



JEL F5

MA, PhD Student Marta Sydoruk

Department of International Economic Relations and Project Management,
Lesya Ukrainka Eastern European National University
(Lutsk, Ukraine)

marta.sydoruk@eenu.edu.ua

**MANAGEMENT OF THE EUROPEAN UNION CROSS-BORDER
PROJECTS: THE EXPERIENCE OF THE VISEGRAD GROUP COUNTRIES
AS A PROSPECT OF INTEGRATION FOR UKRAINE**

**ZARZĄDZANIE UNIJNYMI PROJEKTAMI TRANSGRANICZNYMI:
DOŚWIADCZENIE PAŃSTW GRUPY WYSZEHRADZKIEJ JAKO
PERSPEKTYWA INTEGRACJI DLA UKRAINY**

**УПРАВЛЕНИЕ ТРАНСГРАНИЧНЫМИ ПРОЕКТАМИ ЕС: ОПЫТ
СТРАН ВЫШЕГРАДСКОЙ ГРУППЫ, КАК ПЕРСПЕКТИВА
ИНТЕГРАЦИИ ДЛЯ УКРАИНЫ**

Abstracts

The present study aims to analyze the development of the European Neighbourhood Policy as a concept of relations between Ukraine and the European Union (EU). The paper starts with an overview of the Ukraine-EU relations and the outline of Ukraine's reasons for seeking closer ties with the European Union. This article introduces shaping the Eastern dimension of the EU foreign policy as a result of cooperation with the European Union and enhancing of the European Neighbourhood Policy financial instruments.

Keywords: *European Union, European Neighborhood Policy, Visegrad Countries, Project Management.*

Streszczenie

Niniejszy artykuł zawiera analizę rozwoju Europejskiej Polityki Sąsiedztwa jako konceptu wyjaśniającego interakcje między Unią Europejską a Ukrainą w zakresie polityki zagranicznej ze szczególnym naciskiem na stosunki zewnętrzne UE a Państwami Grupy Wyszegradzkiej. Podejmowane są również kwestie kształtowania

Wschodniego wymiaru Europejskiej Polityki Sąsiedztwa, wynikającego ze współpracy z Unią Europejską, oraz przeanalizowano rolę instrumentów finansowych w kształtowaniu Europejskiej Polityki Sąsiedztwa UE na przykładzie stosunków Unii z Ukrainą.

Słowa kluczowe: *Unia Europejska, Europejska Polityka Sąsiedztwa, Państwa Grupy Wyszegradzkiej, zarządzanie projektami.*

Аннотация

В данной статье рассматривается развитие Европейской политики соседства в качестве концепции, объясняющей взаимодействие между Европейским Союзом и Украиной в сфере внешней политики с особым акцентом на внешних отношениях ЕС и членов Вышеградской группы. Поднимаются также вопросы формирования Восточного измерения Европейской политики соседства, в результате сотрудничества с Европейским Союзом, и анализируется роль финансовых инструментов в формировании Европейской политики соседства ЕС на примере отношений ЕС с Украиной.

Ключевые слова: *Европейский Союз, Европейская политика соседства, Вышеградские страны, управление проектами.*

Introduction

The history of the European continent is the history of transformation of processes of international relations establishing countries in which the role of regions increases. Nowadays the quality of such relations on both sides of the border is essential. Due to this cross-border cooperation the meaning of the regions increases. The general level of international relations of the neighboring countries depends on how each of those countries defines the situation in those frontier regions.

The presence of common borders within the European Union (EU), which was introduced by the Visegrad countries, has strictly determined the future development of the international processes for Ukraine. In order to build the best possible relations, it is necessary to initiate mutual actions, and in this way, solve common social and economic problems. This is the basis of cross-border cooperation. For many years, it was actively supported and developed by the

EU, mainly in the framework of financial initiatives realized by means of cross-border programs out of which Ukraine gets a profit within the European Neighborhood Policy.

Origin and aims of Eastern dimension of the European Neighborhood Policy

The EU is in the process of studying its own unique objectivity. It is a specific participant of international relations, the status of which depends on the status of a country and international organization. Within the development of the EU, a range of principles and instruments was developed which was aimed at influencing the international environment. It consists of special external policies for international relations which are based on the principles underlying the emergence and development of the EU. Countries which are in the immediate vicinity of the EU, were the specific subject-matter of its external actions at every stage of development [1]. The EU had to prepare itself for this process not only internally,

but also in the context of the external policies.

The main condition of the emergence of the new policies of the EU towards these neighboring countries was introduced by the process of creating the Common Foreign and Security Policy. On December 11, 1999 the European Council made use of this instrument by adopting the *Common Strategy on Ukraine* [2] by which it underlined the readiness to deepen bilateral relations.

The second condition of development of the new policy of the EU towards the neighboring countries is unprecedented enlargement that took place in 2004 and 2007. Geopolitical rearranging aimed at enlargement of the EU and previous experience of cooperation became a unique opportunity for strengthening the EU's relations with the new neighboring countries. For this was created a new formula of cooperation, which on the basis of common political and economic values would allow preventing the emergence of new dividing lines in Europe and promoting stability and prosperity within and beyond the new borders of the Union.

New EU members, regardless of individual differences, became *en bloc* promoters of eastern direction in the EU's Neighborhood Policy [3]. Already in the Agenda of 2000, the European Commission once again highlighted that EU enlargement will lead to strengthening relations between the EU and its eastern neighbors.

At the end, as a result of expansion of the EU was the priority area of influence of European foreign policy – *the European Neighborhood Policy (ENP)*, which is aimed at creating (by establishing close and lasting relations with neighboring countries) around the EU a zone of stability, security and development [4]. The European Neighborhood Policy as an official policy of the EU was presented for

the first time in the report of the Commission on “*Wider Europe*” [5] in March 2003, and then published in May 2004 in the strategic document [6], which sets out specific proposals for closer cooperation with neighboring countries. Wider Europe is an expression of two different approaches to treatment of external partners of the EU. According to Beata Piskorska: „(...)the first one involves treatment of cooperation with those countries as an element of external relations of the EU which includes the perspective of membership in the EU; the second one consists in offering those countries at least partial participation in initiated by Member States integration processes” [7].

Generally speaking, the ENP is addressed to all the countries bordering the EU. The policy towards the EU's neighbors is formed within the so-called dimensions of the EU. This is confirmed by the report *Towards the Multidimensional Union* [8], as well as the opinions of European analysts and politicians. “Dimensions” meant the conceptual and reformatory principles towards external regions of the EU. For this reason, EU foreign policy addressed to the neighboring countries is multidimensional and heterogeneous - even though the goals and methods of operation are similar, you may notice regional differences [9]. Dimensions, namely the areas of particular interest of the ENP, were intended to create favorable conditions on the outskirts of the unifying European Union. There are the following “dimensions” of the European Neighborhood Policy: Southern and Eastern. Ukraine belongs to the groups of neighbors of the Eastern dimension. Supplement of the European Neighborhood Policy are the initiatives of regional and all-round cooperation. Establishment of the complementarity of

regional projects of the EU was expressed in the Polish-Swedish initiative adopted by the EU Council of June 19, 2008 as an initiative of *the Eastern Partnership* [10].

Ukraine and the Visegrad countries in the context of the Neighborhood European Policy

On May 7, 2009 it was organized the first summit of the Eastern Partnership on Prague where the initiative was officially launched, it was also adopted *the Joint Declaration* [11], which crowned the success of efforts to establish the Eastern Partnership as an integral element of the European Neighborhood Policy, including the foreign policy of European Union. Along with the summit began a new stage in the EU's relations with the Eastern partners. The project of Eastern Partnership altercates some European countries around the problem of selection of the direction of further EU enlargement. In the framework of the Visegrad countries, Hungarians headed for example, more toward the southern regions (Croatia, Serbia, Montenegro), and Poland towards the eastern direction (Ukraine, Belarus) [12]. Without a doubt, common definition of priorities of the EU's eastern policy could become a natural area of expertise of V4, as the Visegrad countries got to their hands mechanisms and real impact on formation of eastern dimension policy and establishing relations with neighboring countries in the framework of the European Neighborhood Policy.

The European Neighborhood Policy, which within couple of years practical functioning has undergone a process of changing, clearly describes all-round cooperation between the countries of V4 and Ukraine (including cross-border cooperation). In the bilateral dimension (the EU – a partner on the Eastern with the European Neighborhood Policy) a new approach to eastern neighbors is most

apparent in the case of Ukraine. Ukraine is described by the EU as a country in relation to which the EU is ready to go beyond cooperation towards gradual economic integration and deepening of political cooperation. In determining the formula of relations with Ukraine it is used the term “privileged relations”. It does not change the fact that the European Neighborhood Policy has contributed to the intensification of Ukraine's cooperation with the countries of the Visegrad group, especially within mutual cross-border programs.

Legal grounds for the participation of Ukraine and the Visegrad countries in the framework of cross-border cooperation the European Neighborhood Partnership

The legal grounds of participation of the Visegrad countries in the European Neighborhood Policy with regard to the EU policy: article 8 of the Treaty on European Union, due to which “The EU develops special relations with neighboring countries, striving to create an area of prosperity and good neighborliness, based on the values of the EU and characterized by close and peaceful relations based on cooperation”. The basis for Ukraine's relations with the European Union are: Agreement on Partnership and Cooperation since 1998 and the plan of actions adopted on February 21, 2005 [13] (Ukraine was the first country which has concluded with the EU Action Plan). The plan, however, is no longer effective since March 2009 and right now bilateral relations Ukraine-EU are regulated by *EU-Ukraine Association Agenda* [14], which was adopted by the council of cooperation EU-Ukraine on November 23, 2009. From a formal point of view, the action plan was a tool of the European Neighborhood Policy, but the EU-Ukraine Association Agenda was not

formally included in the European Neighborhood Policy. It is treated as an exclusive two-sided instrument of cooperation between Ukraine and the EU, appointed to strengthen the basis for bilateral cooperation and to extract it from the general context of the European Neighborhood Policy.

Instruments of cross-border cooperation in the framework of the European Neighborhood Policy and the analysis of the ongoing changes in comparison with the period of 2007-2013

Due to implementation of a new approach to policy towards neighboring countries there were necessary far-reaching changes in the organization of political funding. It was recognized that for effective implementation of the purpose for which was established the European Neighborhood Policy, it is required more effective use of financial instruments. By the time of introduction of the European Neighborhood Policy in 2004, the EU applied separate policies to individual regional areas while using different mechanisms of their financing. Even after formal entry into force of the European Neighborhood Policy it was decided not to immediately apply a single financial instrument. This happened only in 2007 when the EU began to realize the financial perspective set out for 2007-2013.

In 2007-2013, in the European Neighborhood Policy the basic instrument was *the European Neighbourhood and Partnership Instrument (ENPI)*[15], which replaces technical assistance programs: TACIS – (Technical Assistance for the Commonwealth of Independent States)– eastern neighbors abroad and the program MEDA (Euro-Mediterranean Partnership)– southern neighbors abroad. ENPI was aimed at states of eastern dimension of the

European Neighborhood Policy, including Ukraine. It co-financed the processes of strengthening governance and equitable social and economic development. The European Neighborhood and Partnership Instrument also supported the cross-border and trans-regional cooperation and gradual economic integration of the beneficiary countries of the European Union.

The proposals concerning development of the ENP in the years 2014-2020 are aimed at achieving the objectives of the strategy “Europe 2020” for intelligent, sustainable, inclusive, focusing at the same time still on the primary objective of the European Neighborhood Policy [16]. Presenting the strategy for the European Neighborhood Policy for the next programming period, The Commission intends to strengthen its support for the reform process undertaken by the EU partner countries. This new approach is based on a greater diversity of purposes of cooperation between countries. Therefore, action plans for individual countries, setting out the short- and medium-term priorities should be better oriented and more flexible in order to adapt them, if necessary, to the new financial priorities [17]. Based on the experience in implementing the use of financial instruments in the current and previous years of the program of the European Neighborhood Policy and reflecting their importance in the multiannual financial framework for 2014-2020, The European Commission proposes further expansion and strengthening the use of financial instruments in the next planning period as a more efficient and sustainable alternative in addition to the traditional financing in the form of grants.

In the period of 2014-2020, the European Union will continue to support the goals of the European Neighborhood Policy with a special financial tool – *the European Neighborhood Instrument*

(ENI), which has replaced the European Neighborhood and Partnership Instrument. Since inauguration of the ENPI there have been many important events, including deepening of relations with partners and initiation of regional initiatives. Due to the evolving relationship and changing political context made it necessary to review of the ENP. The result was the creation of a new vision of the European Neighborhood Policy which was outlined in the Joint Communication of the High Representative of the EU for Foreign Affairs and Security Policy and the European Commission "A new response for a changing neighborhood" adopted on May 25, 2011 [18]. It is assumed that the European Neighborhood Policy would allow strengthening of relations with partner countries and bring tangible benefits to both the EU and its partners in areas such as democracy and human rights, legality, good governance, sustainable economic growth and social development and gradual economic integration into the EU single market.

In order the instrument could achieve the ambitious plans of the new vision of the European Neighborhood Policy, it will be necessary to meet the specific objectives of the regulation resulting from the changing context, gained experience and conclusions and assessments made, and in particular [19]:

- applying the principle of "more for more" and the principle of "mutual responsibility" in accordance with the new European policy of partnership, encouraging neighborhood countries to further engagement in reforms; solving problems associated with the complexity and length of the programming of EU aid in order to improve, shorten and better focus the process;

- limiting the scope of the instrument and the appropriate balance between flexibility of the instrument and its

focusing on the policy objectives and the key areas of cooperation;

- adapting regulations and improving the coherence between the instruments of external actions;

- improving the rules on cross-border cooperation for the effective and rapid implementation of programs;

- promotion of closer links with the instruments and internal policies of the EU, including through improved cooperation with the competent Commission services at the programming stage and if necessary, through mechanisms allowing for possible pooling of funds from internal and external position of the EU budget.

In the following years of programming, the Commission somewhat simplified the European Neighborhood Policy, ensuring a balance between flexibility instrument and focus on the policy objectives and the key areas of cooperation. EU external actions under this instrument have to influence in such a way that its reflection were distinct changes in the partner countries. As far as possible, this impact should be monitored through an appropriate mechanism and assessed on the basis of clear, transparent and measurable indicators previously defined for each individual country. They have to be specific, measurable and realistic benchmarks by which it can be assessed whether the country sticks to the democratic values which the EU wants to promote through the ENI. The task of the Committee of the Regions, to enhance the principle of "more for more" [20], from the total budget allocated for the financing it is possible to extract the corresponding part in the form of incentives, with the help of which would be supported these neighboring countries that demonstrate progress in building and strengthening a robust and sustainable democracy. This principle should also be applied taking

account of a vulnerable population groups in these countries. This must not lead to cuts in development aid for individual countries, but rather to the redistribution of aid - from the government towards civil society.

Common cross-border programs of the V4 countries and Ukraine under the European Neighborhood Policy

The uniqueness of cross-border programs in the framework of the European Neighborhood Policy in comparison with other instruments of the European Union is proved by their international character. Only activities carried out jointly by partners from different countries within the framework of the so-called joint programs, linking regions of the EU Member States and partners that have a common border within the framework of the so-called joint programs receive support. In turn, the participants must represent different countries, promoting establishing cooperation between stakeholders across Europe.

Within the European Neighborhood Policy there are functioning three types of programs: national, multi-national and cross-border. The main difference between the various types of cooperation is the territorial scope, under which one can implement joint projects: areas adjacent to state borders in case of cross-border cooperation programs, large groupings of European regions formed of few or several countries within the framework of transnational cooperation programs and all regions of the EU in terms of interregional cooperation. The main features of the programs are joint managing authorities, common budget, legal framework and rules of implementation. For their implementation it was adopted the principles such as multiannual

programming, partnership and co-financing.

Policies and programs financed from the European Neighborhood Policy should be in accordance with the policy of the European Union, agreement signed between the Community and the partner countries and multilateral agreements and international conventions to which they are parties. On the basis of assumptions of an appropriate strategy and the operational program are developed action programs that determine objectives, areas of activity, the expected results, the management procedures and the total amount of the planned funding. The programs take into account the experience obtained with the previous implementation of the EU external assistance and contain a list of funded projects, designation of separate sums for each operation and the indicative timetable.

The strategy of Cross-border Cooperation Strategy defines the following key objectives of operational programs of cross-border cooperation[21]:

- 1) promoting socio-economic development in border regions;
- 2) identifying common challenges;
- 3) ensuring efficient and secure borders;
- 4) promotion of cooperation between people.

These objectives are implemented through three types of programs: land border, sea basin and sea crossing.

In the financial perspective of 2014-2020 Ukraine participates in three land border programs: Poland-Belarus-Ukraine, Hungary-Slovakia-Romania-Ukraine, Romania-Moldova-Ukraine and in one sea basin program: the Black Sea.

Cooperation of border regions of the Visegrad countries since 1994 is carried out with the use of the Structural Funds. Subsidizing of cooperation of the Visegrad countries from the European funds started

under the Program PHARE CBC in 1999 when it came to extending the scope of support of cooperation between the candidate countries to the European Union. After entering all the countries to the European Union in 2004 the Program PHARE CBC 2000-2006 was converted into Community Initiative Program INTERREG IIIA, which was realized within the period of 2004-2006 and was financed from the European Regional Development Fund. In the period of programming 2007-2013 to the Initiative INTERREG IIIA it was established Operational Programs of Cross-Border Cooperation, among them: Czech Republic-Poland, Poland-Slovakia, Slovakia-Czech Republic, Slovakia-Hungary which were realized within independent objective of the policy of economic and social cohesion Goal 3 - European Territorial Cooperation from the funds of European Regional Development Fund [22]. What is important from the point of view of the topic of this work, in 2014-2020 it was planned to continue the mentioned above Programs.

The Visegrad countries and Ukraine belong to the areas of support of two joint cross-border programs within the European Neighborhood Policy, which are Poland-Belarus-Ukraine (PL-BY-UA), Hungary-Slovakia-Romania-Ukraine (HU-SK-RO-UA). The ENI Cross-border Cooperation Program Poland-Belarus-Ukraine 2014-2020 continues and expands cooperation, which was previously developed by the ENPI Cross-Border Cooperation Program Poland-Belarus-Ukraine (PL-BY-UA) 2007-2013 and the Neighborhood Program Poland-Belarus-Ukraine IIIA/Tacis CBC 2004-2006. The program was approved by the European

Commission only on December 17, 2015. It will continue to support the promotion of local culture, preservation of historical heritage and improving the accessibility of regions. Funding will also be given for projects contributing to the development of communication networks and environmentally friendly transport. There will also be implemented ventures regarding safety and border protection and promotion of projects in the area of border management, mobility and migration.

The period of implementation of the ENI Cross-Border Cooperation Program Hungary-Slovakia-Romania-Ukraine 2014-2020 also starts from December 17, 2015. The program is a continuation and development of ENPI Cross-Border Cooperation Hungary-Slovakia-Romania-Ukraine 2007-2013 and the Neighborhood Program HU-SK-UA Interreg IIIA CBC 2004-2006. According to the objectives of the European Neighborhood Policy the Program HU-SK-RO-UA 2014-2020 is intended to contribute to the intensification of cooperation between the regions eligible for assistance in the scope of development of the local culture and the protection of historical heritage, the environment, climate change adaptation and disaster management.

From the analysis of cross-border interactions in previous years' program we may formulate strengths and weaknesses and the opportunities and threats relating to cross-border cooperation within the EU (cooperation of border regions of the Visegrad countries) and on external eastern border (cooperation of neighboring regions of the Visegrad countries and Ukraine) within the cross-border programs which realize joint project activities (see table 1, 2).

Table 1. SWOT analysis of cross-border cooperation of cross-border regions of the Visegrad countries

<p>Strengths: <i>a wide range of cross-border cooperation in terms of thematic and institutional point of view as well as its long tradition; similar culture and tradition on both sides of the border; good conditions for international trade and economic cooperation; the existence of special protection areas, national parks, nature reserves etc.; development of cross-border economic cooperation of entrepreneurs and businesses, and the existence of structures that support entrepreneurs.</i></p>	<p>Weaknesses: <i>limited ability to cross-border activities to tackle crisis; low diversification of the sectoral structure of the economy (with negative impact on the labor market); high unemployment, especially in the vulnerable age groups (graduates and young people up to 24 years old and people aged over 55 years); not fully exploited the potential of cooperation between institutions and communities.</i></p>
<p>Opportunities: <i>the growing importance of the environment in the context of social expectations and requirements of the EU; cooperation aiming to create a single labor market, and to compensate the prevailing conditions within it; deepening integration of local communities in border regions; inner potential of the area for tourism development.</i></p>	<p>Threats: <i>persistent and deepening disproportion between the structure of education and labor market needs; migration of the younger generation to other regions that offer better living conditions.</i></p>

Source: own study based on program documents.

Table 2. SWOT analysis of cross border cooperation of neighboring areas of the Visegrad countries and Ukraine

<p>Strengths: <i>Well-developed cooperation of socio-cultural character which is largely corresponding to the potential of border regions in this regard; interest in the development of institutional cooperation of partners on both sides of the border; numerous trans-boundary ecosystems of high environmental value; numerous border crossings.</i></p>	<p>Weaknesses: <i>border regime associated with the external border of the EU, in this dysfunction occurring at border crossings; differences in the legal and institutional systems; noticeable cultural barriers (including negative stereotypes); cross-border environmental pollution; asymmetries in economic development.</i></p>
<p>Opportunities: <i>the development of trade between the Visegrad countries and Ukraine; assimilation of legal and institutional systems between the Visegrad countries and Ukraine; the existence of universities, which creates scope for the development of research collaboration and student exchange; potential of tourism development; growth in the quality of human capital that forms the basis for socio-economic development and cross border cooperation.</i></p>	<p>Threats: <i>slow progress of integration processes of Ukraine with the European Union; unfavorable geopolitical situation.</i></p>

Source: own study based on program documents.

Geographical and economic eligibility in cross-border programs

Cross-border cooperation is an important element of the European Neighborhood Policy. The principles governing cross border cooperation programs are specified in the following documents of the EU: Regulation of the European Parliament and the Council number 232/2014 from March 11, 2014 which laying down general provisions establishing European Neighborhood Instrument and Commission Regulation laying down rules for cross-border cooperation programs of the European Neighborhood Instrument [23].

Areas of support programs of national, regional and interregional are the whole areas of a country. Border cooperation

programs may include the following border regions referred to in Article 8 of the Regulation:

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

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

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

Areas of support within programs with participation of Ukraine and the V4 countries are presented in Table 3.

Table 3. Areas of support of cross-border cooperation programs of the European Neighborhood Policy with participation of the Visegrad countries and Ukraine

<i>Program</i>	<i>Main areas of support</i>	<i>Adjacent regions</i>
<i>Hungary-Slovakia-Romania-Ukraine</i>	<i>Hungary: Szabolcs-Szatmár-Bereg Slovakia: Prešov, Košice Romania: Maramuresz, Satu Mare Ukraine: Zakarpats'ka and Ivano-Frankivs'ka</i>	<i>Hungary: Borsod-Abaúj-Zemplén Romania: Suceava Ukraine: Chernivets'ka</i>
<i>Poland-Belarus-Ukraine</i>	<i>Poland: Krośnieński and Przemyski (in Podkarpackie voivodeship), Białostocki, Łomżyński and Suwalski (in Podlaskie voivodeship), Białski and Chełmskozamowski subregions (in Lubelskie voivodeship), Ostrołęcko-siedlecki sub-region (in Mazowieckie voivodeship) Belarus: Grodno and Brest oblast Ukraine: Lvivska, Volynska, Zakarpattya</i>	<i>Poland: Rzeszowski and Tarnobrzski subregions (in Podkarpackie voivodeship); Puławski and Lubelski subregions (in Lubelskie voivodeship) Belarus: Minsk oblast (including the city of Minsk) and Gomel oblast Ukraine: Rivnenska, Ternopil'ska and Ivano-Frankiv'ska oblasts</i>

Source: own study based on guidance programs.

The above-mentioned programs included coverage in border areas of six countries, each of which is at a different stage of economic and political transformation and at different stages of democracy development. Each partner country presents a different model of territorial administration. The territory of Ukraine in the administrative-territorial plan is divided into 24 regions and one autonomous republic (The Autonomous Republic of Crimea) and two cities with special significance (Kyiv and Sevastopol). Out of 25 administrative units of Ukraine 19 of them have a frontier character, and six regions may participate in the Program PL-BY-UA (three regions are the main regions of support and three as adjacent regions) and four from the Program HU-SK-RO-UA (two regions are the main regions of support and one as an adjacent region).

Potential beneficiaries of cross-border programs are local and regional authorities, central institutions are responsible on behalf of regional and local authorities for carrying out public, NGOs and non-profit (as well as international organizations) tasks engaged in regional cooperation and integration, organization of educational, cultural, research and scientific organizations, regional sectors of border security, rescue units and Euroregions.

Funding under the European Neighborhood Instrument are eligible for co-financing, among them with member states, other donor countries, international organizations, companies, enterprises and other private organization and economic entities, and other non-state subjects, partner countries and regions benefiting from the funds [24].

Co-financing projects in the framework of cross-border cooperation programs is up to 90% of the total eligible project costs.

The following types of projects are realized [25]:

1) integrated projects in which the beneficiary performs on its territory part of the project activities;

2) symmetrical projects, in which listed activities are carried out simultaneously in the participating countries;

3) projects involving one country, which are carried out mainly or exclusively in the participating country, but for the benefit of all or some of the participating countries when there are cross-border impacts and benefits.

Each project under Cross Border Cooperation Program must meet the basic eligibility criteria, which are [26]:

- the project must include cross-border partnership of the EU border, this means it must be submitted jointly by beneficiaries,

- the project must be implemented in the program area and investment activities (infrastructure) may be realized only in the main support area;

- the total value of activities financed in the adjacent cooperation areas may not exceed 20% of the total program budget;

- integrated projects are treated as a priority,

- projects with serious negative impact on the environment cannot receive funding under the program, a positive impact will be taken into account in the evaluation process - the so-called environmental sustainability.

Management of cross-border programs

The system of management of cross-border programs connects all the countries participating in the program. Each state is represented in the decision-making structure by representatives of the Joint Managing Authority based in one of the participating countries. The Commission is monitoring the implementation of the

program by possible involvement in the Joint Monitoring Committee and with the help of reports submitted by the Joint Managing Authority.

Typical structures responsible for the implementation of cross-border programs are:

- Joint Monitoring Committee (JMC),
- Joint Managing Authority (JMA),
- Joint Technical Secretariat (JTS),
- Branches of the JTS in the partner countries.

JMC includes representatives authorized by each participating country. The Committee takes all decisions relating to the common cross-border program. The Joint Managing Authority carries out its duties under the applicable rules and regulations. The Joint Managing Authority must ensure that decisions of the monitoring committee are undertaken in accordance with accepted principles. It is usually national, regional or local public body. Additionally, in the country with the JMA will be established: Certifying Authority and Audit Authority. In other countries, are determined the so-called National Authorities (National Coordinators), the task of which is to support actions of the JMA. The Joint Managing Authority is responsible for managing the joint operational program and its implementation, including technical assistance, in accordance with the principle of sound financial management, in accordance with the principles of economy, effectiveness and efficiency, and conducting the necessary checks in accordance with the terms and conditions laid down in the relevant regulations. Implementation of each cross-border program directly depends on the activities of the Joint Technical Secretariat, which is ultimately the first bringing together the potential applicant with representatives of the entire system of management of a cross-border program.

The JTS closely cooperates with JMA, serving applicants and beneficiaries of the Program area and supporting the process of program management. The JTS may, if necessary, establish small branch offices in participating countries for the purpose of informing potential beneficiaries in those countries of activities planned under the program.

In target program years 2014-2020 Ukraine does not function as the Joint Managing Authority for any of the programs. The main unit management programs are: in case of the program of Poland-Belarus-Ukraine in Warsaw (Poland) and Hungary-Slovakia-Romania-Ukraine headquarters are located in Budapest (Hungary). The institution responsible for implementation of cross-border cooperation programs in Ukraine is the Ministry of Economy of Ukraine.

In order to ensure adequate promotion and information to potential applicants and beneficiaries, in areas covered by the specific program it was established branch offices of the JTS. For example, in Ukraine an information point of the program Poland-Belarus-Ukraine is located in Lviv and the Hungary-Slovakia-Romania-Ukraine - in Uzhhorod.

Selected aspects of management of cross-border projects with the participation of the Visegrad countries and Ukraine

Cross-border cooperation is one of the forms of deepening European integration and an important instrument of regional development policy of the European Union, including the Visegrad countries. For many years, it is actively supported and developed by the EU mostly underfunded initiatives implemented in the form of cross-border projects. Considering that European integration continues to be a priority for Ukraine, the state is actively

using the cross-border aid programs within the European Neighborhood Policy.

The term “project management” means the use of knowledge, skills, tools and project techniques to meet or even exceed the needs and expectations of the stakeholders associated with the project [27]. While implementation of any project we always wonder, what methodology should be used. Methodology is a term broadly defined. In this context, the methodology is a set of rules that determines how to perform a particular action [28].

There are different methodologies of project management, including cross-border projects. Among them are PMI / PMBOK Guide (Project Management Institute / A Guide to the Project Management Body of Knowledge) – collection of generally accepted practices applicable in project management in the United States. In the Great Britain it is used PRINCE method (Projects In a Controlled Environment), which was based on the recognized principles in PROMPT (Project Resource Organization Management Planning Technique). Later there was a newer version of the first methodology, which has been given the name PRINCE2 [29] and many others.

Due to the fact that the joint cross-border projects involving the Visegrad countries and Ukraine are financed mainly with EU funds, we will analyze often used in their implementation methodology, even though The European Union does not impose one particular method of development and project management. In 1992 the European Commission adopted a set of tools for planning and project management named *Project Cycle Management (PCM)*. This method is the emphasis on ensuring that the project meets the expectations of financing.

Application of Project Cycle Management in course of project

implementation is called “integrated approach” to managing the cycle of life project [30]. The term of “management of the project life cycle” is applied to describing activity management and decision-making procedures used during the life cycle of the project, including key tasks, roles, responsibilities, documents and decision options. The project is a venture limited in time, but it contains elements of uncertainty. Therefore, for systematizing action it is necessary to set the phase to make it easier to monitor its progress. The various phase set from the first to the last one is called the life cycle of the project. The cycle begins with the identification of an idea and develops in work plan which can be implemented and evaluated. Ideas are identified in the context of the agreed strategy. The project cycle provides a structure in which participate shareholders and all have relevant information. As a result, at key stages of the project life it can be made decisions based on information.

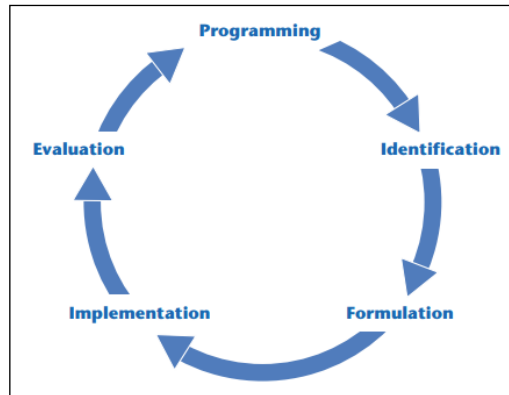
Depending on the methodology, there are five or six cycles of phases of the project management. According to Project Cycle Management the life cycle of a project consists of five stages [31]: programming, identification, formulation, implementation and evaluation (see Picture 1).

In each separate phase, appear the responsible for the implementation of the participants and the necessary tools. Separation of a cycle into five phases provides a minimum basis for effective preparation, implementation and evaluation of the project. It is particularly important to separate phases of identification and formulation. Project preparation takes place in the social and political context, requires reconciling of often conflicting demands and aspirations. By sticking to the identification phase, the adequacy of project ideas can be

systematically determined, the process of preparation will move backwards and the idea is not possible to be given away. During the phase of formulating of the project idea it can be fully developed with

full conviction that they are based on the real needs of the beneficiaries and are sufficiently recognized by major shareholders.

Picture 1. Phases of the project cycle management



Source: European Commission (2004), *Project Cycle Management Guidelines*, EuropeAid Cooperation Office & Development DG, Brussels.

The main principles of implementation of the projects are described in detail in the Joint Operational Programme for each of the of cross- border cooperation programs. Practical Guide to Contract Procedures for EU External Actions (PraG) [32] is the second important document of the procedure of execution and management of projects. With regard to the separate project are specifically defined in the Agreement on financing of a cross-border project. Cross-border cooperation projects are also a subject to the relevant provisions and requirements of the legislation of the participating countries [33].

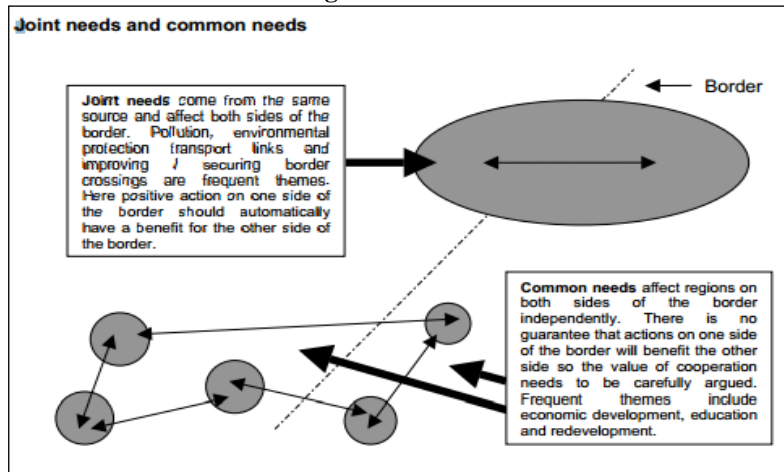
In the **programming** phase it is analyzed the situation at national and sectoral levels, in order to identify problems, constraints and opportunities, which may be included by the project. This requires a review of socio-economic

indicators, national priorities and the priorities set for the fund, from which the project is to be financed.

During the identification it is analyzed the problems and objectives, which define the needs that the project is intended to meet and possible solutions (project concept). The participants are prospective authors of the project. In this phase there are two essential tools: problem tree (causes - problem - effects) and the objective tree (measures - solution - goals).

Each project starts with a problem. Given the fact that cross-border project in the result will lead to achieving the objective with cross-border effect, it is necessary to fit all needs, solution of which will have a positive impact on both sides of the border (see Picture 2).

Picture 2. The common and general needs on both sides of the border



Source: *Territorial Cooperation Project Management Handbook*, s. 19

<http://www.interact->

[eu.net/downloads/135/INTERACT_Handbook_Territorial_Cooperation_Project_Management_03_2007.pdf](http://www.interact-eu.net/downloads/135/INTERACT_Handbook_Territorial_Cooperation_Project_Management_03_2007.pdf)

At this stage of the cross-border project, we have to find a partner and define who out of all the partners will play a leading role. The Lead Partner submits the request to the Joint Technical Secretariat, signs a grant agreement with the Joint Managing Authority and is responsible by law and financially for the project implementation.

Specifies relations with the partners participating in the project in the partnership agreement comprising the principles ensuring proper financial management of the funds allocated to the project, transfer of funds between partners, and arrangements for recovering amounts unduly transferred. The optimal number of partners in the cross-border project is between 3 and 4 [34].

During **formulation** appropriate project ideas are developed into operational project plans. Beneficiaries and shareholders (stakeholders) are involved in determining the detailed project idea, which is further assessed in terms of feasibility (if it has a chance for

success) and duration (whether it will be able to deliver lasting benefits to beneficiaries). So, the formulation phase involves converting the project concept into a viable and sustainable project, and is finished drawing up a proposal for project financing.

During the phase formulation we use the following tools [35]:

1) logical framework – fundamental project tool that allows precise structuring of the project, checking its logic, formulating objectives and results and identification of the necessary resources and anticipated project costs,

2) project schedule – shows the sequence and the relationship between project tasks, their duration, responsibility, highlights the elements particularly important in the project,

3) plan the use of resources – summary of the demand for resources and funds (human, material, financial and other); necessary tool for constructing a coherent project budget.

When writing any project we must always bear in mind the working group of the project, which particularly deals with the preparation and implementation of the project. Depending on the type of a cross-border project, partners on both sides of the border start acting at different stages of preparation and implementation of the project.

In the **implementation** phase the project is launched and implemented. In the course of the project management team assesses the current progress with respect to the objectives and, if necessary, makes adjustments in the way of implementation. During the implementation we perform the following actions: implementation of the project in accordance with the agreement, reporting, monitoring tasks, use of resources and achievement indicators, changes in the project, settlement of the project. Implementation of the project includes joint actions of the author of the project, final beneficiary and the intermediate authority.

From the moment when we learned that our cross-border project received funding, before the implementation phase, we have to register the project. According to the decree of the Cabinet of Ministers of Ukraine number 153 from February 2002, all the projects funded from the EU funds and are implemented in the territory of Ukraine shall be registered by the Ministry of Economic Development and Trade of Ukraine, irrespective of the fact who is the beneficiary of the project - a resident of Ukraine, or not.

In the process of cross-border project implementation we are making a report, in order for Joint Managing Authority/Joint Technical Secretariat to exactly know and draw conclusions for the future. The main instrument of the phases is also reporting. In the phase of evaluation of cross-border projects, beneficiaries are required to submit a final report.

about the course of the project. The main objective of reporting results from the Grant Agreement and agrees to transfer information to Joint Managing Authority/Joint Technical Secretariat, according to a specific pattern of all the activities carried out during the reporting period, progress in project implementation, results achieved and the results, found difficulties, spent money and promotion [36]. The reports cover the material and financial progress of the project. Expert reports are submitted every four months and contain only a descriptive part. Periodical reports and a final report, which takes place during evaluation (includes the financial and descriptive parts) are submitted together with the Application for payment. The number of reports depends on the chosen payment options and the implementation period of the project. Each request for payment (except the first advance payment) must be submitted together with the financial and substantial reports (descriptive or final) [37]. Reports should include the project as a whole, regardless of the fact which part of it is financed by the Joint Managing Authority. For preparation of reports and correctness of the information contained there the Lead Partner is responsible.

The necessary closing phase of the project management process is **evaluation**, during which it is carried out the examination of the quality of projects, and consequently – improvement. The main participants of the evaluation process are: designers, final beneficiaries, intermediate bodies, managing authorities. In the phase of evaluation of the institution which is financing the project, evaluates it in order to determine what has been achieved and

Conclusion

In summary, on the basis of the foregoing considerations it can be concluded that The European Neighborhood Policy has become a natural area of specialization of the Visegrad countries and the result of the recent development of relations between the EU and countries that currently belong to the category of neighbors, among which there is also Ukraine. The European Neighborhood Policy has own political and financial instruments and implementation instruments, and it is treated as an instrument of widely realized external policy of the member countries of the EU.

In 2014-2020 financial perspective in the framework of the European Neighborhood Instrument Ukraine and the Visegrad countries jointly participate in the two programs of cross-border cooperation, including Poland-Belarus-Ukraine and Hungary-Slovakia-Romania-Ukraine. During this period, Ukraine does not function as the Joint Managing Authority for any of the cross-border programs.

Cooperation in the framework of cross-border programs is carried out mainly in the form of joint projects. A set of tools for planning and managing these projects is called the life cycle management of the project. Due to the fact that the project is a

venture limited in time and contains elements of uncertainty, hence the systematization of activities determine the phases which make it easier to supervise its course. Depending on the method there is a number of phases of the project management. According to the method used in the EU, as well as the Visegrad countries, project life cycle consists of five phases: programming, identification, formulation, implementation and evaluation.

Summing up the role and importance of management of EU cross-border projects, we can say that cross-border programs of the European Neighborhood Policy should be used as an additional platform of cooperation of the Visegrad Group countries and Ukraine. Projects within the European Neighborhood Policy first of all contribute to the development on both sides of the border. The acquired experience in the management of the partnership formula leads to increasing the quality and effectiveness of such cooperation. We should also mention that such joint ventures help to achieve the main tasks of the internal policies of the EU, the Visegrad countries and Ukraine, which in the future will lead to better relations on a new qualitative level of cooperation.

Библиография:

1. Lyubaszenko I., *Europejska polityka sąsiedztwa Unii Europejskiej wobec państw Europy Wschodniej*, Toruń 2012, s. 331.
2. European Council, *Common Strategy on Ukraine*, „Official Journal of the European Communities”, L 331, 23/12/1999.
3. Kaczmarek M., *Polska polityka wschodnia na tle polityki Unii Europejskiej czyli Europa idzie na Wschód (po 2005 roku)*, s. 17, http://csm.org.pl/fileadmin/files/Biblioteka_CSM/Raporty_i_analzy/2009/Marcin%20Kaczmarek_POLSKA%20POLITYKA%20WSCHODNIA%20NA%20TLE%20POLITYKI.pdf
4. *European Neighbourhood and Partnership Instrument. Cross-Border*

Cooperation. Strategy Paper 2007-2013. Indicative Programme 2007-2010 (PDF), s. 33, http://ec.europa.eu/world/enp/pdf/country/enpi_cross-border_cooperation_strategy_paper_en.pdf

5. Communication from the Commission to the Council and the European Parliament, "Wider Europe – Neighborhood: A New Framework for Relations with our Eastern and Southern Neighbours", Brussels, 11/3/2003, COM(2003) 104 final

6. Communication from the Commission, *European Neighbourhood Policy Strategy Paper*, Brussels, 15/2/2004, COM(2004) 373 final

7. Piskorska B., *Wymiar wschodni polityki Unii Europejskiej*, Toruń 2008, s. 122.

8. Haukkala H., *Succeeding Without Success? The Northern Dimension of the European Union*, "Northern Dimension. Yearbook 2001", The Finish Institute of International Affairs, Helsinki 2001, s. 37.

9. Piskorska B., *Wymiar wschodni polityki...*, s. 59.

10. Piskorska B., *Wymiar wschodni Unii Europejskiej – komplementarny czy konkurencyjny dla pozostałych kierunków polityki zagranicznej Unii? (analogie i rozbieżności)*, s. 231, https://wnpid.amu.edu.pl/images/stories/ssp/ssp_2009_1_2/203-232.pdf

11. *Wspólna deklaracja* przyjęta podczas szczytu partnerstwa wschodniego w Pradze, <http://register.consilium.europa.eu/doc/srv?l=PL&f=ST%208435%202009%201NIT>

12. *Rok 2011 szansą dla V4 na przejęcie roli lidera UE w stosunkach ze wschodnimi sąsiadami*, <http://www.euractiv.pl/rozszerzenie/wywiad/rok-2011-szans-dla-v4-na-przejecie-roli-lidera-ue-w-stosunkach-ze-wschodnimi-ssiadami-001565>

13. *План дії Україна-ЄС*, http://zakon4.rada.gov.ua/laws/show/994_693

14. *EU-Ukraine Association Agenda to prepare and facilitate the implementation of the Association Agreement*,

http://www.eeas.europa.eu/ukraine/docs/2010_eu_ukraine_association_agenda_en.pdf

15. Rozporządzenie (WE) nr 1638/2006 Parlamentu Europejskiego i Rady z dnia 24 października 2006 r. *określające przepisy ogólne w sprawie ustanowienia Europejskiego Instrumentu Sąsiedztwa i Partnerstwa*, http://ec.europa.eu/world/enp/pdf/oj_l310_pl.pdf

16. *Opinia Europejskiego Komitetu Ekonomiczno-Społecznego w sprawie wniosku dotyczącego rozporządzenia Parlamentu Europejskiego i Rady w sprawie Instrumentu Pomocy Przedakcesyjnej (IPA II) oraz wniosku dotyczącego rozporządzenia Parlamentu Europejskiego i Rady ustanawiającego Europejski Instrument Sąsiedztwa*, Brussels, 15/01/2013, COM(2011) 838 final.

17. *Dokument roboczy Służb Komisji: Streszczenie oceny skutków*. Towarzyszący dokumentowi: Rozporządzenie Parlamentu Europejskiego i Rady określające ogólne przepisy ustanawiające Europejski Instrument Sąsiedztwa, SEK(2011) 1467, <http://eur-ex.europa.eu/LexUriServ/LexUriServ.do?uri=SEC:2011:1467:FIN:PL:PDF>

18. *Wspólny komunikat do Parlamentu Europejskiego, Rady oraz Komitetu Ekonomiczno-Społecznego i Komitetu Regionów z dnia 25 maja 2011 r. „Nowa koncepcja działań w obliczu zmian zachodzących w sąsiedztwie”*, COM(2011) 303 wersja ostateczna, http://europa.eu/legislation_summaries/external_relations/relations_with_third_countries/eastern_europe_and_central_asia/rx0033_pl.htm

19. Dokument roboczy Służb Komisji...
20. *Opinia Europejskiego Komitetu Ekonomiczno-Społecznego...*
21. *European Neighbourhood and Partnership Instrument. Cross-Border Cooperation. Strategy Paper 2007-2013. Indicative Programme 2007-2010* (PDF), s. 38, http://ec.europa.eu/world/enp/pdf/country/enpi_cross-border_cooperation_strategy_paper_en.pdf
22. Regulation (EU) No 1299/2013 of the European Parliament and of the Council of 17 December 2013 *on specific provisions for the support from the European Regional Development Fund to the European territorial cooperation goal*; Regulation (EU) No 1303/2013 of the European Parliament and of the Council of 17 December 2013 *on the European Regional Development Fund and on specific provisions concerning the Investment for growth and jobs goal and repealing Regulation (EC) No 1080/2006*.
23. Rozporządzenie Wykonawcze Komisji (WE) nr 897/2014 z dnia 18 sierpnia 2014 r. *ustanawiające przepisy szczegółowe dotyczące wdrażania programów współpracy transgranicznej finansowanych na podstawie rozporządzenia Parlamentu Europejskiego i Rady (UE) nr 232/2014 ustanawiającego Europejski Instrument Sąsiedztwa*, <http://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32014R0897&from=EN>
24. Kisiel M., *Europejski Instrument Sąsiedztwa i Partnerstwa*, <http://um.wrotamalopolski.pl/Pliki/2006/EIPiS.pdf>
25. Art. 36 Rozporządzenia Wykonawczego Komisji (WE) nr 897/2014 ...
26. Rozporządzenie Wykonawcze Komisji (WE) nr 897/2014...
27. *Zarządzanie projektem europejskim*, red. M. Trocki, B. Grucza, Polskie Wydawnictwo Ekonomiczne, Warszawa 2007, s. 9.
28. *Metodyki w zarządzaniu projektami*, http://goprojekt.pl/baza_wiedzy/strona/metodyki_w_zarzadzaniu/
29. *PRINCE2: skuteczne zarządzanie projektami / OGC*; [tł. i oprac. wersji polskiej zespół red. Iwona Semik-Żbikowska et al.], TCO, Londyn 2010.
30. *Zarządzanie projektem europejskim...*
31. European Commission, *Project Cycle Management Guidelines*, EuropeAid Cooperation Office & Development DG, Brussels 2004.
32. *Current version of the Practical Guide to contract procedures for EU external actions*, http://ec.europa.eu/europeaid/work/procedures/implementation/practical_guide/index_en.htm
33. *Guide to national requirements in Ukraine*, <http://www.rcbi.info/usr/Guide-to-national-requirements-in-Ukraine-Ua-Final.pdf>
34. *Territorial Cooperation Project Management Handbook*, s. 19, http://www.interact-eu.net/downloads/135/INTERACT_Handbook_Territorial_Cooperation_Project_Management_03_2007.pdf
35. *Zarządzanie projektem europejskim*, red. M. Trocki..., s. 34.
36. *Dokumenty dla beneficjentów*, <http://www.pl-by-ua.eu/pl,14,91>
37. EISP Program Współpracy Transgranicznej Polska-Białoruś-Ukraina 2007–2013. Wprowadzenie do raportowania, http://www.pl-by-ua.eu/upload/pl/Wprowadzenie%20do%20raportowania_02.2013.pdf.

