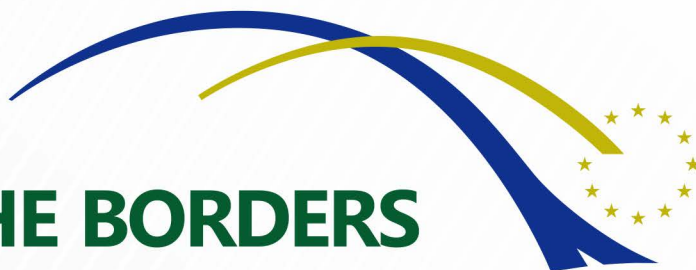


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European Institute of Cross-Border Studies

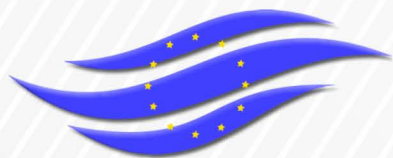


CROSSING THE BORDERS

Studies on cross-border cooperation within the Danube Region

Case Study

The Euroregion Danube-Drava-Sava



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1. Introduction

The Euroregion Danube-Drava-Sava (EDDS) represents one of the most long-lasting cross-border cooperation efforts between local and regional self-government bodies and their related institutions in the cross-border space of Croatia, Bosnia and Herzegovina (B&H), and Hungary. The EDDS provides a good example for an institutionalized cross-border cooperation, worth to be further analysed within a case study. The main reason for this is that this cooperation has a rich history of self-development and activities, and has also undergone organisational reforms in order to ensure its full functioning. Moreover, it can provide with a solid ground for deducting certain insights on the weaknesses, opportunities and obstacles that every cross-border cooperation can come across in the process of its development. Insights deducted from the case of the EDDS are appropriate to be used as lessons for other cross-border initiatives in a European Union (EU) context.

There is a severe lack of successful institutionalized cross-border cooperation between actors in Croatia and Bosnia and Herzegovina, and between Croatia and its other neighbours, and generally in Southeast Europe. The vast majority of existing cross-border institutions in the region have neither really achieved any significant developmental results nor managed to continue their activities after the projects that were instrumental for their establishment – mainly funded through various EU cross-border programmes – were implemented. In most of the cases, appropriate financial and institutional sustainability of such cooperation was not ensured, or the stakeholders engaged in the cooperation lost their interest in the continuation of cross-border activities. In addition, many of the cross-border initiatives simply lack the basic visibility elements (prepared and available for public official documents, reports, articles and other recorded events) and are thus inadequate for any sort of reconstruction of their developmental process. Additionally, central figures in the cooperation are no longer accessible for interviewing since in most cases they moved to other fields of activities. In this context, the EDDS represents an exception.

The Euroregion was relatively inactive during the last few years; nevertheless, it has a pretty history of development that stretches over a decade. During that time, members of the Euroregion conducted numerous joint activities and were engaged in solving challenges and problems related to the cross-border area in Croatia and B&H in order to enhance and catalyse overall economy and social development of the Eurozone space. Moreover, the history of these efforts, which represents the life of the “Danube-Drava-Sava” cross-border cooperation, is well recorded and detailed enough, so it can be reconstructed in a manner that provides enough insights and information to allow certain lessons to be deducted.

The main reasons why the EDDS was chosen as a theme for a representative case study are the following: a long period of its existence, a high number of implemented activities and fields of engagement, an eager enthusiasm of its members, a well-recorded and accessible history, and a dedication to self-enhancement.



1.1 Methodology and approach

This case study builds on the combined findings of desktop research as well as information gathered through direct contacts with the representatives of the Eurozone “Danube-Drava-Sava”. The desktop research includes the identification and analysis of various materials related and relevant to the Euroregion, such as official documents of the Euroregion, reports, statistical reviews, media articles and other available records.

Direct contacts with the representatives of the EDDS were utilized in order to gather additional information which are inaccessible via desktop research. Interviews were carried out with:

- Zoran Kovačević, President of the Croatian Chamber of Economy – Municipal Chamber Osijek
- Stjepan Ribić – Director of the Regional development agency of Slavonia and Baranja,
- Kornelija Mlinarević – Main secretary of the EDDS and Chief Director of the Department of economy and EU projects and programmes of the City of Osijek, and finally
- Davor Brunčić – Secretary of the Slavonia-Baranja County.
- Subsequently, a high level of objectivity and reliability of the case study has been ensured.

It is also important to point out that the prepared case study has attempted to search, investigate and analyse the existing cross-border cooperation and the best practices in cross-border cooperation. Prior to the selection of the best practices examples, a thorough research was conducted in order to define existing cross-border cooperation, their efforts and involved actors.

The following forms of cross-border cooperation were identified during the selection process:

- Adriatic Ionian Euroregion;
- Euroregion “Drina-Sava-Majevisa”;
- Alps-Adriatic Alliance;
- Tourism zone Haloze-Zagorje;
- Euroregion “Danube-Drava-Sava” ;
- Transfrontier Euro-Institute Network; and
- the Cross-Border Municipal Working Community Dežela pod Peco–Petzenland.

Additionally, numerous networks of twinned towns were also recognized but were immediately excluded from further assessment due to their extremely poor visibility element and a severe lack of joint activities as well as accessible information regarding these activities.



During the selection of the cross-border cooperation initiatives, the following main selection criteria were adopted:

- a consistent history of activities conducted jointly by the members of the cross-border cooperation;
- the cross-border cooperation had to be initiated by local and/or regional actors; and
- a good visibility and accessible representatives.

Following the selection process, two cross-border cooperation efforts were selected as the main objects of the case studies, the tourist zone Haloze-Zagorje and the Euroregion Danube-Drava-Sava. Other identified forms of cooperation were either initiated on a state level or they represented purely formal networks with no real background, without implemented cross-border activities and without achieved results during their existence.



2. The development of the cross-border cooperation

Experiences of different Euroregions and cross-border cooperation show that most of the cross-border areas engaged in a cross-border network/cooperation played a marginal role in a geographical or economic sense during their pre-accession period. Within the context of EU integration, the entry of such areas in cross-border cooperation initiatives provides an appropriate solution for this situation. It can be concluded that cross-border cooperation has a huge impact and it is able to substantively transform the peripheral regions into more important entities, assuring a more central position of these regions within the EU.

The Eurozone Danube-Drava-Sava reflects the same principle where the peripheral regions situated at the borders engage in cross-border cooperation in order to improve their condition and to strengthen the roles and voice of cross-border areas. Subsequently, the EDDS is a cross-border cooperation between Croatia, Bosnia and Herzegovina, and Hungary. The background and the 'triggering spark' of the organisation was the project of European highway within the Pan-European Corridor V/c which was prepared as a means to enhance traffic connection of the cross-border area with Central Europe and the Adriatic coast.

That means the EDDS is an international cooperation, an organisation of regional and local self-government bodies (counties, municipalities, and cantons), their capital cities, their associated regional economies, trade chambers as well as other similar economic organizations from the Republic of Croatia, Bosnia and Herzegovina, and Hungary. The Euroregion is also open to other centres in the region situated near the rivers Danube, Drava, and Sava. The organization is entirely open to new members.

2.1 The Establishment of the Euroregion Danube-Drava-Sava

The main motive for the establishment of the cross-border cooperation was the TEM project with the aim to construct a European highway, the Corridor V/c with the purpose of improving traffic connections and overall ties of the cross-border region with other regions in the Central European and Adriatic space. The initiative for establishing the Euroregion Danube-Drava-Sava came from the County of Baranya (Hungary). After the necessary initial steps, the founding letter of the interregional cooperation Danube-Drava-Sava was signed on 28th of November 1998 in Pécs. The first members and founders of the cross-border cooperation were Baranya County, the City of Pécs and the Chamber of Commerce and Industry of Pécs-Baranya (on the Hungarian side); Osijek-Baranja County, the City of Osijek, HGK¹ Osijek, the Chamber of Economy Osijek (on the Croatian side); Tuzla-Podrinj Canton, the Municipality of Tuzla and the Economy Chamber of Tuzla² (on the Bosnia and Herzegovina side). That means the

¹ HGK – „Hrvatska gospodarska komora“ – Croatian Chamber of Economy

² today „Cantonal Chamber Tuzla“



organisation's establishment can be considered as a result of a bottom-up strategy, rather than a top-down decision initiated by local and regional self-government bodies in partnership with local actors from private and civil sector.

The main additional pros for the establishment of the Eurozone were closely related to the idea that the common institutional cooperation framework would provide a solid base for future actions in various fields except for traffic. These possible areas of cooperation are tourism, economy, education, environmental protection, health and social care, etc.

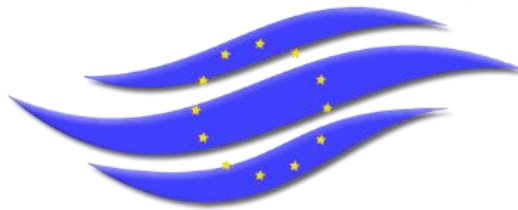


Figure 1: The logo of the Euroregion Danube-Drava-Sava³

The Euroregion Danube-Drava-Sava was recognised by the European Council on 15th of September 2000. The Director of the Co-operation for Local and Regional Democracy had informed the representatives of the Euroregion that establishing the organisation contributes to implementing the principles of the European Outline Convention on Transfrontier Co-operation between Territorial Communities or Authorities. Consequently, the Euroregion "Danube-Drava-Sava" was officially acknowledged and registered as a euroregion.

³ Source: <http://www.ddseuro.org/>



3. Determination of geographical confines

3.1 Membership of the Euroregion Danube-Drava-Sava

The Statute of the Euroregion is the main document that determines the general framework regarding its membership and tasks. Two types of membership are defined within the Statute: member and observer.

Article 12 of the Statute defines that every regional self-government body, local self-government body with regional body status, city, seat of regional self-government as well as regional chamber of commerce, economy, industry and similar institutions from Hungary, Croatia, and B&H as well as from other territories closely related to the rivers of Danube, Drava, and Sava are eligible to become members of the Euroregion. Nevertheless, each new member must be directly adjacent to the existing territory of the Euroregion, which means the territorial contiguity is a predefined territorial feature of the cooperation.

Table 1: Members of the Euroregion Danube-Drava-Sava⁴

Country	Institution (+area and population, if applicable)	Associated settlements (if applicable)	Member since
Bosnia and Herzegovina	Tuzla Canton area: 2.649 km ² population: 498.549	MUNICIPALITIES: Banovići, Čelić, Doboj Istok, Gračanica, Gradačac, Kalesija, Kladanj, Lukavac, Sapna, Srebrenik, Teočak, Tuzla, Živinice	November 28 th 1998
	Posavska County area: 324.6 km ² population: 59.478	MUNICIPALITIES: Domaljevac-Šamac, Odžak, Orašje	December 21 st 2001
	Brčko District area: 493 km ² population: 93.028	MUNICIPALITIES: Bijela, Boće, Boderište, Brezik, Brezovo Polje, Brezovo Polje (village), Brka, Brod, Bukovac, Bukvik Donji, Bukvik Gornji, Buzekara, Cerik, Čađavac, Čande, Ćoseti, Donji Rahić, Donji Zovik, Dubrave, Dubravice Donje, Dubravice Gornje, Gajevi, Gorice, Gornji Rahić, Gornji Zovik, Grbavica, Gredice, Islamovac, Krbeta, MUNICIPALITIES:	June 27 th 2001

⁴ Sources: combined information taken from <http://www.ddseuro.org/> and <https://www.wikipedia.org/>



Country	Institution (+area and population, if applicable)	Associated settlements (if applicable)	Member since
		Krepšić, Laništa, Lukavac, Maoča, Marković Polje, Ograđenovac, Omerbegovača, Palanka, Popovo Polje, Potočari, Rašljani, Ražljevo, Repino Brdo, Sandići, Skakava Donja, Skakava Gornja, Slijepčevići, Stanovi, Šatorovići, Štrepci, Trnjaci, Ulice, Ulović, Vitanovići Donji, Vitanovići Gornji, Vučilovac, Vujčići, Vukšić Donji i Vukšić Gornji CITY: Brčko	
	Municipality of Tuzla area: 436 km ² population: 131.778	CITY: Tuzla	November 28 th 1998
	Cantonal Chamber of Commerce Tuzla		November 28 th 1998
Republic of Croatia	Brod-Posavina County area: 2.030 km ² population 158.575	MUNICIPALITIES: Bebrina, Brodski Stupnik, Bukovlje, Cernik, Davor, Donji Andrijevi, Dragalić, Garčin, Gornja Vrba, Gornji Bogićevci, Gundinci, Klakar, Nova Kapela, Okučani, Oprisavci, Oriovac, Podcrkavlje, Rešetari, Sibinj, Sikirevci, Slavonski Šamac, Stara Gradiška, Velika Kopanica, Vrbje, Vrpolve CITIES: Nova Gradiška, Slavonski Brod	December 17 th 2002
	Koprivnica-Križevci County area: 1.748 km ² population: 115.584	MUNICIPALITIES: Drnje, Đelekovec, Ferdinandovac, Gola, Hlebine, Kalinovac, Kalnik, Kloštar Podravski, Koprivnički Bregi, Koprivnički Ivanec, Legrad, Molve, Novigrad Podravski, Novo Virje, Peteranec, Podravske Sesvete, Rasinja, Sokolovac, Sveti Ivan Žabno, Sveti Petar Orehovec, Virje CITIES: Đurđevac, Koprivnica, Križevci	December 15 th 2000



Country	Institution (+area and population, if applicable)	Associated settlements (if applicable)	Member since
	Osijek-Baranja County area: 4.155 km ² population: 305.032	MUNICIPALITIES: Antunovac, Bilje, Bizovac, Čeminac, Čepin, Darda, Draž, Donja Motočina, Drenje, Đurđenovac, Erdut, Ernestinovo, Feričanci, Gorjani, Jagodnjak, Kneževi Vinogradi, Koška, Levanjska Varoš, Magadenovac, Marijanci, Podravsk Moslavina, Petlovac, Petrijevci, Podgorač, Punitovci, Popovac, Satnica Đakovačka, Semeljci, Strizivojna, Šodolovci, Trnava, Viljevo, Viškovci, Vladislavci, Vuka CITIES: Beli Manastir, Belišće, Donji Miholjac, Đakovo, Našice, Osijek, Vaplovo	November 28 th 1998
	Požega-Slavonija County area: 1.823 km ² population 78.034	MUNICIPALITIES: Brestovac, Čaglin, Jakšić, Kaptol, Velika CITIES: Kutjevo, Lipik, Pakrac, Pleternica, Požega	28 November 1998
	Virovitica-Podravina County area: 2.024 km ² population: 84.836	MUNICIPALITIES: Crnac, Čačinci, Čađavica, Gradina, Lukač, Mikleuš, Nova Bukovica, Pitomača, Sopje, Suhopolje, Špišić Bukovica, Voćin, Zdenci CITIES: Orahovica, Slatina, Virovitica	December 15 th 2000
	Vukovar-Srijem County area: 2.454 km ² population 179.521	MUNICIPALITIES: Andrijaševci, Babina Greda, Bogdanovci, Borovo, Bošnjaci, Cerna, Drenovci, Gradište, Gunja, Ivankovo, Jarmina, Lovas, Markušica, Negoslavci, Nijemci, Nuštar, Privlaka, Stari Jankovci, Stari Mikanovci, Štitar, Tompojevci, Tordinci, Tovarnik, Trpinja, Vođinci, Vrbanja CITIES: Vukovar, Vinkovci, Ilok, Županja, Otok	June 27 th 2001
	City of Koprivnica area: 91 km ² population: 30.994	SETTLEMENTS: Bakovčice, Draganovec, Herešin, Jagnjedovec, Koprivnica, Kunovec Breg, Reka, Starigrad, Štaglinec	December 21 st 2001



Country	Institution (+area and population, if applicable)	Associated settlements (if applicable)	Member since
	City of Osijek area: 30km ² population: 107.784	SETTLEMENTS: Brijest, Briješće, Josipovac, Klisa, Nemetin, Osijek, Podravlje, Sarvaš, Tenja, Tvrđavica, Višnjevac	November 28 th 1998
	City of Požega area: 134 km ² population: 26.248	SETTLEMENTS: Alaginci, Bankovci, Čosine Laze, Crkveni Vrhovci, Dervišaga, Donji Emovci, Drškovci, Emovački Lug, Golobrdci, Gornji Emovci, Gradski Vrhovci, Komušina, Krivaj, Kunovci, Laze Prnjavor, Marindvor, Mihaljevci, Nova Lipa, Novi Mihaljevci, Novi Štitnjak, Novo Selo, Požega, Ramanovci, Seoci, Stara Lipa, Šeovci, Škrabutnik, Štitnjak, Turnić, Ugarci, Vasine Laze i Vidovci.	June 27 th 2001
	City of Vukovar area: 100 km ² population: 27.683	SETTLEMENTS: Trpinjska cesta, Borovo Naselje, Mitnica, Petrova gora, Sajmište, Supoderica, Lužac, Centar VILLAGES⁵: Lipovača, Sotin i Jakobovac	June 27 th 2001
	Croatian Chamber of Economy – Municipal Chamber Osijek		November 28 th 1998
	Croatian Chamber of Economy – Municipal Chamber Požega		June 27 th 2001
	Croatian Chamber of Economy – Municipal Chamber Vukovar		June 27 th 2001

⁵ under the administrative control of the City of Vukovar



Country	Institution (+area and population, if applicable)	Associated settlements (if applicable)	Member since
Hungary	Baranya County area: 4.430 km ² population: 388.907	CITIES AND TOWNS: Pécs, Komló, Mohács, Szigetvár Siklós, Szentlőrinc, Pécsvárad, Kozármisleny, Bóly, Sásd, Harkány, Sellye, Villány, Mágocs in addition to approximately 300 villages	November 28 th 1998
	Municipality of Somogy area: 6.036 km ² population: 315.850	CITIES AND TOWNS: Kaposvár, Siófok, Marcali, Barcs, Nagyatád, Balatonboglár, Csurgó, Fonyód, Balatonlelle, Tab, Nagybjajom, Lengyeltóti, Kadarkút, Zamárdi, Balatonföldvár, Igal in addition to approximately 230 villages	December 15 th 2000
	City of Barcs area: 122.9 km ² population: 12.168		November 28 th 1998
	City of Pécs area: 162.61 km ² population: 156.801		November 28 th 1998
	City of Szekszárd area: 96.27 km ² population: 33.720		November 28 th 1998
	Pécs-Baranya Trade and Industry Chamber		November 28 th 1998
Total members: 24			



3.2 Territory and population of the EUROZONE Danube-Drava-Sava

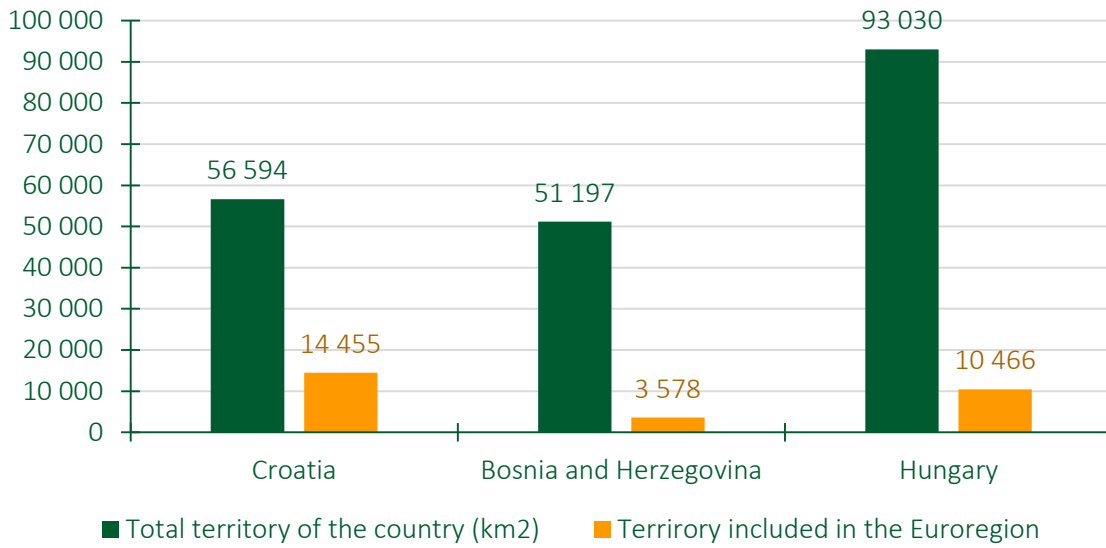


Figure 2: Extension of the Euroregion's territory to the area of participating countries⁶:

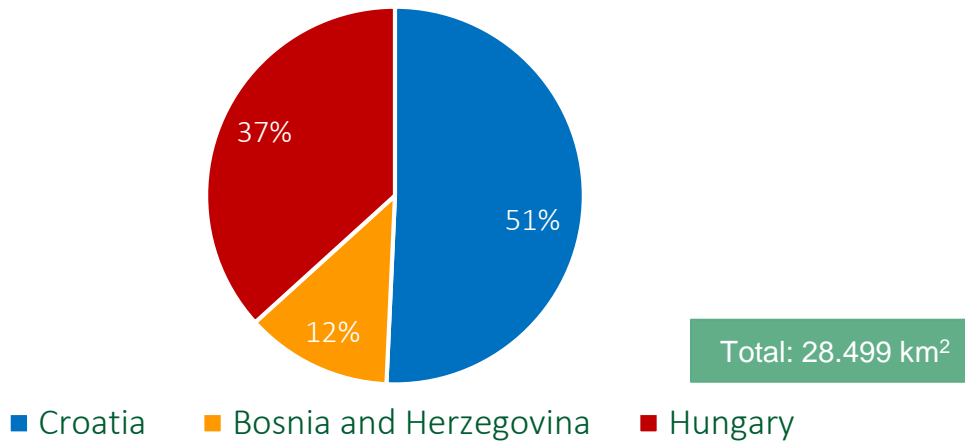


Figure 3: Participation of the countries in the Euroregion's territory⁷:

⁶ Source: authors' work

⁷ Source: authors' work

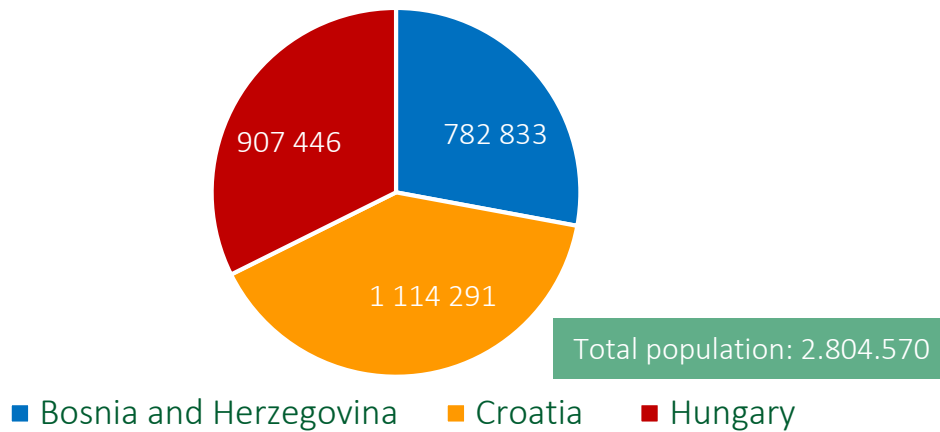


Figure 4: Population of the participating countries included in the Euroregion⁸:

The rights, obligations, and responsibilities of the Euroregion's members are the following:

- definition of politics and programmes of the Eurozone;
- engagement in the decision-making processes;
- cooperation in order to achieve common goals;
- implementation of the jointly defined activities;
- right to vote and being selected in the Eurozone's bodies;
- right to be informed about the Eurozone's engagement and about its financial management;
- obligation to pay the membership fee;
- promotion of the Eurozone and preserving its reputation;
- compliance to the Eurozone's Statute and to other agreed acts.

Furthermore, the Euroregion Danube-Drava-Sava also includes observer institutions that are not part of the organisation. Observer status is granted to organisations that do not fulfil the membership prerequisites according to Article 12 of the Statute, or whose membership request is in the process of evaluation. Observer institutions can participate in the activities of the Euroregion's highest body, without the right to vote in decision-making processes. EDDS's current observer members are Apatin, Bač, Sombor, and Subotica. All observer members are from Serbia, and have their observer status since 22nd of June 2002.

The working languages of the Euroregion are Croatian, English, and Hungarian, moreover, Bosnian language is used in communication between Croatia and B&H.

⁸ Source: authors' work



4. Organisational and institutional structure

The organisational structure of the Eurozone is defined within the Statute of the Eurozone Danube-Drava-Sava, further elaborated in an official document called 'Eurozone Danube-Drava-Sava Organization Structure Model'. The initial organisational model of the Euroregion was defined during the establishment in 1998, reformed in 2001. The reform of the organisational structure reflected the knowledge, experience and know-how of other Euroregions.

4.1 The first organisational model of the Euroregion Danube-Drava-Sava (1998-2001)

The initial organisational structure of the Euroregion was composed of the following functions:

- Council – decision making and monitoring function
- President – coordination of the Council
- Secretariat – administrative and technical function
- Working Committees (12) – preparation and executive function

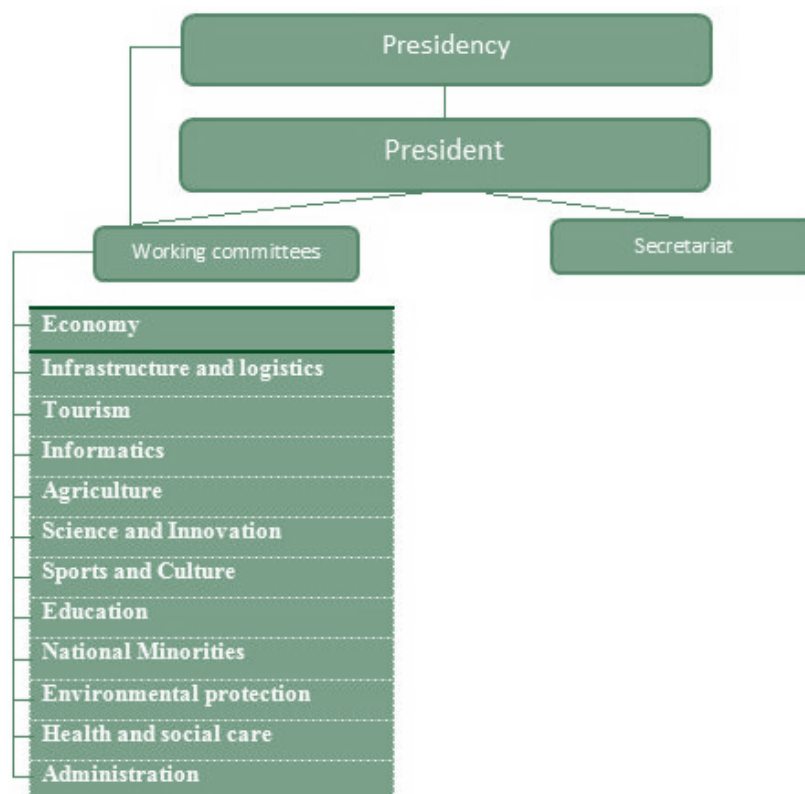


Figure 5: Organisational structure of the Euroregion prior to the reform⁹

⁹ Source: <http://www.ddseuro.org/>



The EDDS's first organizational model was composed of the Presidency, consisting of the representatives of the Euroregion's members, the President, the Secretariat, and twelve working committees. The main characteristics of this first organisational model:

- decision-making and monitoring were assigned to the Presidency;
- preparation was assigned to the working committees;
- the President was coordinating the work of the Presidency; and
- the Secretariat had administrative functions.

The established first model provided a solid framework for the decision-making functions, the function of preparation and implementation, but it did not achieve the appropriate and expected results. The working committees were composed of the members' representatives, nevertheless, there was no real structure that could coordinate the work and activity of the working committees. Subsequently, the whole concept/idea of working committees was not suitable because it was unable to fulfil its functions. In addition, neither a clear protocol, nor a functional working methodology, not even a well-defined organisational structure were drafted for the committees; consequently, these failed to perform the expected functions. Furthermore, another obscure institutional element was incorporated in the first organisational model, namely that every member body of the Eurozone was obliged to have its representative in each working committee, leading to paradoxical situations (e.g. the Chamber of Economy had its representative in the Committee for Culture, regardless of its activity and engagement). Based on these unclear and confusing organisational issues, the Eurozone Danube-Drava-Sava faced a substantial failure; thus reform was inevitable.

4.2 Reform of the organisational structure OF THE EUROREGION DANUBE-DRAVA-SAVA in 2001

A reform of the organisational structure was carried out in 2001, in order to correct the obscure and unclear institutional structures of the Euroregion. During the preparatory phase, a comparative analysis of the organisational structure of other Euroregions was conducted¹⁰ and their experience, knowledge, institutional know-how was translated into a new institutional dimension: a political level (function of decision making), an executive level (executive function and management), and an administrative & technical level. The working committees were assigned to carry out preparatory, advisory and coordinative functions within the new model. Following this, the new organisational structure of the EDDS was proposed, and the reformed structure was divided into the following organisational bodies:

¹⁰ Rhein-Waal Euroregion, Elbe-Labe Euroregion, Pomerania Euroregion, Euroregion Tatry, Nestos-Mesta Euroregion, West Nyugat-Pannonia Euroregion, Nemunas-Niem-Hemak Euroregion



Assembly

The Assembly represents a political body of the highest level and it carries out the main decision-making function in the Eurozone. The Assembly defines the Statute, member relationships, programme, as well as the members of the Executive Board. Membership of the Assembly is composed of the members' representatives of the Euroregion and each member of the organisation has one representative in the Assembly. Each member of the Euroregion chooses its representative for the Assembly.

Executive Board

The Executive board carries out the executive functions and it is composed of the representatives of the Euroregion's member organisations. Each member has the same number of representatives in the Executive Board. Each member of the Executive Board is assigned for a four-year-mandate by the Assembly.

Council (President and vice-presidents)

The Council is composed of the President and two vice-presidents of the Euroregion. The President and vice-presidents are assigned by the Assembly every two years. The President and each of the vice-presidents must to be from different countries.

The President and vice-presidents are default members of the Executive board and they administer the activities of the Executive board. Furthermore, the President and the vice-presidents are the main coordinators of the Eurozone, where each is responsible for his own member state. The Assembly also coordinates the activities of the Executive board and the Working Committees and manages the activities of the Secretariat.

The selection of the President and vice-presidents is based on the Statute (specifically, Article 24). The Statute of the EDDS defines that the President and vice presidents of the Euroregion are appointed for a two-year-mandate. The Presidency of the Euroregion is based on the rotation system, i.e. after the expiration of the mandate, the newly elected President and vice presidents have to be from a different member state. Hence, this principle ensures an equal representation of all members within the Council.

The current President of the EDDS is Mr. Nedret Kikanović, Director of the Cantonal Chamber of Commerce Tuzla.



Secretariat

The Secretariat provides administrative and technical support to all other bodies within the organisational structure of the Euroregion. It is divided into three national offices: in Pécs, Osijek and Tuzla.

The members of the Secretariat are assigned by the Executive board. The activities are administered by the secretaries, while the Secretary General is a member of the national office where the President comes from. The President and the Secretary General are only elected for two years. Moreover, there are no permanent members of the secretariat since the EDDS has not professionalized its working structure until this day and the staff of the secretariat is ad hoc appointed.

Working committees

The working bodies are established by the Executive Board. Their role is to conduct activities related to their fields: the preparation and submission of proposals, the management and implementation of programmes, the coordination of institutions, and conducting other activities to enhance the activities of the Euroregion.

Working bodies can be temporal/ad hoc or they can be permanent in nature. Their name, field of activities, composition, working methods and the mandate of their members are defined during the act of their establishment.

Permanent working bodies (committees) are formed in the fields where the Euroregion has its interest in the preparation of projects in accordance with its developmental priorities. Permanent working bodies are aimed at preparing and implementing joint projects between the members of the Euroregion. Coordination bodies are formed in fields where developmental activities are formed outside the Euroregion's membership. In such cases, bodies for coordinating the activities of the Euroregion with activities of other institutions are formed. The primary aim of the coordination bodies is to share experience and best practices between the members of the EDDS and between other institutions, which fall outside the Euroregion's membership despite being situated on its territory.

Permanent working committees are established in the following fields: traffic and economic infrastructure, tourism, culture, sports and information. Coordinating bodies are established in the fields of science, health and social care as well as education. In the fields of spatial planning, environmental protection, and national minorities and other programmes, related to the cross-border area, committees for cross-border cooperation are established.

The presidents and members of the permanent working committees are assigned by the Executive board based on the proposal of the Euroregion's members.



Supervisory Board

The Supervisory Board is a controlling body. It is responsible for ensuring that the financial funds, which are under the jurisdiction of the bodies of the Euroregion, are spent according to the rules. Members of the Supervisory Board are assigned by the Assembly.

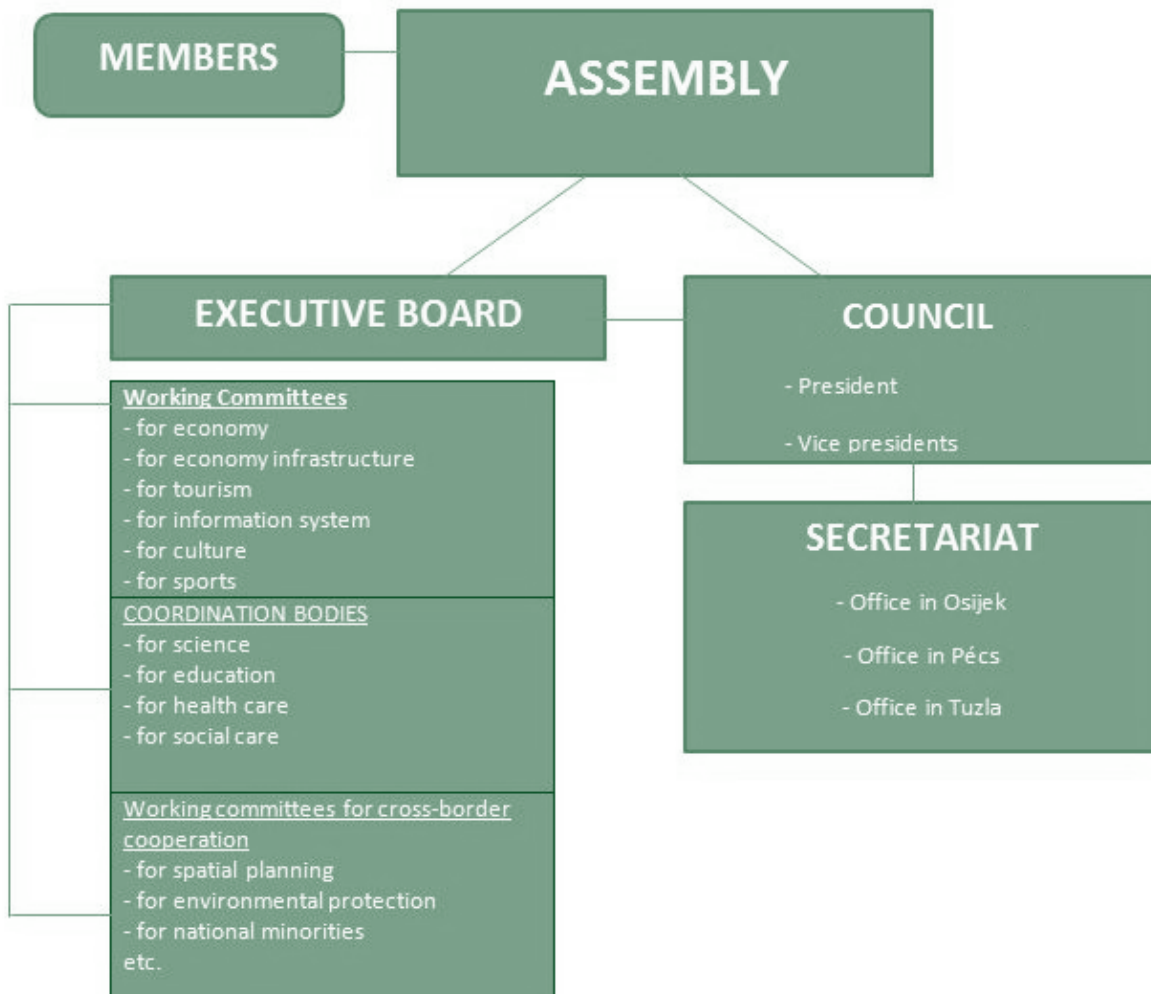


Figure 6: Reformed organisational structure the Eurozone Danube-Drava-Sava¹¹

¹¹ Source: <http://www.ddseuro.org/>



4.3 The Organisation of the “Euro-regional cooperation Danube-Drava-Sava Croatia”

Regarding the institutional form, it is important to point out that the Eurozone Danube-Drava-Sava is organised as a non-legal entity. As such, it has been facing some major obstacles such as:

1. not having a bank account and not being eligible to be engaged in any form of financial transactions;
2. not being eligible to apply for, nor to act as a partner in EU-funded projects.
3. One of the EDDS's priorities is related to the need of professionalization of its secretariat as a working organ. On the other hand, it is not possible for the Euroregion as a non-legal entity to form and professionalize this organ and thus realise this priority.

In order to address the aforementioned problems, the President of the Eurozone Danube-Drava-Sava initiated the establishment of an additional organisation with a legal status. Subsequently, the organization 'Euro-regional cooperation Danube-Drava-Sava Croatia' was established. The purpose of the newly established organisation was to eliminate the problems that the Euroregion was facing due to its non-legal character.

Once the majority of the Euroregion members accepted the proposal for the establishment of the organization with a legal personality, the new Euroregional cooperation was founded in Osijek on the 4th of February 2008. The founding members of the organization were Osijek-Baranja, Brod-Posavina, Koprivnica-Križevci, Virovitica-Podravina and Vukovar-Srijem counties, the City of Osijek and the City of Vukovar. Even though the majority of the Euroregion's members accepted the formation of the Euroregional cooperation Danube-Drava-Sava Croatia, and even though the organization is entirely open to new members, only the Croatian partners became members of the newly established organization. One of the recommendations given within the paper “Information on the establishment of the Euroregional cooperation Danube-Drava-Sava Croatia” has directly pointed out that the members from B&H and Hungary should also establish organisations within their own countries with respect of the national laws. But neither Bosnian nor Hungarian partners established acted so. Consequently, the only base for conducting any engagement of the Eurozone Danube-Drava-Sava as a legal entity is ensured exclusively through the Croatian organization.

The founding assembly declared the Statute of the Euroregional cooperation Danube-Drava-Sava Croatia, it assigned the President and vice president of the organisation, the members of the Executive Board as well as the President and members of the Supervisory Board. The office is seated in Osijek.

The operational structure of the Organisation is entirely composed of Croatian partners; namely, Mr Davor Brunčić was elected for presidency, while the vice presidential mandate was given to Mr Željko Cirma.



Figure 7: Founding meeting of the Organization Euro-regional cooperation Danube-Drava-Sava Croatia (from left to right: K. Bubalo, D. Brunčić, Z. Kovačević)¹²

Following the establishment of the organisation, the Executive board implemented a series of decisions related to ensuring a full functionality of the Eurozone Danube-Drava-Sava as a legal entity. The organisation was registered under the Croatian Law on non-government non-profit organizations (March 19, 2008) and in the Registry of non-government non-profit organisations of the Republic of Croatia. At the same time, a bank account was registered which ensured the opportunity to engage in financial transactions.

In this context, it is necessary to point out that **the Organisation Danube-Drava-Sava Croatia was not established in order to substitute and take over the functions of the Eurozone Danube-Drava-Sava**. The sole purpose of the association was to act as a service for the Euroregion, in the following ways.

- It provides the Euroregion with a legal identity, which is necessary for the fulfilment of its statutory obligations and programmatic priorities;
- It provides the Euroregion with the opportunity for submitting development projects funded under the EU programmes and other means of financing. This is necessary due to the fact that applicants and partners in the vast majority of the cases need to be legal entities;
- It creates ground for financial activities of the Euroregion;

¹² Source: <http://www.ddseuro.org/>



- Its existence is necessary in order to establish the Office of the Euroregion (including a secretary and other professional staff), which represents a statutory obligation of the Euroregion¹³.

To sum up, the Eurozone Danube-Drava-Sava does not represent a legal entity, subsequently, its legal personality has been ensured via the Organisation Danube-Drava-Sava Croatia since 2008.

¹³ However, this obligation has not been fulfilled up until today. This is going to be further elaborated later on in this study.



5. The Composition of the working group of the Euroregion DDS

Although there were initiatives related to the professionalization of the working body, the Eurozone Danube-Drava-Sava has not managed to establish a professionalized employee structure. The main cause for this situation is closely related to the fact that the Euroregion does not have a separate budget¹⁴ that would ensure a constant source of financing for a staff. Thus the organisation does not have any official employees in its structure; all work is performed on a voluntary basis. Each person included in the Euroregion's operational structure conducts his/her activity within the country of his/her primary institution; there are no commuters within the organisational structure.

The interviews found that the majority of the members of the Euroregion's working bodies have a university degree, e.g in. economics, law, humanities, engineering, or social sciences.

¹⁴ This topic is further explained under the "Management, budget (incomes/expenses)" section.



6. Main activity areas and profile

6.1 Goals of the EUROZONE Danube-Drava-Sava

The EDDS defined the following main goals for cross-border cooperation:

- To enhance the economy and cultural connections between the member areas;
- To coordinate developmental programmes of the member areas;
- To make the cross-border area attractive to foreign investors;
- To establish cooperation links between educational, scientific and research institutions in the member areas;
- To provide assistance to programmes related to the preservation of nature; and
- To improve the mutual understanding, tolerance and cooperation between local communities with different cultural influences within the cross-border area.

Based on these objectives the organisation defined a wide spectre of activities for the cooperation in various segments relevant for the cross-border space, as follows.

Fields and related activities of the Eurozone Danube-Drava-Sava cross-border co-operation initiative:

Priority field	Activities
<p>Spatial planning, preservation of nature and environment</p>	<ul style="list-style-type: none"> • Coordination of activities related to the establishment of spatial information systems with the use of modern GPS technologies • Coordination of activities related to spatial planning for infrastructure objects (roads, highways, etc.) • Establishment of waste disposal sites and other waste management technologies • Initiating joint actions for the improvement of the quality of river waters • Management of joint databases related to the flora and fauna in the region • Protection of natural heritage in the cross-border space (e.g. establishment of cross-border nature parks etc.) • Joint promotional activities aimed at raising the awareness of the population on joint cross-border actions • Joint actions related to specific fields (e.g. construction of high-voltage live wires etc.)



Priority field	Activities
	<ul style="list-style-type: none"> • Providing information on certain risks relevant for the area (i.e. risks related to chemical industry, floods etc.) • Creation of action plans for the case of danger and emergency (e.g. natural disasters and other accidents)
<p>Transport and communication</p>	<ul style="list-style-type: none"> • Coordination of activities related to the construction of traffic infrastructure (e.g. trans-border roads and rails) • joint activities related to the maintenance of river and road traffic • improving the functionality of border crossings • Coordination of the usage of infrastructure related to air traffic • Organization of the cross-border transportation services
<p>Economy</p>	<ul style="list-style-type: none"> • Joint promotion of the member regions • Development of practical legal guides that describe the opportunities of the cross-border areas • Organization of business meetings and other professional events with the purpose of enhancing exchange of best practices in relevant fields • Development of the address book of the economy-related institutions in the cross-border area • Development of various economy and business related organizations for institutions in the cross-border area (e.g. trade and craft chambers, local centres for entrepreneurs, industrial and technology parks, free zones etc.) • Providing assistance in the organization of various trade fairs and other events • Coordination of imports and exports • Providing support to joint investments • Preparation and implementation of joint developmental programmes • Cooperation in the field of industry innovation, transfer of technologies etc.



Priority field	Activities
<p>Tourism and recreation</p>	<ul style="list-style-type: none"> • Analysis and identification of complementary tourism potentials and development of the joint tourism offers • Utilization of complementary joint tourism resources • Joint development of tourism wares • Organization of joint promotional activities (e.g. tourism brochures, exhibitions, maps etc.) • Organization of promotional and tourist excursions • Cooperation in the field of education of staff in tourism services
<p>Healthcare and social care</p>	<ul style="list-style-type: none"> • Preparation of plans for risk mitigation in the case of catastrophes • Cooperation between the health services of the members • Exchange of the professional staff in the health care system • Organization of professional seminars in order to enhance the exchange of best practices • Cooperation in the field of supressing the usage of drugs and recovery of addicted people • Cooperation in the field of children protection and care for handicapped people
<p>Science</p>	<ul style="list-style-type: none"> • Preparation and implementation of joint scientific projects • Organization of scientific seminars and similar events
<p>Education</p>	<ul style="list-style-type: none"> • Exchange of experts, knowledge and experiences • Cooperation in the field of post-graduate programmes • Education of teachers in order to enable the organization of education for national minorities in their own language • Cooperation in the education of the minorities • Organization and implementation of the learning courses (beginner and advanced) in different languages



Priority field	Activities
Culture	<ul style="list-style-type: none"> • Organizing cultural events (exhibitions, concerts, performances, shows etc.) • Organization of the joint cross-border cultural manifestations • Assistance in the implementation of various historiographical, ethnographical and other studies • Providing assistance to manifestations organized by national minorities • Joint promotion of cultural life in the cross-border region to the public • Publication of books, guidelines, atlases etc.
Sport	<ul style="list-style-type: none"> • Development of the cross-border sport centres and objects • Joint usage and utilization of sport facilities and infrastructure • Organization and promotion of regional sports events • Organization of joint manifestations in different sports
Informing the public	<ul style="list-style-type: none"> • Development of the integral information system for the Eurozone Danube-Drava-Sava • Development of the informational tools for the Euroregion (e.g. web pages, various publications etc.) • Development of joint programmes for electronic media (radio, television) and broadcasting • Exchange of information between media

6.2 Joint activities prepared and implemented by the members of THE Euroregion

Since the establishment of the Euroregion, members have been active in applying for developmental projects for funding through various EU programmes for developing the cross-border space. This process includes an exchange of project ideas, suggestions between member organisations and joint work on preparing project proposals, informing and preparing local actors on available programmes as well as including them into projects as target groups.

However, the Eurozone as an organization has never applied for funding; the reason for this being the non-legal personality. As it has already been pointed out, the Euroregion is a non-



legal entity thus being ineligible for EU or nationally funded projects. The establishment of the organization Euro-regional cooperation Danube-Drava-Sava Croatia was an attempt to remedy this situation. Euro-regional cooperation Danube-Drava-Sava Croatia provided the legal base for the Euroregion to get engaged in EU and various national programmes, nevertheless, it did not fulfill its primary *raison d'être*, i.e. to facilitate the application for project proposals by the means of providing a legal framework for engaging in legal processes.

There are many examples of successful developmental projects implemented by EDDS members. In line with the activities foreseen in the developmental priority fields, those projects aim to improve the existing situation in the fields of ecology and environmental protection, economy and entrepreneurship, information infrastructure, history and cultural heritage, tourism as well as protection against natural disasters.

The Eurozone also engaged in publishing the magazine 'Our Europe', in Croatian language. The magazine was launched in 2000 and was released until April 2002, when B&H took over the presidency of the Euroregion. The magazine was financed from the budgets of the members of the cross-border cooperation.



Figure 8: Covers of different editions of the Euroregion's magazine "Our Europe"¹⁵

6.3 Organisation of events (meetings and congresses)

During the period 1999-2009, the EDDS was actively engaged in organising and implementing various joint events between its members. The representatives of the Euroregion were also participating in other relevant events organised by other institutions in the EU. These events can be divided into three thematic segments: conferences and seminars; the Harkanian¹⁶ initiative; and bilateral meetings. The list of the recorded events is described on the following pages.

¹⁵ Source: <http://www.ddseuro.org/>

¹⁶ derived from „Harkány“ (the city in Hungary where the initial meeting took place)



Conferences and seminars

The conferences and seminars were international events either organised by the EDDS or attended by its representatives. All members of the Euroregion were involved in these events and they are closely related to the theme of this case study, namely cross-border cooperation between Croatia, Hungary, and Bosnia and Herzegovina. The following events (seminars, conferences, visits, meetings) took place:

Seminar “Regional development and cooperation”, Osijek, 5-6th of November 1999

The seminar was organised as part of the project “Democratization in eastern Slavonia” and it was helped by local and regional self-government bodies from the Danube region and other interested actors. Members of various Euroregions attended the round table, where issues relating to cross-border cooperation and its future were debated.

International conference “European transport corridor V/c – bridge to cooperation and welfare”, Osijek, 9-10th of December 1999

Approximately 80 prominent representatives visited this conference, either from states like Croatia, B&H, Hungary, and Turkey, or from various international organisations such as OESS. This conference and its topics were dedicated to the transport corridor V/c and its importance for development of the Hungary-Croatia-Bosnia and Herzegovina, which was in development at the time. The conference was organised by the EDDS.

Conference “Economic cooperation between Croatia and Hungary”, Pécs, 28th of March 2000

The conference was organised by the Hungarian partners, aimed at reviewing the achieved results and define future priorities for the cooperation between Croatian and Hungarian regions. Mr Josip Škorić, the EDDS’s leader of the Working group for infrastructure, represented the Euroregion and introduced the Hungarian partners to the traffic opportunities of the airports near Osijek.

Seminar on cross-border cooperation projects, Osijek, 15th September 2000

The seminar was organised by the Agency for local democracy and was dedicated to the elaboration of cross-border developmental projects. Various entities were present during this conference such as the representatives of the EDDS and of other cross-border initiatives, ministries, local and regional self-government bodies. They debated the possible future cross-border projects, especially in the field of economy.



Participation on the 3rd CEI Summit Economic Forum, Budapest, 22-25th of November 2000

The forum was organised by the Hungarian government, which took over the presidency of the Central European Initiative. EDDS representatives participated in round-tables, seminars and panel-discussions dedicated to questions of regional development and its importance.

Meeting regarding the reform of the Eurozone Danube-Drava-Sava, Osijek, 29th of March 2001

This meeting between the members of the Euroregion was organised in order to discuss the future activities of the Euroregion and to suggest ideas about the foreseen reform of the cooperation. The conference was organised in order to debate and discuss the issue of institutional and organisational reform. There were two events pushing for reform, namely the entry of new members in the Euroregion, and the past experience and possible ways to improve the efficiency of the cooperation. The conclusion was that the existing model of the cooperation needed to be adjusted.

III Conference in Szeged, 23-24th of March 2001

The conference was organised by the Szeged Pact as an event under the „Szegedin process”. The conference was attended by the representatives of national and local/regional self-government bodies from Serbia, Hungary, Croatia, B&H etc. During the conference, EDDS was presented to guests by its representatives. Moreover, an establishment of the educational centre for local self-government bodies was agreed upon.

Conference “Cooperation of Bavaria and Tuzla regions in the context of Euroregional integrations”, Tuzla, 15th of November 2001

This international conference was jointly organized by Tuzla Canton and the Municipality of Tuzla, and was funded by the Hans-Seidel-Stiftung organisation from Munich. During the conference, experts from various fields and countries discussed about the possibilities of future cooperation in the field of technical sciences.

Seminar “Regional and cross-border cooperation – European experiences and perspectives for South-East Europe”, Brussels, 27th of November – 2nd of December 2001

Representatives of EDDS founding members were invited to this seminar, and they debated issues and opportunities for funding joint projects.



Seminar “Cross-border cooperation in Eurozone Danube-Drava-Sava, Osijek, 11-12th of December 2001

This seminar was organised by the Council of Europe and the Agency for local democracy Osijek, and it was attended by various participants from Croatia, B&H, Hungary, and Vojvodina. During the seminar, various topics related to the cross-border initiatives in Europe were discussed. The seminar also covered themes related to the role of local self-government bodies, non-governmental organisations (NGOs), schools, and media, in the processes of cross-border initiatives.

Study visit to Hungary with the purpose of best practices exchange in the field of implementation of the PHARE CBC Programme, 18-20th of February 2002

Together with the official representatives of the Ministry of European Integration (Croatia) and various regional self-government bodies, EDDS representatives attended a study trip to Hungary in order to learn about Hungarian experiences in implementing the PHARE CBC Programme. During the two days the Technology Centre in Eisenstadt, the Industrial park in Sopron, the Business incubator in Lenti, the castle and Nature Park in Szécsisziget, and the Nature Park in Őrség (examples of Austria-Hungary, Slovenia-Hungary, and Slovakia-Hungary cross-border cooperation efforts) were visited.

4th Szegedin conference, Szeged, 2nd of March 2002

At the conference, topics related to the development of civil society and investment opportunities in Southeast Europe were discussed, with a special emphasis on cross-border cooperation initiatives in those processes. Mr Šarčević was the representative of the EDDS at this event.

Workshop on PHARE and INTERREG, Zagreb, 11th of April 2002

This conference was organised for members of various governmental bodies in order to introduce them to cross-border cooperation initiatives on the EU level. Topics such as sustainable development, development of institutions and human resources, cross-border cooperation in the field of economy and culture were discussed.

Congress on Euroregional cooperation, Strasbourg, 11th of June 2002

EDDS representatives and the County prefect of the Osijek-Baranja County attended this congress, dedicated to Croatia’s accession process to European institutions. The special emphasis of the conference was put on the importance of Croatia-Bosnia and Herzegovina-Hungary cross-border cooperation initiatives.



Seminar and workshops on cross-border cooperation, Ilok, 14th of November 2002

As part of the educational activities within the project “Democratization in eastern Croatia”, this seminar was organised for and attended by the representatives of local self-government bodies from Croatia, B&H, Serbia, Hungary, Belgium, the Netherlands, and other EU countries. The representative of EDDS, Mr Davor Brunčić, introduced the issue of cross-border cooperation, its experiences and challenges.

International conference “Cross-border cooperation in South-East Europe: opportunities and obstacles”, Osijek/Bizovac, 18-19th of November 2002

The EDDS organised this international conference in cooperation with the Stability Pact for South Eastern Europe, the Council of Europe, and the East-West Institute. The purpose of this conference was to promote, stimulate, and enhance cross-border cooperation initiatives in South-eastern Europe, with a special emphasis on the opportunities for institutionalised cross-border cooperation efforts such as Euroregions. The conference served as a base for the exchange of best practices, experiences, ideas and opinions on European cross-border initiatives and programmes. More than 130 attendants, including representatives of various Euroregions and other regions involved in cross-border actions, governmental representatives, local governments, multilateral institutions, international organizations and foundations attended this conference.

Youth conference “Bridges to stability – the future of Eurozone Danube-Drava-Sava”, Bizovac, 5-9th of May 2003

This conference was organised by the EDDS in order to discuss the situation of young people living in cross-border areas. The conference was attended by various representatives of youth organisations from B&H, Croatia, Hungary, and Serbia, by experts in various development fields and by representatives of the Council of Europe. During the conference a series of workshops were organised, and at the end the “Resolution on the position of young people in the Euroregion Danube-Drava-Sava” was accepted.

6th Szegedin conference, Szeged, 7th of June 2004

This event was organised by the Hungarian Ministry of Foreign Affairs. The main topic was related to the perspectives in South-eastern Europe with an emphasis on regional and cross-border cooperation within the context of the continuation of the Szegedin process. EDDS president Mr. Imšir Imširović (from B&H) represented the Euroregion at the conference.



Meeting between the Croatian-Hungarian workgroup for cross-border cooperation between local self-government bodies, 24th of February 2009

Representatives of the Croatian and Hungarian members of the EDDS attended this conference, organised by the Croatian and Hungarian governments. The event's purpose was to present cross-border development projects related to the South Transdanubian Region in the fields of spatial planning, infrastructure, and tourism. The meeting also covered questions related to the anticipated programme for cross-border cooperation between Croatia and Hungary.

The Harkanian initiative

The Harkanian initiative represents a parallel cooperation initiative, formed within the Euroregion Danube-Drava-Sava between Hungarian and Croatian members. That means it is a limited cooperation outside the focus of this case study; consequently, only a brief introduction is given here without a deeper analysis.

The initiative was established with the purpose of coordinating activities between Croatian and Hungarian partners to promote the preparation and implementation of joint cross-border activities between Croatian and Hungarian local and regional self-government bodies and other stakeholders. During the years 2000-2001 Hungarian and Croatian partners organised a series of meetings related to the continuation of the activities between Croatian and Hungarian members under the Hungary-Croatia CBC Programme.

In brief, the Harkanian initiative between Croatia and Hungary represents additional activities based on the framework established under the EDDS.

Bilateral meetings

The events organised under this umbrella are related to the bilateral cooperation meetings between two out of three member countries involved in the Eurozone. Some of the bilateral meetings are conducted by members from Croatia and B&H, but their majority is related to the continuation of cooperation between Croatia and Hungary.

The bilateral meetings, in addition to the "Harkanian initiative", form another example of the continuation of cross-border efforts between some of the member states included in the EDDS. This means that the Euroregion provided a base framework for such new forms of cross-border cooperation between the partners. The case study presents the bilateral meetings between Croatian and Bosnian members of the Eurozone.

The bilateral meetings were the following:



Meeting between partners from Bosnia and Herzegovina and Croatia following the establishment of the Consortium “Slavonian highway”, Osijek, 14th of October 1999

This meeting was organized by the Slavonija-Baranja County with the purpose of discussing future projects in the field of traffic infrastructure in Croatia and B&H. The Prefect of the Municipality of Osijek, Branimir Glavaš, introduced the visitors from Bosnia and Herzegovina (General Consul of the Republic of Croatia in Tuzla, Davorin Zagorščak, and the Prefect of Posavina County). The main object of the meeting was the initiative of the new highway (so called “Slavonian highway”) that would connect the regions of Slavonia (Croatia) and Neretva (B&H). The necessity for cooperation between the involved Croatian and B&H municipalities was underlined. Moreover, the EDDS was recognised as a framework for this additional cooperation, and further possibilities about including additional municipalities in the “Slavonian highway” were discussed.

Development of the Crafts Register in Tuzla, Tuzla, 13th of April 2000

Following the invitation of the Ministry of Development and Entrepreneurship of Tuzla-Podrinj Canton in Tuzla, the representatives of Osijek-Baranja County visited Tuzla Canton in order to define future cooperation regarding the development of the Crafts Register of Tuzla Canton. Future projects in the field of economic cooperation between the two municipalities were also discussed.

Visit of the representatives of Tuzla Canton to the entrepreneurs in the area of Našice (Croatia), 20th of April 2001

A delegation of entrepreneurs and representatives of Tuzla Canton visited Osijek-Baranja County with the purpose to exchange experiences on best practices in the field of economy, tourism and culture. During the visit, future joint activities between the Croatian and Bosnian EDDS members were discussed and defined.

Cooperation between Posavina County and Vukovar-Srijem County, Orašje, 28th of February 2008

The topic of this meeting was the issue of future cross-border cooperation between the two counties. Partners from both sides agreed that the cooperation in the field of health care and culture needs to be improved, and a special emphasis was put on taking advantage over the available EU CBC programmes that support cooperation initiatives in the context of Croatia-Bosnia and Herzegovina.



Other events

International regional chess league Danube-Drava-Sava

Chess players from the Eurozone initiated the organisation of the international chess league with the purpose of enhancing cooperation between chess clubs in the Euroregion, as well as other clubs in the wider area. The first Open Danube-Drava-Sava was organised in 2003, while the second one took place in 2005. The Danube-Drava-Sava chess league was recognised by FIDE, the World Chess Federation.

6.4 Development projects prepared by the members of the Euroregion

In addition to the aforementioned activities, the members of the Euroregion are engaged in the preparation and implementation of various projects funded under a number of EU programmes. Depending on their specific local and regional needs as well as prerequisites defined under specific programmes, the members of the Euroregion prepared these projects either mutually or in cooperation with partners outside the Euroregion's membership.



Table 2: Development projects prepared and implemented by the members of the Eurozone Danube-Drava-Sava¹⁷

Name of the project	Programme	Partners	General objective	Specific objectives	Year of implementation	Budget
Cross-border cooperation in measures management and protection against disasters and catastrophes	PHARE HU	Lead partner: Baranya County (Hungary) Partners: Osijek-Baranja County (Croatia)	To adjust the systems of protection against natural disasters to EU standards	To establish a common system of informing and protection against natural disasters	2005	26.000 EUR
Sustainable development of small family farms in Baranya	CARDS 2003	Lead partner: BIOPA association for organic and bio production Osijek (Croatia) Partners: Osijek-Baranja County (Croatia); Somogy Chamber of Commerce and Industry (Hungary)	To contribute to the sustainable development of rural economy in the Baranja region	To develop the programme for sustainable development of family farms in Baranja	2005-2006	140.000 EUR
DIGITAL HISTORY	2000-2006 Slovenia-Hungary-Croatia	Lead Partner: Pécsi Egyházmegye Partners: Baranya Megyei Levéltár; Baranya Megyei Múzeumok Igazgatósága; Gaudium Nostrum Pécsi	To increase the attractiveness of the cross-border region by promoting the applicant regions as a joint product for tourism, their	To increase the region's competitiveness on an international level, which was achieved by processing the values hidden in shared	n/a	257.090 EUR

¹⁷ Source: <http://www.ddseuro.org/>



Name of the project	Programme	Partners	General objective	Specific objectives	Year of implementation	Budget
		Egyházmegyei Alapítvány (Hungary); Biskupski Ordinarijat ; State archives Osijek, Museum of Slavonia; Osijek-Baranja County (Croatia)	transformation into an economic and tourist destination and an area turned towards the future	cultures, using 21st century technology		
Network of plants	INTERREG IIIA	Lead partner: HZZ Osijek (Croatia) Partner: Osijek-Baranja County (Croatia), Employment office of Baranya County (Hungary)	To contribute to the sustainable development of the herb market in the cross-border area	To develop a cross-border cooperation network of growers, harvesters, and resellers of herbs in order to ensure a sustainable supply chain for herb market	2006	98.878 EUR
Structured cooperation in cultural tourism	INTERREG IIIA	Lead partner: Osijek-Baranja County (Croatia) Partners: The City of Osijek (Croatia), Baranya County; City of Pécs (Hungary)	To enhance the competitiveness of diversified tourism offers in the cross-border area	To jointly promote cultural tourism offers in Baranya county, the City of Pécs, the City of Osijek and Slavonija-Baranja County	2006-2007	432.425 EUR
Establishment of the eco network in the Podravina region	INTERREG IIIA	Lead partner: Baranya county (Hungary) Partners: Osijek-Baranja County, Koprivnica-Križevci County, Virovitica-	To ensure the sustainable development of the cross-border eco region	To produce studies and databases which resulted from the Croatian-Hungarian cooperation and which	2006-2007	443.021 EUR



Name of the project	Programme	Partners	General objective	Specific objectives	Year of implementation	Budget
		Podravina County (Croatia); Hungarian Academy of Sciences; Dél-Dunántúli Regionális Fejlesztési Ügynökség Kht; Baranya County Chamber of Commerce, University of Pannonia, (Hungary), self-government institutions in Komlo, Sellye and Barč		will define the current situation and offer of a complex analysis on the possibilities of sustainable development in the geographical area covered by the Ecological Region of Podravina		
@CESS	INTERREG IIIA	Lead partner: Baranya County (Hungary) Partners: Osijek-Baranja County (Croatia), University of Pecs; regional NUTS III authorities in Pecs; Foundation for young economists (Hungary)	To contribute to the development of the digital society	To digitalize relevant documents of local and regional self-government bodies near the Croatia-Hungary border and make them accessible on the Internet	2006-2007	187.300 EUR
DONAUREGIONEN+	INTERREG IIIC	Lead partner: Ministry of Construction and Regional Development of the Slovak Republic Partners: Institute for Spatial Planning Bratislava; Bratislava Self-Governing	To formulate a joint spatial development strategy of the Danube region based on the results of Donaudatenkatalog (INTERREG IIC / PHARE-CBC) and	To strengthen the Danube as an important European corridor; to support the growth and competitiveness of functional regions;	2009-2012	2.000.000 EUR



Name of the project	Programme	Partners	General objective	Specific objectives	Year of implementation	Budget
		Region, Nitra Self-Governing Region, Trnava Self-Governing Region (Slovakia); Self-Government of Pest County; Pest County Regional Development Non-profit Agency, Scientific Association for Spatial Development – Gödöllő (Hungary); National Association of Municipalities in the Republic of Bulgaria; INCD URBAN PROJECT Bucharest); Caras - Severin County Council (Romania); Republic Agency for Spatial Planning of the Republic of Serbia; The Provincial Secretariat for Interregional Cooperation and Local Self-Government – Executive Council of the Autonomous Province of Vojvodina (Serbia); Institute for spatial	DONAUREGIONEN (INTERREG IIIB CADSES) projects	to develop comprehensive development strategies of the Danube area regions		



Name of the project	Programme	Partners	General objective	Specific objectives	Year of implementation	Budget
		planning of Osijek-Baranja County; Vukovar-Srijem County, European Integrations Associate (Croatia); Odessa National Polytechnic University, General Department for Foreign Economic Activity and European Integration ,Odessa Regional State Administration, Agency for Regional Development Odessa(Ukraine); Association of Tourism Development in Moldova (Moldova)				
Exploration of economic co-operation opportunities in Baranya County and Osijek-Baranja County	PHARE CBC	Partners: Baranya County (Hungary), Osijek-Baranja County (Croatia)	n/a	n/a	2006	n/a



In addition to the implemented projects, the members of the Eurozone Danube-Drava-Sava were engaged in preparing other projects aimed at the development of the cross-border area. Although these projects were not implemented, they serve as additional proof of the efforts conducted by the members of the Euroregion to improve the area's opportunities. Examples for such projects that were not implemented include:

Education TOP & C for the Euroregion

This project was aimed at improving cooperation and networking between young people in the Eurozone in order to enhance their mutual exchange of knowledge. The project's goal was to improve the living conditions for young people living in the cross-border area, such as through multiculturalism, exploration and learning, organisational skills, creativity, democratic values, communication skills, etc. The target group for the project were young people from Tuzla (B&H), Osijek (Croatia), and Pécs (Hungary). The defined main output of the project was a web platform for young people that would provide the institutional sustainability of the project in long term.

During the project preparation, partners from Bosnia and Herzegovina, Croatia, and Hungary organised a series of meetings related to development of the project idea and defining project activities.

Database for SMEs in the Euroregion Danube-Drava-Sava

The purpose of this project was to create an interregional database of the small and medium enterprises operating in the EDDS, and to create a framework for their mutual future cooperation in order to catalyse economic development and improve their overall competitiveness on international markets. Enterprises from Bosnia and Herzegovina, Croatia, and Hungary were to be included in the entrepreneurial framework that would help them to adjust their activities in line with the demands of modern global markets. In addition to the creation of the database, joint promotional activities for SMEs were foreseen.

Project partners from all three countries were actively engaged in the preparation of this project proposal, but unfortunately the project did not reach the implementation phase.



6.5 Other activities of the edds related to project preparation and implementation

In addition to the aforementioned projects jointly prepared and implemented in the Euroregion, members are also active in the field of informing local actors in their respective regions on available funding opportunities for their projects. In addition to their direct involvement in various projects, whether as lead partners or partners, members (municipalities, cities, chambers of trade and commerce) are also active in informing the public on existing programmes.

Informing local actors is conducted in several ways. Firstly, relevant information on available funding opportunities on both national and EU level are presented to various stakeholders in the included areas via the web-sites of the Euroregion's member organizations. Secondly, some EDDS members are involved in various publication activities (creation of brochures, guides, weekly/monthly publications and newsletters etc.) that include special columns and news related to national and EU programmes in different segments. Those publications are available online and/or are printed and distributed to stakeholders in the cross-border area. Thirdly, some of the members organize presentations and/or workshops for stakeholders in their regions in order to reach them more directly and introduce them the available funding opportunities.



7. Management & budget (income/expenses)

The Eurozone does not have its own separate budget. Since its establishment, the costs of organising various events (such as seminars, conferences, meetings etc.) have been covered directly by the participating members, and especially by the host of such events. Regarding the organisation of internal meetings (such as conferences of presidents and working boards), the Statute defines that the costs of food for participants must be covered directly by the host, while the costs related to accommodation, travel, and translation (if needed) should be covered by the participants themselves. Operational costs for the Secretariat are covered by the member organisation of the Euroregion's President.

The annual membership fee, defined by the Assembly, would be another source for financing the activities of the Eurozone. The management of such finances is the responsibility of the President's member organisation. However, the possibility of charging yearly membership fee has not yet been used. Regarding the financing of joint projects, the Statute defines in Article 38 that the "expenses related to joint projects should be equally divided across all participants in the projects that are to be prepared".

Nevertheless, the EDDS has not managed to solve the problems related to the lack of a separate budget, financing, and financial planning during its existence. All initiatives related to this issue remained on a "theoretical" level and were not implemented in reality. On the other hand, while the lack of a separate budget did not prevent the Euroregion members from organising cross-border events and preparing joint projects or implementing other related activities, the unsolved budget questions did have a negative impact from the following aspects:

- the inability to plan the Euroregion's activities from mid to long term due to ad hoc financial contribution of the members; and
- the inability to professionalise the working organ of the Euroregion.



8. SWOT analysis

During the preparation of this case study, interviews were conducted with representatives of the members from Croatia and Bosnia and Herzegovina (unfortunately, no answer was received from Hungarian representatives). During the interviewing process, we asked the representatives about their thoughts regarding the strengths, weaknesses, opportunities, and threats. The author of this case study combined the results of the interview with his own insights. The results of this approach are two SWOT tables. The first table deals with the analysis of the Euroregion’s internal operation, while the second one deals with the organisation’s future development.

SWOT 1: Operations, capacity, organisational structure

Strengths	Weaknesses
<ul style="list-style-type: none"> • experienced and expert staff engaged in the working organs • established and institutionalized cooperation • organisation based on best practices in EU cross-border initiatives • organisational structure composed of different nationalities and backgrounds 	<ul style="list-style-type: none"> • organisational structure is not professionalized • no separate budget • operations carried out entirely by voluntary work, which can undermine the possibility for more serious and demanding engagements • lack of initiative by certain countries (since Bosnia and Herzegovina took over the presidency, activities of the Euroregion are stagnating)
Opportunities	Threats
<ul style="list-style-type: none"> • Possible inflow of new members (together with new ideas and experiences in solving operational weaknesses) • EU programmes related to enhancing human capacities 	<ul style="list-style-type: none"> • Strong cross-border initiatives in the wider region that could take some of the members due to the lack of activities of the “Danube-Drava-Sava” during the last few years



SWOT 2: Future development of the cross-border area

Strengths	Weaknesses
<ul style="list-style-type: none"> • Experience in the joint preparation and implementation of EU programmes • Developed communication channels between a wide spectre of stakeholders in the three countries • The Euroregion is open to new members which provides with opportunities for new partnerships 	<ul style="list-style-type: none"> • Lack of initiative and engagement of some of the members of the Euroregion regarding the development of future projects
Opportunities	Threats
<ul style="list-style-type: none"> • A wide spectre of existing EU programmes (especially CBC programmes) relevant for the programmatic goals of the Euroregion are available • Strong cross-border initiatives in the EU context are appropriate for conducting joint activities 	<ul style="list-style-type: none"> • Major CBC programmes are bilateral in nature thus opportunities are limited for trilateral projects (e.g. Hungary-Croatia, Hungary-Bosnia and Herzegovina)



9. Future plans and goals of the cooperation

The future plans and goals of the Eurozone Danube-Drava-Sava cross-border cooperation are represented through interviews. There is one important prerequisite to be ensured in order for the Euroregion to start working further on the achievements of the defined goals and the priorities of cooperation. That general prerequisite is the active performance and ceaseless initiative behaviour from the members and especially from the presiding member. Nevertheless, the Euroregion demonstrates a significant decrease in terms of activity and initiatives. The presidency of the Euroregion was appointed to Bosnia and Herzegovina, and subsequently the activities of the cooperation are in stagnation. The main reason for this is the lack of initiative of the partners from B&H. Since the four-year-mandate given to Bosnia and Herzegovina in 2010 is expected to finish soon, and the presidency over the Euroregion will be given either to Hungary or Croatia, it is expected that the activities of the cooperation will intensify in the next period.

Regarding the future goals of the cooperation, the following table combines the findings of the interviews as well as the strategic goals defined within the document “Eurozone Danube-Drava-Sava Strategy for the period 2007-2013”¹⁸.

Table 3: Strategic goals and activities for the future development of the EDDS AS DEFINED IN THE STRATEGY FOR THE 2007-2013 PERIOD

Priority fields	Activities
<p>Economy</p>	<ul style="list-style-type: none"> ● stimulating research activities of the universities in the area and include them in the activities of the Euroregion ● extending the field of engagement of the spin-off companies in the area ● establishing new types of economic cooperation, such as clusters and innovation chains ● developing new tourism offers ● developing new agricultural products ● developing new cultural offers ● improvement of networking between institutions relevant for economy development ● realisation of the V/c transport corridor ● establishment of the traffic system of the Euroregion

¹⁸ This document is the last strategic document of the Euroregion Danube-Drava-Sava. A strategy for the next period has not been developed yet.



Priority fields	Activities
Society	<ul style="list-style-type: none"> • enhancing mutual links between various communities within the Euroregion • networking of civil society organisations • joint promotion and education related to the linguistic heritage of the Euroregion • organisation of sport events and competitions
International promotion of the Euroregion	<ul style="list-style-type: none"> • international promotion of the Euroregion • representing the Euro-region's interests in the context of EU integrations • establishment of better connections with other Euroregions
Internal operations, management and structure	<ul style="list-style-type: none"> • institutionalisation of the administrative system of the Euroregion • institutionalisation of the executive system of the Euroregion • improvement of the communication channels within the Euroregion • ensuring better financial sustainability for the Euroregion • professionalization of the working organs, especially the secretariat

The Euroregion has identified and implemented a series of strategic goals. Some of the goals were achieved via projects prepared and implemented by certain members of the Euroregion. These cover the following areas:

- protection against natural catastrophes and disasters;
- preservation of nature and biodiversity;
- rural development, with special emphasis on small farms;
- tourism, with special emphasis on diversified offers such as eco-tourism, cultural tourism, thematic tourism, and adventure tourism offers;
- development of an agricultural market;
- development of a digital society; and
- spatial planning.

Unfortunately, due to the fact that the Development strategy for the period 2007-2013 is a single document consisting of only two pages, it is not possible to review the programmatic goals of the strategy in more details. The document itself is generally written in the form of a draft. Except for the strategic goals, the strategy has not identified priorities thoroughly. Hence, neither the measures nor the activities needed for implementing the given goals were described. In addition to that, there are no indicators defined within the strategy that could serve the assessment of the realisation of the strategic goals. In short, the Development



strategy of the Euroregion lacks many elements and as a two-page-document does not sufficiently provide information. We can conclude that the strategy demonstrates the lack of a serious engagement of the Euroregion members regarding the strategic planning of the cross-border area.



10. Unique, regionally specific features of the cooperation Area

There are several levels of locally and regionally specific characteristics of the EDDS. These features can be divided into the following categories of features: geography, communication networks, economy, tourism, and culture.

Geography

The area of the Euroregion Danube-Drava-Sava encompasses the southern part of Pannonia and Peripannonia. These areas represent one of the most valuable agricultural space on the European continent. The area represents a coherent physical geographical entity, and is surrounded by mountain complexes: the Alps and the Dinaric Alps). There are four important rivers in the region: the Danube, the Sava, the Drava, and the Tisza that all played an important role in the historical development of this area. Within the Pannonian Valley, there are four major sub-regions: Slavonia (Croatia), Baranya (Hungary and Croatia), and Bosnian Posavina including the Tuzla area (Bosnia and Herzegovina).

Communication networks

The Euroregion's area has a developed traffic infrastructure such as roads, rails, river traffic system, and airports. Major rivers are present in the area (especially the Danube and the Sava), the road traffic represents a special field of interest regarding the traffic connections of the EDDS with the surrounding areas. There are several river traffic routes in the Euroregion's territory, some of which are international traffic routes. The major boat ports are stationed in Osijek, Slavonski Brod, and Belišće (Croatia), in Brčko (B&H), and in Barcs (Hungary). Regarding air-traffic, there are airports in Osijek, Pécs, and Tuzla.

Economy

The cross-border area is known for its food industry and healthy food products. The economic actors are mutually well connected within the chambers of trade and commerce. Also, there are many fairs for entrepreneurs and producers organised regularly in the area, which significantly contributes to the further enhancement of the economy and a better networking of actors in the Euroregion with other EU stakeholders and markets.

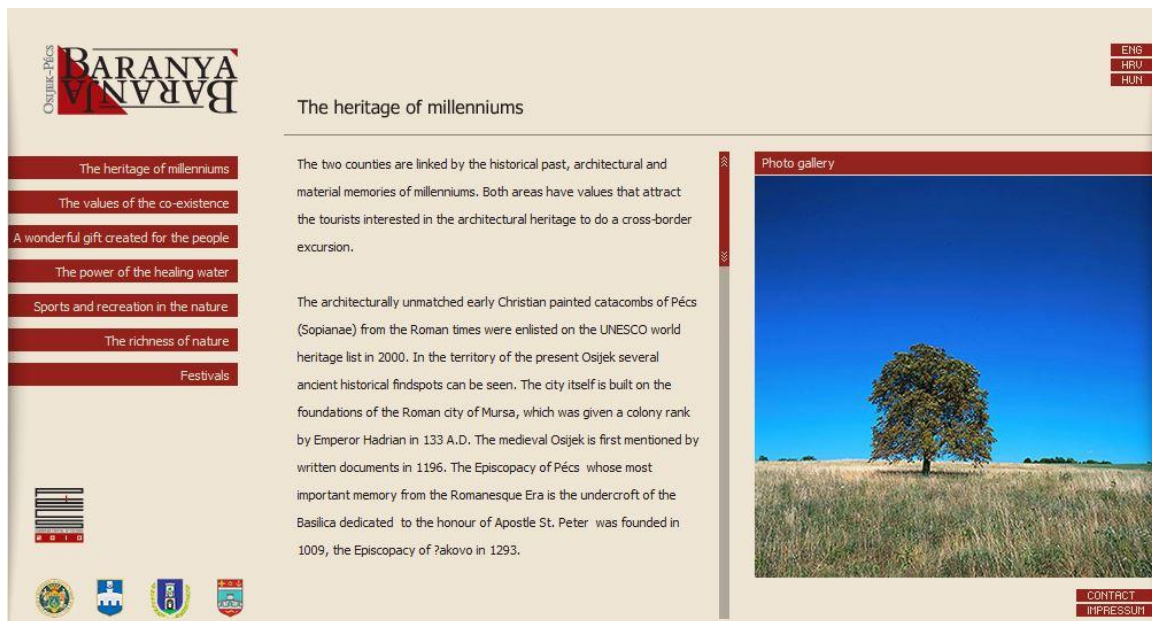
Tourism

The area is rich in diversified tourism offers such as rural, health, religion, sport, and cultural tourism. Further, the area offers unique opportunities for hunting and fishing. The EDDS is actively engaged in promoting tourism on its territory, while members of the cooperation also promote specific tourist features in their own areas. Tourism is promoted on two levels: either



integral (inter-regional) or particular (regional/local). Moreover, the area is known for its wide valleys, preserved environment, forests with wide spectre of wildlife species and birds, picturesque wine yards, traditional basements, historical palaces, castles, and churches (especially the ones dating from the Baroque period). The cultural and historical heritage as well as the preserved folklore represents the main base for developing tourism in the area.

Online promotion of the regions of Slavonia and Baranja. The brochure presents joint cross-border promotional activities and is available in three languages (English, Croatian, and Hungarian¹⁹):



Culture

The areas included in the Euroregion Danube-Drava-Sava have most of the time belonged to the central European culture, which had served as a base for the development of traditional historical ties between the cross-border areas as well as their nation-states. There are numerous joint cross-border cultural and folklore initiatives, organised especially under various EU projects. The crown of cultural achievements in the area was in 2010, when the Hungarian city of Pécs was the European Capital of Culture.

¹⁹ Source: <http://www.obz.hr/hr/pdf/baranja/baranja.swf>

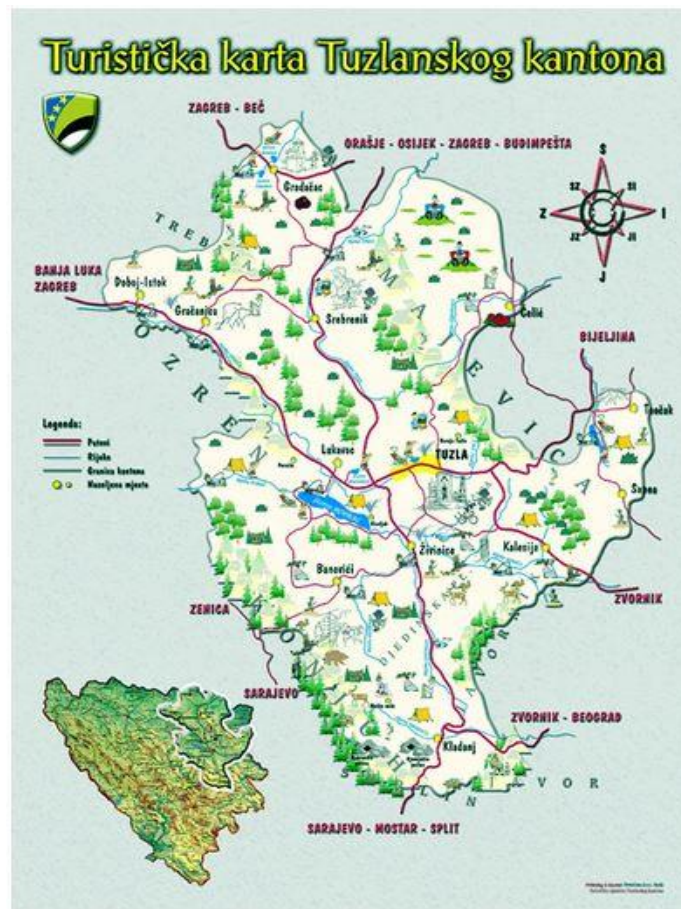


Figure 9: Tourism map of the Tuzla Canton, part of the Euroregion Danube-Drava-Sava²⁰

²⁰ Source: <http://www.ddseuro.org/>



11. Summary

The Euroregion Danube-Drava-Sava represents an institutionalised cross-border initiative of regional self-government bodies (i.e. municipalities, cantons, and cities), their related regional economy, trade chambers, and other organisations from the Republic of Croatia, Bosnia and Herzegovina, and Hungary. The Euroregion is entirely open to new members and since its establishment several municipalities have been included.

The Euroregion was established in 1998 in Pécs. The Statute of the cooperation was signed by the founders: Baranja County, the City of Pécs, the Economy and industry chamber of Pécs-Baranya (on the Hungarian side), Osijek-Baranja County, the City of Osijek, HGK Osijek, the Chamber of Economy Osijek (on the Croatian side), Tuzla-Podrinj Canton, the Municipality of Tuzla and the Economy Chamber of Tuzla (on the Bosnia and Herzegovina side). At this moment, the Euroregion has 24 member organisations.

The most active period of the Euroregion was between 1998-2010, when numerous joint activities, projects and events were organized and implemented by the members. In that period, an organisational reformation was performed which improved its operational and organisational capacities. However, there are still weaknesses and problems within the Euroregion which will need to be addressed by its members in order to achieve full operational and organisational potential that are needed in order to achieve the goals.

The Euroregion is facing the following problems:

- The organisational structure is not sufficiently professionalised and relies on the voluntary work and personal engagement and enthusiasm of the staff.
- The financial sustainability of the Euroregion is challenged since it has no separate budget and no sources of income.
- There is a lack of initiatives by certain members; there is an especially low activity rate of the members from Bosnia and Herzegovina, which held the presidency of the Euroregion in the past years (2010-2014).

Nevertheless, the EDDS has achieved significant results in the areas of economy and social development of the cross-border areas. It provides institutional framework for all other cross-border initiatives between various actors in the area, thus the Euroregion has a significant potential for enhancing the development of the included areas in the future.

The organisation represents a long-lasting cross-border initiative in the region with a long history of development and activities. The Euroregion is an institutionalised cross-border initiative that has existed long enough to achieve developmental results but also shows certain weaknesses that cross-border cooperation efforts are facing today.



Both of these facts are the main reasons why the Euroregion Danube-Drava-Sava was chosen as an example of best practices in cross-border cooperation for this study. As new cross-border initiatives will arrive in the future and, hopefully, achieve better developmental impact in overcoming challenges and obstacles than the one shown in this case study. We hope that one of the reasons for their success will be based on the knowledge provided within the relevant knowledge bases such as this study.



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13. Annexes

Annex 1: Outline of the Euroregion Danube-Drava-Sava²¹

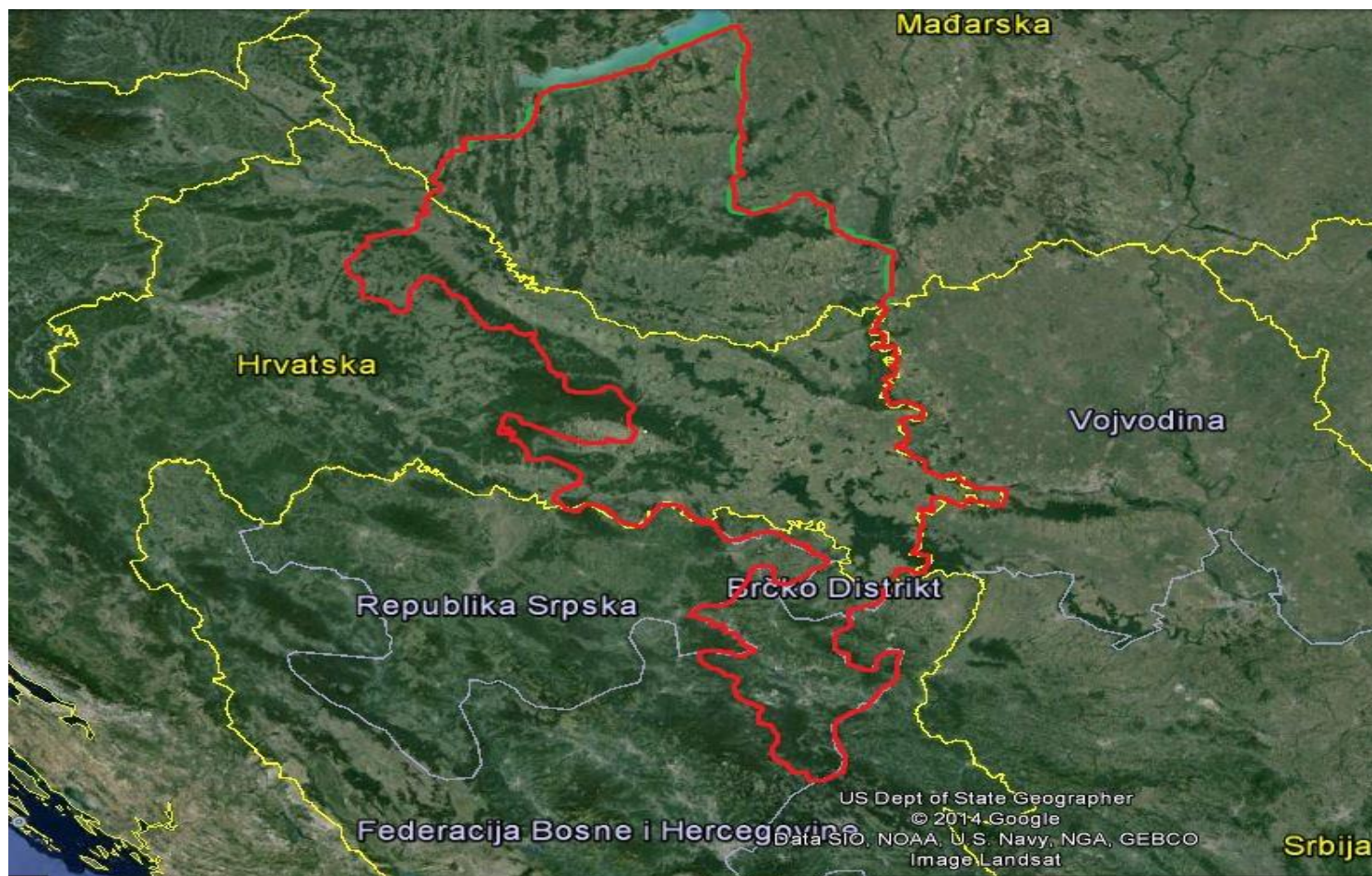


The territory is divided into the following colours: blue - Bosnia and Herzegovina; brown - Croatia; Green - Hungary.

²¹ Source: <http://www.ddseuro.org/>



Annex 2: Territory of the Euroregion on the map²²



²² Source: authors' work based on Google Maps' image

Crossing the borders

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