hughes

Agreement
between the Government of the Republic of Finland, the Government
of the Kingdom of Norway, the Government of the Russian Federation
and the Government of the Kingdom of Sweden
on the Establishment of an
International Barents Secretariat for the
Cooperation in the Barents Euro-Arctic Region

The Governments of the Republic of Finland, the Kingdom of Norway, the Russian Federation and the Kingdom of Sweden, hereinafter referred to as the Parties,

Considering that the establishment of an International Barents Secretariat will make the Barents cooperation more coherent and efficient, and

Taking into account that this Agreement is supported by the Barents Regional Council,

Have agreed on the following:

Article 1

An International Barents Secretariat, hereinafter referred to as the Secretariat, shall be established to provide technical support for the multilateral coordinated regional activities within the framework of the Barents Euro-Arctic Council and the Barents Regional Council.

The Secretariat shall be located in Kirkenes, Norway. The Secretariat shall be operative as of January 2008.

Article 2

The Secretariat shall possess a legal personality in Norway. It shall have such legal capacity as may be necessary for the exercise of its functions and the fulfilment of its purposes, including the capacity to contract, to acquire, hold and dispose of movable and immovable property and to institute and participate in legal proceedings.

Article 3

The Secretariat and its property and assets shall enjoy on the territory of Norway such privileges and immunities as are necessary for the exercise of its functions.

The permanent staff members of the Secretariat shall enjoy on the territory of Norway the privileges and immunities necessary for the exercise of their functions in connection with the activities of the Secretariat.

Adopted by CSO 16. September 2008 amended 4-5 September
2013, 19 March 2015, 22 March 2016 and 15 June 2016

**Financial and Staff Rules
of
the International Barents Secretariat**

PREAMBLE

PART I: FINANCIAL RULES

- | | |
|------------|---------------------------------------|
| ARTICLE 1 | AUTHORITY AND APPLICABILITY |
| ARTICLE 2 | FINANCIAL PERIOD |
| ARTICLE 3 | BUDGET |
| ARTICLE 4 | FINANCIAL RESOURCES AND CONTRIBUTIONS |
| ARTICLE 5 | CUSTODY OF DEPOSIT |
| ARTICLE 6 | ACCOUNTS |
| ARTICLE 7 | INTERNAL CONTROL |
| ARTICLE 8 | EXTERNAL AUDIT |
| ARTICLE 9 | INTERPRETATION |
| ARTICLE 10 | AMENDMENT OF THE FINANCIAL RULES |

PART II: STAFF RULES

- | | |
|-----------|-------------------------------------------|
| ARTICLE 1 | GUIDELINES FOR THE SELECTION OF THE STAFF |
|-----------|-------------------------------------------|

1.1 Selection of the Head of the Secretariat

1.2 Selection of the other Permanent Staff Members

1.4 Employment Terms

1.5 Profile of applicants:

1.6 Familiarizing trip:

ARTICLE 2 ACCOMMODATION AND MOVING

ARTICLE 3 TRAVEL EXPENSES AND INSURANCE

ARTICLE 4 VACATION AND SPECIAL LEAVES

4.1 Annual Leave

4.2 Vacation Allowance

4.3 Public and Religious Holidays

4.4 Sick Leave with Salary

4.5 Maternity Leave with Salary

4.6. Leave due to Child's Sickness

4.7. Leave to Moving of Accommodation

4.8. Leave due to Wedding

4.9. Leave due to Death, Funeral

ARTICLE 5 OFFICE ADMINISTRATION

PREAMBLE

The following rules and instructions shall govern the administration of the International Barents Secretariat (hereinafter: the Secretariat) established by the Barents Euro-Arctic Council (hereinafter: the BEAC).

These rules are formulated in accordance with and are subordinated to what is stipulated in:

- Agreement on the Establishment of the International Barents Secretariat for the Cooperation in the Barents Euro-Arctic Region (hereinafter: the Agreement)
- The Terms of Reference of the International Barents Secretariat.
- Host Country Agreement between the Government of Norway and The International Barents Secretariat for the Cooperation in The Barents Euro-Arctic Region
- Applicable Norwegian Financial Regulations.

After consultation with the Barents Regional Committee (hereinafter: the RC) the Financial and Staff Rules become effective as from the date of approval by the Committee of Senior Officials (hereinafter: the CSO) .

The Parties (Finland, Norway, Russian Federation, Sweden) to the Agreement on the Establishment of an international Barents Secretariat for the Cooperation in the Barents Euro-Arctic Region are hereinafter referred to as the Parties

Adopted at the CSO meeting in 16. September 2008 at Solovetsky Islands.

Part I: Financial Rules

ARTICLE 1 *Authority and Applicability*

The Head of the Secretariat, as the chief administrative officer, shall have an overall responsibility for the proper management and efficient use of the financial and staff resources. Depending on the nature of the issue, he/she shall receive tasks from and report to the Chairs of the CSO and/or the RC.

The Head of the Secretariat is responsible to the CSO of the BEAC in financial matters. The Barents Regional Committee shall be consulted by the Head of the Secretariat according to the procedures described in Chapters 3 and 6 of the Terms of Reference of the International Barents Secretariat.

The Head of the Secretariat may delegate to other Permanent Staff Members such of his/her powers, as he deems necessary to secure proper and effective management of the administration of the Secretariat.

ARTICLE 2 *Financial Period*

- 2.1 The financial year of the Secretariat shall be the calendar year.

ARTICLE 3 *Budget*

- 3.1 The Head of the Secretariat shall submit a draft budget for the coming calendar year to the Chairman of the CSO and for consultation to the Chairman of the Barents Regional Committee.
- 3.2 The draft budget shall cover income and expenditures and shall be presented in Norwegian kroner (NOK). The incomes and expenditures shall also be presented in euros (EUR) as an approximate figure based on the exchange ratio of the day of NOK to the EUR.
- 3.3 The draft budget shall be divided into chapters by type of expenditure.

The draft budget shall encompass expense estimates by main chapters and sub-chapters and detailed explanatory notes on the allocations, as against the actual expenditures. It shall also include:

1. Summary statement of the proposed budget;
2. Arrears, if any, from the mandatory annual contributions from the previous budgetary years;
3. Other annexes as may be required.

- 3.4 The budget proposal shall be submitted by the Head of the Secretariat at least **twenty** days before the date fixed for a regular meeting of the CSO for its approval.

The budget proposal shall be accompanied by the approved budget for the current financial period.

- 3.5 The CSO shall consider the budget proposal and decide upon the budget taking into account the time frame of the budgetary procedures of the Parties.

ARTICLE 4 *Financial Resources and Contributions*

- 4.1 The sources of the budget shall consist of:
- i) The mandatory annual budgetary contributions of the Parties according to the scale included in the Terms of Reference of the International Barents Secretariat;
 - ii) Returns on interest derived from deposit account(s) of the Secretariat and miscellaneous income such as donations/voluntary contributions/grants;

the Head of the Secretariat may accept such payments provided that the purpose thereof conforms to the BEAC principles and objectives;
 - iii) General donations shall be those made for no specific purpose and shall be added to the official account of the Secretariat.

Specific donations shall be those made for specific purpose and managed in conformity with these Regulations and the purpose prescribed. Upon the authorization of the Head of the Secretariat a special account of the Secretariat may be established for managing such donations. The Head of the Secretariat shall submit to the regular Meeting of the CSO a report on the contributions and donations to the annual budget.

- 4.2 As soon as the CSO has approved the budget for the financial period the Head of the Secretariat shall send a copy thereof to all Parties together with a call for contributions for the financial period. The approval of the budget constitutes an authorisation to the Head of the Secretariat to incur obligations and make payments for the purposes stated in the budget.
- 4.3 The Parties shall make their assessed contributions available to the Secretariat by 31st March each year.
- 4.4 Any Party may, however, inform the Head of the Secretariat of its preference to pay its contribution to the budget in two installments. In such case at least half of the contribution shall be payable according to the paragraph above and the remaining amount within six months from that date.
- 4.5 In cases where special necessity arises the Head of the Secretariat may effect transfer from one chapter of the budget to another, after having obtained the approval of the Chairman of the CSO.

The total of such transfers shall not exceed 10 percent of the original appropriation of the chapter to which the transfer is made.

- 4.6 Working capital funds shall be kept to meet short-term liquidity problems pending receipt of contributions.
- 4.7 The amount and the purposes of the working capital funds shall be determined regularly by the CSO. It should not exceed 50% of the budget provision for the financial period. The working capital funds shall be financed from contributions by the Parties to the Agreement made in accordance with the scale of assessments included in the Terms of Reference.

(Amendment to the above paragraph was approved by BEAC CSO on 22 March 2016.)

- 4.8 The management of the working capital funds is subject to approval by the Chairman of the CSO.
- 4.9 The funds shall be used only to core functions of the Secretariat.
- 4.10 The CSO shall decide on replenishment from eventual budget surpluses on an annual basis, after each individual budget year

ARTICLE 5 ***Custody of Deposit***

- 5.1 The Head of the Secretariat shall designate the bank or banks in which the deposits of the Secretariat shall be kept.

ARTICLE 6 ***Accounts***

- 6.1 The Head of the Secretariat shall maintain such accounts as are necessary and shall prepare financial accounts at the end of the financial period.
- 6.2 The guiding financial regulations shall be those of the host country.
- 6.3 The financial accounts shall be presented in NOK. The accounts may be kept in such currency or currencies as the Head of Secretariat may deem necessary
- 6.4 The Head of the Secretariat shall submit a Statement of Accounts for each financial period to the auditors not later than sixty days following the end of the financial period.
- 6.5 The Head of the Secretariat shall present the Statements of Accounts to the CSO as soon as these have been audited.
- 6.6 The statement shall show the income of the Secretariat and, under separate headings, expenditures and balance of accounts. The Head of the Secretariat shall attach to the statement an explanatory memorandum.

ARTICLE 7 ***Internal Control***

- 7.1 The Head of the Secretariat is responsible for the internal control;
- 7.2 The internal financial control shall provide for an effective examination and/or review of financial transactions in order to ensure the most efficient use of the resources of the Secretariat;
- 7.3 All transfers or withdrawals from the bank dealing with expenses of the IBS shall be made upon authorization of the Head of the Secretariat;
- 7.4 The Head of the Secretariat may designate a strictly limited number of officers who may receive monies, incur obligations and make payments on behalf of the IBS;
- 7.5 The Head of the Secretariat shall review financial transactions to ensure the regularity of the receipt, custody and disposal of the IBS's funds and other financial resources.

ARTICLE 8 ***External Audit***

- 8.1 The CSO shall appoint an external auditor upon proposal by the Government of Norway. The auditor shall be a registered state auditor in Norway. The report and findings of the external auditor shall be submitted to the CSO for review and consideration.

ARTICLE 9 ***Interpretation***

- 9.1 The Chairman of the CSO may rule, after consultation with the members of the CSO, in cases of doubt as to the interpretation and application of any of the financial rules.

ARTICLE 10 ***Amendment of the Financial Rules***

- 10.1. The Financial and Staff Rules may be amended by the CSO after consulting the Barents Regional Committee.

Part II: Staff Rules

ARTICLE 1 ***Guidelines for the Selection of the Staff***

1.1 Selection of the Head of the Secretariat

The IBS shall be led by a Head of Secretariat, who shall be selected among qualified individuals and who shall be a citizen of a state of one of the Parties to the Agreement on the Establishment of an International Barents Secretariat for the Cooperation in the Barents Euro-Arctic Region.

The procedures of the selection of a candidate for the post as Head of the Secretariat shall be transparent to the Parties and to the members of the Barents Regional Committee

The Chairman of the CSO informs the Parties and the Barents Regional Committee at least six months ahead of the expiration of the contract and asks for proposals for candidates within two months.

The Chairman of the CSO will engage in talks with the Parties and the Chairman of the Barents Regional Committee to reach consensus of a candidate . An Ad Hoc Group with balanced representation could be established to assist in the evaluation of the candidates.

The Chairman of the CSO will propose a candidate for the post as the Head of the Secretariat and submit the candidature to the CSO and for the Barents Regional Committee for approval.

The candidate will be finally approved by the CSO at a meeting or alternatively by written procedures.

1.2 Selection of the other Permanent Staff Members

Vacancies should be announced by the Head of the Secretariat to Parties and to the Barents Regional Committee, preferably 6 and at least 3 months ahead of the proposed time of employment. For each vacancy a job description should be available.

Vacancies will be advertised on the Internet site of the Secretariat at least 2 months in advance in a way, which will give qualified candidates a good opportunity to acquaint themselves with the vacancy. Providing information through other media is possible, but will be left in general to the Parties and to the members of the Barents Regional Committee. If necessary, the Secretariat has the right to advertise vacancies in national and international media.

Candidates are invited to forward their applications to the Head of the Secretariat.

The Head of the Secretariat will list the applications and rank the candidates according to established criteria, including qualifications, as well as principles of rotation and geographical balance. The Secretariat will seek to obtain gender balance of staff. After consultations with the CSO Chairman and the Barents Regional Committee, The Head of the Secretariat may

invite candidates for personal interview if necessary. The CSO-Chairman and the chairman of the Barents Regional Committee will be consulted during the decision-making process.

The Head of the Secretariat will send the name of the selected candidate for a given post to the CSO and The Barents Regional Committee for approval.

The date of employment will not be earlier than one month after the final approval of the candidate.

Members of the CSO and the Barents Regional Committee will have access to examine the applications and the ranking list.

1.3 A general practice of geographical and gender balance will be applied when recruiting a new staff.

1.4 Employment Terms

Contracts for all staff of the IBS shall be offered for 12-month periods up to three years, with the possibility of a prolongation for one year. Staff members can re-apply only once for their own position. Prolongation excludes renewed application.

Exception to the above: Since the work of the Secretary/Accountant requires local knowledge of prevalent practices in dealings with the authorities of the Host Country, the Secretary/Accountant can reapply for this position without limits.

(Addition of the above paragraph was approved by BEAC CSO on 4-5 September 2013.)

1.5 Profile of applicants:

Qualifications for each post:

- citizen of a State, Party to the Agreement on the Establishment of the Secretariat (Finland, Norway, Sweden and Russia);
- suitable educational, professional and administrative background;
- international experience;

Language requirements:

- excellent knowledge of English, as the working language of the IBS and
- working knowledge of Russian and
- in addition, working knowledge of one of the following languages: Finnish, Swedish, Norwegian, Sami;

All staff members should have a driver's licence.

1.6 Familiarizing trip:

Reasonable travel and accommodation costs - within IBS' budget limits - intended for an acquaintance/familiarizing trip for candidates who have accepted a position as Head of

Secretariat or Executive Officer, will be covered from the the ordinary travel budget. This also applies for the candidate's spouse, if applicable.

(Addition of the above paragraph was approved by BEAC CSO on 22 March 2016.)

ARTICLE 2 *Accommodation and Moving*

All expenses related to accommodation, such as rents or fees to brokers, are to be paid by the Permanent Staff Members themselves.

The Permanent Staff Members are allowed to have:

- 1) An establishment allowance of the amount of 30000 NOK for a Permanent Staff Member with family, and 20000 NOK without a family.
- 2) Moving allowance will be granted limited to 40 m3 for a Permanent Staff Member bringing dependent family members and limited to 18 m3 for a single Permanent Staff Member.
- 3) Reimbursement of travel expenses will be made upon receipt including also expenses of dependent family members.

ARTICLE 3 *Travel Expenses and Insurance*

The Secretariat follows the Norwegian public regulations on daily allowances.

Official duty travel expenses and hotel accommodation shall be paid by the IBS

Travel insurance will be covered by the insurance arrangements made by the Secretariat for the permanent staff-members.

On official missions, business class tickets may be booked only in case no other alternatives are available

In case his/her family members accompany a staff member on an official trip, the staff member is responsible to pay 25 % of the hotel price him/herself.

ARTICLE 4 *Vacation and Special Leaves*

4.1 Annual Leave

Standard annual leave is 28 working days. Staff members recruited from other countries than host country are to have 35 working days. CSO can decide to give local employees more days than provided in a standard leave.

The accrual of annual leave shall start immediately after the employment and be calculated per ratio year. The whole number of leave days should preferably be taken within calendar year, with a possibility to transfer 14 working days to the next calendar year

(Amendment to the above paragraphs was approved by BEAC CSO on 15 June 2016.)

4.2 Vacation Allowance

Holiday allowance is included in each employee's annual salary. This implies that each employee shall be paid ordinary salary each month, including his/her holiday period. To avoid a loss in total net income for the employee, an additional vacation compensation of 16% of the employee's ordinary monthly salary is to be paid out to him/her in June each year. This arrangement is regulated by a Collective agreement between the IBS and its employees.

(Amendment to the above paragraph was approved by BEAC CSO on 19 March 2015.)

4.3 Public and Religious Holidays

The staff members are entitled to the statutory public and church holidays as regulated in the Law of Vacation and practiced in Norway.

4.4 Sick Leave with Salary

The employee shall at his/her earliest convenience report absence due to sickness to the Secretariat. If a sick leave period exceeds 2 days a medical statement issued by a doctor declaration is required for further payment by the Secretariat

Vacation can be postponed due to sickness if the employee falls ill before the vacation starts and has reported this to the Secretariat. The vacation can also be postponed if the employee falls ill during the vacation if the employee reports this to the Secretariat and can present a medical statement in that regard.

4.5 Maternity Leave with Salary

In relation to giving birth a female employee is entitled to absence in 42 weeks with full salary and with 52 weeks of absence with 80 % of the salary. Depending upon the length of the leave of the mother, the father can take part of the leave.

4.6. Leave due to Child's Sickness

An employee with children below the age of 10 years may be absent due to child's sickness, however only with ten days per year in total. A single mother or father is entitled to 20 days of absence per year.

4.7. Leave to Moving of Accommodation

In relation to moving of accommodation, the employee is entitled to one (1) day leave with salary.

4.8. Leave due to Wedding

In relation to the staff member's own marriage or entrance into partnership, the employee is entitled to one (1) day leave with salary.

4.9. Leave due to Death, Funeral

In relation to serious disease within the family or funeral of someone within the family, the employee is entitled to one (1) day leave with salary. By extraordinary circumstances

and considering the geographical distance the Head of the Secretariat might extend the leave up to 10 workingdays with salary.

ARTICLE 5 ***Office Administration***

Office working hours are from Monday to Friday from 8.00 – 16.00 or 9.00 – 17.00. Working hours of individual staff members are subject to special agreement.

Everyone writes his/her own letters, travel reports, telephone notes, summaries of meetings and other correspondence in English, which is the working language of the International Barents Secretariat.

ARTICLE 6 ***Amendment to the Staff Rules***

The Staff Rules may be amended by the CSO after consulting the Barents Regional Committee(BRC)

Host Country Agreement
between
the Government of the Kingdom of Norway
and
The International Barents Secretariat for the Cooperation
in the Barents Euro-Arctic Region

on the Legal Status of the Secretariat and the Privileges and Immunities of the Secretariat and its Permanent Staff Members

The Government of the Kingdom of Norway, hereinafter referred to as the Government, and the International Barents Secretariat for the Cooperation in the Barents Euro-Arctic Region, hereinafter referred to as the Secretariat;

Referring to the Agreement concluded by the Government of the Republic of Finland, the Government of the Kingdom of Norway, the Government of the Russian Federation and the Government of the Kingdom of Sweden on the Establishment of an International Barents Secretariat for the Cooperation in the Barents Euro-Arctic Region;

Considering that the Agreement has been supported by the Barents Regional Council;

Noting that the establishment of the Secretariat will make the Barents cooperation more coherent and efficient; and

Desiring to regulate the legal status of the Secretariat in Norway as well as the privileges and immunities of the Secretariat and its Permanent Staff Members necessary for the efficient functioning of the Secretariat;

Have agreed as follows:

ARTICLE 1

Definitions

In the present Agreement,

- "Head of the Secretariat" means the person appointed as the Head of the Secretariat and during his or her absence, any other Permanent Staff Member specially designated to act on his or her behalf.
- "Permanent Staff Members" means the Head of the Secretariat and the professional and administrative personnel of the Secretariat who perform functions of the Secretariat as defined in the Terms of Reference as their main employment. Permanent Staff Members do not include persons who are seconded, or perform part time work or temporary missions, or persons performing functions of a general, supportive character (e.g. clerical and technical work), or persons recruited on internship.

ARTICLE 2

Legal Capacity of the Secretariat

The Secretariat shall possess a legal personality in Norway. It shall have such legal capacity as may be necessary for the exercise of its functions and the fulfilment of its purposes, including the capacity to contract, to acquire and dispose of movable and immovable property and to institute and participate in legal proceedings.

ARTICLE 3

Location

The Secretariat shall be located in Kirkenes.

ARTICLE 4

Flag and Emblem

The Secretariat shall be entitled to display its flag and emblem on the premises and means of transport of the Secretariat.

ARTICLE 5

Immunity of the Secretariat

The Secretariat and its property and assets located in Norway shall enjoy immunity from every form of legal process, except:

1. in so far as in any particular case this immunity is expressly waived by the Head of the Secretariat in accordance with the view expressed by the Barents Euro-Arctic Council

(BEAC) represented by the Committee of Senior Officials (CSO), it thereby being understood, however, that no waiver of immunity shall extend to any measure of execution;

2. in the case of a civil action by a third party for damages arising from an accident caused by a motor vehicle belonging to, or operated on behalf of the Secretariat, or in the case of a motor traffic offence involving such a vehicle.

ARTICLE 6

Funds, Currencies and Securities

Without being restricted by financial controls, regulations or moratoria of any kind, the Secretariat may freely acquire, hold, dispose of and transfer any kind of funds, currencies or securities for any of its functions.

ARTICLE 7

Inviolability of Premises

1. The premises of the Secretariat in Norway shall be inviolable.
- The premises and the property and assets of the Secretariat in Norway shall be immune from search, requisition, confiscation, expropriation and any other form of interference whether by executive, administrative, judicial or legislative action.
- The competent Norwegian authorities shall take appropriate measures for the protection of the premises of the Secretariat.

ARTICLE 8

Inviolability of Archives

The archives of the Secretariat, and all its official documents in Norway, shall be inviolable.

ARTICLE 9

Commercial Activity

The Secretariat shall not engage in any commercial activity, or have such activity as a purpose.

ARTICLE 10

Exemption for the Secretariat from Taxes and Duties

1. Within the scope of the official functions of the Secretariat its assets, income and property shall be exempt from taxes and duties to the extent that such exemption is granted by the Norwegian authorities to diplomatic missions in Norway pursuant to the relevant rules of the Vienna Convention on Diplomatic Relations.

1.3 The Secretariat shall be exempt from value added tax (VAT) for such acquisitions which are necessary for carrying out its official functions.

1.4 Goods acquired under the exemption referred to in paragraph 2 above shall not be sold or otherwise disposed of, except under conditions agreed with the appropriate authorities.

No exemption shall be accorded in respect of taxes and duties which relate to charges for public utility services rendered.

ARTICLE 11

Facilities in Respect of Communications

All official communications directed to the Secretariat, or to any of its personnel, and all outward official communications of the Secretariat, by whatever means or in whatever form transmitted, shall be immune from censorship and from any other form of interception or interference with their privacy.

ARTICLE 12

Permanent Staff Members

1. Permanent Staff Members of the Secretariat, irrespective of nationality, shall be accorded immunity from legal process in respect of words spoken or written and all acts performed by them in their official capacity

2.2 No immunity from legal process shall apply in the case of a motor traffic offence committed or damage caused by a motor vehicle belonging to or driven by a Permanent Staff Member.

2.3 Permanent Staff Members of the Secretariat who are not of Norwegian nationality or who, at the time of taking up their post, are not permanent residents in Norway shall:

be exempt from any obligations in respect of military service and their spouses and dependent children shall enjoy the same exemption;

be exempt from all measures restricting immigration and from charges for visas and their spouses and dependent children shall enjoy the same exemption;

1. be accorded the same privileges in respect of facilities regarding the exchange of currency as are accorded to diplomatic agents accredited to Norway;
2. together with their spouses and relatives dependent on them, be given the same repatriation facilities in time of international crisis as diplomatic agents accredited to Norway;
3. have the right to import free of duty furniture and personal effects that they have owned, possessed or ordered before taking up their posts and that are intended for their personal use. Such goods shall normally be imported within three months of the first entry into Norway, but in exceptional circumstances an extension of this period may be granted. This privilege shall be subject to the same conditions governing the disposal of goods imported into Norway free of duty as are accorded to diplomatic agents accredited to Norway; and have the right to import one motor vehicle at the time of their arrival, and one once every three years, free of duty it being understood that no permission to sell or dispose of the vehicle in the open market shall normally be granted until three years after its importation.

4.2 Privileges and immunities are granted to Permanent Staff Members in the interest of the Secretariat and not for personal benefit of the individuals themselves. The Head of Secretariat as agreed with the Barents Euro-Arctic Council and the Committee of Senior Officials shall have the right and the duty to waive the immunity of any Permanent Staff Member in any case where, in his/her opinion, the immunity would impede the course of justice and can be waived without prejudice to the interests of the Secretariat. Privileges and immunities related to the Head of Secretariat can only be waived by the Barents Euro-Arctic Council-Committee of Senior Officials.

4.3 The Head of the Secretariat shall on a regular basis, through the Norwegian Ministry of Foreign Affairs, communicate to the Government of Norway the names of those Permanent Staff Members to whom the provisions of this Article shall apply and, without delay, inform the Ministry of Foreign Affairs of any changes and additions to the list of those names.

ARTICLE 13

Income Tax

1. The Permanent Staff Members of the Secretariat who are not Norwegian nationals or who, at the time of taking up their posts are not residents for tax purposes in Norway, shall be exempt from taxation in Norway on salaries and emoluments paid by the Secretariat. These Permanent Staff Members shall, however, be subject to an internal fee imposed by the Secretariat on salaries and emoluments paid by the Secretariat.

Such salaries and emoluments shall be exempt from Norwegian income tax from the date as of which this fee is applicable but the Government shall retain the right to take these salaries.

and emoluments into account for the purpose of assessing the amount of taxation to be applied to income from other sources.

A Permanent Staff Member who is present in Norway for a period or periods not exceeding in the aggregate 183 days in any twelve month period commencing or ending in the fiscal year concerned shall not be liable to pay internal fee and shall pay only that part of internal fee which is compatible to relevant Norwegian social security contributions.

2. The amount of the fee imposed by the Secretariat shall be compatible to the relevant Norwegian income tax level including social security contributions and reflected in the Financial and Staff Rules of the Secretariat

3. The fee imposed by the Secretariat shall be used exclusively for covering expenses of the official functions of the Secretariat and for compulsory contributions to the social security scheme for the Permanent Staff Members

iii) The accounts of the Secretariat shall annually be subject to an independent audit by an external auditor.

iv) The provisions of this Article shall not apply to the payment of pensions and annuities to the former Permanent Staff Members of the Secretariat.

ARTICLE 14

Social Security

1. All Permanent Staff Members of the Secretariat and their families with residence permits in Norway shall be covered by the Norwegian social insurance scheme subject to the payment of ordinary social security contributions in Norway, in so far as they are not exempt from compulsory coverage and contributions to the Norwegian social security scheme according to national legislation or an applicable agreement on social security.

2. Persons compulsorily covered under that scheme shall be entitled to medical, social and other applicable benefits including pension rights.

3. The Secretariat shall arrange such affiliation of the Permanent Staff Members to the Norwegian social insurance scheme. In respect of Permanent Staff Members who are to be insured under the Norwegian social insurance scheme, the Secretariat undertakes to ensure that employers' contributions and contributions from the Permanent Staff Members concerned are paid as required under the National Insurance Act.

ARTICLE 15

Norwegian Law

Without prejudice to their privileges and immunities, the Secretariat and all persons enjoying privileges and immunities under this Agreement shall respect the laws and regulations of Norway.

ARTICLE 16

Co-operation

The Secretariat shall cooperate at all times with the appropriate authorities in Norway in order to prevent any abuse of the privileges, immunities and facilities provided for in this Agreement.

ARTICLE 17

Settlement of Disputes

1. The Secretariat shall make provisions for appropriate modes of settlement of disputes involving any of the Permanent Staff Members, who by reason of his/her official position enjoys immunity, unless the immunity has been waived in accordance with the provisions of Article 12.

2. Any disagreement between the Secretariat and the Government arising out of the interpretation or application of the present Agreement or any supplementary arrangement or agreement shall be settled by negotiations

ARTICLE 18

Entry into Force

This Agreement shall enter into force upon signature.

ARTICLE 19

Amendments

Consultations with respect to the modifications or amendments of this Agreement shall be entered into at the request of the Government or the Secretariat. Any modification or amendment shall be made by mutual consent.

ARTICLE 20

Termination

This Agreement shall cease to be in force:

- 4.3 by mutual consent between the Government and the Secretariat, or
- 4.4 if the Secretariat is removed from the territory of Norway, after a period reasonably required for such removal and the disposal of the property of the Secretariat in Norway.

IN WITNESS WHEREOF the undersigned, duly authorised thereto, have signed this Agreement.

Done at Rovaniemi, on the 15th November 2007 in duplicate in the English language

For the Government of the Kingdom of Norway:

For The International
Barents Secretariat for the
Cooperation in the Barents
Euro-Arctic Region

Minister for Foreign Affairs of Norway:

BEAC Chair, Minister for
Foreign Affairs of Finland,



Terms of Reference

for an International Barents Secretariat for the Cooperation in the Barents Euro-Arctic Region

1. Introduction

Cooperation in the Barents Euro-Arctic Region is anchored under the two political organs: the Barents Euro-Arctic Council (BEAC) and the Barents Regional Council (BRC).

The Working Group of the Indigenous Peoples has, in addition to its operational role as a working group, also an advisory role in relation to both the BEAC and the BRC.

The BEAC Chairmanship and the BRC Chairmanship rotate every two years. The BEAC acts through its Committee of Senior Officials (CSO) between the Ministerial Meetings, and the BRC between the BRC meetings through its Regional Committee (RC).

In order to make the Barents cooperation more coherent and efficient it was decided to establish an International Barents Secretariat (IBS). The objective of the IBS is to provide technical support to the multilateral coordinated regional activities within the framework of the BEAC and the BRC, recognizing the important role of the national secretariats in the Barents Region and the division of labour at the regional level decided by BRC .

The BEAC and the BRC aim at strengthening the multilateral efforts of the Barents cooperation and enhancing its practical content, inter alia by securing continuity in the work, by better utilising available administrative and financial resources as well as by promoting more effective coordination and implementation of the decisions of the BEAC and the BRC.

The scope of the IBS, in addition to the organizational setup, and the financial arrangements, are described in these Terms of Reference.

The location of the IBS will be in Kirkenes, Norway.

The working language of the IBS shall be English.

2. Scope

The IBS shall perform secretarial and administrative service within the framework set forward in these Terms of Reference.

To this end the IBS shall:

- Provide administrative and organizational support to the BEAC and the BRC Chairmanships, to the CSO and the RC and to their subsidiary bodies, including the Working Groups, as decided by the CSO and supported by the RC in each individual case. Administrative support may include organising meetings, preparing written material and summary reports, maintaining updated registers and mailing lists, and providing other technical services.
- Keep records, files and documentation from relevant meetings, conferences and projects, including databases, and in this way constitute an "institutional memory" for the Barents cooperation. All documents and files shall be available to the BEAC and the BRC .
- Maintain, service and update the www.barentscooperation.org¹ and www.barentsinfo.org websites, including their regional segments and relevant links, and any other websites or databases to be decided, and to promote the dissemination of information on Barents issues in general. The tasks of the IBS in the area of information and data cooperation may be outsourced to a contractor chosen by the CSO in consultation with the RC.² To this end a separate joint development contract will be concluded between the IBS and the contractor(-s) chosen for these tasks.
- Upon written request by the CSO Chairmanship, or by the RC Chairmanship, prepare specific information material and analytical or descriptive background documentation.
 - Assist in getting financial support from different financial sources to the CSO and RC Working Groups, and as agreed upon assist in project implementation. Project leadership shall however, remain the responsibility of the relevant BEAC and BRC structures, or lead country/regional administration.

3. Head of the Secretariat

The IBS shall be led by a Head of Secretariat, who shall be selected among qualified individuals and who shall be a citizen of a state of one of the Parties to the Agreement on the Establishment of an International Barents Secretariat for the Cooperation in the Barents Euro-Arctic Region.

The RC will assist the CSO in evaluating the candidates. The CSO, with the support of the RC, will make the decision to appoint a Head of the IBS. An Ad Hoc Group with balanced representation could be established to assist in the evaluation of the candidates.

The Head of the IBS, as the chief administrative officer, shall have an overall responsibility for the proper management and efficient use of the financial and staff resources. Depending on the nature of the issue, he/she shall receive tasks from and report to the Chairs of the CSO and the RC. The Head of Secretariat shall consult the Chairs of the CSO and the RC in all matters of importance or doubt according to the established division of labour.

The Head of Secretariat shall be responsible for the day-to-day functioning of the IBS and shall represent the IBS externally as instructed by the Chairs of the CSO and the RC, depending on the established division of labour.

¹ Amended by the BEAC CSO 22 March 2016. Change of domain name.

² The contractor chosen for the period 2016-2019 is the Arctic Centre, University of Lapland, Rovaniemi.

The Head of Secretariat shall be authorized by the CSO to sign a Host Country Agreement with the Government of Norway. The Head of Secretariat shall also be authorized to sign any subsequent amendment to that agreement as approved by the CSO. The CSO shall consult with the RC before such authorization is granted.

The Head of Secretariat shall:

- propose working plans and activities as instructed by the Chairs of the CSO and the RC ;
- present budget proposals for each calendar year to the CSO;
- prepare and submit accounts and other reports to the CSO and the RC;
- 1.5 submit annual reports to the to the CSO and the RC;
- 1.6 employ and manage the IBS staff;
- enter into and manage contracts regarding acquirement of goods and services to the IBS;
- monitor the performance of contractors that perform tasks that have been outsourced by the IBS.

4. Interim Head of Secretariat

If the Head of Secretariat has not been appointed by 1st of January 2008, the IBS shall be lead by an interim Head of Secretariat to be appointed by Norway in concurrence with the Parties to the Agreement until this position has been properly filled. The interim Head of Secretariat shall *inter alia* sign initial employment contracts on behalf of the IBS and shall ensure its legal registration under Norwegian law.

5. Staff Members

The IBS shall be staffed commensurate to its tasks. In addition to the Head of Secretariat or the Interim Head of Secretariat, there shall initially be one executive officer and one secretary /accountant.

Based upon prior consultations with the RC and final approval by the CSO, Permanent Staff Members shall be employed by the Head of Secretariat. A balance among the nationalities of the Parties to the Agreement shall be sought through a rotation when appointing the Permanent Staff Members of the IBS.

Contracts for Permanent Staff Members of the IBS shall be offered for a period of up to three years, with the possibility of prolongation for one year. Permanent Staff Members can re-apply only once for their own position. Prolongation excludes renewed application.

Since the work of the Secretary/Accountant requires local knowledge of prevalent practices in dealings with the authorities of the Host Country, the Secretary/Accountant can reapply for this position without limits.³

Additional staff members may be seconded from other entities upon the acceptance of the CSO after prior consultations with the RC. Acceptance of seconded personnel is subject to the condition that the sending government, regional administration or sponsoring institution covers all the expenses except the use of office facilities which are covered by the Secretariat. Seconded personnel are considered legally employed by the sending entity.

³ Amended by the CSO, 4-5 September 2013. Additional paragraph.

Internships may be offered to young professionals or other individuals who for a fixed period of maximum of three months will be affiliated with the activities of the IBS. Monthly allowances for internships are to be included in the annual budget of the IBS.

6. The Roles of the BEAC and the BRC

The CSO shall, in close cooperation with the RC, instruct, supervise, and provide further guidance of the activities of the IBS.

To this end the CSO and the BRC/RC shall, depending on the established division of labour:

- 2.4 participate in the process of appointing and dismissing the Head of the IBS;
- 2.5 approve work programmes, accounts and budgets for each calendar year;
- 2.6 ensure that the composition and qualifications of the staff of the IBS are adequate to fulfil the tasks of the IBS and
- 2.7 approve the Financial and Staff Rules of the IBS .

7. Financial Contributions

The operating budget for each calendar year shall be financed through assessed contributions based upon the payment scheme as defined in Article 5 of the Agreement on the Establishment of an International Barents Secretariat for the Cooperation in the Barents Euro-Arctic Region.

Any programme or project activities to be managed or supervised by the IBS shall be financed outside the budget.

8. Accounting

The Head of Secretariat shall ensure that accounting records are kept in accordance with generally accepted accounting practice and standards and the specific requirements under the Norwegian law.

9. Auditing Procedures

The CSO shall appoint an external auditor upon proposal by the Government of Norway. The auditor shall be a registered state auditor in Norway. The report and findings of the external auditor shall be submitted to the CSO for review and consideration.

3.6 Amendments to these Terms of Reference

The CSO and, the BRC and the Head of the Secretariat may propose amendments to these Terms of Reference. Amendments supported by the BRC may be approved by the CSO.

Adopted by the Barents Regional Council on 6 September 2007 in Tromsø and by the Committee of Senior Officials of the Barents Euro-Arctic Council on 9 October 2007 in Helsinki

ANNEX 2

Examples of good practices

NORTH DIMENSION PROGRAMS AS EXAMPLES OF GOOD PRACTICE AT THE CROSS-BORDER COOPERATION LEVEL

In 2003, the Northern Dimension Partnership Program for Public Health and Social Welfare was established. The program was initiated by Finland and Norway. Finland wanted to reduce disease-related illnesses and improve quality of life through the program. One part of the strategy was coordinated by the EU, which addressed health issues in the Baltic Sea region. The program supported the mutual exchange of information, or set up four expert groups to reduce the spread of disease causing the greatest problems in the Northern region. It also encouraged better access for the native population to healthcare facilities and social care.

In 2009, a Northern Dimension Traffic and Logistics Partnership Program was launched to improve transport links and logistical capabilities in the region and to coordinate the recovery of small border crossings. Due to the time-consuming investment of the transport infrastructure, they have created a support fund to facilitate the preparation of individual projects.

SELECTED PROJECTS AS GOOD PRACTICE IN THE NORTH REGION

The North Arctic Foundation for Vocational Education has coordinated the project called Profile

Profile

The "Profile" project aimed at creating a network for women in leadership from companies, organizations and offices in the Northern periphery and northwestern Russia. The project strengthened women in leadership

In working situations, by activating new models of governance and better networking, addressing differences and learning in a culture of collaboration and communication. Participants learned to use these skills to develop their own organization, and the practical work in the project encouraged the development of inter-company trading.

The participants came from Sweden, Finland, Russia and the Faroe Islands. Specific activities included the promotion of competences through seminars / workshops, small group research work, practice in other countries, contact with other networks in Europe, and communication technology training. Partners in the project except the Arctic Training Foundation were the Kemi-Tornio Polytechnic Institute, the Faroese Business Council Islands and the Administration of Armeniask region in northern Russia. The project was funded by partners and INTERREG IIIB / Northern Periphery, partners from the state budget of the Norrbotten and Västerbotten Administrative Council, the Northern Calotte Council, and the Ministry of Interior of Finland.²⁶⁷

Vocational School in Tornedalen²⁶⁸

The Tornedalen Vocational School was the pilot project of INTERREG IIIA, coordinated by the Arctic Foundation for Vocational Education in Övertorneå, Sweden. His vision has

²⁶⁷ Examples of cross-border cooperation in the Northern Calotte and Barents regions
http://www.forschungsgesellschaft.at/download/bfgstudies_4_2006_sk.pdf

²⁶⁸ Képzés határok nélkül: Felnőttképzés az európai határrégiókban. Szerkesztette: Alfred Lang, Nicole Ehlers, Lenny van Kempen. Eisenstadt (Ausztria) : Burgenlandi Kutatótársaság / Burgenländische Forschungsgesellschaft, 2005.

become to offer more practical and vocationally-oriented vocational training using "non-traditional" teaching methods at the apprentice school. The purpose of the project was to identify the needs and opportunities for the Apprenticeship School in the Torne valley and to create an educational model tailored to the apprenticeship ratio. The target group of the pilot study included companies, cities, offices, the labor market, actors, existing schools with a strong professional profile and students (young people aged 16-25). The project included mainly the municipalities of Pello and Ylitornio in Finland and Övertorneå in Sweden.

The partners and participants in this project were: Länsi-Lapin ammatti-instituutti¹⁵ in Tornio, Finland, Breivika videregående skole¹⁶ in Tromsø, Norway and Gränsälvgymnasiet in Övertorneå, Sweden. The project was funded by the European Regional Development Fund, the municipality of Pello in Finland, the municipal government of Ylitornio in Finland and the Övertorneå municipal authority in Sweden.

Ulf Olovzon / Anne Arrelo, Arctic Learning Foundation (Stiftelsen Utbildning Nord), Sweden
Sirpa Hyttinen, Kemi-Tornio Technical Institute (Kemi-Tornion ammattiopisto), Finland

Guide - Tourist Guide for the Northern Polar Region - The project was coordinated by Kemi-Tornio Teknikum (Finland). The aim of the project was to develop training for tourism guides and suitable tourism products that specially tailored to the needs of the Nordkalotten / Arctic region. The aim of the project was to intensify tourism in the region. They have developed a network of guides and a guide organization to develop tourism programs. After-project organization ensures the continuity of educational and development (innovative) work. She also worked on a cross-border marketing strategy (sales of tourist products). The project was attended by Finland, Sweden and Norway.

EXAMPLES OF GOOD PRACTICE IN THE BARENTS REGION

„Eurocity” Haparanda and Tornio²⁶⁹

Two cities (internationally recognized twins) Haparanda (Sweden) and Tornio (Finland) are among the best examples of cross-border cooperation. The cities lie on the right and left bank of the Torneälv. Cross-border cooperation between two cities began in the early 1970s with one project. However, it has gradually shown that cooperation is useful for both parties.

In 1987, cooperation was given the name "Haparanda-Tornio Botten Area", meaning a Finnish-Swedish union without borders.

Today, cooperation already takes place in almost all areas: they have one common system for district heating and wastewater, they have joint investment in rescue service and cooperation in education. In 1995, two cities became one with the name "Eurocity" (35,000 inhabitants, 2,000 enterprises).

They managed to build a new city center (shopping centers, parks, right buildings) and also distributed a number of self-government services. They have also built a common golf course. In the IKEA store the headlines are in Swedish and Finnish. With the Swedish crown, Haparanda also became the official currency.

Between two cities there is cooperation at the level of the labor market called "Eurocity Employee Center"²⁷⁰, which cooperates with the Finnish and Swedish mediation agencies and supports cross-border cooperation. The "Eurocity Employee Center" provides information to jobseekers, informs about the possibility of tutoring on both sides of the border, promotes co-operation between businesses and educational institutions, provides information about companies and organizes meetings within the region.

²⁶⁹ Képzés határok nélkül: Felnőttképzés az európai határrégiókban. Szerkesztette: Alfred Lang, Nicole Ehlers, Lenny van Kempen. Eisenstadt (Ausztria): Burgenlandi Kutatótársaság / Burgenländische Forschungsgesellschaft, 2005.

²⁷⁰ Képzés határok nélkül: Felnőttképzés az európai határrégiókban. Szerkesztette: Alfred Lang, Nicole Ehlers, Lenny van Kempen. Eisenstadt (Ausztria): Burgenlandi Kutatótársaság / Burgenländische Forschungsgesellschaft, 2005.

The "Eurocity Employee Center" is involved in organizing exhibitions, organizing events on work, education, etc., attending schools, businesses, and collecting important information about the job market. The Center is a member of EURES (European Employment Services) of the European Union and hence receives financial support.

From Drug Path to Care – Fight against drug abuse in the Barents region ²⁷¹

The project set out to establish contacts with drug and drug addicts and to persuade them to take part in the treatment of drug addiction with the help of experts. Another goal was to expand the knowledge of professionals, to introduce new methods during the treatment of addicts and their families. They also wanted to clarify the paths of drug dealers, to harness the experience of those working with addicts. The ultimate goal was to create a model for long-term use and specific treatment recommendations.

The project was attended by Kemi-Tornio Teknikum, Teknikum in Rovaniemi and Oulu (Finland), Murmansk Pedagogical College, as well as a health institute and a youth organization in Murmansk.

Womennet²⁷² – Networking for women entrepreneurs in Barents region and Scotland

"Womennet" is the pilot project INTERREG IIIB / Northern Periphery, coordinated through the Utbildning Nord 12 in Övertorneå, Sweden. This pilot training institute was funded through the Norrbotten County Administrative Board, the Västerbotten District Administrative Board and also the financing of the Baltic region. The purpose of this pilot study was to find a model on

The creation of a network of support for women's entrepreneurship in the international perspective, which have the capacity to support themselves. Partners in this project were the Arctic Vocational Training Foundation (Sweden), the Kemi-Tornio Polytechnic Institute

²⁷¹ Képzés határok nélkül: Felnőttképzés az európai határrégiókban. Szerkesztette: Alfred Lang, Nicole Ehlers, Lenny van Kempen. Eisenstadt (Ausztria): Burgenlandi Kutatótársaság / Burgenländische Forschungsgesellschaft, 2005.

²⁷² Képzés határok nélkül: Felnőttképzés az európai határrégiókban. Szerkesztette: Alfred Lang, Nicole Ehlers, Lenny van Kempen. Eisenstadt (Ausztria): Burgenlandi Kutatótársaság / Burgenländische Forschungsgesellschaft, 2005.

(Finland), Kirkenes Kompetansesenter (Norway) 13 and the UHI Millennium Institute in Inverness (Scotland).²⁷³

Barents HIV/AIDS program

The program targets individual countries to prevent the spread of the HIV epidemic in order to improve the situation of vulnerable groups. The first program was set up in 2005 and ended in 2015. The current Barents HIV / AIDS Program, which is effective until 2019, aims to reduce the spread of HIV in the Barents region by acting in different areas and through transnational action. The participating countries include Norway, Sweden, Finland and the Russian Federation, in particular its Northwest regions (the Murmansk and Archangelsk regions, the Karel and Komi republics, the Nenets Autonomous Region, and the Northwest representing the Saint Petersburg region). The program includes legislative and policy issues related to human resource development, improvement in prevention and protection, access to treatment, human rights of people living with HIV / AIDS, and coordination of sectoral activities.

By the 2016 Spring, nearly 40 projects had been implemented and some were carried out as part of the Barents HIV / AIDS Program and the Northern Dimension Partnership for Public Health and Social Well-Being.

<http://www.beac.st/en/Working-Groups/Joint-Working-Groups/Health-and-Social-Issues/Barents-HIVAIDS-Programme>

COMMON PREPARATION FOR CRISIS SITUATIONS (DISASTERS)²⁷⁴

Scandinavian states have an effectively working national disaster system. The Barents countries realized in time that their possibilities for mass accidents (disasters) are limited. It is also necessary to help the neighboring countries to save lives and eliminate the consequences of the disaster. In the northern parts of these countries, because of the bad weather, due to the distance and the number of rescue forces, the rescue operation would have been very difficult and time-consuming if all four countries did not help each other.

²⁷³ Cross-border education http://www.forschungsgesellschaft.at/download/bfgstudies_4_2006_sk.pdf

²⁷⁴ <http://www.vemafi.hu/barents-rescue-2007/>

Aid (rescue action) can only be effective if states are prepared for such situations and existing national emergency systems are synchronized. Disaster response units should be composed of state and civilian entities.²⁷⁵

As a result, joint exercises of the Barents countries are taking place every year.

REGIONAL WORKING GROUP OF INDIGENIOUS INHABITANTS

In the Barents region, three indigenous ethnic groups (indigenous people) are recognized by the United Nations legal authorities, respectively two ethnic minorities. The native population is recognized as: Sami (Laplanders), Nenci, Vepsi; Their number is 80 thousand. Two ethnic minorities: Comics and Karels.

The status of "indigenous peoples" is a condition that in the same territory where it lives today, the population has historically proven itself before the arrival of today's nation-building nation and has its own language and culture. The status of "indigenous peoples" strengthens their rights to preserve culture, language, way of life and tradition. Leading cooperatives are Norwegians, so the minority aspect of regionalization efforts is the strongest in Sami in Norway. In part, their political pressure has also brought into the basic principles of Barents cooperation measures to preserve the value system and different habits from other peoples, as well as measures on traditional culture, traditional economic activity, and to increase the lifestyle of indigenous peoples.²⁷⁶

Countries in planning each economic cooperation in the region have declared that they respect the interests of indigenous peoples, the right to practice traditional culture and economic activity, the right to land and natural resources. Therefore, the BEAR Regional Council set up a Regional Working Group of Indigenous Peoples to develop plans to meet the above objectives, collect necessary data, examine the situation of the less well-known

²⁷⁵ MÁRTON, Andrea. A skandináv országok kül- és biztonságpolitikai együttműködése. In: Bolyai Szemle 2010, roč. XIX., č. 3, 151-173 p.

²⁷⁶ The ethnic minorities of Karels and Comics are not covered by ethnic rights based on status, these minorities are not officially recognized even as the native population - to obtain this status is mainly a theoretical option in Russian territories. The Karel self-determination (theoretical) should be secured within the Republic of Karélia, which would mean a higher autonomy than the status of the indigenous population. From the historical point of view, it is confirmed that Komic's ethnicity was settled on the peninsula of Kola and the territory of Nenec only a few centuries ago. They also have an autonomous republic, even though those groups live outside the borders.

Russian territories and allocate funds.

The members of the working group are politicians elected from the ranks of indigenous peoples. Their activities are focused on the following areas: improving the health status of the population in the minority territories of the Russian region, improving the environment, transforming the use of natural resources in accordance with the principles of sustainable development; Promoting cultural life in order to secure a traditional culture; The dissemination of information on indigenous peoples among the majority; The development of the possibility of professional study and the transfer of current knowledge among the indigenous inhabitants, respectively. Appropriate organizations, media. Developed plans are supported by the states of the regions at different financial heights.

FIRST JOINT INITIATIVES OF EASTERN SLOVAKIA AND THE BARENTS REGION

INTERNATIONAL YOUTH GENERATION NETWORK 2020

<http://karpatskanadacia.sk/2016/04/medzinarodna-siet-mladych-generation-2020/>

The main objective of the project was the exchange of experience, know-how and knowledge on the work and functioning of the Barents Regional Youth Council and the Kirkenes Youth Council, their cooperation with the city of Kirkenes in Norway and the youth leaders involved in the cross-border grouping process Young activists - the Carpathian Regional Youth Council. The project was intended to strengthen the motivation of young people to engage in local and regional development through cross-border cooperation.

The project partners were: Basen (Norway), Youth Council of Košice Region, Youth Council of Prešov Region

Six Youth Leaders from Slovakia met the representatives of the Kirkenes Youth Council, local government and the Barents Regional Youth Council (4-5 April 2016). The purpose of the meeting was a mutual acquaintance, exchange of experience from previous realized activities, communication with local and / Regional self-government, ways of defending the interests and needs of young people in the donor country and at the same time in

Slovakia. The young people from Košíc and Prešov also participated in the opening of a new cross-border co-operation center set up by local authorities in cooperation with local entrepreneurs and the newly-built premises of the Samovarteateret Theater, another product of cooperation with local self-government.

The second event was held in Košice, 28 April 2016, where the participants of the Norwegian partner's visits presented their experiences, experiences and suggestions brought to them by the visitors. At the same time, everyone present could express themselves and participate in the creation of the Carpathian Regional Youth Council, Slovak-Ukrainian platform inspired by the Norwegian-Russian cross-border network BRYC. The project was closely linked to the Carpathian Foundation Generation 2020 project.

ANNEX 3

Selected successful KSK projects implemented in the field of cross-border cooperation

THE SAINT ELISABETH`S JOURNEY THROUGH RAKOCZI LANDS (INVESTMENT)

Lead partner: Perly gotickej cesty n. o. Košice

Cross-border partner: Szent Erzsébet Út Alapítvány (Sárospatak)

Objective: to create a comprehensive comprehensive tourism package. The goal is to develop mental and constructive values, their joint presentation and marketing

SUPPORT TO THE DEVELOPMENT OF TOURISM IN THE REGION WITHIN THE FRAMEWORK OF CROSS-BORDER COOPERATION

Objective: The global objective of the project is to support the development of tourism in the border regions of Slovakia and Hungary. The potential of the city of Košice and the town of Miskolc will be used to develop tourism. The implementation of the project will strengthen the mutual relations of the project partners as well as the target groups.

ESTABLISHMENT AND CONSTRUCTION OF A MULTIFUNCTIONAL ENERGY AND MINING CENTER – FRIENDSHIP WITHOUT BORDERS

Objective: The main objective of the project is to promote sustainable development and environmental protection through the introduction of renewable energy sources, their practical presentation in the form of social education, including the use of economical building materials.

PROMOTION OF SLOVAK AND AGGTELEK CARST AS A TOURIST DESTINATION (SOFT)

Lead partner: Zöld Kör + civil association (BAZ)

Cross-border partner: Bence o.z. Environmental centre of Medzibodrožie

Objective: The objective of the project is to increase employment and income from tourism in the area. Although the mapped territory is very attractive from the point of view of tourism, it is not optimally used.

SOCIAL MAP OF THE KOŠICE COUNTY AND BORSOD-ABAÚJ-ZEMPLÉN COUNTY (REGSOM)

Lead partner: Spoločenskovedný ústav Slovenskej akadémie vied v Košiciach

Cross-border partner: Inštitút sociológie Filozofickej Fakulty Univerzity v Miskolci

Objective: To point to the specifics of the regions concerned and to contribute to improving the living conditions of the region's inhabitants by developing separate activities to increase their competitiveness and flexibility through the setting up of training centers in Miskolc and Košice as an extension of a network of training centers with a specific focus. The overall objective of the joint project was to: increase the social cohesion of people and communities in the common Hungarian-Slovak border region.

JOURNEY OF HERITAGE AND THE STRATEGY OF MUSEUM EXHIBITS REVIVAL.

Objective: To improve the level of development of regional cross-border tourism in the form of cooperation of actors involved in the tourism on European cultural routes and to develop high quality cross-border touristic products.

KARPATHIAN TOURIST ROUTE 2

Operational Program for Cross-Border Cooperation ENPI Hungary - Slovakia - Romania - Ukraine 2007-2013

Objective: The objectives of the Carpathian Tourist Route 2 project are to improve cooperation between stakeholders, tour operators and tourism providers from Ukraine, Hungary, Slovakia and Romania.

BORDERS FOR PEOPLE

Operational Program for Cross-Border Cooperation ENPI Hungary - Slovakia - Romania - Ukraine 2007-2013

Lead partner: Institute for Cross-border Cooperation in Uzhhorod, Institute of World Economics and International Relations of the National Academy of Sciences of Ukraine (NAVU) in Kiev

Cross-border partner: The Institute of Social Sciences of SAS in Košice

Objective: The project team's goal was to develop a concept and try its pilot

implementation in optimizing the cross-border cooperation system, which is an important part of the European integration process.

BUILDING CAPACITIES FOR UKRAINE ENERGY SECTOR REFORM

Slovak Agency for International Development Cooperation, Sector Priority: Energy Security, State Administration, Self-Government and Civil Society Partner organization in the beneficiary country: Center for Global Studies "Strategy XXI" The overall objective of the project is to support the reform process in Ukraine in the field of energy efficiency and utilization Renewable energy sources. The aim of the project is to transfer the experience of the Slovak Republic to the Ukrainian partners in the mentioned area, including the experience of implementing the relevant EU legislation and programs, their transposition into the national legislation, as well as presentations of successfully implemented projects at local and regional level. (Project report:

www.crz.gov.sk/index.php?ID=603&doc=2109596&text=1)

Project „**SUSTAINABLE DEVELOPMENT OF BORDER REGIONS PROVIDED BY EFFECTIVE FUNCTIONING THE CARPATHIAN** “ Was funded by the European Union through the Hungary - Slovakia - Romania - Ukraine Cross - Border Cooperation Program ENPI 2007 - 2013. The Community contribution is EUR 468 018.00.

One of the key priorities of the project was to draw attention to the future management of KER activities and structures that should overcome the problems of today's rather cumbersome institution and instead focus on a model of a modern, efficient and efficient organization able to respond flexibly to the current problems and needs of cross-border cooperation and to ensure program creation and project solving.

<http://www.ker.sk/--16-72-konferencia-v-nyiregyhaze-uzavrela-pracu-na-novej-strategii-karpatskeho-euroregionu>

Jointly implemented projects with the Ukrainian party

| Cross-border infrastructure: | | | | | |
|------------------------------|---|-----------------------------------------|-------------------------------------------------------------------------------------------------------------------------------|--------------------|---------------------------|
| 1 | 1 | Veľké Slemence municipality | SÚHRA – Slovak – Ukrainian border | 8 412 706,60 Sk | InterregIIIA 2004-2006 |
| 2 | 2 | | Reconstruction of the Ukrainian part of the border crossing Vyšné Nemecké - Uzhhorod | 3 910 000,00 | ENPI 3. priority |
| 3 | 3 | | Realization of reconstruction works on the Slovak side of the border crossing Vyšné Nemecké - Uzhhorod | 1 650 000,00 | ENPI 3. priority |
| 4 | 4 | | Reconstruction of border crossing Veľké Slemence | 560 000,00 | ENPI 3. priority |
| 5 | 5 | | Modernization of customs control in Slovakia - Ukrainian border crossings (Vyšné Nemecké, Ubľa, Čierna nad Tisou, Matovce) | 560 000,00 | ENPI 3. priority |
| Tourism: | | | | | |
| 6 | 1 | Regional Association of Tourism Zemplín | Cross-border cooperation in tourism Slovakia - Ukraine - | 5 872 525,00 Sk | InterregIIIA 2004-2006 |
| 7 | 2 | | Perly gotickej cesty, n.o. / Cathedrals in Košice and Uzhhorod, centers of development on the territory of the common history | 439 210,65 | ENPI 1. call |
| 8 | 3 | Regional Development Agency, Košice | Carpathian touristic route | 480 000,00 | ENPI 1. call |

| | | | | | |
|--------------------------------------------------------|----|-------------------------------------------------|--------------------------------------------------------------------------------------------------|-----------------|------------------------|
| 9 | 4 | Košice - European Capital of Culture 2013 | Carpathian region as an attractive tourist destination | 283 000,00 | ENPI 1. call |
| 10 | 5 | Regional Development Agency, Košice | Carpathian touristic route 2 | 396 791,00 | ENPI 2. call |
| 11 | 6 | Slovak Chamber of Commerce and Industry, Košice | A network of culinary heritage in the Carpathians | 428 22,00 | ENPI 2. call |
| 12 | 7 | East Slovak Museum, Košice | Places of Rákóczi's Glory - a cross-border hiking tour | 481 140,00 | ENPI 2. call |
| Support for small and medium-sized enterprises: | | | | | |
| 13 | 8 | First contact center Michalovce | Business Support across borders Slovakia - Ukraine | 3 459 692,60 Sk | InterregIIIA 2004-2006 |
| 14 | 9 | First contact center, Michalovce | Enterprise training and advice: Creating new opportunities for cross-border cooperation for SMEs | 304 000,00 | ENPI 1. call |
| 15 | 10 | First contact center, Michalovce | Creation and cooperation with partner centers of first contact in Ukraine | 495 858,00 | ENPI 2. call |
| 16 | 11 | Technical University v Košiciach | Clustering | 373 96,00 | ENPI 2. call |
| 17 | 12 | Agency for Regional Development Support Košice | SUNRISE – Sustainable use of natural resources in small businesses | 151 218,00 | ENPI 3. call |
| 18 | 13 | Local Action Group DUŠA, o. z., Strážske | Growing Potential of Women - The Tool of Change | 155 012,40 | ENPI 3. call |
| Sport activities | | | | | |
| 19 | 1 | Akademic, Technical University Košice | Hungary - Slovakia - Ukrainian meeting in orienteering | 662 606,32 Sk | InterregIIIA 2004-2006 |

| | | | | | |
|----------------------------------|---|--------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------|--------------|-----------------|
| 20 | 2 | Sport club Magnezit Feron, Košice | Extreme sports for a better life | 499 999,00 | ENPI 2. call |
| Environment | | | | | |
| 21 | 1 | Agency for Regional Development Support Košice; Miestna samospráva Budkovce | Carpathian Bioenergy | 387 000,00 | ENPI 1. call |
| 22 | 2 | Hažín municipality; SOSNA o. z Agency for Regional Development Support Košice | EARTH (Promotion in the field of the environment) | 164 000,00 | ENPI 1. call |
| 23 | 3 | Ministry of the Interior of the Slovak Republic | Quick alert system UA SK (EWS UA SR) | 1 415 000,00 | ENPI 1. call |
| 24 | 4 | Slovak Chamber of Commerce and Industry, Košice | Corridor of green energy without borders | 213 507,00 | ENPI 2. call |
| 25 | 5 | Carpathian Development Institute | / LOC-CLIM-ACT | 345 219,00 | ENPI 2. call |
| 26 | 6 | National Forestry Center / HYDROFOR | Optimal Forest Management Systems to Improve the Hydrological Functions of Forests in Flood Prevention in the Bodrog River Basin | 296 223,96 | ENPI 3. call |
| 27 | 7 | Ministry of the Interior of the Slovak Republic | Systém rýchleho varovania UA SK 2 (EWS UA SR 2) | 1 988 867,52 | ENPI 3. call |
| Institutional cooperation | | | | | |
| 28 | 1 | Technical University Košice | Ensuring the quality of socially oriented education (QASERD | 123 000,00 | ENPI 1. call |

| | | | | | |
|---------------------------------------------------|----|-----------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------|------------|-----------------|
| 29 | 2 | Social Science Institute of the Slovak Academy of Sciences, Košice | Border for people | 400 000,00 | ENPI 1. call |
| 30 | 3 | Regfilm s.r.o. | Cosmos – Common Standards for Media Organizations | 499 647,00 | ENPI 2. call |
| 31 | 4 | Secondary School of Wine-Fruit Production, Viničky | Carpathian Rose | 493 650,00 | ENPI 2. call |
| 32 | 5 | National Forestry Center, Zvolen | Lifelong training of foresters for better forest management | 339 299,00 | ENPI 2. call |
| 33 | 6 | Technical University Košice | Cross-border innovation network for technology transfer (CONTENT | 237 885,47 | ENPI 3. call |
| 34 | 7 | Veľké Kapušany and the surrounding area Association | Competence centers for cross- border cooperation | 366 138,71 | ENPI 3. call |
| 35 | 8 | Reformed Christian Church in Slovakia | To understand and to prevent violence among young people – „UviaYouth | 49 999,50 | ENPI 3. call |
| 36 | 9 | ISD Slovensko o. z. | Towards a common information space | 138 089,38 | ENPI 3. call |
| 37 | 10 | Roman Catholic Church In Kráľovský Chlmec | "Three in Unity" - project to maintain an eclectic cultural heritage for the joint development of culture and tourism | 354 630,80 | ENPI 3. call |
| 38 | 11 | Carpathian Euroregion Slovakia | Sustainable development of border regions through the efficient functioning of the Carpathian Euroregion | 468 018,00 | ENPI 3. call |
| Non-investment projects – People to People | | | | | |
| 39 | 1 | KIKELET Youth organization, Košice | Beregszász – Košice – Nyíregyháza Cooperation of | 117 000,00 | ENPI 1. call |

| | | | | | |
|-----------|-----------|----------------------------------------------------|------------------------------------------------------------------------------------------|------------|-----------------|
| | | | young citizens | | |
| 40 | 2 | Agency for Regional Development Support Košice | European Mobility Week in the Carpathians | 67 000,00 | ENPI 1. call |
| 41 | 3 | Janík municipality | Joint support for cross-border multi-culturalism | 96 000,00 | ENPI 1. call |
| 42 | 4 | For Region, Rožňava, | Friendship SK-UA-HU | 96 000,00 | ENPI 1. call |
| 43 | 5 | Slovak Association of Cystic Fibrosis | Know - how transfer to provide better care for patients with cystic fibrosis | 100 000,00 | ENPI 2. call |
| 44 | 6 | Common regions, Košice | Social cross-border cooperation | 87 286,00 | ENPI 2. call |
| 45 | 7 | Rotary Club, Rožňava | Strategic Alliances for Measures in Society | 76 639,00 | ENPI 2. call |
| 46 | 8 | Secondary vocational school, Komenského 1 , Košice | Friendship - Connecting Nations | 99 440,00 | ENPI 2. call |
| 47 | 9 | First contact center Michalovce | Together - Television Without Borders | 89 806,50 | ENPI 3. call |
| 48 | 10 | Čičarovce municipality | Live Traditions - Three-way cross-border cooperation to preserve and revitalize folklore | 76 559,47 | ENPI 3. call |

Annex 4

Timeline of expert studying the Scandinavian experience of transborder cooperation

The project timeline outlines its implementation steps.²⁷⁷

14.10.2016. (Kosice, Slovak Republic)

The first presentation of the Project



²⁷⁷

<http://www.cbccinnovations.sk/index.php/spravy/item/95-eksperti-projektu-vzjali-uchasti-u-vivchenni-pivnichnogo-dosvidu-transkordonnogo-spivrobitnictva>

28.10.2016 (Uzhgorod, Ukraine)

Working coordinating meeting²⁷⁸



08-12.11.2016 (Kirkenes, Norway)

Project experts participated in studying of Northern transborder cooperation experience



²⁷⁸ <http://www.cbccinnovations.sk/index.php/uk/galeria-uk/item/97-28-10-2016-uzhhorod>

25.11.2016 (Uzhgorod, Ukraine)

Presentation of results of the study visit of project experts



13.12.2016 (Uzhgorod, Ukraine)

Participation in the international conference



21.12.2016 (Uzhgorod, Ukraine)

[Participation of the project coordinator in the briefing for media](#)



9. - 10.03. 2017 (Kirkenes, Norway)

Project experts from Slovakia visited Barents Secretariat in Kirkenes and participated in studying of Northern cross-border cooperation experiences



16. - 17. 03. 2017 (Stará Lesná, Slovak Republic)

International scientific-practical conference - IMPORTANT STEP IN PROJECT IMPLEMENTATION



Video from the conference:

<https://www.youtube.com/watch?v=517NoXXsvLs>

26. 04. 2017 (Uzhhorod, Ukraine)

Presentation of the project results and practical recommendations



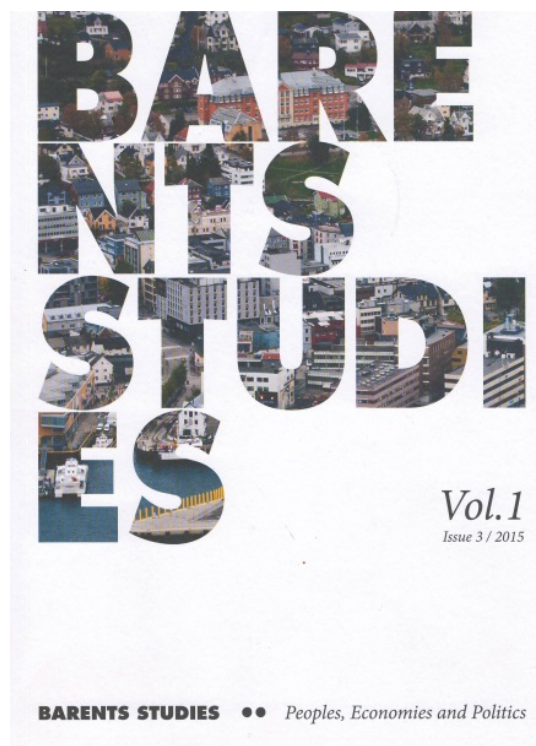
28. 04. 2017 (Košice, Slovakia)

Presentation of the project results and practical recommendations



Annex 5

Norwegian research of transborder cooperation





Hot Spots

Tackling environmental challenges in the Barents Region



Annex 6

Presentation of the General Director of the Norwegian Barents Secretariat Lars Georg Fordal at the International Research Conference “Innovation for modern cross-border cooperation between Slovakia and Ukraine”, March 16-17, 2017



Norwegian – Russian cooperation in the North

Lars Georg Fordal, General Director of the Norwegian Barents Secretariat



The Norwegian Barents Secretariat

- Barents – a shared identity across borders
- The Barents Region – an open window for cooperation
- The next 25 years of Barents cooperation



Border crossings at Storskog - Borisoglebsk

- 1990
- 2015





Visa free zone between Schengen and Russia - 2012



A day in Kirkenes - 2017

- More than 50% of the inhabitants of Kirkenes cross the border to Russia without a visa
- For the people of Kirkenes, it is a part of their everyday life to drive to Russia for a meal at a restaurant, to shop, go to the dentist or hairdresser, or get the car repaired.
- Russians go shopping in Kirkenes every day,
- It has become very natural to cross the border. It is a part of the every day life in the border cities.



Vardø and Arkhangelsk

Different politics,
one question:

How to
cooperate?



Governor of Arkhangelsk, Mr. Igor Orlov

-The counties of the
Barents Region are
a family with
close ties



Governor of Murmansk, Ms Marina Kovtun

-Tromsø and Murmansk are both arctic cities, let us work together.

Troms og Murmansk fornyer samarbeidet



Governor of Murmansk Marina Kovtun (l.v.), fylkesrådsleder i Troms Cecilie Myrseth og sekretariatsleder Lars Georg Førdal. (Foto: Markus Karlén, Finnmark fylkeskommune)



Valentina Matvienko and Murmansk Governor Marina Kovtun. Photo: Council.gov.ru

Cross-border cooperation is the way to go, Valentina Matvienko says in Murmansk

Leader of the Federation Council believes Murmansk has a key role to play in relations with western neighbors.

MFA of Norway, Russia, Finland, Sweden

14 regional representatives

Promoting projects between Norwegian and Russian people in the Barents region



The Norwegian Barents Secretariat

- Owned by the three northern most counties
Nordland, Troms and Finnmark.
- The Norwegian Barents Secretariat each year grants
about 3,5 million EUR to support
Norwegian-Russian cooperation projects.
- Mainly financed by the Norwegian MFA
- Main office in Kirkenes
- Information offices in
Murmansk, Arkhangelsk, Naryan Mar.



Results of the Barents Cooperation?

- Neighbours know and understand each other. Peaceful cooperation. Mutual benefits.
- Culture, sports, education: 65% of projects.
- 2017: More projects related to business, environment, indigenous peoples



Telemedicine project, Troms - Nenets



Barents Summit 2018 – 25 years with Barents Cooperation



The next 25 years of Barents Cooperation

- Regional visa agreements? Extension of visa free zone. Visas without invitations.
- New and effective border stations. Lobbying for national decisions.
Border stations as a bridge, not a barrier.
- Infrastructure. Road is built. Railroad next?
Linking EU to the Arctic Ocean.
Kirkenes-Rovaniemi-Brussels.



The Barents Region in 2017

- **Barents – a shared identity across borders**
 - increased cooperation and relation between neighbours since 1993. Fostering peace and stability.
- **Barents – a window for cooperation**
 - The Barents Region continues to be an open window for cooperation
 - A model for regional cooperation – international interest
 - Barents – the developed part of the Arctic. 5.5 million people.
- **The next 25 years of Barents cooperation**
 - Where to go further? Raising regional topics to national level on both sides.
 - Easing cross border movement. Building infrastructure. Reducing tension.



Project title: Providing information and implementation of innovative approaches within the cross-border cooperation between Slovakia and Ukraine
Project number: CBC01030
Programme area: SK08 Cross-border cooperation
Objective of the project: Decreasing existing barriers of the cross-border cooperation

THE STUDY OF THE EXPERIENCE OF THE NORWEGIAN-RUSSIAN AND SLOVAK-UKRAINIAN CROSS-BORDER COOPERATION

Analyses carried out by the expert team of project CBC01030

Published by a collective of authors:

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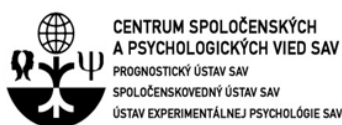
Reviewers:

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This research was supported by a grant from Norway
and co-financed by the State Budget of the Slovak Republic (project number CBC01030)

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ISBN 978-80-972693-0-2
Košice, Slovakia 2017



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