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Migration Flows, Sustainable Development and
Neighbourhood policy in the New EU Countries

“The world we are living in is a world of interdependence, that can be either good or bad, because the human kind has not yet reached to share, in the same measure, common values that brings happiness and eternal peace.”

Immanuel Kant

Trying to find a connection between the three issues mentioned in the title and also to make a particular approach of the Romanian case I came up with the following presentation, structured in three parts:

The first part refers, mostly, to the security dimension of the European Neighborhood Policy;

The second will concentrate on the role of Romania as the Eastern border of the EU within the opportunities and the limits of ENP, especially the contribution of my country in establishing a Wider Black Sea Region.

The last part aims at briefly describing the Regional policy of Romania, which can be interpreted as representing a new way of approaching a “button-up” development, based on initiatives, plan of actions and programs for the development of regional and local actors. That’s way obtaining EU funds by the local public administration represents a key element for achieving the objectives of the EU cohesion policy (This last part I will probably further develop in case of selection of my draft paper).

It is well known that there can be defined three big areas of action of the European Neighbourhood Policy, also known as “spaces” or “dimensions”.

- The politic, human and cultural dimension;
- The economic dimension;
- **The security dimension;** As for this one, from an EU point of view, the redefinition of the security would appear to have important implications for its policies. The focus is no longer primarily on the state as a guarantor of national security but on transnational co-operative regimes as a more appropriate mechanism to address new security challenges.

If, in the new context, we extend the area of risks (either we talk about predictable or unpredictable risks) we acknowledge the existence of new types of risks and threatens with direct repercussions over the frontier. Ethnic and religious politicizing, poverty, can be causes for migration flows as much as for international terrorism.

This tendencies determine, of course, new considerations regarding combating the crimes, preventing and stopping them. In this sense I consider

that it is imperative that the legislative framework is in compliance with the acquis of EU and good practices of the EU, it is imperative to organize the monitoring and control of the frontiers starting with the country of origin (migration, traffic of human beings) and before granting visas ensure a high level of security for the ID documents.

Globalisation does not destroy frontiers . It tries only to make their process to be positive, to ensure a clear delimitation between asymmetric and disproportionate, between what unifies and what delimitates. Values does not destroy frontiers, but makes them live in peace, unity and good neighbourhood.

Therefore, taking into consideration that the phenomenon of illegal migration, especially when is connected to international organized crime, remains a serious concern in the eyes of public opinion, then the legislative harmonization with the EU acquis and Community practice appears as necessary.

As results from the New Security Strategy, Romania, as the future Eastern border of the European Union and NATO member, has the major interest of neighbouring stabile, democratic and prosperous countries, because only these are capable to maintain peace and stability within their relations, to create pluralistic regional communities, to have a predictable behaviour in the field of security.

Ensuring the security of the frontier does not have the significance of adopting measures that contradict free movement of persons. Primarily, it means, fighting criminal acts and of breaking the law. Ensuring the security of the frontier represents a problem of mentality, respectively, that must be seen like a measure that ensure free and safe access of those who understand to respect the law. We can talk about free access only if we take under

consideration only one example: *the presence of Romanians in Italy*. According with the data published in October 2006, by the *National Institute of Statistic from Italy*, the number of Romanian citizens, legally residing in Italy is of 297.570 persons, which practically means more than 10% out of the total of 2.670.514 of foreigners legally residing in Italy . Nevertheless, the real number of the Romanians, legally or illegally residing in this country is of aprox. 1,5 millions persons.

This example can only demonstrate the importance of a good cooperation at the national level, between authorities as well as of an efficient managing of human, financial and logistic resources with the purpose to create the modern institutional, legislative and procedural framework regarding migration and asylum, especially in the context of *Romania's accession* to the EU on 1st January 2007 and of the *tendency to stabilize the national economy*.

Those two last elements represents two factors of attraction for migrants and the experience of the ten member states that have acceded the EU in May 2004, demonstrates that in order to face the new challenges , the risks over national security and their evolution must be identified, monitored and permanently evaluated. Otherwise, unidentified, undefined and not countered *risks could be transformed in real threatens*.

This is the framework in which the Government of Romania approved the decision 616/2004 - *The National Strategy concerning the Migration* for a coherent application of the *acquis communaitaires* regarding migration. This strategy stipulates the general principles and guiding lines for determining the Romania's policy towards admission, residence, leaving the territory by foreigners, migration of workers, in general, policies concerning international protection and fight against illegal migration.

The aim of the strategy is to establish a uniform policy in the field of migration, asylum, social integration of foreigners, according to the interests of the country to ensure a stable economic growth in compliance with the request of international law and EU acquis. At the same time the strategy describes the necessary institutional framework for implementing the policies in this field by adopting a modern management in the area of human, financial and material resources.

But establishing a national strategy in the field of migration represents only one step forward to ensure a proper management of migration flows. Because, by its nature, migration represents a complex and a dynamic phenomenon at regional, and even at national level, a national policy in this field can be established only by taking under account the evolutions and the tendencies with regard to this issue in other states. Nevertheless, in its new capacity of a new member state, Romania has to design its policies of migration and asylum regarding third countries in accordance with the other 26 countries of the EU. In this context, the renewal of the national strategy is determined by the evolution of the phenomena, a process that is ongoing with the partners involved in this field of activity.

The enlargement of the European Union, by accession of Bulgaria and Romania, will transform the Black Sea Region in a very important actor in this area, that will require the development of a *coherent vision* as well as of a *strategy on long and medium term* for a **Wider Black Sea Region**.

The concept of a **Wider Black Sea Region** is, relatively, a new one, and was promoted especially after the terrorist attacks from USA (9/11 September 2001) and became visible as a consequence of the double enlargement from 2004, of NATO and EU. It comprises **3 NATO members** and potential members of EU- Romania, Bulgaria and Turkey, **the ex- soviet**

republics from Europe- Moldavia and Ukraine, **a great regional power** (in search for the imperial identity), Russia and **3 republics from South Caucasus** (Armenia, Azerbaidjan and Georgia).

The basis of this concept consists in a set of functional, geographical, cultural and security criteria. In principal, **The Wider Black Sea Region represents a “complex of security”** that includes all the countries from this region whose problems of security can not be solved in an individual matter and without cooperation from the side of the other countries of the region.

Further more, the economic development of these countries can not be achieved otherwise.

The geographical factor predisposes those countries to common efforts in order to cooperate in solving the multiple political, military and economic problems that represents an obstacle in their development.

The **Wider Black Sea Region represents a challenge for the EU**, but also an **opportunity**, in case of potential success. On one hand, the risks and the threats listed in the *European Union Security Strategy* that was lunched on June 2003, can be found also in this region. On the other hand, **The Wider Black Sea Region** has a *positive potential* such as: the existence of a market for the products coming from EU or the facilitation of the transport of natural gas and oil from the Caspic Sea directly to Europe, which will lead to a diversification of imports for European states.

Since on 1st January 2007 Romania and Bulgaria became members of the EU, the Union will have as its East frontier the Black Sea. Therefore it is a necessity for the EU to elaborate a *regional dimension* regarding this area, that is in a continuous ascendant trend, in a similar approach as the Nordic Dimension.

As a *NATO member* and future direct *participant at the Common Foreign Security Policy of the EU*, Romania has the interest to contribute, directly, to the consolidation of a **Wider Black Sea Region**, of a stable, democratic, prosperous, neighbourhood integrated in the euro-atlantic area. We found ourselves in the front line for promoting an enhanced vision of the neighbourhood policies of EU, but we consider, at the same time, that the USA can represent a catalyst for the Western presence as well as for substantial finances in order to transform the Wider Black Sea Region.

Within the European Union exists a powerful process of awareness of the importance of the Wider Black Sea Region, in the context of intensifying the process of enlargement of EU and of integration of new members and candidates states. Since the accession of Turkey is far off, the new member states, **Romania and Bulgaria**, could have the chance to transform the vision over this area into the official policy of the EU. The materialization of the most recent Romanian initiative is dated **5 June 2006**, Bucharest, at the **Black Sea Forum for Dialogue and Partnership**.

The Black Sea Forum for Dialogue and Partnership (June 2006) represents a Romanian initiative that is intended to create a platform for cooperation and commitment to development of a regional strategy and a common vision, as materialization of a new political vision, and to identify coordination opportunities based on this vision. It was based in an active and open dialogue between institutions and civil society within the black Sea Region, as well as with European and Euro-atlantic partners.

The Forum sets the framework to further build mutual trust, facilitate synergy between regional initiatives, identify ideas, promote pragmatic regional projects that meet the actual needs of the region, generate a mutual

awareness, dialogue and share lesson learned by the region with extra regional partners.

It is very clear that with regard to the Black Sea Region, the politics of the European Union changes, almost completely, the data of the problems. Before the Cold War, the Black Sea Region represented kind of a fissure between continents and civilizations but a compulsory transit area for the *three religions* (orthodox, catholic and muslim) and the **three civilizations** (East, West and Muslim) that wanted or were obliged to communicate. The region continued to be like that during the Cold War. Even though after 1990, the things changed radically from the point of view of the relations between East and West, The Black Sea continued to remain a relatively closed sea or only a space envisaged by the Euro-Atlantic or Euro-Asian actors : as a **possible route for Caspic oil** and as a **base for a sustainable politics**, by means of cooperation.

At the present, we witness a reinforcement of the initiatives for cooperation between the states of the Black Sea Region and those from the Wider Black Sea Region (BSEC, GUAM, Black Sea Euroregion).

The regional actors have become aware of the fact that in order to ensure a sustainable development and stability of the Wider Black Sea Area an improvement of the forms of regional cooperation is needed.

Since we are talking about sustainable development is only natural to approach another subject- that of the concept of REGIONAL DEVELOPMENT.

The regional development is a new concept that aims to stimulate and diversify the economic activities, to promote investment in the private field in order to reduce the rate of unemployment and to improve the standard of living conditions.

The EU Regional Development Policy is a policy of solidarity, at an European level, based on the principle of reallocation of a part of the Community budget in order to reduce economic and social disparities between different regions.

At the level of the Romanian territory, based on the voluntary association of the neighbouring counties, have been set up 8 regions of development. These regions of regional development represent the necessary framework for the elaboration, implementation and evaluation of the programmes of economic and social cohesion as well for the policies for regional development.

It must be noticed that these regions are not territorial administrative units and they do not have legal personality.

What are the objectives of the regional development policy?

To diminish the disparities between regions by supporting the development and the catching up of the delays in the economic and social field, for less developed areas.

To correlate the sectorial policies at the region's level by supporting the initiatives and by valorification of local and regional resources

To stimulate interregional and trans frontier cooperation, inclusive for the euro-regions , as well as participation of the development regions to the European organisations and structures which promote economic, social and institutional development of those.

But what are the areas of action of the policy of regional development?

- Development of SME enterprises;
- Improvement of the infrastructure;
- Environment;

- Investment;
- Transfer of know how;
- Development of the labour market;
- Rural development;
- Education;
- Culture;
- Health;

As for the Ministry of European Integration, in its capacity of Managing Authority for Implementing the Regional Operational Programme, it has the responsibility of the management and implementation of the EU financial assistance. In order to better understand the Ministry's object of activity we must approach the following issues:

The National Strategic Framework 2007-2013 represents the national strategy for planning the cohesion and structural funds (The European Regional Development Fund, the Social Fund and the Cohesion Fund) for the period 2007-2013, aiming to reduce the social and economic imbalances between Romania and UE (an additional increase of 10 % of the GDP, by 2015). The National Strategic Framework 2007-2013 has been revised according to the European's Commission observations.

Operational Programmes - Programme Documents aimed at implementing the NSF's provisions.

The Regional Operational Programme has been sent to the European Commission at the end of January 2007.

The detailed information files regarding the fields of ROP interventions– documents that details the content of the Operational Programmes as well as of the system of implementation.

The priorities of the NSF are grouped in two categories:

Thematic priorities: the development of the infrastructure according with the European standards; improving the competitiveness of the Romanian economy, on the long term; development and a more efficient use of the human resources; consolidation of an efficient administrative capacity.

Territorial priorities: a well balanced territorial development

The total allocation of Structural Funds, for Romania, represents 19,7 billion euros that are distributed as follows: **19,2 billion euros** (Convergence Operational Programme) and **0,5 billion euros** (Territorial Cooperation Operational Programme).

Co-financing (for the projects who's beneficiaries are public authorities and which is going to be ensured from the **state budget** – minimum 13% out of the total of the eligible funds- and **local budgets** – minimum 2% out of total of the eligible funds) represents 3,1 billions euro.

Co- financing from: Banks, International Financial Institutions, EBRD, EIB.

As for the ROP, the financial allocation is of 3.726 Euros

The institutions that are involved in the implementation of ROP:

Authority of Management – set up within the Ministry of European Integration (at the present, Ministry of Development, Public Works and

Housing); responsible for management and implementation of the EU financial assistance

Intermediaries bodies – the 8 regional development agencies for regional development that are fulfilling the tasks delegated by the Authority of Management

Monitoring Committee- approves the eligibility and evaluation criteria

Regional Committees for Strategic Evaluation- set up in every development region; evaluates the projects from the strategic point of view

Authority for certification - set up within the Ministry of Public Finance (Minister of Economy and Finance)

Paying authority - set up within the Ministry of Public Finance (Minister of Economy and Finance);

Audit Authority

The most recent European Union enlargement wave (Romania was part of it), fundamentally changed the geopolitical context in Europe and created conditions for the Union external vocation. Consequently, aware of and interested in increasing its role on the external level, the European Union initiated a more and more coherent process of regional cooperation and openness within its geographic proximity during the last decade, defined by three interest areas: Central and Eastern Europe, the Western Balkans and the Mediterranean Sea. The common elements of the different regional approaches were the following: peace, stability, promotion of shared values

(especially democracy and fundamental liberties), commercial development and integration.

As stated at the European Council of December 2002 “the present enlargement creates the conditions for a Union with strong perspective for sustainable development and for taking over an important role in consolidating stability, peace and democracy in Europe and abroad”. Nevertheless, the European Union is interested in strengthening the regional and cross border cooperation relations with its neighbouring countries in order to fully develop the regional potential and to avoid the risk of new European division lines.

The European Council underlined thus the Union’s intention, shown by the Council for general Affairs and External Relations of November 2002, to develop new relations with its Eastern neighbouring countries, depending on the level of their economic and political development, in order to work up a *Wider Europe*.

The solution advanced by the European Commission came in March 2003, within the Communication “Wider Europe- Neighbourhood: A new Framework for Relations with our Eastern and Southern Neighbours” – for short, the project “Wider Europe - The New Neighbourhood:”.

We can say that, in essence, the Communication offered new perspectives of political and economic integration for the countries that cannot be accepted for the time being, as members of the EU, in order to create a security, prosperity, sustainable development and good neighbourhood area, a “ring of friends” at the Union external frontiers, characterized by close and pacifist relations based on cooperation. This new

set of foreign policy measures was subsequently grouped under the name of the European Neighbourhood Policy (ENP), in the Commission Communication of June 2004, which is a framework document of the ENP, together with the Communication concerning creation of the New Neighbourhood Instrument of July 2003. The year 2004 also meant the beginning of implementing the ENP (The Country Report and Action Plan adoption) aiming at clarifying and structuring the EU commitment through the Contribution of the General Affairs and External Relation Council, of the European Parliament and of the European Council.

Beginning with 1st of January 2007, Romania became an EU Member State and the **European Neighbourhood and Partnership Instrument (ENPI)** started to function. This will be the main financial instrument, which will support the implementation of European Neighbourhood Policy. It will finance joint operational programmes, which unite regions from Member States and regions from Partner States (with no accession perspective) that share common borders.

Cross border cooperation with **Republic of Moldova and Ukraine** is included in the ENPI framework. The Strategic Paper regarding the cross border cooperation for 2007-2013 (EC working paper), provides a list of states and eligible areas that will benefit from ENPI financing, as well as the grouping of these areas in joint operational programmes.

The Strategic Paper, as previewed in the drafts provided by EC so far, establishes that Romania will develop cross border activities, together with Republic of Moldova and Ukraine, financed under ENPI within a trilateral programme.

The eligible area of this programme will include the four counties at the Moldavian border, Tulcea and Suceava counties, from the Ukrainian border, and Braila county as adjacent region.

According to the Strategic Paper, Romania will also participate with other two counties Maramures and Satu Mare, as well as Suceava county as adjacent region in the **quadrilateral joint operational programme** with **Hungary, Slovakia and Ukraine.**

The budget of each programme is made by 50% from ERDF, representing the funds from EU Member States participating in the programmes, completed with a similar funding of 50%, from DG RELEX, that represents the EU financing for Non-EU Partner States. These sums form a joint budget of the programme, which should be used in the benefit of all participating countries in the programme.

According to the Strategic Paper for cross border cooperation the eligible activities to be financed in the period 2007-2013 must follow one of the four objectives of the European Neighbourhood and Partnership Instrument:

- Promoting economic and social development;
- Common challenges;
- Efficient and secure borders;
- Promoting people-to-people actions.

*Beginning with 1st of January 2007, the **Ministry of European Integration** of Romania will be Managing Authority for the following programmes: ENPI CBC Joint Operational Programme Romania-Ukraine-Republic of Moldova, The Black Sea Basin ENPI CBC Joint Operational Programme, IPA CBC Romania-Serbia Joint Operational Programme and National Authority for ENPI CBC Joint Operational Programme Hungary-Slovakia-Romania-Ukraine.*

The Managing Authority can set up **Joint Technical Secretariats** to implement future activities within the programmes.

On each side of the border, were set up Regional Offices for Crossborder Cooperation (Timisoara, Iasi, Suceava) to which MEI will gradually delegate responsibilities regarding the implementation of the programmes and which are currently engaged in the implementation of PHARE CBC projects (Neighbourhood Programmes with Republic of Moldova, Serbia and Ukraine), as an exercise for the future responsibilities. Within these Offices, will be set up a separate unit that will function as Joint Technical Secretariats of the programmes, with administrative role.

There will be set up also a **Monitoring Committee** that will approve the selection criteria of the projects and will analyse recurrently the progresses made, being responsible together with the Managing Authority for the proper implementation of the programmes. At national level, within the Ministry of Public Finance, will function the **Certification Authority**, that will have the responsibility to certify for the EC all the eligible expenses made with the operations carried out in

the whole eligible area of the programme, including in the Partner States. In order to establish the financial mechanisms and the documents flow, within one year from the approval of the programmes by the EC, will be signed a Memorandum of Understanding between all the countries participating in the programme.

As a conclusion, in order that Romania takes advantage most efficiently of the ENPI context it will be necessary to establish an efficient and systematic control and the permanent surveillance of the 3,147 km of borderland, especially those sectors that represent the external border of the European Union, totalizing around 2,050 km. This is a priority of foremost importance for Romania. The Eastern border of EU on the river Prut, on the Danube and at the Black Sea , does not have to represent a new curtain . To avoid the transformation of the new enlargement wave in a generator of new fault lines and to transform this region into a field of cooperation, not confrontation, represent major challenges in the period of Romania's post-accession to the European Union.