

Regional Organisations in the North

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Nordic co-operation

takes place among the countries of Denmark, Finland, Iceland, Norway and Sweden, as well as the autonomous territories of the Faroe Islands, Greenland and Åland.

The Nordic Council

is a forum for co-operation between the Nordic parliaments and governments. The Council consists of 87 parliamentarians from the Nordic countries. The Nordic Council takes policy initiatives and monitors Nordic co-operation. Founded in 1952.

The Nordic Council of Ministers

is a forum for co-operation between the Nordic governments. The Nordic Council of Ministers implements Nordic co-operation. The prime ministers have the overall responsibility. Its activities are co-ordinated by the Nordic ministers for co-operation, the Nordic Committee for co-operation and portfolio ministers. Founded in 1971.

Stockholm, Sweden
2000

Preface

In the course of the last few years, several international Councils have been established to promote co-operation between neighbouring northern countries. Within the framework established by these councils, dense networks have evolved. This was an intended outcome of these initiatives. Recently, the question of “co-ordination” in this rapidly developing field has been raised.

This is a pre-study commissioned by the Norwegian Ministry of Foreign Affairs. We present a preliminary discussion of overlapping activities, co-operation and co-ordination between four regional Councils: the Arctic Council, the Baltic Council, the Barents Euro-Arctic Council, and the Nordic Council of Ministers, and ask questions relating to connections between mechanisms, challenges and outcomes of co-ordination.

An earlier version of this paper has been used by a “Wise Men’s Panel” appointed by the Nordic Council of Ministers.

The paper describes the four Councils, maps possible areas of overlap between them, discuss mechanisms of co-ordination, and suggests improvements. The analysis and discussion is concentrated in Chapter 1. This is a field which is continuously developing, and any factual description will become more or less outdated within few months. The descriptions of the four regional Councils in Chapter 2 and other relevant international co-operation instruments in the same region in Chapter 3 are therefore kept tentative. Their overlapping geographies and activities, as well as some aspects of current modes of co-ordination, are outlined and discussed in Chapter 4.

In the appendix, we have illustrated these descriptions with “inter-organisational charts”, to indicate some of the basic relations and structures of the Councils and their dynamic environment.

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Mats Brandt, Åge Mariussen and Hallgeir Aalbu have compiled the report, with editorial assistance from Keneva Kunz. Jörg Neubauer has produced the maps.

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1. Analysis and Conclusions

1.1. Introduction

In recent years, we have experienced a rapid growth in international regional co-operation in Northern Europe, both in terms of the number of institutions, their thematic scope and budget figures. As a result of this expansion new questions are being asked about this co-operation. International co-operation used to be regarded as a field where the mutual understanding generated by co-operation had a political significance that was by far more important than the concrete outcome of practical activities in the field. In the current situation, however, new questions are being raised concerning what is actually being achieved in terms of operational outcomes through the resources invested. This broader topic is often narrowed down to more specific questions, such as how well work is co-ordinated.

This study focuses on the four regional Councils of the North. These councils must be seen in the context of three historical periods, each of which has its own agenda, and which have left us with institutional arrangements for enhanced co-operation in the north of Europe:

- *Cold War / pre-EU co-operation (1950-1990)*. Nordic co-operation evolved through the establishment of the Nordic Council (NC) in 1952 and the Nordic Council of Ministers (NCM) in 1971. This was partly a response to the Cold War; but it also had deeper roots and broader ambitions in a pre-EU era.
- *Post-Cold War (1990-1996)*. Following the end of the Cold War, several regional councils were established with the common purpose of developing relations between east and west, improving the environment and supporting economic development. These initiatives resulted in three new, permanent institutions: the Council of the Baltic Sea States (CBSS), established 1992, the Barents Euro-Arctic Council (BEAC), established 1993, and the Arctic Council (AC), established 1996.
- *EU regional and enlargement policies (1995-2009)*. The European Union's regional policies include instruments for international co-operation, of which the most important is INTERREG. After Finland and Sweden joined the EU in 1995, significant new resources were made available for east-west co-operation in the north of Europe. This EU-funded cross-border and interregional co-operation was implemented through programmes with specific regulations for planning, management, funding and evaluation. New institutions and structures are now evolving through the new programming periods, from 2000-2006 and a planned period 2007-2009, where EU enlargement will be central.

The Councils can be analysed on several levels:

- *Institutionally and politically*, e.g. focusing on their rationale and formal framework, within the context of the institutional arrangement indicated above, which forms a context within which activities can be initiated and supported.
- *Practically and administratively*, e.g. examining activities and implementation structures. In this context, the Councils may be regarded as formalised, partly overlapping networks.

The question of *co-ordination of the practical activities emerging in this web of institutions* is on the agenda in several contexts. Establishment of a permanent secretariat has been discussed in the Arctic Council (AC). In the Council of the Baltic Sea States (CBSS), the need for co-ordination within CBSS-BEAC-NCM is stressed in the communiqué from the Ministerial Session in June 2000. A similar interest has been manifest in the NCM, where a *Wise Men's Panel* is discussing future strategies and has requested a special analysis of co-ordination and co-operation issues. In the EU, the Northern Dimension initiative, with its *Action Plan for the Northern Dimension*, is addressing co-ordination with the Councils of this study from the point of view of the requirements of EU enlargement.

The mandate for this pilot study is *to map the overlap between the four regional Councils in terms of membership and activities, and to identify possible issues for further research*. The study accordingly takes the present web of institutions presented above as given, and focuses on the level of practical activities.

The result of this mapping demonstrates that overlapping, in terms of themes and geography, is the rule and not the exception. To a certain extent, overlap in themes is moderated by different geographical orientations, as the same activity may have different orientations in different areas, i.e. a different focus within each theme. The Councils themselves also address this overlap in various ways. Our assessment of what can be done in this situation is presented in this chapter. The four regional Councils of the North are described in Chapter 2. Some other central interregional co-operation mechanisms are presented in Chapter 3. The geographical and thematic overlap and current modes of co-ordination are discussed in Chapter 4, where we also outline some questions for further research in the field.

1.2 The Regional Councils and other Co-operation Instruments

The focus for this study is the four Regional Councils of the North, i.e.

- Nordic Council (NC) and the Nordic Council of Ministers (NCM), established 1952 and 1971 respectively.
- Council of the Baltic Sea States (CBSS), established 1992.
- Barents Euro-Arctic Council (BEAC), established 1993.
- Arctic Council (AC), established 1996.

Each of these Councils has its own history, participation and agenda. In recent years, the EU has become an important player in this field as well. The EU is especially concerned with European integration. One of its policy instruments to achieve this is the Structural Funds, of which INTERREG is a part. The INTERREG programmes provide new working methods, and funding of a size previously unknown, for cross-border and interregional co-operation. As the next round of EU enlargement is approaching, policies are being developed to facilitate the integration of several eastern European countries, which raises anew the question of co-ordination. An overview of the institutions and instruments involved is given in Table 1.

Table 1. Councils and other institutions and policy instruments in the field

The regional councils:

- ❖ **Nordic Council/Nordic Council of Ministers (NC/NCM)**
Established in 1952/1971 respectively in order to enhance Nordic co-operation. Emphasis is now threefold: internal co-operation between the Nordic countries, co-operation with adjacent areas, and co-operation on EU-issues.
- ❖ **Council of the Baltic Sea States (CBSS)**
Established in 1992 in Copenhagen to promote co-operation in the Baltic Sea Region and to normalise relations among the countries in the region.
- ❖ **Barents Euro-Arctic Council (BEAC)**
Established in 1993 in Kirkenes on a Norwegian foreign policy initiative in order to promote co-operation in the Barents region.
- ❖ **Arctic Council (AC)**
Established in 1996 in Ottawa as an informal organisation to deal with Arctic issues, building on earlier co-operation within Arctic Environmental Protection Strategy (AEPS).

Other European structures, policies and instruments:

- **INTERREG III**
- the EU community initiative for cross-border and interregional co-operation
- **PHARE**
- the EU pre-accession instrument for strengthening the institutional and administrative structures of applicant countries
- **SAPARD**
- the EU's pre-accession instrument for enhancing infrastructure in transport and dealing with environmental issues??
- **ISPA**
- the EU's pre-accession instrument for enhancing agriculture
- **TACIS**
- EU external policy since 1991 on technical assistance to the Newly Independent States and Mongolia to facilitate their transition to a market economy and democracy
- **Northern Dimension**
- a Finnish initiative for the European Union's external and cross-border policies in the northern part of the union. An Action programme was drawn up?? in the spring of 2000.
- **North Sea Council (NSC) and Baltic Sea Council (BSC)**
- institutionalised co-operation for further partnerships between regional actors, founded 1989 and 1996 respectively
- **Conference of Peripheral Maritime Regions (CPMR)**
- established in 1973 as an organisation for furthering the interests of peripheral maritime regions in Europe

A total of 20 countries plus the EU are formal members or observers in the four regional Councils. Including INTERREG programmes with Nordic participation adds one more country, which raises the total number of participants to 22. In addition, indigenous peoples' organisations (AC and BEAC), regions (BEAC and INTERREG) and non-governmental organisations (AC) also participate in the co-operation processes.

Given the large number of countries, regions and organisations active in the formal co-operation bodies, the considerable geographical overlap, as illustrated in Figure 1 and in Figure 2 is scarcely surprising.

Figure 1. The geography of the four regional Councils of the north.

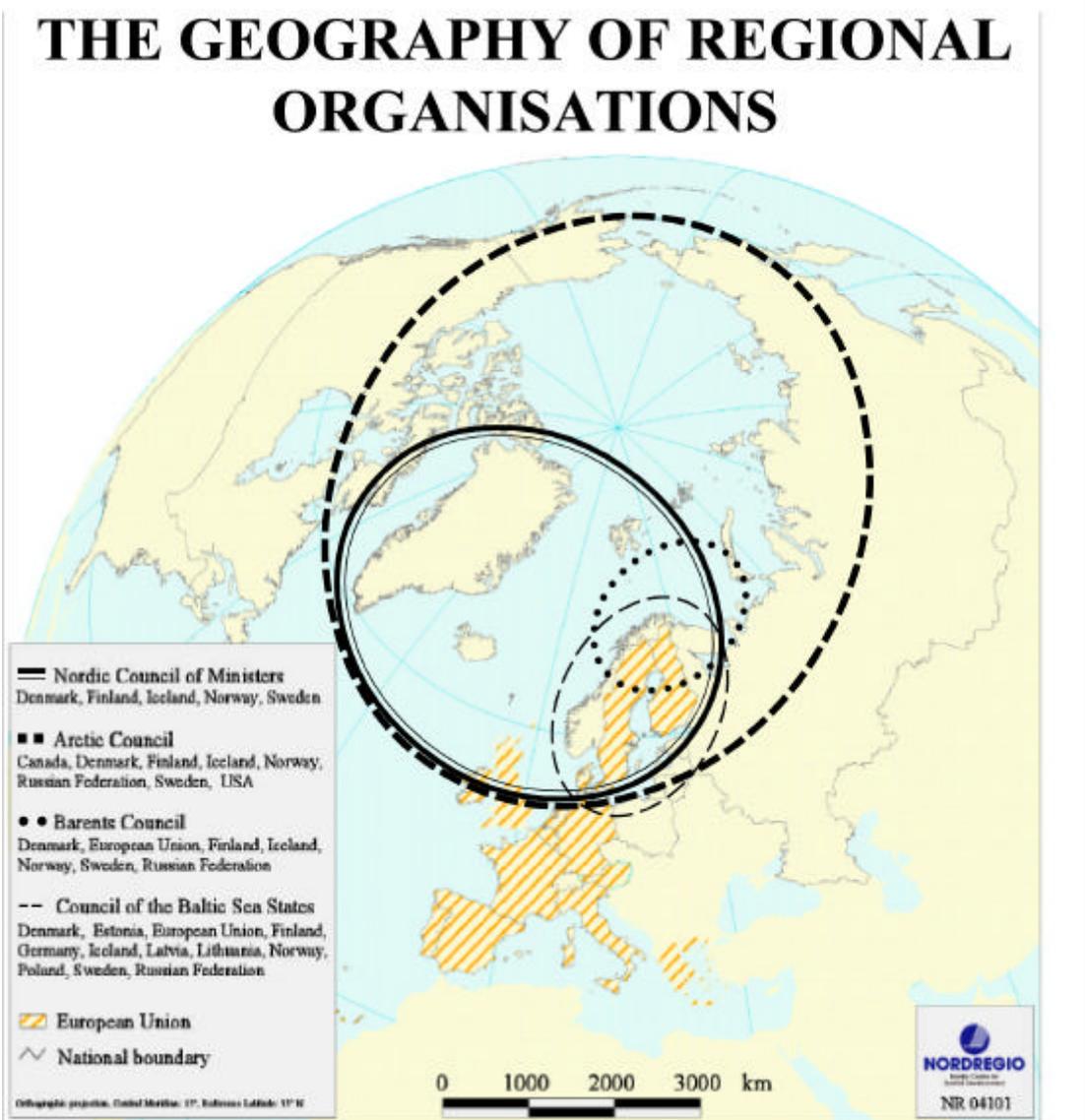
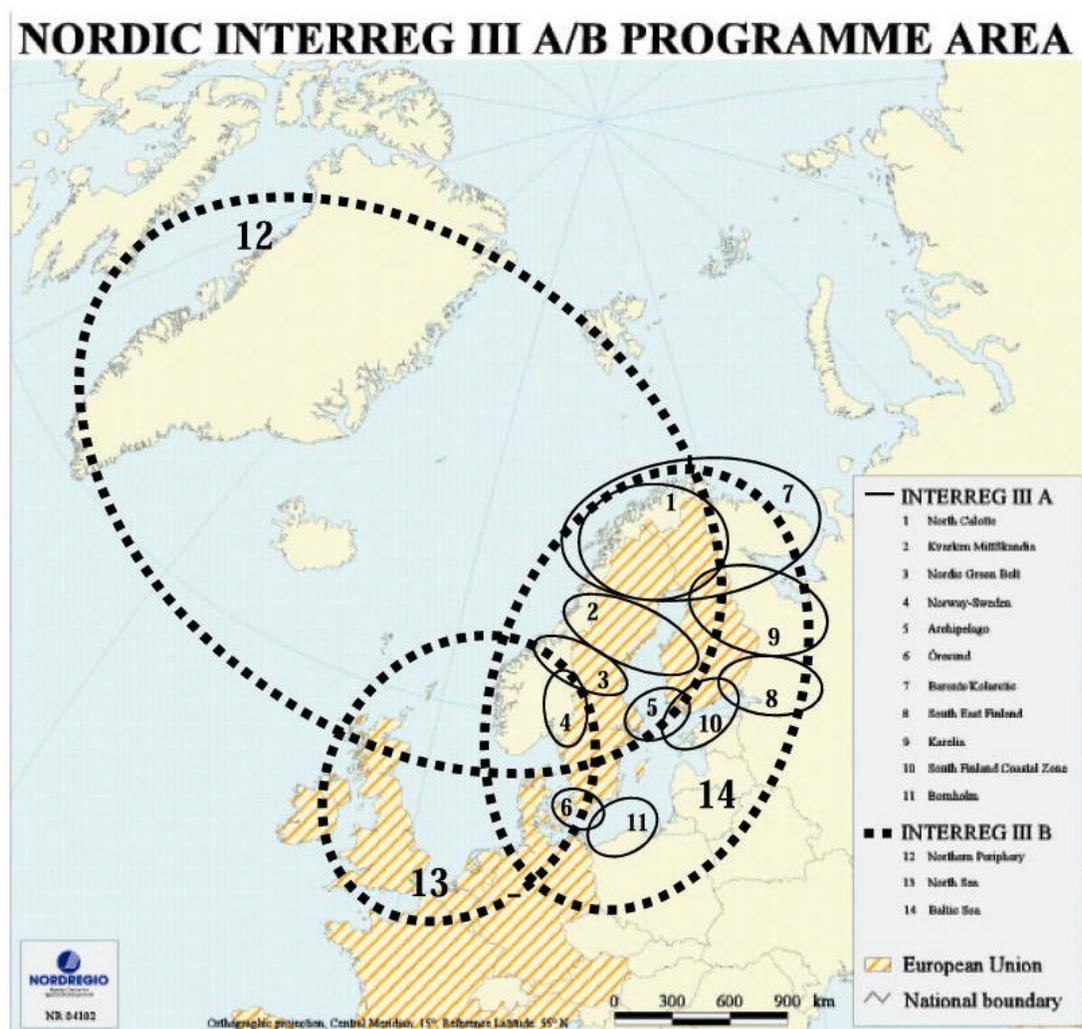


Figure 2. Interreg III programmes with Nordic participation



Along with the geographical overlap, there is also a significant overlap in the themes the regional Councils are working with. The list of common themes identified in Chapter 4 includes:

- Democracy, human rights
- Culture
- Indigenous people
- Health
- Education and research
- Environment
- Nuclear safety
- Economic development

- Energy
- Transportation

Although many themes are shared, it must be borne in mind that the different councils have differing emphases.

- The NCM is a broad co-operation between governments and include practically all fields of public administration. Their Adjacent Area Framework Programme has focuses on neighbouring countries to the east, i.e. Russia and the Baltic States.
- For the BEAC, economic and democratic development in Russia, together with improving the environmental situation, is at the centre.
- For CBSS, economic development in all transition states around the Baltic Sea is the focus; this can include transport infrastructure, energy, environment, health and human rights issues.
- The AC has a broader geographical perspective. While its themes are to a large extent the same as for the other Councils, AC concern is, as a rule, focused on the northernmost parts of the region.

For all four Councils attention centres on questions related to the *environment*. *Transport* and *health* are other issues of major importance for all of them. For the BEAC, the CBSS and the NCM, as well as for the INTERREG programmes, economic development in a broad sense, as a means of enhancing the well being of people and encouraging stability in the region, is the main issue, together with environmental questions.

1.3. Co-ordination of activities

Possibilities of co-ordination between the four Councils, and with other co-operative bodies with the same geographical and thematic focus, are to a large extent dependent upon the way these institutions are funded and managed. One important obstacle in this respect is the difference between councils *funding* and *not funding* secretariats and activities (Table 2):

- The NCM has its own budget and is supported by a permanent administration in Copenhagen. Even more structured in terms of implementation are the INTERREG programmes. They have fixed budgets for several years ahead, signed agreements concerning funding and semi-permanent administrative systems, giving them at least a potential overview of all activities.
- The BEAC, the CBSS and the AC, on the other hand, do not fund activities of their own. The participating countries finance the secretariats and projects on a voluntary basis. The CBSS has a permanent secretariat in Stockholm, while the AC and BEAC secretariats rotate among the countries together with the chairmanship. These Councils therefore have weaker, often ad hoc administrations.

Table 2. The regional Councils: funding of secretariats and activities

	Arctic Council	Council of Baltic Sea States	Barents Council	Nordic Council of Ministers
Secretariats and their funding	<p>2000: <i>Washington, moves to Helsinki.</i> Secretariat located in and funded by chair country.</p> <p>Denmark finances Indigenous Peoples Secretariat.</p> <p>Lead countries fund programme secretariats: AMAP in Norway, CAFF and EPPR in Iceland</p>	<p><i>Stockholm.</i> Permanent secretariat, funded by member countries</p>	<p>2000: <i>Moscow.</i> Secretariat located in and funded by chair country.</p> <p>2000: <i>Murmansk</i> Secretariat located in and funded by chair region. The regional secretariat in Murmansk is funded by Norway (3/8), Sweden (2/8) and Finland (3/8)</p> <p>A permanent Norwegian Regional Council Secretariat in <i>Kirkenes</i>, funded by Norway</p>	<p><i>Copenhagen.</i> Permanent secretariat established by an inter-governmental agreement</p>
Funding of activities	<p>Funded by stakeholder states and organisations, project by project</p>	<p>Funded by stakeholder states and organisations, on a project-by-project basis</p>	<p>Funded by stakeholder states and organisations, on a project-by-project basis</p> <p>Permanent funding of Norwegian secretariat and project activities: 26 mill. NOK</p> <p>Other arrangements:</p> <ul style="list-style-type: none"> • NCM financing • The Barents programme has a joint fund with the American Eurasia Foundation 	<p>The Nordic Council decides on the annual budget for NC and NCM.</p> <p>Member countries contribute according to a formalised GDP model.</p> <p>The budget is 750 mill. DKK for 2000.</p>

This distinction affects the Councils' administrative capacity, which is an important factor when it comes to co-ordinating wide-ranging and widespread activities. Secretariats without a project budget to implement have a more limited overview of project activities in the field and few instruments for co-ordination. These differences must be kept in mind when discussing possible ways of enhancing co-ordination between them.

One initiative for co-ordination is the EU Northern Dimension and its Action Plan. Even though the practical outcome of the Action Plan remains to be seen, it has both the ambition and the potential to become an overall co-ordination instrument for activities funded by the EU. This is important also for the four regional Councils, as EU co-funding of related activities is significant. Since the Northern Dimension Action Plan clearly is a framework for EU interests, it may encourage non-EU countries to formulate their own interests more precisely.

In principle, co-ordination among complex organisations and networks can take place in three different ways:

- The first is *co-ordination through top-down assignment of tasks*. A division of labour can be defined through some form of master plan, designed and implemented centrally. This master plan may ensure that important tasks are taken care of and that there are no overlapping activities causing inefficiencies. This solution depends on some central unit having *knowledge* of what is going on in the system, together with the capacity to control the assignment of tasks, resources for practical activities and capacity to monitor implementation. The existence of such a central unit depends on some form of overall institutional control of the domain, enabling one single centre to control the subordinate units. This *is* the situation in most *state administrations*, controlling their national territories. In the inter-national co-operation carried out in northern Europe during the Cold War, the central level, in the form of the NCM, in principle had an overview of the institutions and activities it was funding and controlled funding mechanisms. There were other international institutions, but the NCM dominated the field of co-operation in northern Europe.
- A second option is *co-ordination between actors at the implementation level*. If top-down division of labour for some reason is impossible or unsuitable, the actors engaged in implementing practical activities may agree to co-ordinate their efforts among themselves, to avoid double work, achieve synergies, share responsibilities, learn from each other and increase efficiency. In this situation, the major task of central level co-ordination is not to define the division of labour, but instead to act as a facilitator: to establish systems of information and meeting places for involved actors at the practical level. This mode of co-ordination is process-oriented and relies heavily on the actors involved and the systems of information at their disposal. The advantage here is that the centre no longer needs to know precisely what is going on, thus reducing overhead costs. The expansion of co-operation during the post-Cold War period involved the construction of leaner, network organisations, the CBSS, AC and BEAC.
- Thirdly, we have *co-ordination by monitoring of output*. This form of co-ordination may be combined with either of the two previous ones. The idea is to develop a feedback loop, making it possible to monitor the outputs and achievements of the system as a whole, as well

as the outputs of the individual activities. This contributes to co-ordination because the Councils, their secretariats and all other stakeholders are informed of the total activities carried out under the umbrella of the Council. This mode of co-ordination necessarily relies on some form of hierarchy but, unlike the first mode, the centre does not need to follow every detail nor be involved in all funding decisions. The monitoring system provides an overview of activities and therefore gives the necessary, and usually improved, input to the Councils. This may be helpful in discussing matters of cost-efficiency, as well as providing information for enhancing co-ordination. In EU Structural Fund programmes, monitoring and evaluation is an integral part of the planning process.

The choice of an appropriate mode will naturally vary with the situation in question. Each mode has different strengths and weaknesses. Top-down assignment of tasks is an appropriate mode of co-ordination under stable and predictable conditions, where the knowledge content of the task to be solved, its complexity, and the required amount of information feedback is simple enough to be monitored and controlled by one single centre. It is, however, important to realise that *if* hierarchical co-ordination for some reason or other does not work, or is impossible, a number of things *may* go wrong:

- *Insufficient learning.* Overlapping activities may indicate that the same or similar work is being done several times without transfer of experiences. The result may be sub-optimal learning, as the same lesson may have to be learned over and over again by different actors because of the lack of information exchange.
- *Harmful competition.* Actors involved may engage in competition with one another, instead of seeking synergies through co-operation. Competition can enhance performance, but it can also lead to waste of resources and lack of information exchange, as well as diverting attention from the overall objectives.
- *“Sliding” of responsibility.* Without a clear definition of who is responsible, actors may start pushing responsibility between each other. Tasks can remain unsolved, because all of the people involved think that somebody else is (or should be) doing the hard work.
- *Opportunism.* Actors may be located in structural situations where incentives pull in wrong directions. The outcome may be that tasks remain unsolved, and resources are used for wrong purposes.

A general, although not universal, trend during recent decades has been that the classical mode of hierarchical control is losing ground within global organisations. This is related to the increasingly complex and dynamic situation confronting these organisations. A classical hierarchy demands a huge, growing centre and expensive channels of complex information to be able to keep up with the situation. Hierarchical modes of co-ordination are still found within multinational businesses, for example in Japanese- and German-based global industries. But global co-ordination often depends on decentralised, lean organisations, where the central level no longer demands to understand exactly what the units are doing. Instead, the centre focuses on enhancing autonomous co-ordination among actors by developing the flow of information between them. This may be combined with output monitoring, using some kind of benchmarking

system or indicators (like profitability) to assess what is going on and where new investments will give a high return. Thus, information flows and incentive systems replace hierarchy, enabling operative actors to be autonomous. It goes without saying that loosely structured systems may run into a number of problems, including some of those indicated above and still other problems of their own, such as:

- *Information overload.* Cutting overhead costs at the central level raises costs for transactions and information at the operational level, where actors may start complaining about lack of co-ordination. Enhancing information flows can result in too much information and too many meetings. Co-ordination between autonomous actors often seems to imply that these actors are willing to accept huge amounts of unnecessary information and spend lots of time in meetings.
- *Wrong decisions.* Centres with low overhead costs have to rely on a limited scope of information. They may waste money if they make wrong investment decisions due to insufficient understanding of what is going on in their subsidiaries
- *Fragmentation.* Decentralised, lean corporations may be turned into fields of power struggle between autonomous subsidiaries. Needless to say, these power struggles can lead to a waste of resources and insufficient attention to the overall objectives.

To a certain extent, there are some *parallels* to this trend in the domain of the international co-operation of this study. The rapidly growing “institutional thickness”, resulting from new layers of institutions and policy instruments overlapping old ones, has led to increasing emphasis on co-ordination between the actors *at the level of implementation*. Important examples of these new forms of co-ordination are, as we will see below, *project networks* and *interlocking working groups*. A core mechanism here is to establish networks between administrators, project managers and other people involved. The Councils currently promote these forms of co-ordination by arranging seminars and conferences as meeting points and platforms for exchange of information.

However, one might ask whether this type of co-ordination can sufficiently compensate for fragmentation at the institutional level. Reliance upon operative level co-ordination means that the actors involved at this level become critically important for the outcomes of the system of co-operation as a whole. To obtain a successful *outcome* given this reliance, and avoid the problems indicated above, three requirements are necessary:

- *Incentives* to achieve the *overall objectives* must be present at the level of the operational actors.
- *Information systems* must provide the operational actors with sufficient information flows.
- *Monitoring systems* must provide the centres with reliable information to assess the *output* of the system and its activities, seen in relation to the over all objectives, and to make and legitimise new funding decisions.

It is not quite clear whether these requirements are currently in place. Instead, one of our major findings is that *nobody would appear to know whether any given activity actually contributes to the overall objectives of the Council supporting it, and nobody knows what the system actually achieves in relation to the objectives legitimising the funding of their activities*. This ignorance is probably among the factors contributing to the present discussion of co-ordination and cost-effectiveness of the regional Councils.

1.4. Conclusions and recommendations

How can these four Councils enhance co-ordination of their activities under the present circumstances? Based on the analysis of the thick layers of institutions and overlapping activities presented in this report, we can draw the following conclusions:

- *Defining a central master plan for the division of labour is not recommended.* The multiple layers of institutions described in this report reflect the increasing importance of work in this area, the broadening of the scope of the Councils' activities and, not least, the increasing complexity of international co-operation. EU is playing an increasingly important role in northern Europe. The *dynamics* of the present situation, involving a growing number of *un-co-ordinated* institutional actors, would effectively undermine any "Northern Master Plan". Furthermore, attempts to introduce central level co-ordination into the current dynamic situation could well weaken *on-going co-ordination at the level of practical activities*, with possible unintended negative consequences.
- *Institutional arrangements should be open and flexible to enhance co-operation with EU institutions and programmes.* EU programmes command resources and administrative capabilities. These resources are subject to internal policy processes in the EU system. Programmes for 2000–2006 will be approved in the near future, including the framework for EU funding of activities in non-member states in Central and Eastern Europe. It should be noted that the EU, through the principle of *partnership* in the Structural Funds, is not *competing* with other institutions but rather *co-operating with* them. Both future and present EU initiatives will depend upon support and co-operation from several other institutions. This has recently been recognized by NCM, which emphasize co-financing of EU projects. One possible strategy, in line with the Northern Dimension Action Plan, could be to use the Councils to develop institutions and actors capable of participating in the *implementation* of EU programmes. Ways to remove existing regulative barriers to enhanced integration of the activities of the Councils with activities sponsored by EU need to be considered. Mechanisms enhancing *co-funding of projects* as well as *improved channels of information* with Structural Fund projects should be developed.
- *Existing attempts to co-ordinate at the operational level should be encouraged.* The study has indicated that some co-ordination attempts by operational actors are in place, through *networking, meetings and other information channels linking core persons and institutions*. These attempts should be supported. The Councils already play an important role in facilitating information exchange between bodies in the participating countries. We have also seen examples where NCM is co-funding activities with the other Councils and thus

contributing to co-ordination. It is possible to proceed further in this direction by establishing more permanent arenas for exchange of information and experience. For instance, an annual meeting between all four chairs and secretariats could be introduced. Another supplementary option could be to arrange meetings for those working in the same thematic field within the Councils and other institutions (e.g. thematic meetings concerning environment, energy, health, business development, transport infrastructure, etc.), with the aim of discussing future action and enhancing co-ordination. Improved use of the Internet for disseminating information on projects, initiatives and key persons will also be of great help to those who need an overview of activities in a certain field.

- *Application of monitoring systems.* The study indicates that inter-national co-operation in general is fragmented and decentralised. Few of the people involved have an overview of the system, and nobody can assess what it actually *achieves*. Thus, based on this study, it remains a strong hypothesis that the *current lack of monitoring* is an important weakness. The obvious solution is to develop some form of monitoring system.

One of the aims of this study was to pinpoint fields where further work should be done. We can specify two complementary lines for follow-up study:

- *In-depth case studies of co-ordination of particular activities where this study has found overlap.* A selection of overlapping themes, as well as a hypothesis relating to possible relations between co-ordinating mechanisms, and challenges for co-ordination are outlined in section 4.3 below. More detailed case studies in these areas may help to clarify whether current modes of co-ordination are sufficient.
- *Design of a monitoring system.* A system of monitoring within each Council could look to the EU Structural Funds for inspiration. The first step is to establish *targets* for activities the participants propose for the Council. The second step is to monitor activities and outcomes through an information processing system where (a) funding and expected results are included in a database when a country presents a project and (b) when the project or activity is concluded, a follow-up assessment of the outcome is entered in the database. The third step is analysing the information collected and assessing the work being done. Assessments and analysis can be fed back to each Council, to serve as a basis for discussion and future decisions. A more comprehensive monitoring system could also be designed to enhance co-ordination between the Councils and between the Council and EU activities, through a system of monitoring of the entire field of international co-operation. Within the scope of such a comprehensive system, co-ordination of overlapping activities could be focused on specific areas. Needless to say, a comprehensive monitoring system could also be useful to states and other institutions financing the activities of the Councils in assessing the over all outcomes of their investments.

2. Four regional councils in the North

2.1. Nordic Council/Nordic Council of Ministers (NC/NCM)

Nordic countries share a common history, which has had its periods of war and changing borders as well as times of peaceful co-operation and trade. Formalised Nordic co-operation was initiated in the 1950s. In 1952, the Nordic Council (NC) was established as a forum for *parliamentarians* from the Nordic countries. In 1971, the Nordic *governments* established the Nordic Council of Ministers (NCM). Today Nordic co-operation covers Denmark, Finland, Iceland, Norway and Sweden. The three self-governing areas, Åland, the Faroe Islands and Greenland, are also formal partners in the NC and NCM co-operation.

The NC and NCM secretariats are permanently located in Copenhagen. Their budget has, in the 1990s, amounted to approximately 750 million DKK per year. The five countries share the costs based on their GDP.

In its early years, Nordic co-operation was pragmatic and primarily directed towards internal Nordic issues. However, the development of formalised structures can also be looked upon as a response to the security situation during the Cold War and to other external events, such as the establishment of the European Common Market, which would evolve into the European Community. Exogenous explanations are probably the ones which carried the most weight politically, while the public and political rhetoric often plays on commonalities in culture and history.

Among the early achievements of this co-operation are the Nordic passport union, a common labour market and joint social conventions. More ambitious plans concerning economic and security integration never became a reality, as the Nordic countries joined EFTA in 1960 and Denmark became the first Nordic EC member in 1973.

Within the NCM framework there is co-operation in basically every field of public administration. Measured by its relative shares in the budget, there is a strong focus on culture. In the 1990s, Nordic co-operation has continued to expand into new areas, e.g. with the development of a common Nordic education market, environmental standards such as the Nordic swan, the NMT mobile phone network, exchanges of young people and students, etc. At the same time, a political reorientation has taken place with the introduction of the *three pillars of Nordic co-operation*: co-operation between the Nordic countries, co-operation with adjacent areas, and co-operation on issues concerning Europe (EU/EEA). In this way, the NC/NCM co-operation extends beyond the geographical borders of its member states.

The guiding principle for Nordic co-operation today is *Nordic Value*: co-operation is undertaken when common actions attain a more positive effect than separate national ones, especially actions that manifest Nordic solidarity and increase Nordic competence and competitiveness.

An organisational chart for the NC and NCM is presented in Appendix 1.

The Nordic Council

The Nordic Council (NC) is a forum for parliamentarians from the five national parliaments and three self-governing areas. Members of the Council work together in transnational political party groupings. At present, the Council has five groups, each served by their own secretaries.

The plenary, which is comprised of 87 parliamentarian members and representatives of the national governments, is the decision-making body of the organisation. It meets once a year, in the autumn. The plenary decides on the budget and adopts recommendations and communiqués on political matters. It also elects the president and the other members of the executive and appoints members to the various committees.

The Council has three standing/permanent committees: on Nordic co-operation, adjacent areas, and Europe (EU/EEA). The Nordic committee deals with cultural issues in the Nordic countries. It strives to improve treaties and agreements that improve citizens' safety, free movement, education and working life, and promote the establishment of non-governmental organisations. The adjacent areas committee attempts to develop and stimulate democracy, peace and security in the Baltic countries, the adjacent Russian areas, and regions in the Baltic and the Arctic. It also considers environmental and energy issues. The Europe committee works handles issues where the Nordic countries have common interests as stake in relation to Europe. Each of the committees meets three to four times a year.

In addition to the plenary and the committees the Council also arranges conferences on topical issues. It awards annual prizes and rewards in the fields of literature, music, and nature and the environment. Its parliamentarian delegations have national secretariats and their common secretariat is located in Copenhagen. The NC shares an information department with the NCM.

The Nordic Council of Ministers

The Nordic Council of Ministers (NCM) is an intergovernmental organisation for co-operation between the Nordic countries since 1971. It consists of the national prime ministers, who bear the overall responsibility for the Council, the Nordic co-operation ministers of each country, and other ministers. The Council of Ministers have to reach unanimous decisions and in certain cases the decisions need to be ratified by the national parliaments. Three areas are excluded from this co-operation, as the foreign, defence and development aid ministers instead meet regularly outside the ambit of the NCM.

The main task of the NCM is to promote co-operation between the Nordic countries. The Council of Ministers prepares and holds ministerial meetings, meetings of national officials, conferences, seminars, etc. It is also responsible for carrying out decisions taken by the ministers and the Nordic Council. The NCM bears the responsibility for some 500 projects and the guiding principle for its activities is that of Nordic Value.

In 2000, 34 institutions are funded through the NCM budget, working in the areas of culture and research and funding co-operation projects throughout the Nordic countries. The NCM secretariat is located alongside the NC secretariat in Copenhagen, and has some 80 staff members.

The Three Pillars of Nordic Co-operation

Since the end of the Cold War and the EU membership for Finland and Sweden, there has been a reorientation of NC and NCM activities. They are now organised around the *three pillars*:

Intra-Nordic

The Nordic countries aim at maintaining and further developing Nordic co-operation on the basis of their cultural affinity, a common value system, and democratic traditions. The Nordic Value principle assures that common action is undertaken when co-operative arrangements generate benefits exceeding national ones. The goals are to preserve and develop cultural and language affinity in the Nordic countries; to further develop established Nordic arrangements for the safety of citizens, their free movement, education and working life in a broader European perspective; to promote equality between sexes, safeguard environmental protection and sustainable use of resources; to promote sustainable economic development, business development, competitiveness and reduce unemployment; to encourage suitable division of labour, specialisation and co-ordination in the Nordic countries, with common development of the infrastructure; to promote cross-border regional co-operation and popular co-operation in associations and organisations; and to promote projects to the advantage of the indigenous peoples in the Nordic countries.

The main priorities lie along lines of cultural and educational co-operation.

Adjacent Areas

The Nordic countries have many political, economic, and environmental interests in common with their adjacent areas, and co-operation with Estonia, Latvia, Lithuania, Kaliningrad, Northwest Russia and the Arctic area is important. Through an *Adjacent Areas Programme* funds are allocated for regional co-operation to promote democratic development, the market economy, respect for human rights and responsible use of resources.

The goals for the Adjacent Areas Programme are the following: to promote democracy, human rights, the development of social security and the transition to a functioning market economy; to develop and advocate common Nordic stances in the work for peace and security as a part of the pan-European arrangement for peace and security in Europe; to support and strengthen social processes that have public support to ease the democratic development of freedom of speech and an open public debate; to work for solutions to environmental problems in the Baltic Sea and the Arctic, as well as for a responsible and sustainable use of resources; to develop economic relations and trade relations; to work for Nordic co-operation in international fora; and to serve as a bridge between the Nordic adjacent areas and the EU.

The NCM has elaborated a framework programme for its adjacent areas policy for 2000-2002 (Table 3). The general points of departure for the programme can be summarised in three main points: to promote security in a very broad sense, to increase the common value system in the region, and to increase economic co-operation. The programme is based on three main instruments to achieve the overall goals: information and contact activity, scholarships and project activity. In addition the work programme entails Arctic co-operation.

Table 3. The NCM Adjacent Area Framework Programme – sector priorities

The Nordic Council of Ministers Framework Programme for Activities in the Adjacent Areas	Priorities	
	Culture	Competence, children and youth, minorities, mobility, infrastructure
	Education and research	Transfer of experiences and networking, Russia, Baltic states
	Agriculture and forestry	Democracy and welfare, competence and counselling, co-operation between universities, sustainable use of resources
	Traffic	Traffic safety program
	Regional policy	Development of organisations and guidance instruments, local administration development, cross-border regional co-operation
	Economy and finance	Support for SMEs in Russia and the Baltic states. Baltic Investment Programme
	Environment	Environment surveillance, NEFCO, enlargement process, sustainability in the Arctic
	Fisheries	Baltic 21, ICES report, women's network, the organisation Baltic Fisheries Co-operation
	Energy	Bergen declaration, Baltic Sea region. Sustainable energy supply, experience exchanges
	Labour market and free movement	Tripartite co-operation, knowledge transfer, working environment safety
	Social and health care	Children and youth, competence transfers
	Gender equality	Authorities experience exchanges, co-operation of NGOs and in research, promoting women's economic independence
	Narcotics	Preventive action, police and customs, international, regional co-operation, co-ordination of national efforts
	Industry	Support for establishment of SMEs, information technology, finance and investment, exchange programmes
	Building and habitation	Exchange of competence and training
	Consumer protection	Improve legal standing, promote access to information, establish independent consumer organisations
	Food	Nordic-Baltic Project Group on Food Control, Nordbalt, co-operation between foodstuff authorities
	Legislation	Combating crime, preventive efforts, juvenile delinquency, alternatives to imprisonment,

Europe

The Council of Ministers has increased its co-operation in promoting awareness of the Nordic countries and in serving as a forum for promoting common Nordic concerns vis-à-vis Europe.

2.2. The Council of the Baltic Sea States (CBSS)

The Council of the Baltic Sea States (CBSS) was established through the Copenhagen declaration in 1992 with the aim of co-operating to encourage democratic development in the region, greater unity between the countries involved and favourable economic development. The need for an increased co-operation grew out of the changing circumstances in the region. Partnership and co-operation became the new keywords for intergovernmental relations, especially towards the Newly Independent States.

The CBSS consists of twelve members: Denmark, Estonia, Finland, Iceland, Latvia, Lithuania, Norway, Poland, Russia, Sweden, Germany and the European Union, represented by the countries' respective foreign ministers and a member of the European Commission. The chairmanship rotates between the countries annually: Lithuania in 1998-99, Norway in 1999-2000 and Germany in 2000-01.

The organisational structure is a traditional intergovernmental one, with a secretariat located in Stockholm since 1998. The secretariat is under the supervision of the chairmanship and is funded by the member countries.

The Council works as a forum for guidance and co-ordination between the participating countries. The foreign minister serving as chairman is responsible for co-ordination of the ongoing activities between the ministerial meetings. The chairmanship also has a Committee of Senior Officials. The committee in turn assigns tasks to one of the three working groups under its jurisdiction: the Working Group on Democratic Institutions (WGDI), Working Group on Economic Co-operation (WGEC) and Working Group on Nuclear and Radiation Safety (WGNRS). Since 1996 the CBSS has had Action Programmes with additional guidelines for its activities. The three themes are: *Participation and Stable Political Development, Economic Integration and Prosperity, A Matter of Solidarity - The Baltic Sea Environment.*

Several other functions are associated with the CBSS, giving it a somewhat complex structure (see organisational charts in the Appendix). There is a *Commissioner* on Democratic Institutions and Human Rights, Including the Rights of Persons belonging to Minorities, with his own secretariat in Copenhagen since 1994. *Eurofaculty* is a co-operative project between higher educational institutions in the region. The CBSS has also arranged summit meetings between heads of government in order to obtain specific political guidance for the co-operation in the region.

Co-operation themes

Central themes for co-operation within the CBSS are:

- *Relations with the EU.* The CBSS emphasises the political importance of EU enlargement and the Common Strategy towards Russia and the Northern Dimension, and aspires to play a consultative role on common Baltic issues.
- *Economic co-operation.* The CBSS attaches particular importance to the removal of barriers to trade and investment. Another important area is the fight against bribery and corruption.
- *Energy.* Stable and reliable supplies of energy are prerequisites for economic growth and a long-term regional stability. The CBSS promotes co-operation to strengthen measures for the development of a sustainable, regionally integrated energy system. In addition, the CBSS has emphasised the strengthening of national measures and international co-operation on nuclear safety and radioactive waste management. The *Working Group on Nuclear and Radiation Safety* is active in the drafting of an intergovernmental agreement for data exchange and the finalisation of technical arrangements for radiation monitoring.
- *Transport.* As trade increases, both in value and volume, pressure is put on investments in infrastructure and its maintenance. Participating countries have co-operated e.g. on the Pan-European Transport Corridor and common Transport Infrastructure Needs Assessment as well as a joint Baltic 21/Helcom project on transport, "Transport Sector Investment Decision-Making in the Baltic Sea Region".
- *Democratic institutions, rule of law and human rights.* All member states in the CBSS now have a national Ombudsman or similar institutions. The Commissioner on Democratic Institutions and Human Rights who functions under the auspices of the CBSS has initiated a programme to strengthen democratic processes in the Baltic Sea Region, with the emphasis on good legislation.
- *Environment.* The CBSS has reported on the progress of a joint Baltic 21 action programme and encourages further work towards the goal of sustainable development. There is ongoing work on the Visions and Strategies around the Baltic Sea 2010 (VASAB 2010+) for spatial development.
- *Education, culture and youth.* Eurofaculty is a CBSS project promoting higher education in the region. The cultural heritage in the region is also of importance. Also, the CBSS emphasises the importance of co-operation in youth policy, in particular for the people-to-people partnership. A Baltic Sea Secretariat for Youth Affairs has been established in Kiel.

Cross-border and sub-regional co-operation

Cross-border co-operation between local and regional authorities, enterprises and institutions is carried out within the framework of the EU INTERREG, PHARE and TACIS programmes and as bilateral co-operation.

The regions around the Baltic Sea have to a greater degree become involved in economic co-operation, the promotion of investment, joint training of public administration personnel and measures for environmental protection, civil security, energy and infrastructure. The relations with the Kaliningrad Oblast and the Russian Federation are underlined in the context of EU enlargement. In this respect the CBSS enjoys the active support of the Parliamentary Conference on Co-operation in the Baltic Sea Region, Baltic Sea States Sub-regional Co-operation (BSSSC),

the Union of Baltic Cities (UBC) and the Baltic Co-ordinating Committee for the Multilateral PHARE Cross-Border Co-operation.

2.3. The Barents Euro-Arctic Council (BEAC)

In the aftermath of the Cold War it was necessary to find new means of consultation and co-operation with Russia. The Barents Euro-Arctic Council (BEAC) became one of the mechanisms to meet the demands for international co-operation and to tie Russia to Europe. This was a Norwegian initiative, aimed at normalisation of the ties between the Nordic countries and Russia. Stabilisation and co-operation was seen as a means to reduce military tensions, reduce environmental threats and improve standards of living in Russia. It was also a *regionalisation* initiative, in this context understood as the creation of a multilateral regional framework to promote stabilisation and to link the bordering regions.

The BEAC was established through the Kirkenes Declaration in 1993 when the founding member states declared their ambition to safeguard peaceful and stable development in the region, to strengthen and improve the cultural ties between peoples, to promote the making of new bilateral and multilateral contacts, to create a favourable environment for a sustainable economic and social development that precipitates a sustainable utilisation of the environment and natural resources, to acknowledge the interests of the indigenous peoples and encourage their involvement in this process. The challenges facing the Council entail the promotion of stability and security, economic co-operation across borders and the management of environmental problems.

The members include Denmark, Finland, Iceland, Norway, the Russian Federation, Sweden and the European Union. Observers are Canada, France, Germany, Italy, Japan, the Netherlands, Poland, the United Kingdom and the USA. The Council is comprised of the Ministers of Foreign Affairs in each member country. The Barents Council meets in March every year. A Committee of Senior Officials (CSO) is responsible for work in progress between the meetings. The CSO meets several times a year. In addition, there are several permanent and ad hoc working groups reporting to the CSO and the Council. The Chair rotates at two-year intervals. The secretariat rotates with the chair and is located within the Ministry of Foreign Affairs of the respective chairing country. In 2000, Russia holds the chairmanship; from 2001 it will be Sweden.

The Kirkenes Declaration also gave rise to a *regional strand of co-operation*, based on the regional authorities in each of the countries. This is known as the Barents Euro-Arctic Region (BEAR). Member regions are the counties of Nordland, Troms and Finnmark in Norway, Norrbotten and Västerbotten in Sweden, Lapland and Norra Österbotten in Finland, and Arkhangelsk, Murmansk, Karelia and Nenets in Russia.

The BEAR chairman is a County Governor or a County Mayor, depending upon where responsibilities for regional development issues at regional level is placed in each country. The Chair rotates between regions and the secretariat with it. Norway served as the first chairman and established a Norwegian BEAR secretariat in Kirkenes. This has now been made permanent, serving the BEAR on a more general level, functioning as a resource centre and co-ordinator for

the Barents Programme, and maintaining information activities and other contacts. In 2000, Murmansk Oblast holds the chairmanship; in 2001 it will move to Nordland.

The Barents Programme

This programme is the BEAR framework- and action programme for implementing its objectives as set out in the Kirkenes Declaration and by the Barents Council. Sustainability is a key word in all its work. The Barents Programme for 2000-2003 is comprised of five action plans for specified themes. The programme is multilateral but most projects are implemented bilaterally. The Council also emphasises that all projects should be anchored at a level that ensures national participation.

The Actions include:

1. *Industrial and commercial development/infrastructure*: framework conditions for industry and commerce are to be improved, new businesses and better nature resource management encouraged. Decreased energy consumption should be achieved through better production processes and better communications.
2. *Competence/education*: exchange programme for students, teachers and scientists. Increased research and development. Co-operation projects between universities and colleges in the region. Intended to provide the competence demanded by industry and commerce.
3. *Environment/health*: improve health conditions and living conditions, water quality and primary health care services. Encourages co-operation between health institutions in the region.
4. *Welfare/culture*: strengthening the relations between people in the region. The Council should be a cultural centre in Europe, evaluating and developing cultural diversity. To strengthen women's economic and social role, women's networks need to be fostered.
5. *Indigenous peoples*: for the three peoples, Saami, the Nenets, and the Vespians, there are separate action programmes to strengthen language, culture and commerce as well as ensure good health and living conditions. Energy consumption needs to decrease through the introduction of better production processes and better communications.

There are two additional programmes:

1. *The Exchange Programme for Higher Education*, in which Finland, Norway, Russia and Sweden participate.
2. *The Health Programme 1999-2002*. Participants are Finland, Norway, Russia, Sweden, with additional funding coming from the EU and WHO.

Actions within the Barents programme focus on the Russian part of the region and are funded by the other member states on a bilateral basis.

2.4. The Arctic Council (AC)

In 1989, in the aftermath of the Cold War, Finland took the initiative to cooperation on environmental issues among Arctic countries. This initiative was formalized at a Ministerial meeting in Rovaniemi in 1991 as the Arctic Environmental Protection Strategy (AEPS), also called the “Rovaniemi process”. In the late eighties Canada was the driving force behind the idea of establishing an Arctic Council which should broaden the agenda to include sustainable development in the Arctic.

Through the Ottawa declaration in 1996 the AC was established as a forum for promoting co-operation, co-ordination and interaction between the Arctic governments, involving the indigenous peoples and other Arctic inhabitants on common issues, in particular issues of sustainable development and environmental protection. The first ministerial meeting was held in Iqaluit, Canada, in 1998.

The Arctic Council has eight member countries: Canada, Denmark, Finland, Iceland, Norway, Russia, Sweden and the USA. An unusual and special feature for the Arctic Council is the category of “permanent participants” which was established in order to ensure full consultation with and the involvement of indigenous people. The Inuit Circumpolar Conference (ICC), the Saami Council, the Russian Association of Indigenous Peoples of the North (RAIPON) and the Aleut International Association (AIA) are recognized as permanent participants. The permanent participants participate in all aspects of the Council’s work. In addition twelve observers – countries, International Governmental Organisations and NGOs – are accredited observers to the Council

The primary objectives of the Council is to promote environmental protection, the legacy from AEPS, and to promote sustainable development, the broader tenet that has become more central as the Council was established through the Ottawa Declaration. The AC has endorsed a number of cooperative activities to be carried out by its subsidiary bodies. Decisions of the Arctic Council are to be by consensus of the members.

Four working groups/programs were established under the AEPS and are now subsidiary bodies to the Arctic Council: the Arctic Monitoring and Assessment Programme (AMAP), the Conservation of Arctic Flora and Fauna (CAFF), the Protection of the Arctic Marine Environment (PAME) and Emergency Prevention, Preparedness and Response (EPPR). With the establishment of the Arctic Council the mandate was extended to include a broader range of issues. Terms of Reference for a Sustainable Development Program (SDP) was adopted at the Ministerial meeting in Iqaluit in 1998, and a Sustainable Development Working Group (SDWG) was established.

The AC shall also disseminate information, encourage education and promote interest in Arctic issues. A committee of Senior Arctic Officials (SAO) handles the continuous work in the organisation. Meetings at the ministerial level are held every second year to supervise the Council’s activities and the work plans for the five working groups.

The responsibility for provision of secretariat functions rotates among the arctic states. The AC secretariat was located in Washington DC in the years 1998-2000, when USA was the chair country. From the autumn 2000, chairmanship is taken over by Finland for two years and the secretariat moves to Helsinki. The chair country covers secretarial costs. There is a separate secretariat that serves the permanent participants, the Indigenous Peoples' Secretariat, located in Copenhagen. Three of the working groups – AMAP, CAFF and PAME - have separate secretariats.

The secretariats, as well as activities within the AC are funded on a voluntary basis by the member countries. Funding of projects is also sought from other national and international sources. The working groups cooperate extensively with international governmental and non-governmental bodies

Sustainable Development

The Sustainable Development Working Group has received a number of proposals for projects from the arctic states and the four permanent participants on several issues.

Approved projects include: Children and Youth in the Arctic (Canada), Arctic Telemedicine (USA), Freshwater Fishery Management in the Barents Region (Saami Council), Comparative Analysis of Coastal Fishery Management Systems (Saami Council. In addition there are proposals on Ecological and Cultural Tourism (USA), Survey of Living Conditions in the Arctic (Denmark/Greenland), Reindeer Husbandry (Norway) Capacity Building (Canada) and projects relating to health and infectious diseases. In the graph below the activities and the interfaces within and outside the organisation are depicted.

Arctic Monitoring and Assessment Programme (AMAP)

The programme was started in 1991 to prepare for the assessment of the state of the environment in the Arctic with respect to persistent organic pollutants, radionuclides, heavy metals and acidifying substances. The programme also covers issues pertaining to petroleum hydrocarbons, climate change, ozone depletion and UV-radiation – entailing among other things identification of the sources of pollution, pathways, levels and trends, and the effects on the ecosystem and the human populations. The AMAP-mandate also comprises data collection, establishment of databases, collection and exchange of data on impacts.

The working group has published a Strategic Plan covering 1998-2003. Activities include dissemination of information regarding AMAP Monitoring Programmes and National Implementation Plans that are collected in a register, Arctic Climate Impact Assessment (ACIA), information on pollution sources, Thematic Data Centres (TDCs). AMAP also participates in special projects, e.g. on the phase-out of PCB use in the Russian Federation and on persistent toxic substances, food security and indigenous peoples, the latter in co-operation with the Russian Association of the Indigenous Peoples in the North, RAIPON, and the Global Environment Facility (GEF). AMAP also co-ordinates a health-component of the project on Children and Youth in the Arctic, a SDWG project.

AMAP has affiliations with several international bodies, e.g. the International Arctic Science Committee (IASC), the United Nations Environmental Programme (UNEP), the International Atomic Energy Agency (IAEA) and the International Council for the Exploration of the Sea

(ICES). The AMAP working group with its secretariat in Norway finances its activities through voluntary contributions from the Arctic Countries and organisations such as the Nordic Council of Ministers that provides funding for several core projects.

Conservation of Flora and Fauna (CAFF)

CAFF was established in 1991 within the framework of the AEPS as a forum for scientists, indigenous peoples and conservation managers to collaborate as appropriate for more efficient research, sustainable utilization and conservation.

A Strategic Plan, adopted by the Arctic Council in 1998, guides CAFF's work. Its five objectives relate to monitoring of biodiversity, conservation of species and habitats, establishment and networking of protected areas, conservation outside protected areas, and information sharing and integration of biodiversity objectives into economic sectors. Among the guiding principles of CAFF is also the integration of indigenous interests and traditional knowledge into the program of work.

CAFF's current activities include establishment of circumpolar networks to monitor key elements of Arctic biodiversity, implementation of conservation strategies for Arctic murre and eider populations, preparation of a Circumpolar Arctic Vegetation Map, implementation and further development of a Circumpolar Protected Areas Network (CPAN), collaboration with RAIPON on protection of sacred sites of indigenous peoples in the Russian Arctic, participation in the Arctic Climate Impact Assessment, preparation of integrated management strategies for biodiversity conservation in the Russian Arctic in collaboration with UNEP and the Global Environment Facility, and the preparation of an Overview Report on Status and Trends of Arctic Flora and Fauna.

The CAFF secretariat is located in Iceland and it has links to several international and non-governmental organisations including the International Arctic Science Committee (IASC), World Wide Fund for Nature (WWF), United Nations Environment Programme (UNEP), and the World Conservation Union (IUCN). The operating cost of the CAFF secretariat is co-shared among the Arctic countries. CAFF program activities are funded through voluntary contributions from the Arctic countries and organisations such as the Nordic Council of Ministers.

Emergency Prevention, Preparedness and Response (EPPR)

The EPPR was established within the ambit of the AEPS in 1991 to provide the framework for future co-operation in prevention, preparedness and response to environmental emergencies that are a result of human activities. The working group has prepared a strategic action plan, consisting of two parts, a strategic plan on the mandate and the objectives and a work plan on the activities, information on existing projects and possible future co-operation. The "Arctic Guide for Emergency Prevention, Preparedness and Response" provides a network for information dissemination and co-operation between the Arctic countries in emergency situations. Other activities include a Field Guide for Oil Spill Response in Arctic waters, a GIS-based Circumpolar Map of Resources at Risk from Oil Spills and development of source control management, and spill prevention strategies for high-risk activities in the Arctic

Finland is the lead country in the EPPR working group and as the chair country finances the secretariat support functions.

Protection of the Arctic Marine Environment (PAME)

The PAME working group addresses policy and non-emergency pollution prevention and control measures related to the protection of the marine environment from land and sea based activities. These include co-ordinated action programmes and guidelines complementing existing international arrangements.

The working group has elaborated the Regional Programme of Action for the Protection of the Arctic Marine Environment from Land-based Activities (RPA). Initially the focus is upon persistent organic pollutants and heavy metals that present the major threat to the marine environment. Subsequently the action programme entails addressing other contaminants and activities that destroy or degrade the environment. The working group has developed a Work Plan for 2000-2002. Activities include support for the development and implementation of the Russian National Plan of Action (NPA-Arctic), evaluation of the Offshore Oil and Gas Guidelines, analysis on present and future shipping activities in the Arctic, continue activities in identifying means of preventing or reducing pollution of the Arctic environment through coordinated action programmes and guidelines complementing existing international agreements.

The PAME international secretariat is located on Iceland and it has links to several international and non-governmental organisations including the Advisory Committee on Protection of the Sea (ACOPS), World Wide Fund for Nature (WWF), United Nations Environment Programme, International Association of Oil & Gas Producers' (OGP) and The World Conservation Union (IUCN).

Other initiatives

1. Arctic Council Action Plan to Eliminate Pollution of the Arctic (ACAP): Based on the recommendations and findings of the AMAP report: Arctic Pollution Issues: A State of the Arctic Environment Report, the Arctic Council initiated work on an action plan for combating pollution of the Arctic. Norway has been lead country and the ACAP is now ready for adoption at the ministerial meeting in Barrow, October 2000. Priority areas are: Persistent Organic Pollutants (POPs), heavy metals, radioactivity and depletion of the ozone layer. An interim steering committee will probably be the body for implementation of ACAP.
2. Environmental Impact Assessment: The AC dealt with guidelines for environmental impact assessments (EIA) in 1997. An electronic exchange of information has been set up to promote the implementation of the guidelines on EIA. An internet homepage is being set up to help developers, authorities and the public to attain information regularly.
3. Arctic Climate Impact Assessment (ACIA): In 1998 AMAP and CAFF took the initiative, in cooperation with the International Arctic Science Committee (IASC), to assess the effects of climate change and UV-B radiation on Arctic ecosystems and societies. An Assessment Steering Committee (ASC) was established to coordinate the ACIA.
4. The SAOs have during the last year discussed the need for a review of the organizational structure of the Arctic Council with a view to achieve a more effective structure to meet present and future challenges.

Associated activities

The University of the Arctic Circumpolar Universities Association took the initiative to establish a “university without walls” in the Arctic. The Arctic Council has encouraged this initiative. An Interim Council was established in 1998 to develop the programmatic activities of the University of the Arctic. Finland has financed a coordination office for the University of the Arctic in Rovaniemi to assist the Interim Council. Plans are underway to officially launch the University of the Arctic in June 2001.

3. Organisations within the same field

3.1. European Union budgetary instruments

The European Union Community Initiative INTERREG III

The INTERREG Community Initiative promotes cross-border and interregional co-operation to encourage harmonious and balanced development of the European Territory. The Initiative covers both EU Member States and non-member states. The newest initiative, INTERREG III, will run during 2000-2006 and has three strands:

- INTERREG IIIA: cross-border co-operation - the promotion of integrated regional development between bordering regions.
- INTERREG IIIB: transnational co-operation - contributing to an integrated and harmonious territory.
- INTERREG IIIC: interregional co-operation - to improve policies and techniques of interregional economic development.

The INTERREG initiative is implemented through *programmes* with specific geographical partners. Programme documents are of a hierarchical nature, with a regional analysis, objectives and strategies for programme interventions, definitions of priorities and measures, indicators for achievements, criteria for project selection, and monitoring and evaluation routines. There are fixed multiannual budgets and rules for EU and national co-funding of projects.

The four regional Councils focused on in this study are quite different in nature than these programmes. The NC/NCM, CBSS, BEAC and AC are international organisations and platforms for implementations of projects of common interest. Only the NCM has a budget of its own which also encompasses implementation of projects.

The relevance of the INTERREG initiative in our context is that it is partly overlapping in geography as well as in content and, even more importantly, that INTERREG programmes probably offer the most powerful means of project implementation in several of “our” regions. While the NCM spent 16 million DKK in 2000 on cross-border Nordic co-operation, the annual INTERREG III allocation for the Nordic EU Member States amounts to 20 times that sum. These programmes should therefore be considered when discussing co-ordination needs and options, especially as the experiences from the previous period show that there are co-ordination problems between these programmes and other financial instruments.

The three INTERREG IIIB programmes, the Baltic Sea, the Northern Periphery and the North Sea, are of particular interest for the four international organisations. INTERREG IIIB programmes can provide funding for projects within the following themes:

- Spatial development strategies including co-operation among cities and between rural and urban areas to promote a polycentric and sustainable development;

- Development of efficient and sustainable transport systems and improved access to the information society;
- Promotion of the environment and good management of cultural heritage and of natural resources, in particular water resources;
- Specific priorities such as promotion of integrated co-operation of maritime regions and of insular regions as well as integrated co-operation of ultra peripheral regions;
- Technical assistance to establishment of transnational partnership.

The geographical overlap is illustrated in Table 4. As we can see, the overlap is considerable. The INTERREG programmes were in many cases based upon Nordic cross-border co-operation which had begun some 20 years earlier. The NCM sponsored co-operation was instrumental for these regions in obtaining EU funding. At the same time, however, the new programmes are far more important and extensive than the old ones, both in terms of funding as well as in establishment of partnerships and programming and implementation routines.

Table 5 indicates the countries participating in INTERREG programmes. In addition to the five Nordic countries and their three self-governing regions, four non-Nordic EU member states and six transition countries are included into these co-operation structures.

Table 4. INTERREG Programmes 1995-99 and 2000-06 in the area covered by the four regional Councils

The Regional Councils	INTERREG II 1995-99	INTERREG III 2000-06
NCM Nordic Cross-border programmes: North Calotte, North Atlantic, MittNorden, Kvarken, ARKO, Østfold-Bohuslän, Øresund, Archipelago	<ul style="list-style-type: none"> • North Calotte • Kvarken MittSkandia • Nordic Green Belt • Borderless Co-operation • Inner Scandinavia • Archipelago • Øresund 	<ul style="list-style-type: none"> • North Calotte • Kvarken MittSkandia • Nordic Green Belt • Norway-Sweden • Archipelago • Øresund
Arctic Council and Barents Euro-Arctic Council	<ul style="list-style-type: none"> • Barents • Karelia • South East Finland • North Sea • 	<ul style="list-style-type: none"> • Barents/Kolarctic • South East Finland • Karelia • Northern Periphery • North Sea
Council of Baltic Sea States	<ul style="list-style-type: none"> • Baltic Sea • South Finland Costal Zone • Bornholm 	<ul style="list-style-type: none"> • Baltic Sea • South Finland Costal Zone • Bornholm

Table 5. Countries eligible for INTERREG-programmes

Countries	INTERREG III A Programmes of Council relevance	INTERREG III B Baltic Sea Region	INTERREG III B Northern Periphery	INTERREG III B North Sea
Belarus		•		
Belgium	•			•
Denmark*	•	•	•	•
Estonia	•	•		
Germany	•	•		•
Finland**	•	•	•	
Iceland			•	
Latvia		•		
Lithuania		•		
Netherlands				•
Norway	•	•	•	•
Poland	•	•		
Russia	•	•		
Sweden	•	•	•	•
United Kingdom			•	•

* including Greenland and the Faroe Islands

** including Åland

Other EU instruments: PHARE, SAPARD, ISPA, TACIS

A number of additional EU budgetary instruments are significant in relation to the geographic and thematic areas that the four regional Councils cover. These programmes are directed towards the external relations of the EU. We can identify two categories of relevant programmes. The first is part of the pre-accession strategy of the EU vis-à-vis applicant countries. The strategy aims at: providing a consistent and coherent programme to prepare the countries to join the EU; providing a single framework for various forms of EU assistance; making applicants familiar with the procedures and policies of the union.

The following instruments are relevant in this respect:

- PHARE under DG Enlargement: the main channel for technical co-operation with the countries of Central and Eastern Europe: institution building to facilitate the adoption of the Union's legislative framework, e.g. twinning projects, and investment support to bring industries and infrastructure up to EU standards. The budget is 1.5 billion EUR annually and The Accession Partnerships provide the basis for programming national PHARE programmes, cross-border co-operation programmes and additional pre-accession support.

- SAPARD (Special Accession Programme for Agriculture and Rural Development) under DG Agriculture: aid for modernisation of agriculture, agricultural and rural development. 0.5 billion EUR annually.
- ISPA (Instrument for Structural Policies for Pre-Accession) under DG Regio: development of transport and environmental infrastructure following the approach of the Cohesion Fund. Central governments are the recipients. 1 billion EUR annually.

Eligible countries for these instruments are: Bulgaria, Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Romania, Slovakia, and Slovenia. The PHARE programme is also directed at three non-candidate countries: Albania, the former Yugoslav Republic of Macedonia (fYROM), and Bosnia and Herzegovina, with the goal of promoting their transition to democracy and a market economy.

The other category consists of one instrument, TACIS. The EU has been employing it since 1991 to support transition in the Newly Independent States, i.e. twelve former Soviet Union countries and Mongolia. TACIS provides grants to finance the transfer of know-how to these countries. The intention was originally (and still is) to forge closer economic and political links with these countries, thus fostering the development of market economies and democratic societies.

3.2. The Northern Dimension

The *EU Northern Dimension* is intended to be a mechanism for co-ordination across all the Councils in this study. The Northern Dimension aims at strengthening the position of the EU in northern Europe. The key focus is on the relationship between the countries of the EU and the Baltic Sea area and Russia.

The initiative to develop a Northern Dimension was taken by Finland as a means for focusing on the EU border with Russia. It can be seen as an attempt to construct an institutional framework for *bi-lateral co-operation* between the EU and Russia in northern Europe and as a framework for EU activities in this region in particular. If successful, the Northern Dimension could also prove to be a significant factor for co-ordination of all activities across the EU-Russian border, i.e. integrating other co-operative arrangements as well.

A first step in this direction was taken in June 2000, when the *Action Plan* for the Northern Dimension was approved. The Action Plan defines the geography of the Northern Dimension in rather general terms, including a flexible area from Iceland on the west to northwest Russia, from the Norwegian, Barents and Kara Seas in the north to the southern coast of the Baltic Sea. The Plan will be carried out through existing EU instruments, including the Association Agreements between the EU and the Member States and the applicant countries, the Partnership and Co-operation Agreement (PCA) with Russia, and the European Economic Area Agreement with Norway and Iceland.

The Action Plan addresses a wide scope of challenges, with the most important being security, stability, democratic reforms and sustainable development, followed by the sustainable use of natural resources.

In this way, the Action Plan should make it possible to incorporate most of the European activities of the Councils included in this study, in terms of measures, target groups and geography.

The Action plan also refers to the actors. It places the CBSS, BEAC and AC, in one group, which “may assume a significant role in consultation with the Council of the EU in identifying common interests of the Northern Dimension Region. Added value may be provided by coming to an agreement on common priorities”. The second group includes the NCM, together with the Baltic Council of Ministers and the Barents Regional Council, who may be “consulted”, in accordance with EU rules, when *implementing* the Action Plan.

The Northern Dimension spans a geographic area and a scope of action that is very broadly defined. Its ambition is to establish an institutional context for co-ordinating EU funds and instruments and regulating relationship between the Councils included in this study and the relevant EU funds and instruments.

The EU policies and budgetary instruments of specific relevance for the four regional Councils are summarised in Table 6.

Table 6. EU policies and budgetary instruments: interfaces with the North

<p><i>EUROPEAN UNION EXTERNAL AND CROSS-BORDER POLICIES:</i></p> <p>NORTHERN DIMENSION</p> <ul style="list-style-type: none"> - A positive interdependence that enhances security, stability, democratic reforms, and sustainable development <p>EU, Estonia, Iceland, Latvia, Lithuania, Norway, Poland and the Russian Federation</p> <p>Key targets for action:</p> <ul style="list-style-type: none"> • infrastructure, including transport, energy and telecommunication • environment and nuclear safety • education • research • training and human resources development • public health and social administration • cross-border co-operation • cross-border trade and investment • fight against crime 	<p><i>EUROPEAN UNION BUDGETARY INSTRUMENTS:</i></p> <div style="border: 1px solid black; display: inline-block; padding: 5px; margin-right: 10px; text-align: center;">Enlargement</div> <ul style="list-style-type: none"> PHARE: to strengthen institutional and administrative structures of applicant countries ISPA: infrastructure in transport and environment SAPARD: agriculture <p>TACIS: New Independent States and Mongolia, transfer of technology and know-how</p> <p>INTERREG III A; INTERREG III B: Baltic, Northern Periphery, North Sea, on cross-border co-operation</p>
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3.3. The North Sea Commission and the Baltic Sea Commission

In conjunction with the discussion of the INTERREG programmes mention should also be made of a number of regional players operating within the same geographical area. The point of the discussion is to illustrate the possible overlap with other interregional councils.

In the North Sea area governments have been concerned about the conditions of the North Sea and government conferences have been arranged in order to address environmental concerns, e.g. leading up to the Esbjerg Declaration of 1995, with a particular focus on discharges of dangerous substances into the sea.

Also at the regional level, institutionalised co-operation has emerged with the establishment of the North Sea Commission (NSC) in 1989 under the Conference for Peripheral Maritime Regions (CPMR) in order to further partnerships between the regional authorities managing the challenges and opportunities presented by the North Sea. Activities entail mostly encouragement of joint development initiatives and efforts to develop common stances on various issues vis-à-vis the European Union. The activities are action-oriented and carried out by the secretariat in Viborg, Denmark, with six technical groups located regionally. Issues of common concern pertain to: business development, culture and tourism, communication and transport, environment, and fisheries. In addition to these themes, the NSC has pinpointed planning/infrastructure, education and research, regional-co-operation and EU issues as the main themes in the co-operation of the NSC and its member regions.

Under the same umbrella of the CPMR there has been, since 1996, an equivalent organisation for the Baltic Sea, the Baltic Sea Commission (BSC) with its secretariat in Stockholm. With a function similar to that of the North Sea organisation, the BSC serves as a network to promote co-ordination and co-operation, to initiate and implement useful projects and provide access to European Union institutions. Its activities comprise transfer of knowledge and experience, a coastal zones inter-commission group, a youth forum, an America-Latina inter-commission group, a Mediterranean/Baltic co-operation group, and spatial planning. Both of the commissions under the CPMR have direct links to previous and ongoing INTERREG programmes.

4. Overlap in Geography and Themes

4.1. Geographic coverage

In Chapters 2 and 3 we have outlined the structure and content of a number of regional Councils and co-operation instruments in the North. Proceeding on the basis of that exposition, we can highlight some dimensions that may give rise to overlap between these organisations.

The first step is to consider the geographic coverage of the four Councils in the North (Figure 3). The first observation is that the Nordic countries constitute the core countries, belonging to all four organisations. The NC/NCM co-operation has the longest history (50 years), is the most wide-ranging (covering almost every field of public administration), and is the most formalised and institutionalised (own budget, large number of committees and institutions). They are therefore placed at the core of the diagram.

The second observation is that the three other organisations, CBSS, CEAC and AC, have all been created as mechanisms of international co-operation on particular geographically related issues. These organisations became topical instruments in the aftermath of the Cold War in order to find new means of international co-operation. Some distinguishing features should be highlighted. The Barents Council is more oriented towards northern European-Russian relationships, while the Arctic Council also has a North American agenda. The Council of the Baltic Sea States, for its part, is positioned around the Baltic Sea. The Barents Council also has the particular feature that the co-operation takes place at two levels, one intergovernmental and one regional. There are formalised structures between regions and cities in the Baltic region as well.

A third observation is that there is significant geographic overlap between the four organisations, the current EU financial instruments and the external and cross-border policies embodied in the Northern Dimension. There are the INTERREG III B-programmes targeted towards the Baltic Sea and the North Sea, which in turn correspond to the inter-regional councils, the Baltic Sea Commission and North Sea Commission, respectively. There is also the INTERREG III B Northern Periphery programme, which is directed towards parts of Finland, Iceland, Norway and Sweden. The pre-accession instruments PHARE/SAPARD/ISPA are directed towards the applicant countries to the EU, and the TACIS programme towards the Newly Independent States.

A fourth observation is that the geography of Council membership differs from their political geography and project geography. The NCM has both an Adjacent Area and an European agenda while the AC, BEAC and CBSS focus on specific parts of their member countries.

A fifth observation is the variety in the layers of relations encompassed in the various Councils. Some states attain observer status in the Councils, the AC has active members in addition to the participating countries and the BEAC has a specific regional strand of co-operation.

The question of overlap in membership is therefore illustrated in Table 7, where members as well as observers are indicated both for the Councils and for Interreg programmes and accession instruments. The overall picture is one of considerable geographical overlap.

Figure 3. Membership in the four regional councils

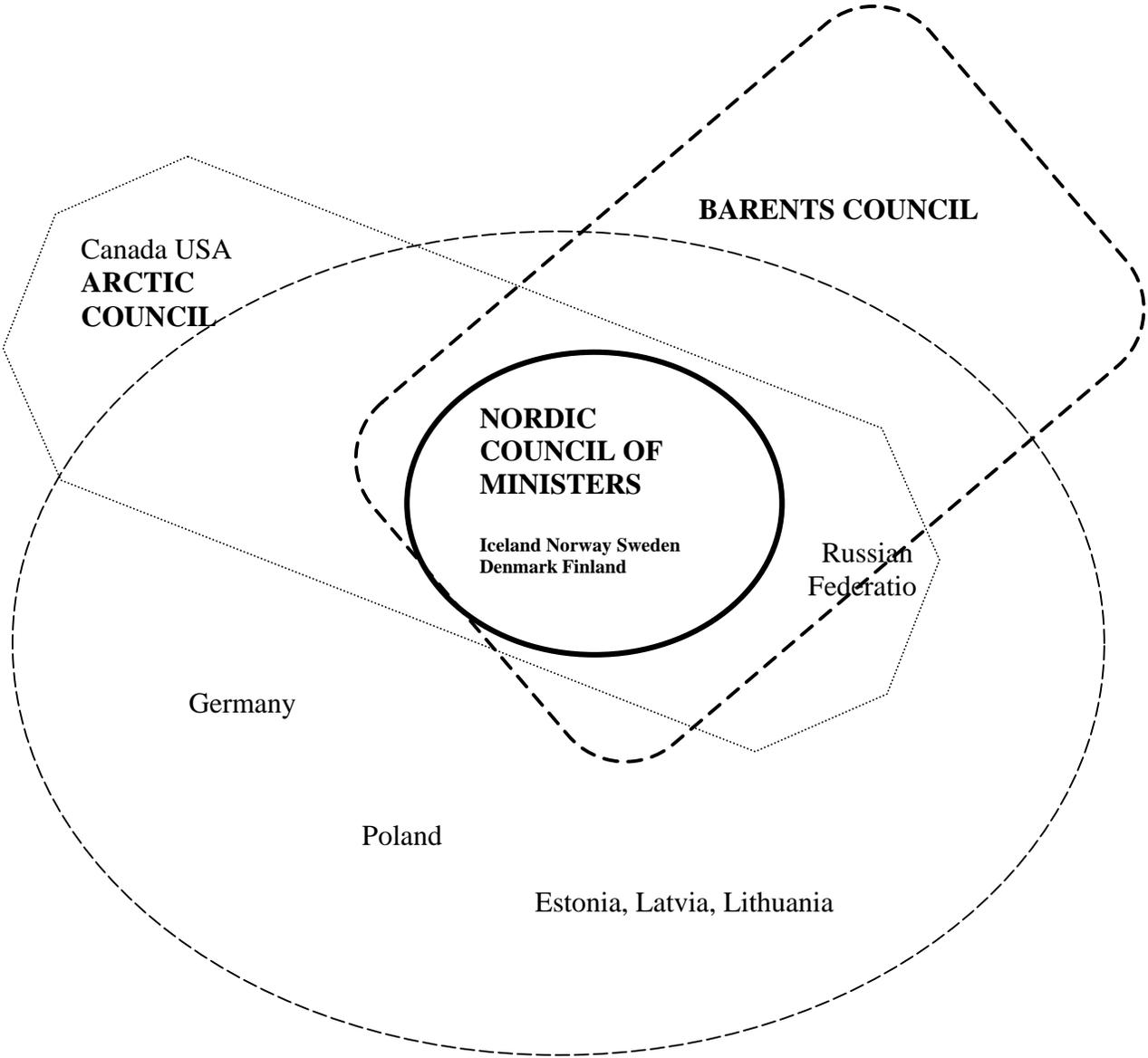


Table 7. Geographical overlap: members (M) and observers (o) in organisations, and NC/NCM information offices (i).

Arctic Council	Council of Baltic Sea States	Barents Council	Nordic Council and Nordic Council of Ministers		INTERREG Baltic Sea	INTERREG Northern Periphery	INTERREG North Sea
M	M	M	M	Denmark	M	M	M
M	M	M	M	Finland	M	M	
M	M	M	M	Iceland		M	
M	M	M	M	Norway	M	M	M
M	M	M	M	Sweden	M	M	M
	M		i	Estonia	M		
	M		i	Latvia	M		
	M		i	Lithuania	M		
o	M	o		Germany	M		M
o	M	o		Poland	M		
M	M	M	i	Russia	M		
				Belarus	M		
o	o	o		UK		M	M
o				Netherlands			M
				Belgium			M
M		o		Canada			
M	o	o		USA			
	M	M		EU			
	o	o		France			
	o			Italy			
	o			Ukraine			
		o		Japan			

4.2. Overlapping activities

In addition to the geographical aspects of the four organisations, their thematic aspects need to be considered (see Table 8).

The most wide-ranging activities are those of the Nordic Council of Ministers. As we have pointed out, this organisation has a more lengthy history than the others and a more formalised framework. Its three major areas of interest are: in the Nordic countries, co-operation on culture, education and research, IT, environment, resource policy, well-being and industry; in the Adjacent Areas and the Northern Dimension, sustainable development, enlargement and economic co-operation; and in Europe/the EU to promote common Nordic viewpoints.

Table 8. Overlap in thematic focus

	AC	BEAC	CBSS	NCM
Democracy and human rights			X	X
Culture		X		X
Indigenous people	X	X		X
Health	X	X	X	X
Education and research		X		X
Environment	X	X	X	X
Nuclear safety		X	X	
Industrial and economic development		X	X	X
Energy		X	X	X
Transport infrastructure	X	X	X	X

The three other organisations have a somewhat more specialised focus. The Council of the Baltic Sea States focuses on regional co-operation and communication, economic policy as regards investment and trade and SME industrial policy, education and research (Eurofaculty), environment and energy, nuclear safety, as well as democracy and human rights.

The Arctic Council, in turn, has a clear sustainable development profile. It includes education and research, environmental protection, emergency prevention, preparedness and response, health issues and issues relating to indigenous peoples, e.g. fisheries of Saami peoples.

The Barents Council, finally, shares some themes with both the Arctic Council and the Council of the Baltic Sea States: well being, health and culture of the indigenous peoples are high on its agenda. Education and research also constitute parts of its activities. Another aspect of the Barents programme is activities pertaining to industrial and commercial development, infrastructure, competence enhancement and sustainable development.

However, even if their headlines and themes are the same, the actual issues in question and the geographical dimensions may be different. While the AC is interested in the Northern Sea Route between Europe and Asia, the CBSS is concerned with Via Baltica. And when the AC is working with health issues for the indigenous populations in the far north and the prospects of developing telemedicine, the BEAC and the CBSS concentrate on contagious diseases. And while the BEAC and the CBSS both work on transition of the former Soviet countries, the BEAC has Russia as the only transitional member state, while the CBSS has four additional members.

Keeping the above in mind, four kinds of thematic overlap can be assessed as the most fundamental ones:

- *The overlap concerning the links to Russia.* The post-WWII Councils AC, BEAC and CBSS were all established as a means of normalising relations to Russia. Economic development, environmental issues and cultural exchange are high on the agenda. Co-operation between

Russia and its neighbouring countries is discussed at Council meetings, but projects themselves are carried out on a bilateral basis. There is, therefore, scope for better co-ordination here.

- *The overlap between the BEAC and CBSS, on the one hand, and INTERREG IIIB programmes, on the other.* There are INTERREG IIIB programmes with a geography more or less identical to the Barents and Baltic Councils. Since the Councils administratively belong to the domain of the respective Ministries for Foreign Affairs and the INTERREG programmes to the domain of EU regional policy, the links between them are not necessarily obvious for the Councils themselves. But when it comes to implementation of specific projects and to co-operation with the regions in the areas, the overlap in activities is obvious.
- *Overlap between the NCM Adjacent Programme, on one side, and BEAC and CBSS on the other.* The NCM Adjacent Programme provides scope to extend almost every sector of Nordic co-operation to include the Baltic Sea region. There are examples of co-funding between the Councils, e.g. when the NCM finances a significant part of the energy secretariat of the CBSS. Co-funding of projects is an efficient means of co-operation between Councils, especially if operating under different regulations facilitates progress that would otherwise be difficult. However, one could question the rationale behind the Nordic countries operating through several Councils at the same time to fund the same kind of activities.
- *The overlap between NCM cross-border programmes and INTERREG IIIA programmes.* The NCM cross-border programmes are, in financial terms, very limited as compared with INTERREG. Nordic funding is more easily accessible and may be used for activities which could otherwise be difficult due to the more complicated INTERREG regulations, which is a positive result of having two sources for project funding. However, the NCM contribution is now rather marginal in financial terms, and it is a question whether it makes a visible difference.

To discuss the more practical ways of improving co-operation and co-ordination, it is necessary to examine more closely how these overlaps are manifest in the ongoing work. This has proved difficult to do in this paper, as it requires more time than was available for this pre-study to develop the necessary comprehensive overview of all activities. It remains as one of the tasks for further work within this area.

4.3. Co-ordination of activities: some questions for further work

Based on this list, a relevant question is what kind of co-ordinating mechanisms are operative, what the problems and challenges consist of, and what possible outcomes could be. For each theme, mechanisms, challenges and outcomes of co-ordination can be identified. Further work in this area should proceed with in-depth studies of particular themes, to test the hypotheses of connections between them.

Important existing mechanisms of co-ordination are

- *Contact at secretariat level.* Secretariats can arrange meetings for mutual exchange of information, thus enhancing co-ordination at the level of implementation.
- *Interlocking working groups.* In some cases, like nuclear safety, co-ordination is achieved by ad hoc working groups, reporting to several Councils on the same questions.
- *Project level networks.* In some cases, like environment and transportation, networks at the project level may provide on the ground co-ordination between people and institutions engaged in similar types of work under the auspices of different Councils.

In a world characterised by institutional fragmentation, actors at the operational level must bear the burden of too much information. Seen in this context, frequent complaints about “too many and over-lapping meetings” often encountered among people at the operational level may be a good sign, indicating that operational level co-ordination is in fact working. On the other hand, another significant empirical observation from our interviews, pointing in a different direction, is a lack of basic knowledge of what is going on among actors in the field who can be assumed to be well informed. Accordingly, our preliminary study indicates that three sets of hypotheses regarding possible co-ordination problems and outcomes of these problems still are relevant:

Given the present state of the field, the best way to investigate this is by making an in-depth analysis of selected themes where overlap is found.

Table 9 Hypotheses regarding co-ordination problems

Co-ordination problem	Possible outcome of the problem
1. Similar work done several times	Experiences has to be made over and over again by different actors
2. Insufficient information	Funding decisions based on insufficient data, waste of resources
3. Unclear responsibilities	Important tasks are not solved

Appendix: Inter-organisational Charts

Figure 4. The Nordic Council/Nordic Council of Ministers

Figure 5. The Council of the Baltic Sea States

Figure 6. CBSS links to other organisations

Figure 7. The Barents Euro-Arctic Council

Figure 8. The Arctic Council

Figure 9. Activities and interfaces within AC

Figure 10. The North Sea Commission and the Baltic Sea Commission

Figure 4. Nordic Council/Nordic Council of Ministers organisation chart

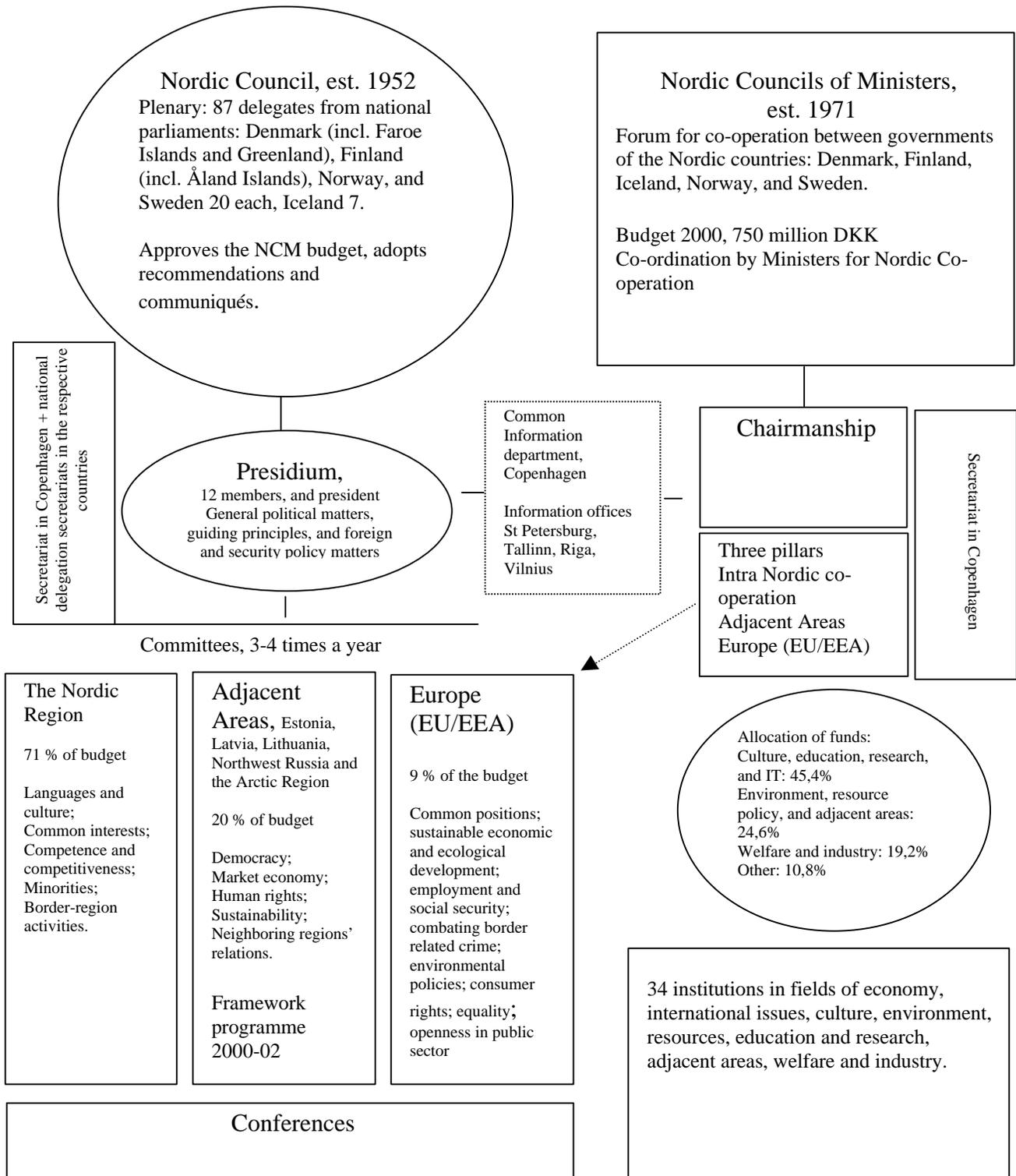


Figure 5. The Council of the Baltic Sea States Organisation chart

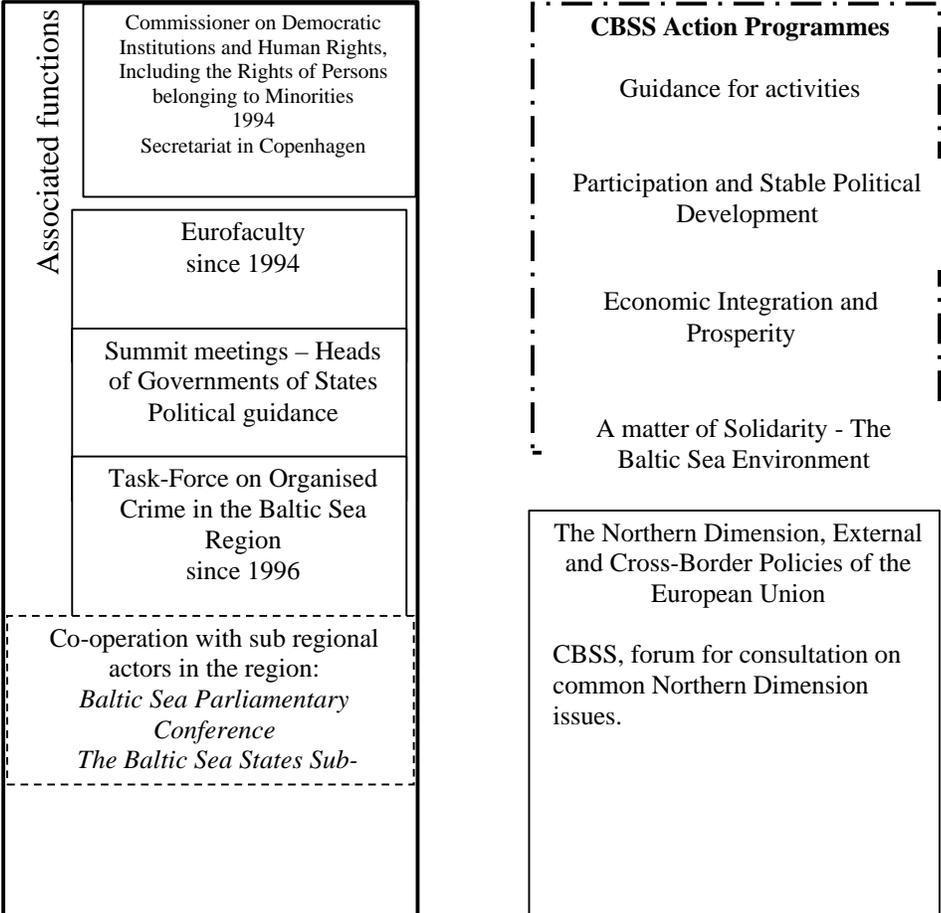


Figure 6. CBSS links to other organisations

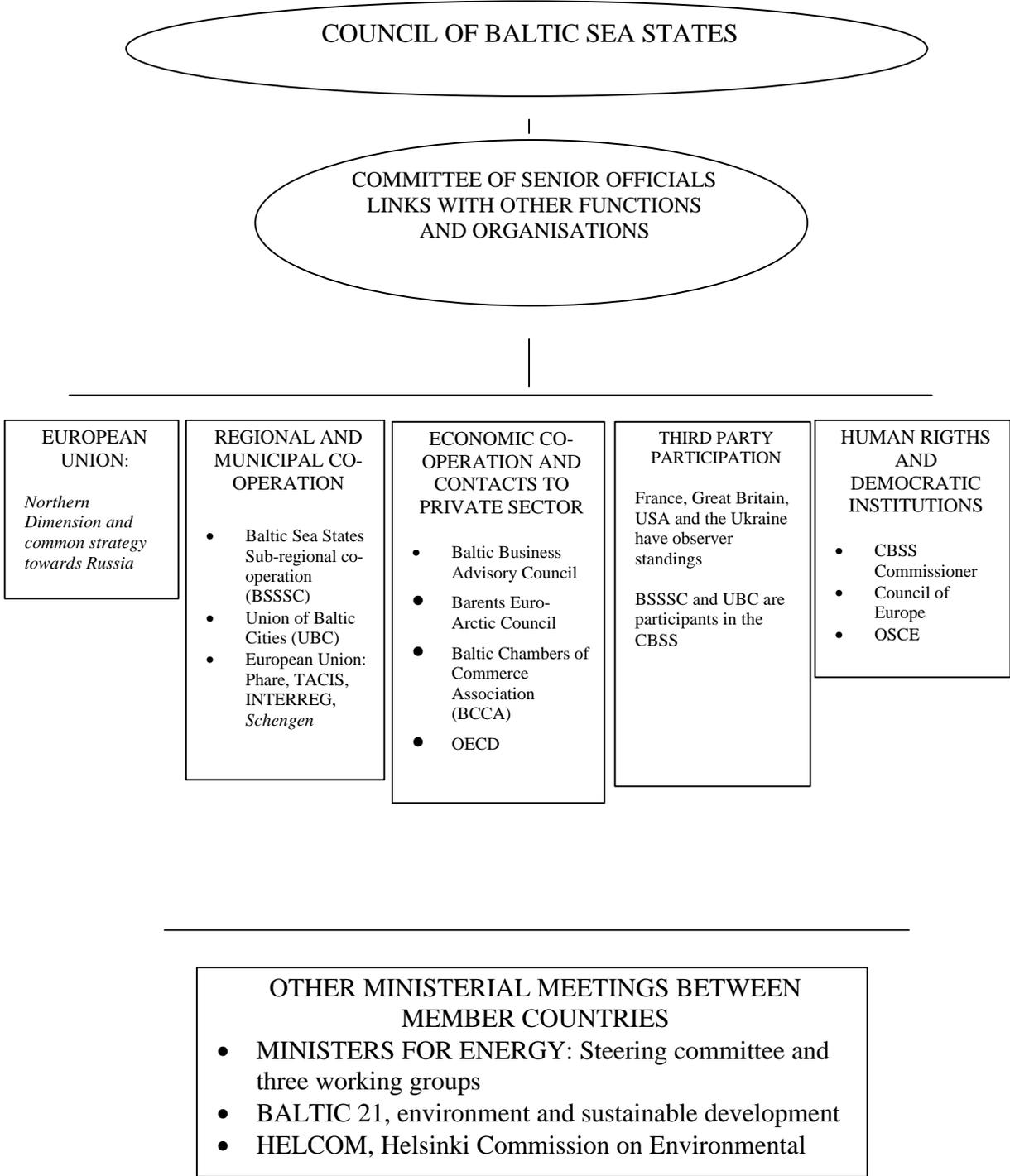


Figure 7. The Barents Euro-Arctic Council organisation chart

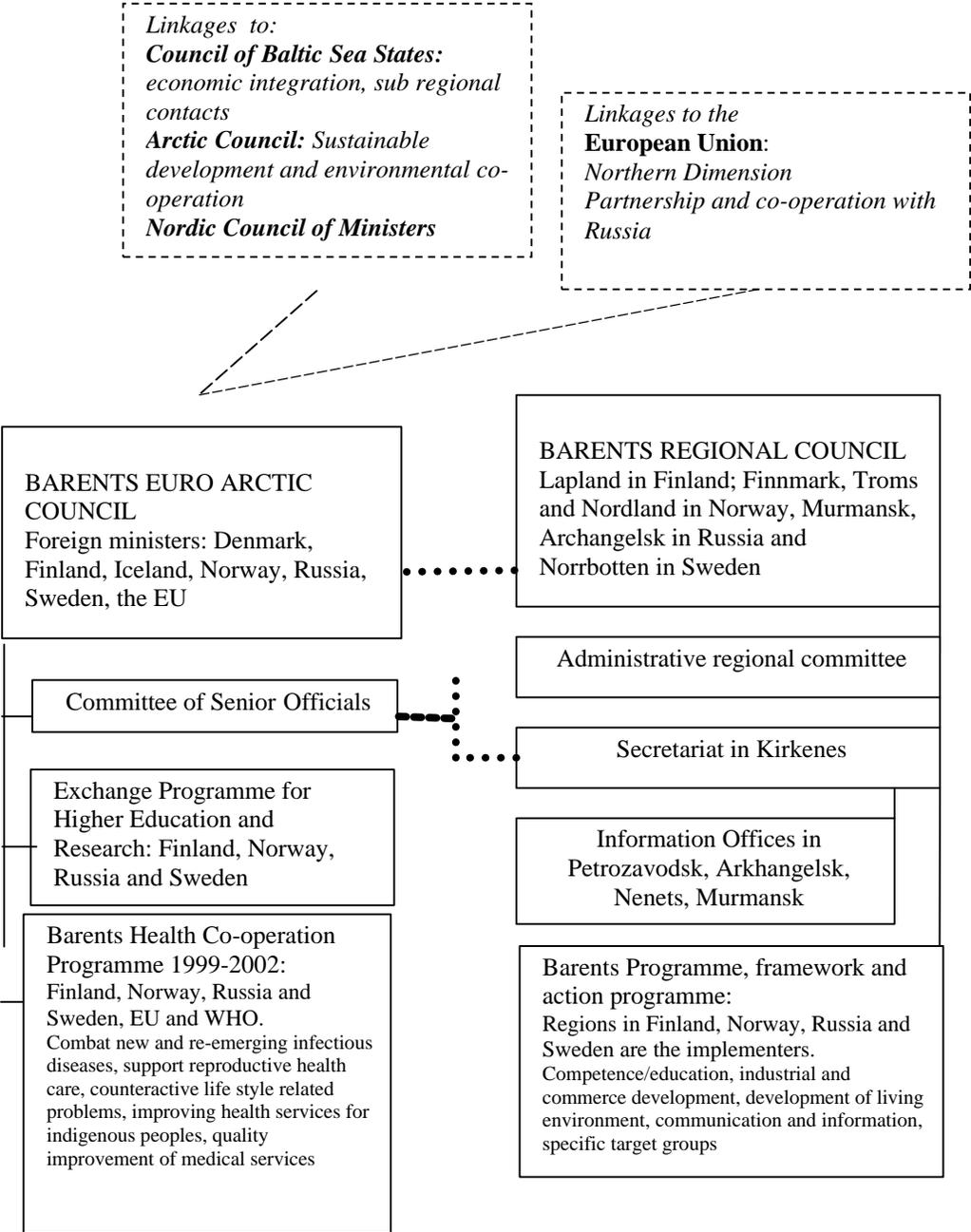


Figure 8. The Arctic Council organisation chart

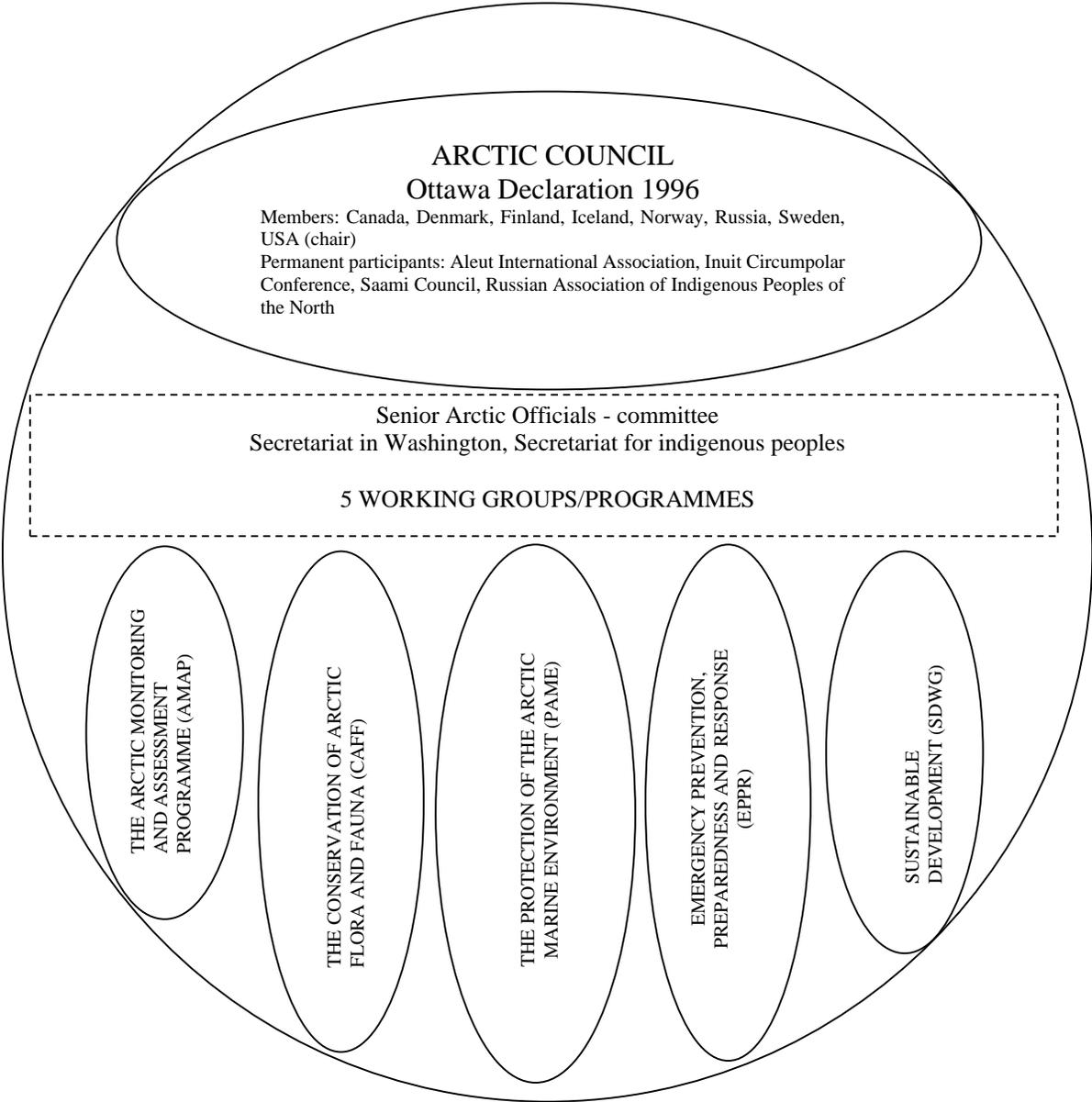


Figure 9. Activities and interfaces within AC

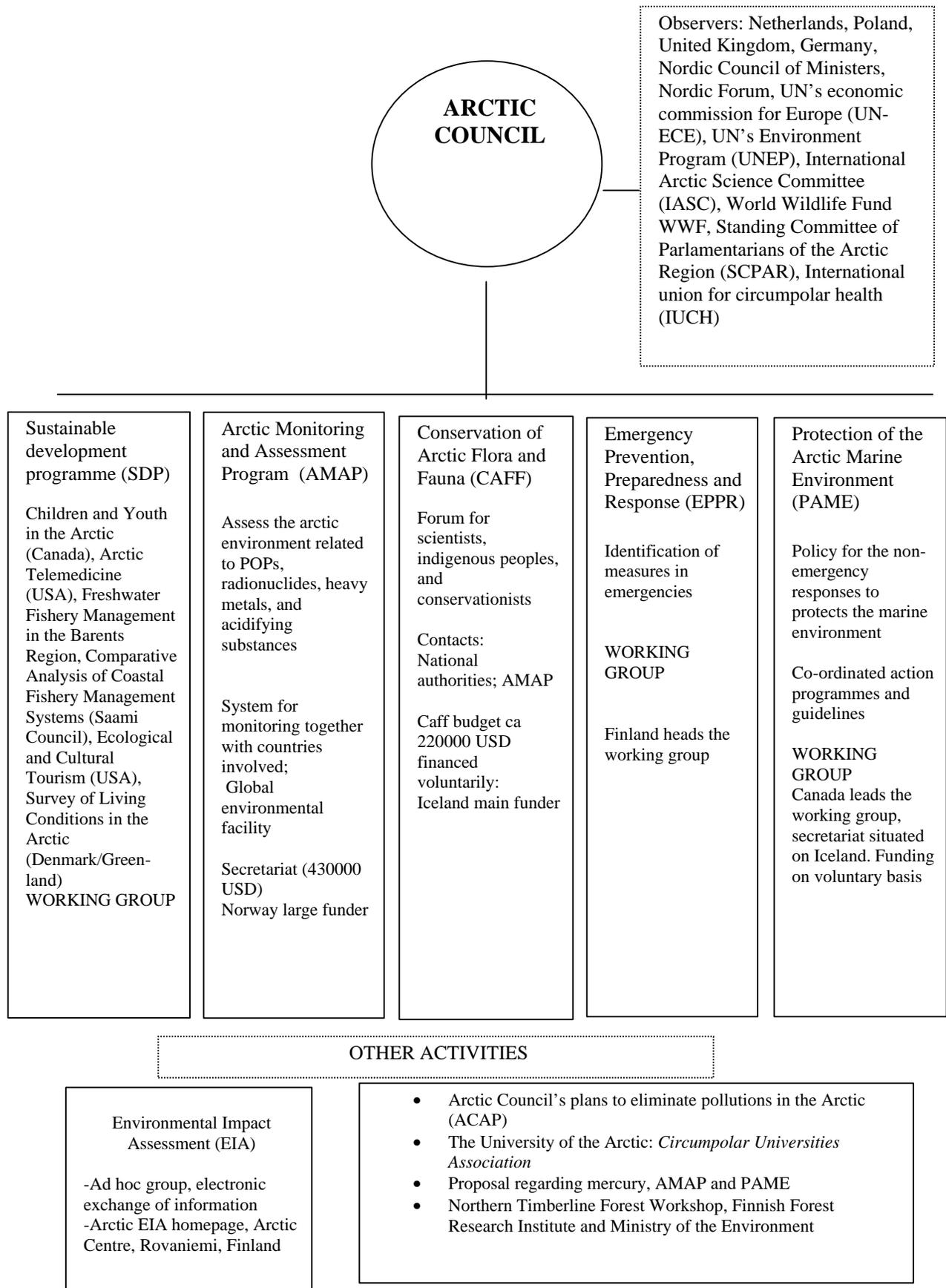
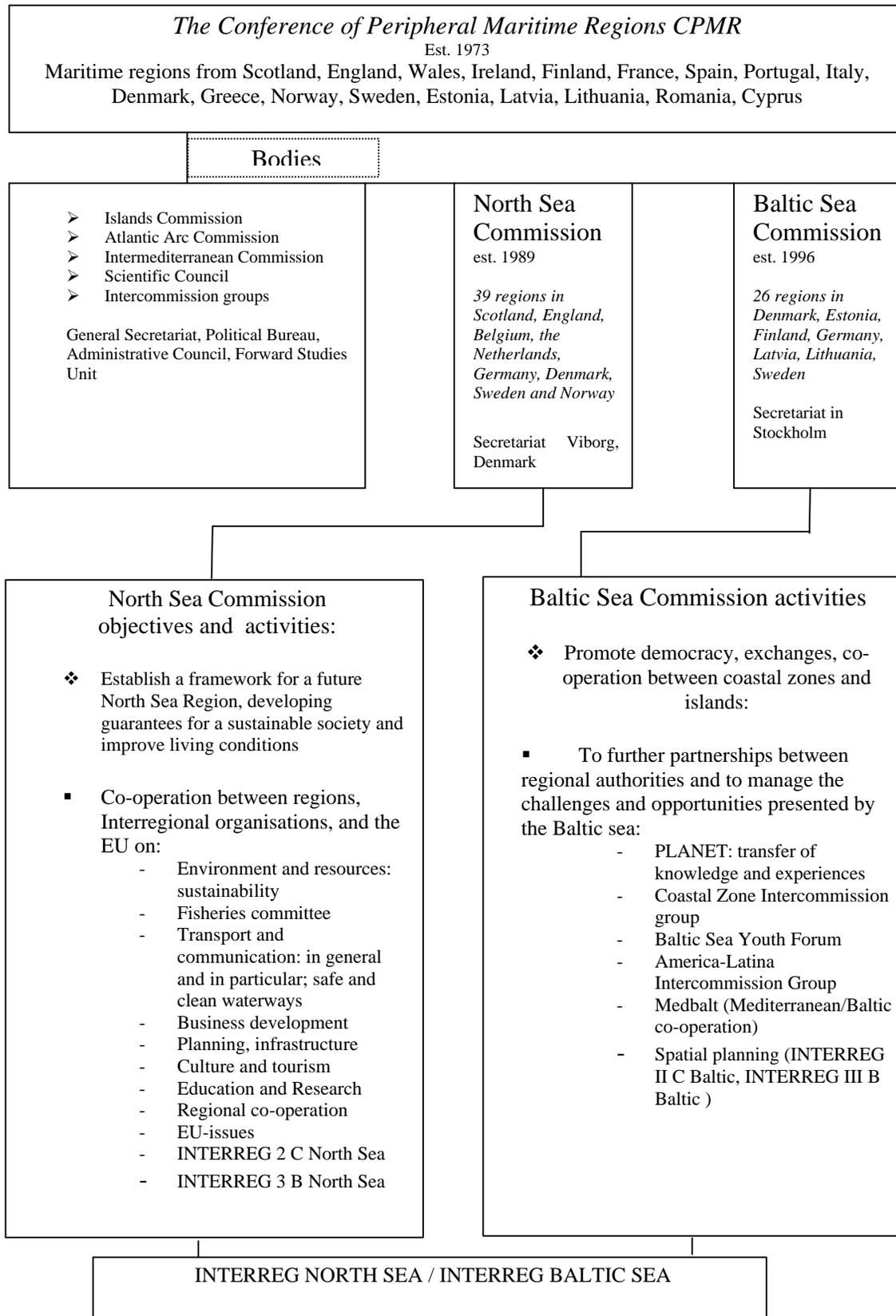


Figure 10. The North Sea Commission and the Baltic Sea Commission



Information Sources

On the Barents Council:

<http://www.barsek.no>

Document: The Barents Programme 2000-2003 at www.barents.no

On the Council of the Baltic Sea States:

<http://www.baltinfo.org>

Document: Report from the Committee of Senior Officials to the 9th Ministerial Session of the Council of the Baltic Sea States 21-22 June 2000

On the Arctic Council:

<http://arctic-Council.usgs.gov/>

<http://www.grida.no/caff/>

<http://grida.no/amap/>

<http://www.grida.no/pame>

<http://www.ims.uaf.edu:8000/EPPR/>

On the Nordic Council of Ministers:

<http://www.norden.org>

Document: Planerna För Det Nordiska Samarbetet (C2) samt Nordiska Ministerrådets Budget för 2000, *Nordic Council of Ministers 1999-12-10*

On the European Union external and cross-border policy Northern Dimension and the financial instruments INTERREG, PHARE/ISPA/SAPARD, TACIS:

http://www.inforegio.cec.eu.int/wbdoc/docoffic/official/INTERREG3/index_en.htm

<http://europa.eu.int/comm/enlargement/pas/phare.htm> and

http://www.inforegio.cec.eu.int/wbpro/pro_en.htm

<http://europa.eu.int/comm/dg1a/tacis/index.htm>

On the North Sea Commission and the Baltic Sea Commission:

<http://www.northsea.org/>

<http://www.balticseacommission.org/>

<http://www.crpm.org/>