

# **GEOPOLITICS OF INTEGRATION: A SPATIAL ANALYSIS OF COOPERATION IN THE NORDIC REGION**

*Dissertation submitted to the Jawaharlal Nehru University  
in partial fulfilment of the requirements for  
the award of the degree of*

**MASTER OF PHILOSOPHY**

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**CERTIFICATE**

Certified that the dissertation entitled, "**GEOPOLITICS OF  
INTEGRATION: A SPATIAL ANALYSIS OF COOPERATION IN <sup>THE</sup> NORDIC  
REGION**", submitted by **RAVI BHAGAT** in partial fulfilment of the  
requirements for the award of the degree of **MASTER OF PHILOSOPHY  
(M.Phil)** of this university, is, to the best of our knowledge, his own work  
and has not been previously submitted for any other degree of this or any  
other university.

We recommend that this dissertation may be placed before the  
examiners for evaluation for award of the degree of Master of Philosophy.

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**In adoring veneration, I dedicate this work to my ardent teachers**

**Smt. Surindera Kheti**

**&**

**Prof. A.K. Trivedi**

**In whose aspirations are my inspirations**

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(RAVI BHAGAT)

# CONTENTS

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INTRODUCTION	1-13
CHAPTER I REGIONAL INTEGRATION: A THEORETICAL PERSPECTIVE AND GENERAL DESCRIPTION	14-25
CHAPTER II REGIONAL COOPERATION IN NORDIC REGION: ORIGIN AND DEVELOPMENT	26-42
CHAPTER III THE GEOPOLITICS OF REGIONAL COOPERATION IN THE NORDIC REGION	43-57
CHAPTER IV THE STATE OF NORDIC COOPERATION IN A CHANGING EUROPE	58-71
CHAPTER V CONCLUSION	72-80
APPENDIX	81-92
BIBLIOGRAPHY	93-98

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**LIST OF TABLES :**

**THE ANATOMY OF A PROCESS OF COOPERATION**

**GENERAL INFORMATIVE DATA ON NORDIC COUNTRIES**

**POPULATION IN THE COUNTRIES OF NORDIC REGION**

**LIST OF MAPS :**

**MAP OF THE NORDIC REGION**

**MAP OF DENMARK**

**MAP OF SWEDEN**

**MAP OF FINLAND**

**MAP OF NORWAY**

**MAP OF ICELAND**

**MAP SHOWING NORDIC TRANSBORDER COOPERATION**

**MAP SHOWING NEW NORDEN IN NEW EUROPE**

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# INTRODUCTION

The Nordic region consists of Denmark with the self-governing Faroe Islands and Greenland; Finland with the self-governing Aland Island; Iceland, Norway and Sweden.

Nordic cooperation has a long historical tradition. In its present form it started as an academic movement in the first half of the 19<sup>th</sup> century. Until the First World War this cooperation had its main strongholds among academics, the labour movement and educationalists. The serious and systematic efforts to engage in Nordic cooperation was initiated by the government and parliaments of the Nordic countries only after the second world war. They started with a number of ad-hoc groups for special purposes; institutionally they became more consolidated with the establishment of the Nordic Council (1952) and the Nordic Council of Ministers (1971). The result is an indisputable success of Nordic cooperation – institutionally and on Geo-political *issues*.

On the issue of Nordic cooperation there seems to exist a kind of cooperation ideology of both idealistic – emotional and utilization – pragmatic significance. The attitude of the idealist may be summarized in the way that the Nordic peoples are related to one another in different respects. Hence, it is a duty to cooperate and to carry on the cooperation in such a manner that the consciousness of this relationship is reinforced. The efforts toward cooperation may be to express a kind of Nordic nationalism.



On the other hand there are others who look upon Nordic cooperation in a less ideological, and more pragmatic manner. Considering that the Nordic countries together constitute a linguistic, cultural, economic, social and political-ideological area, of considerable homogeneity, possibilities exist for taking practical advantage to the benefit of all the concerned parties. Problems which cannot be solved effectively in each single country may be given a common solution which can often yield substantial advantages to all the participating states.<sup>1</sup> These two attitudes have been interwoven and they effectively represent the rationale behind the Nordic cooperation.

### **Nordic Region : Its Geographical Setting**

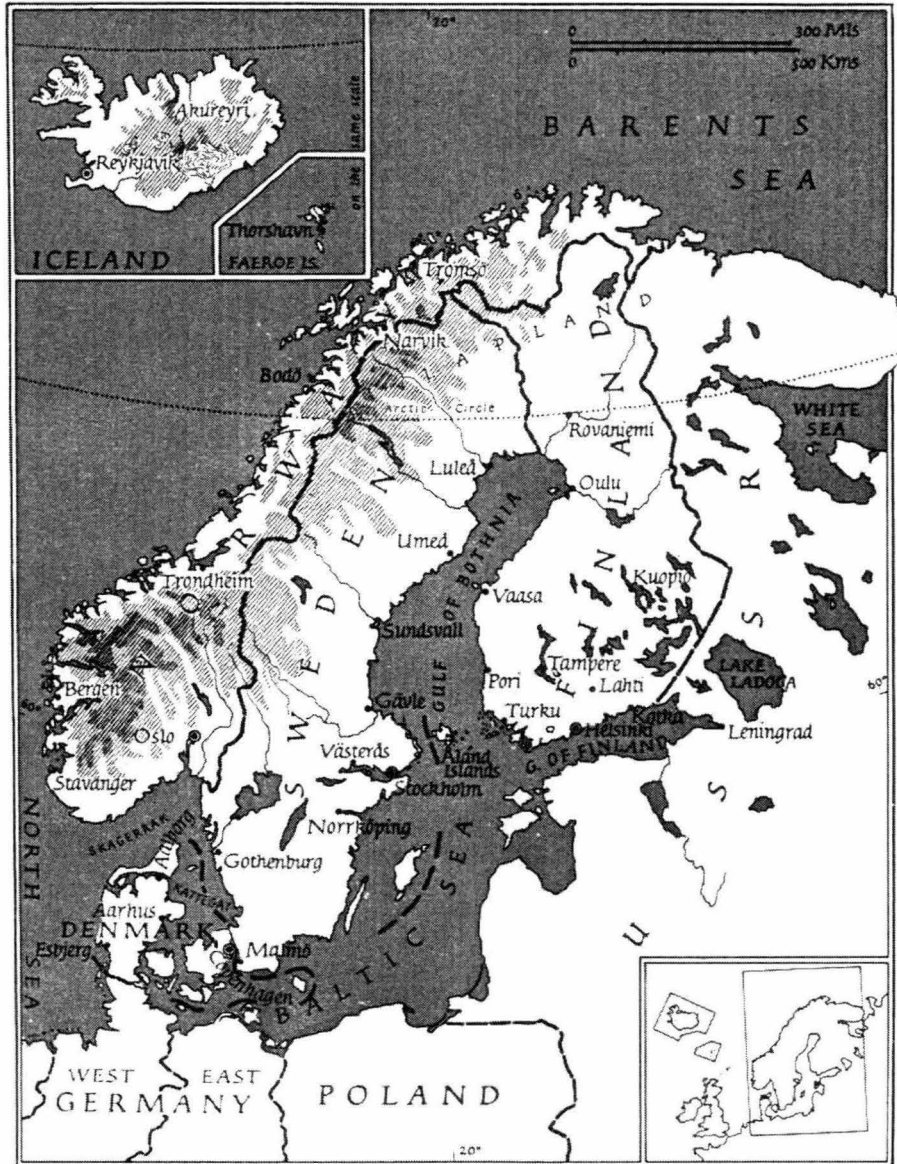
The five countries Denmark, Finland, Iceland, Norway and Sweden are together popularly known to the outside world as Scandinavia. But they themselves prefer to say Norden - The North.<sup>2</sup> It is a fellowship that has proved itself in every aspect of life from the earliest times - in language, in culture, in legal concepts, in way of life - and that has endured despite mutual wars and the many other complications in which their history abounds. Thus, geography, history and language have linked them through the centuries. Through geography Norway and Sweden share the Scandinavian peninsula, and Sweden and Finland share a common border. Only the narrow channel of the south separates Denmark from South

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<sup>1</sup> Andren, N., "Nordic Integration and Cooperation - Illusion and reality", *Cooperation and Conflict*, XIX, 1984, pp.251-262.

<sup>2</sup> Mead, W.R., *Scandinavia* (London: Thomas and Hudson Publishers, 1972, p.7).

# THE NORDIC REGION



Source : Somme , A.,A geography of Norden, London, 1990.

Sweden; but Iceland lies away in the North Atlantic, six hundred miles from Norway. A glance at the map will show that if we take the region as a whole, land and sea together, it is 4000 kms (2500 miles) from the Danish-German border in the south to the northernmost points of Iceland and 3000 kms (2000 miles) from the west coast of Iceland to the Finnish-Russian frontier.

Until this century history has divided the five countries into the dominant and the dominated.<sup>3</sup> Denmark and Norway were united under one crown for several centuries, with Denmark as the dominant partner until its place was taken by Sweden. In 1905 Norway separated from Sweden and became once again a sovereign state. Finland was for more than six hundred years a part of the Kingdom of Sweden, and then Russia from 1809 to 1917, when it became independent Iceland was linked with Denmark until 1944. Thus, in the twentieth century Scandinavia has become a varied group of three monarchies – Denmark, Sweden and Norway - and two republics, Finland and Iceland. Between these five countries the new relationships of sovereign and equal status have had to be worked out and the inherited tensions of history relaxed. The result was Nordic co-operation.

The ties of race and language are fundamentally strong. All, except a majority of Finns are Nordics, and they speak related Norse language. Since

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<sup>3</sup> Shirer, William L., *The Challenge of Scandinavia* (London: Cambridge Press, 1962).

1930's the five countries have come to call themselves collectively as Norden (the North), the name indicating the community that they have created.

Nordic countries are called as the roof-top of Europe.<sup>4</sup> By comparison with most parts of the world, its member states live in harmony with each other and generally contrive to avoid disharmony with their non-Scandinavian neighbours. There are certain geographical facts which favour this harmony. There are two basic facts of physical geography which favour co-operative endeavour - these are high latitude location and a maritime setting.

The facts of latitude are impressive. About a third of the land area of Norway and more than a quarter of the surface areas of Sweden and Finland are north of the Arctic circle. The capital cities Oslo, Stockholm and Helsinki lie approximately on the sixtieth line of north latitude and Reykjavik and Trondheim are on 64°N latitude. The most densely peopled and fully developed parts of Norway, Sweden and Finland lie in the same latitudes. Thus, much of Nordic can be regarded as part of the temperate zone intruding upon the Arctic and sub-Arctic.

Geologically speaking, Denmark is a young country whose soft chalk cliffs rise above the shallow Baltic Sea or emerge from the thick covering of

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<sup>4</sup> Lindgren, Raymond E., *Norwegian-Swedish Union, Disunion and Scandinavian Integration* (Princeton, 1959), p.431.

glacial deposits that give to eastern Jutland in particular a hilly character. Denmark is also a low-lying country. Himmelbjerget, its high point, only attains a modest 550 feet. By contrast, Finland is a geologically old country where the consequences of the Ice Age are inscribed in erosion rather than in deposition. It is low-lying and its granite bedrock only exceed 1000 feet in the northern quarter of the country. Iceland, whose dark basaltic rocks have been and are being born of fire, is a lofty island, though youthful in geological terms Norway, loftiest of all, is geologically comparable in age and form with north-west Scotland. Sweden shares the geology of Norway, of Finland and, marginally in the extreme South-West, of Denmark.

The geology control resources both directly and indirectly. Different types of rocks contain different mineral endowments. Iceland's bedrocks contain no minerals of consequence. Denmark has abundant chalk which is best for a major cement industry. Sweden is rich in minerals, especially in iron ores, and Swedish lapland is one of Europe's leading sources of phosphoric ores. Related iron mountains occur in adjacent Finnish and Norwegian lapland, though the size of their deposits is much smaller and the quality generally lower. Finland, Sweden and Norway all have copper ores.

Yet all the five countries suffer a major deficiency of combustible fuels. Sweden has a few small coal mines in the extreme south-west. Norway has coal mines in Austere and isolated Spitsbergen. Denmark has

inefficient brown coal. But energy in these countries, is available from falling water, so that geology helps to provide a different kind of energy in a different way. Hydro-electric power is a direct expression of topography and climate and is adequately harnessed in Nordic countries for power generation.

In the Nordic Region - the world of islands and peninsulas, movement has naturally been by sea. Historically, the sea has united the five countries and has served as a natural highway. All Nordics look to the sea which has helped them to find ample amount of resources.

The population of five countries have a number of common or near-common features. Firstly, all of them have population small in relation to their surface areas. Secondly, the populations of the Scandinavian countries are ethnically homogeneous. Their territories have not been settled by peoples outside their Kith and Kin, although there are some Scandinavians, who because of their historical evolution have spilled over into each other's territories. To a large extent, the peoples of Denmark, Norway and Sweden understand each other's languages. The Icelanders and Faeroese, speak a language which is more closely akin to old Norse. Also, a great majority of the peoples of Norden adhere to the state Church and have followed the lutheran path since the 17th century.

Thirdly, the Nordics display certain common demographic characteristics which, in turn, are closely related to the form of social

development. Although the birth rate varies considerably from country to country, but the infant mortality is among the lowest in the world. Life expectancy, high in each country, attains a world record for females in Iceland and males in Sweden. These facts are inseparable from the revolutions in standards of public health and medicine that the Nordic countries have enjoyed during the last three generations.

Today 24 million Nordics are scattered very unevenly over the extensive territories of their homeland. For centuries, the population pushed slowly towards the frontiers of possible settlement, dispersing its energies increasingly thinly over the land. For the contemporary generation, centripetal forces prevail. Cityward migration and urbanization are features as powerful in all the Nordic countries as in western Europe. In all of them, too, there are pronounced regional concentrations of population.<sup>5</sup> Each country has a large capital city, though none of them is centrally located in its national territory. For historical reasons Copenhagen and Stockholm occupy peripheral positions. Helsinki and Oslo are in extreme south of their latitudinally elongated lands. Reykjavik is in the extreme south-west of Iceland. Beyond this the population of all five countries shows a tendency to concentrate in increasingly restricted areas. The peoples of Norden are very sensitive about the place where they live and this makes them world leaders in the identification of their land.

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<sup>5</sup> Mitchell, P.M., *History of Nordic Settlement* (Copenhagen, 1987), pp.203-24.

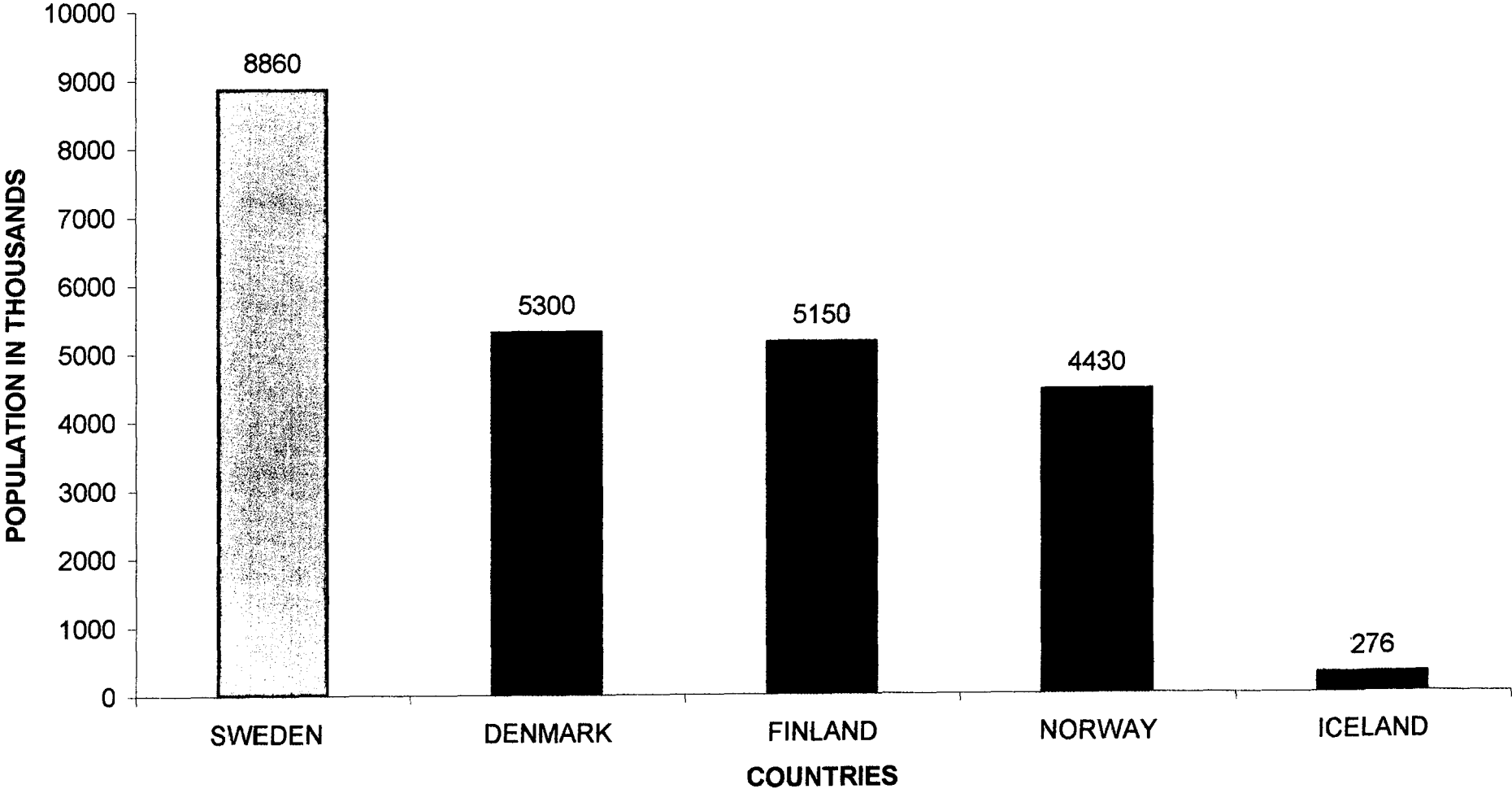
**Table 1****GENERAL INFORMATIVE DATA ON NORDIC COUNTRIES**

<b>Country</b>	<b>Area</b>	<b>Government</b>	<b>Capital</b>	<b>Chief Products</b>
DENMARK (Danmark)	43,000 Km <sup>2</sup>	Constitutional monarchy	Copenhagen	Agricultural Produce, Ships, Machinery
FINLAND (Suomi)	337,000 Km <sup>2</sup>	Republic	Helsinki	Timber, Paper, Cellulose, Metal goods, Ships, Butter and Cheese
ICELAND (Lydneldid Island)	103,000 Km <sup>2</sup>	Republic	Reykjavik	Fish and Fishery Products
NORWAY (Norge)	324,000 Km <sup>2</sup>	Constitutional monarchy	Oslo	Fish, Whale Oil, Metals, Wood Products, Chemicals
SWEDEN (Sverige)	450,000 Km <sup>2</sup>	Constitutional monarchy	Stockholm	Timber, Paper, Steel Machinery

Source : Stellen, Vegard, Five Northern Countries Pull Together, Ministries of Foreign Affairs, Nordic Council, 1996.



**POPULATION IN COUNTRIES OF NORDIC REGIONS (2001)**



Many observers of the Nordic nations, especially since world war II, have been impressed by the many evidences of the Nordic unity. More frequently, the wide area of cooperation among the nations of the North has been explained as a consequence of their cultural and linguistic unity. This explanation is inadequate and fails to account for other more decisive factors such as historical and most importantly geopolitical. The cooperation between the Nordic countries spans over an impressively wide field. From time to time, scholars have tried to identify and measure the scope and quality of the patterns of cooperation and their implications for the Nordic system.<sup>6</sup> The issue which has been neglected so far is the inadequate consideration to the geopolitics involved in the case of Nordic Integration and Cooperation.

### **Objectives of the Study**

The prime motive of the present study is three fold:

- 1) To study the importance of regional cooperation in Nordic region with its distinctive characteristics. Also, on what aims, issues and goals has each country worked for the regional cooperation.
- 2) What are the geopolitical necessities or compulsions of regional cooperation amongst Nordic countries.
- 3) The question of Nordic integration vis-à-vis the formation of European Union and the changing internal and external governmental attitudes.

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<sup>6</sup> Ingebritsen, Christine, *The Nordic States and European Union*, (Cornell University Press, Ithaca, New York, 1998).

## Methodology

This study mainly relies on the secondary sources. The literature for the subject matter has been largely collected from various articles in journals and books. The main focus is on the study of international politics and regional cooperation amongst Nordic countries vis-à-vis historical, political, economic, cultural and geopolitical issues. The regional cooperation is analysed taking into consideration various institutions of cooperation, governmental policies and goals. The model of cooperation to be used for the purpose of the present study has been summarized in Table 1, which brings together three basic elements of a process of cooperation: Its causes of origin its objectives as well as its means and instruments.

**Table 2**

### **THE ANATOMY OF A PROCESS OF COOPERATION**

<b>A. Causes of origin</b>	<b>B. Categories of goals</b>	<b>C. Approaches to cooperation</b>
1) response to needs	1) economics of scale	1) pooling of resources
2) exploitation of opportunities	2) distribution of work	2) coordination
3) institutionalized continuation	3) collective goods	3) adaptation
	4) capability feasibility goals	
	5) cooperation for cooperation's own sake	

**Source:** Sjostedt, G., "Nordic and World Economic-Political Cooperation: Competition, Adaptation or Participation?", *Cooperation and Conflict*, XXII, 1987, pp.206-226.

The table shows how an international cooperation, conceived of as a strategy for a nation, may come about in a several distinctly different ways each affecting the whole process of integration and interaction between the nations involved. We shall thus analyse the Nordic cooperation, keeping these points in mind and considering the cooperative issues under this theoretical model.

### **Chapterization**

The nature of Nordic cooperation has always been the topic of interest for scholars from time to time. However, few academic studies have been done considering historical and geopolitical issues. It is therefore of considerable interest to give due importance to these issues in this present study.

### **Chapter I : Regional Integration: A Theoretical Perspective and General Description**

Under this chapter, the theoretical perspective of regionalism is discussed, which is central to the study of international relations. Here the political and geographical causes of regionalism has also been discussed. Along with this the growing necessity and compulsion in the international scenario has been studied. In this situation, the study of how the Nordic countries tried to cope with regionalism has become a valuable literature for a case study.

## **Chapter II : Regional Cooperation in Nordic Region: Origin and Development**

In the second chapter the Nordic region is studied by discussing the political, geographical, economic, historical, geopolitical and strategic factors which have through times led the Nordic countries closer. A due importance has been given while following analytical approach towards different socio-economic and political issues on which cooperation takes place with in the Nordic region.

## **Chapter III : The Geopolitics of Regional Cooperation in the Nordic Region**

Under this lies a description of the Nordic institutions with the formal and informal channels of communication and norms for cooperation. Due consideration has been given to the geographical proximity, the functional interdependencies and transborder externalities that create favourable implications for regional cooperation. Adequate importance has also been given to cultural and identity approaches as well as historical, political and geopolitical orientations of Nordic states, resulting in its integration and cooperation.

## **Chapter IV : The State of Nordic Cooperation in a Changing Europe**

Here an attempt has been made to study the theoretical framework of 'nation states'. The focus is on the emerging issues in the regional cooperation vis-à-vis cultural identities, making 'states' move away from

the 'nations'. Why some countries amongst Nordic resist European accession (Norway, Iceland) and others more acquiescent (Denmark, Sweden, Finland) has been discussed. Also, discussed are the problems that have arisen in the present scenario after the formation of the European Union that shall make or mar Nordic integration in coming times.

**Conclusion : The Future Prospects of Nordic Cooperation**

The conclusion undertakes the study of the Nordic Regional Cooperation, its changing patterns, the degree of integration with the European Union, the future prospects of adaptation and the changing scenarios in the regional cooperation amongst Nordic countries.

## **CHAPTER I**

### **REGIONAL INTEGRATION: A THEORETICAL PERSPECTIVE AND GENERAL DESCRIPTION**

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There is no such thing as neutral geography; every definition and presentation of space is political. Indeed O' Tuathail starts his book impressively by stating that "Geography is about power. Although often assumed to be innocent, the geography of the world is not a product of nature but a product of histories of struggle between competing authorities over the power to organize, occupy and administer space".<sup>1</sup> Politics is equated with power and power is equated with organization, command and controllability. One of the fundamental problems of international politics has been the creation of conditions under which stable, peaceful and cordial relations among the nations are possible. The increasing complex problems of modern society such as economic, social, technical and defence have led the nations and their governments to adopt multilateral cooperation. This has resulted in the growth of various limited and compact regional associations among the nations. The tendency is towards "several worlds instead of one world".<sup>2</sup> Thus, the proliferation of regional organization since 1945 is one of the most significant developments of international relations.<sup>3</sup>

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<sup>1</sup> O'Tuathail, Georoid, *Critical Geopolitics: The Politics of Writing Global Space* (London: Routledge, 1996), p.1.

<sup>2</sup> W. Friedmann, *An Introduction to World Politics* (London, 1956), p.52.

<sup>3</sup> Ronald J. Valeus, *International Affairs*, vol.38, 1962, p.460.



The conflicting interest of the Great powers as well as the small nations in almost every part of the world have increased the move towards regionalism particularly since world war II. The founders of the United Nations and the framers of the UN Charter could not overlook the rising importance of regionalism and regional organizations. They made provisions for regional arrangements in the UN Charter, as their predecessors had also done so while framing the covenant of the league of Nations. Not only have these regional arrangements been allowed to share the building of the new world body, but they have also been encouraged to perform important functions, both in the field of peace and security, and the promotion of cooperation in the fields other than political such as, economic, cultural, social welfare etc.

In the words of Thorsten V. Kalifarri:

“Contemporary international relations are going through a reorganizations in which the old state systems are being slowly moulded into new political forms. New forms of political control are evolving states by voluntary means or under pressure are being gathered into regional groups and in that form promise to be great forces either for peace or for wars”.<sup>4</sup>

Thus, regionalism has achieved a new meaning and a new significance in the modern political setup of the world.

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<sup>4</sup> Thorsten V. Kalifarri, “The Persistence of Power Politics”, *The Annals of the American Academy of Political and Social Science*, May 1948, pp.10-11.

## Origin of Regionalism

Regionalism is as old as history. Regional organization, groups, arrangements, and the alliances have been in existence in the past for various purposes. It is a common belief that the armed neutrality of the Northern Powers in the Napoleonic War, or "the Monroe Doctrine of the United States of America was the beginning of the regional organization".<sup>5</sup> There are other historical facts which prove that regionalism is much older. The Greek history shows that there existed a number of regional organizations in the form of Amphictyonic leagues from the pre-historic period.<sup>6</sup> Though in the beginning their aim was to protect the common temples of various tribes and was not political in character, but later on they became functional as the political leagues.

Since the time of Napoleonic wars, European powers have entered into many great coalitions and alliances. Between the period of 1762 to 1915 five coalitions were formed against France. In 1800 four Baltic powers entered into an alliance, known as the Armed Neutrality to maintain the freedom of the seas against the pretension of England. The examples of regional arrangements towards the end of nineteenth century could be seen in Germany, America, the Balkan, Baltic and Nordic areas. During this period there were many instances of regionalism also of an economic

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<sup>5</sup> K.H. Panikkar, "Regionalism and World Security", *India Quarterly*, vol.12, no.2, p.120.

<sup>6</sup> J.W. Hughan, *Study of International Government* (New York, 1923), p.3.

nature. The economic arrangements in Switzerland, Italy, Austria, Hungary, the Scandinavian area, all preceded the coming of political unity.

After World War II, a number of regional organizations came into being which are mainly concerned with economic and social matters, other are more comprehensive in scope and deal with political and defence problems as well. Some of these are NATO, SEATO, CENTO, Warsaw Pact, Nordic Council etc. They are meant to be instruments of collective defence, but economic and social activities are also associated with them.

Thus, the historical analysis of regionalism confirms that since ancient times states within limited geographical areas have banded together to attain certain desired objectives which were in the form of regional bases. Therefore, regionalism in international politics is not a novel feature of modern time, but what is new is its coexistence with the world-wide organizations.

### **Regionalism: In Geopolitical Terms**

Regionalism is one of the most controversial terms in modern international politics. There are not only differences of opinion over the meaning and purpose of regionalism, but also over its functions. Regionalism has different names such as, regional organizations, pacts, coalitions, alliances, agreements etc. It has different forms such as military or defensive regionalism, functional regionalism, cultural or religious

regionalism, limited or unlimited regionalism etc. Professor S.C. Singh has correctly remarked:

“The regional organizations are set up for a region, they centre around a region. They try to solve a regional problem but the word ‘region’ has not been clearly defined anywhere”.<sup>7</sup>

The absence of an accepted definition of regionalism is because the factors which bring a group of states together into a regional associations, are often complex. Regional arrangements may take various forms. Some may be formed for the purpose of carrying out certain specific objectives in which two or more nations have a common interest. On the other hand, the coordination of foreign policies of some states furthering their common interests in many fields may give birth to regional organizations and regional cooperation. Thus, there is little doubt that regionalism is sought so as to fulfill the interests of different countries of a particular region.

**(i) Geographical Perspective of Regionalism**

It is being considered that the countries geographically and territorially contiguous constitute a region. Sometimes the proximity of borders of the various states in fact brings some homogeneity among their peoples, and they may apply to large as well as small areas of the globe:

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<sup>7</sup> S.C. Singh, *International Affairs Since 1939 to Present Day* (Agra, 1959).

“Neighbouring states with common background and objectives are most ideally suited as partners in a regional arrangement since similar ideological and governmental institutions contribute tangibly to the successful regional structure.”<sup>8</sup>

According to some political thinkers it is possible to do some things within limited areas and among a restricted circle of states. Thus a regional arrangement or a small organization of peoples living in close proximity to each other, can provide the required help necessary for meeting common problems more effectively. The community interests based upon centuries of familiarity and tradition in a given geographical area make it easier to accept the principle of regionalism. According to Van Kleffeur, the term, ‘regional’ must be limited to sovereign states within a certain area or having common interests in that area”. Having this concept in mind, he defines a regional arrangement or pact as “a voluntary association of sovereign states within a certain area or having common interests in that area for Joint purpose, which should not be of an offensive nature in relation to that area.”<sup>9</sup>

## **(ii) Political Perspective of Regionalism**

When several states face a common danger, they make a common cause against it. States Joining such pacts must have a common interest in the region. However, they need not necessarily be situated in that region if

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<sup>8</sup> Stephen S. Goodspeed, *The Nature and Functions of International Organisation* (New York, 1967).

<sup>9</sup> E.N. Van Kleffeur, “Regionalism and Political Pacts”, *American Journal of International Law*, vol.43, 1949.

we take political aspect, as against geographical condition. Professor Padelford says:

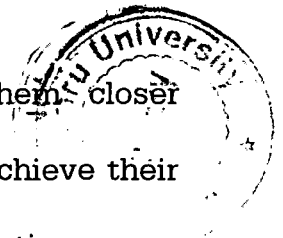
“Broadly speaking, a regional arrangement in the sphere of international politics may be described as an association of states, based upon location in a given geographical area, for the safeguarding or promotion of the participation's. The term of these associations are fixed by the treaty or other agreement.”<sup>10</sup>

Thus, the concept of regionalism is broad enough to include a state or a group of states located in different areas. Though, regionalism gives due importance to geographical factors; further political interests have been also given a considerable importance. Regionalism in the international politics is thus an elastic concept defying any hard and fast definition. One of the most important motives behind the regionalism is the desire for “collective security” (the point which shall be further elaborated in our present discussion) by some nations or regional organization such as NATO, SEATO, CENTO, Nordic Council, Warsaw Pact etc. Further the desire to achieve economic co-operation through mutual agreement between the nations also encourages the need of regionalism. Regional systems may be regarded as possible stepping stones for integration of various national communities into larger entities.

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<sup>10</sup> Norman, J. Padelford, “Regional Organisation and the United Nations”, *International Organisation*, vol.8, 1994.

Thus, the self-interests of various nations bring them closer irrespective of their geographical and political entity, and to achieve their certain desired objectives these countries form regional organizations.



**(iii) Economic and Strategic Perspective of Regionalism**

Regionalism has been advocated as preferable to universal cooperation for problems that are of special concern to a limited group of states in a region. It is argued that within the confines of a region there are likely to be more shared values and common purposes, hence cooperation can be more readily attained.<sup>11</sup> The supporters of regionalism claim that people living in close proximity to each other and having similar objects can provide the machinery necessary to meet the common problems more effectively and efficiently.

The scholars standing for the regionalist theory argue that regionalism is an advantage in the following ways.<sup>12</sup>

- 1) First, a threat to security is most apt to originate among the neighbouring states, and the people of that area are the most effected and consequently most willing to undertake security measures.

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<sup>11</sup> N.J. Paddford and G.A. Lincoln, *The Dynamics of International Politics* (New York, 1967).

<sup>12</sup> Hormats, Robert, "Making Regionalism Safe", *Foreign Affairs*, vol.73, no.4, March-April 1994.

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- 2) Secondly, any action against an aggression would be taken more willingly and quickly within a region.
- 3) Thirdly, the international economy can be shared on regional basis. Regional trade zones can contribute importantly to a new global economic order. Regional free trade agreements can improve resource allocation by enlarging markets, expanding investment flows, and creating economies of scale. In some cases such agreements may reinforce already close private investment and trade links by further lowering barriers and improving cooperation on domestic policies.

Thus, regionalism can be useful in many ways for the solution of various international problems, along with economic upbuilding of international structures. This is the reason that at present more than half odd states of the world are involved in regionalism. The bulk of Europe, Middle East, South East Asia and Africa are regionally committed. The commonwealth of Nations, NATO, the organization of American States, Nordic Council, Council of Europe, the Arab League, the Soviet East European System, and various economic associations, such as OEEC, EEC, EU are some of the important links. Regional financial and economic planning is seen in Western, Eastern and Northern Europe. The economic development and investment is increasing in Asia. It clearly indicates that regional loyalties and symbols are growing. Also, there is no doubt that



regional cooperation provides an increase in stability within regions by removing historical rivalries, settling inter-regional disputes and promoting economic and social cooperation.

### **Nordic Regionalism: A Case Study**

Having discussed the theoretical aspects of Regionalism we shall now consider the case of Nordic Region. The region has an aggregate population of about 24 million. It consists of five sovereign states and three autonomous territories: Denmark, Finland, Iceland, Norway and Sweden, along with the autonomous territories of Faroe Islands, Greenland and Aland.

#### **Nordic Countries**

Denmark	(Danmark)
Finland	(Suomi)
Iceland	(Lydneldid Island)
Norway	(Norge)
Sweden	(Sverige)

#### **Autonomous Territories**

Faroe Islands	(Faeroerne)
Greenland	(Grønland)
Aland	(Åland)

## NORDIC REGION



Source: Encarta Encyclopedia, 2002

Till the 17th century it was known by usage term - Scandia (Scandinavian) applied only to the peninsula on which modern day Norway and Sweden are located. The frequent exchange of people, goods and ideas between this peninsula and Denmark extended the cultural meaning of Scandinavian to include Danes. Later, the term was extended to embrace Iceland and Finland given the role in the regions history.

Though, Nordic cooperation has a long historical tradition, in its present form it started as an academic movement in the first half of the 19th century. Until the First World War this cooperation had its main strongholds among academics, the labour movement and educationalists. In the 1920's the Norden Association's were established, enabling cooperation on a larger popular scale. At Governmental level, informal cooperation was initiated in the 1920's and 1930's through various ministerial meetings. The recent practice, by five countries - Denmark, Finland, Sweden, Norway and Iceland to have the term Nordic as their preference owes to forming of Nordic Council in the 1950's - a Scandinavian Defence Union. 'In unity lies the strength' is the axiom adopted by these countries, when they formed the Nordic Council. The Council helps them to cooperate on many goals - the protection of their fishing beds, trade and defensive measures etc.

The basis for cooperation today is a treaty between the Nordic countries, known as the Helsinki Treaty, which came into force in 1962.

This treaty laid out the character and framework of the Nordic councils working procedures and field of activity. Through the revision of the Treaty in 1971, the Nordic council of Ministers operates within the entire range of Nordic cooperation, and is authorized to make binding decisions within the framework of the cooperation agreements in force.

Thus, the Nordic countries main forum for cooperation is the Nordic Council of Ministers, an inter-governmental cooperation body, and the Nordic Council, which is an inter-parliamentary organization.

Nordic cooperation comprises of two main pillar:

- 1) Internal Nordic cooperation, in which culture, identity as well as issues of common interest to the Nordic countries - such as environment, security and trade - are the central concerns.
- 2) Ties with Europe and other international matters as a feature of Nordic cooperation.

All this brings us to the need of studying the overall Regional cooperation and the agreements among the Nordic countries.

## **CHAPTER II**

### **REGIONAL COOPERATION IN NORDIC REGION: ORIGIN AND DEVELOPMENT**

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To a large extent, the early history of the Nordic region is a chronicle of struggles for power, wars and rivalry between neighbouring countries. But in the past the Nordic countries have on many occasions displayed a willingness to cooperate. Cooperation has been developing for several centuries, which has assumed different forms and has reinforced the common Nordic identity. Some events which need closer understanding are:

- (a) 1397-1521 : The Kalmar Union
- (b) 1523 - early 19th century : A divided Nordic region
- (c) 1815-1905 : Union between Sweden and Norway
- (d) 1873-1914 : Currency Union Denmark, Sweden, Norway
- (e) 1952 : Nordic Council - formation of cooperation body for Nordic Parliaments
- (f) 1971 : Nordic Council of Ministers

#### **1397-1521 : The Kalmar Union**

The Kalmar Union was a union of three Nordic Kingdoms formed in 1389, when Queen Margrete - already regent in Norway and Denmark - was elected regent in Sweden. The entity was referred to as the Kalmar Union because Margrete's grand nephew, Erik of Pomerania, was crowned King of Norway at Kalmar on 17th June 1397. The union treaty stated that the

# DENMARK



SOURCE :Britannica Encyclopaedia ,2001.

countries were to act as a single kingdom vis-a-vis other countries and states, and assist one another in the event of war. The union functioned in practice upto 1521, when Gustavus Vasa was elected King of Sweden.

### **1523 - Early 19th Century : A Divided Nordic Region**

The question of yes or no to the Nordic Union became relevant when Gustavus Vasa was elected King of Sweden. The owners of large tracts of land in Sweden and Norway disliked the union. At this period of history, Denmark was the largest and richest of the Nordic countries. The Norwegian and Swedish landowners - along with the German members of the Hanseatic league - were of the opinion that Denmark dominated the decision making process. This period also marks the emergence of Sweden as a major power, when King Gustavus Vasa proved capable of exploiting the discontent amongst the landowners. Thus, the Nordic region was split. Sweden and Finland formed one alliance, while Denmark, Norway, Iceland, Greenland and the Faroe Islands formed a counter alliance. Sweden wrested Scania from Denmark and Jamtland and Herjedalen from Norway, following a number of internecine wars between the unions.

The Great Nordic war in early part of the 18th century brought an end to Sweden's period as a major power. The main events in the remaining years of the 18th century are the enlightenment and the start of the Industrial Revolution. The French Revolution in 1789 changed the face



# SWEDEN



SOURCE :Britannica Encyclopaedia ,2001

of Europe. The Nordic countries increased their exports of timber, grain and tar to war - torn Europe - at good prices.

In 1807, two of Europe's most powerful men allied: Czar Alexander of Russia and Emperor Napoleon of France. They agreed to cut off England from the rest of Europe, and from the Nordic countries. The Faroese, Greenlanders and Icelanders had good trading connections with England, thus allowing them access to supplies that were no longer available to Denmark and Norway. This led to new wars, higher prices, bank crises, bankruptcies and starvation in Norway.

Russia attacked and occupied Finland. The Czar became Grand Duke of Finland following a meeting of the parliamentary assembly at Borga in 1809. Russia guaranteed Finland's security, and the Finns retained their legislative powers, on condition that they accepted Alexander as their sovereign.

Sweden's defeat led to a change of course in Swedish politics, and parliament was granted more extensive power. Jean Baptiste Bernadotte, a Frenchman, better known as Karl Johan, was elected crown prince and later, King of Sweden in 1810. During his reign, Sweden joined forces with England in waging war against the French and Danish-Norwegian Union. France and Denmark lost, and Frederik VI, King of Denmark, was forced to cede Norway to Sweden which is known as the peace of Kiel. But King Frederik VI appointed Kristian Frederik vice-regent and later the

# FINLAND



SOURCE :Britannica Encyclopaedia ,2001.

Norwegians elected him King of Norway. For a short period in 1814, Norway was independent, with its own King, Kristian Frederik. A new constitution was adopted on 17th May at Eidsvoll, but was rejected by Karl Johan.

Sweden attacked and won the war against Norway. Karl Johan became King of the new union between Sweden and Norway, which lasted until 1905.

### **1815 to 1905 : Union Between Sweden and Norway**

After a few months of independence, in 1814 Norway abandoned Union with Denmark in favour of a new union with Sweden. King Karl Johan had a government in Stockholm, and another in Oslo to govern Norway. The countries were united under one King - a form of union also referred to as a personal union. However, in the 19th century Norwegians felt a growing desire to achieve independence. Freedom to conduct trade was introduced in the 1840's and in 1848 - the year of the revolution in European history - new perspectives emerged, finally leading to the introduction of parliamentarism in 1884. The Norwegian parliament, with the founder of the liberal party, Johan Sverdrup, to the fore, forced the King to adopt the practice of appointing ministers from the party with the majority in the parliament. Norway was thus the first Nordic country to introduce parliamentarism.

# ICELAND



SOURCE :Britannica Encyclopaedia ,2001.

But foreign policy was not a matter for decision by parliament, and for Norway - as a seafaring nation which maintained cultural links with England - this created serious problems. In 1905, the system suffered a total collapse. The Norwegian government resigned, and the king failed to persuade other Norwegians to serve as ministers. The outcome was that the parliament had to inform the King that he could no longer do as he pleased, that he could no longer serve as Norway's monarch.

Some Swedes wanted to resort to military intervention, and along the border - on the Norwegian side - forces were mobilised and fortifications were built. In the meantime, negotiations were commenced at Karlstad. After six weeks, it was agreed that Norway should become independent and have its own King. The choice fell upon Haakon VII, a Dane.

### **1873-1914 : Currency Union - Denmark, Sweden, Norway**

Towards the end of the 19th century, trade increased as a result of the developments in railway traffic and shipping with a view to facilitating trade, it was decided to introduce a Nordic currency in Denmark, Sweden and Norway. The governments decided to use a common unit of currency - the Krone. A common currency made it easier for people, because they no longer had to bother about currency exchange procedures, as the Krone was valid in all the Nordic countries, though Finland did not join the currency union. Finland, which had introduced gold as the basis for the

# NORWAY



SOURCE :Britannica Encyclopaedia ,2001

mark in 1878, now introduced the silver mark. This made it easier to trade with countries in Eastern Europe and with the rest of the Nordic region.

### **1952 : Nordic Council - Formation of a Cooperation Body for Nordic Parliaments**

In 1946 the Danish, Swedish and Norwegian Minister of Justice decided to appoint a committee to draw up proposals on co-operation in the future on legislation in the Nordic region.

In February 1953, the Nordic Council became a reality. Finland joined the Council in 1956. The formation of the council made it possible for Nordic parliamentarians to play a larger role in the process of developing cooperation on legislation. Today the council has 87 members, elected among members of the national parliaments. The composition of the council reflects the relative representation of the political parties in the national parliaments. The Nordic Council holds its main session in autumn, while a so-called theme session is arranged in the spring. In purely organisation terms, the secretariat has three committees - one to deal with specifically Nordic affairs; one focusing on cooperation between Europe and the Nordic region; and one on co-operation between the so-called adjacent areas and the Nordic region. Each of the national delegations has its own secretariat in the national parliament. The autonomous territories - Greenland, the Faroe Islands and Aland - also have Nordic secretariats.



## **1971 : Nordic Council of Ministers**

The Nordic Council of Ministers was formed following the adoption of amendments to the Helsinki Treaty, which stipulated that the Council of Ministers was to serve as the official joint cooperation body for the Nordic governments. In 1971, work was commenced on establishing a permanent secretariat. This was achieved when a secretariat was set up in Oslo - on 1st July 1973. The Secretariat was to work with all policy areas, with the exception of cultural issues, which were already being processed by a cultural affairs secretariat in Copenhagen, established in 1972. With effect from 1986, the two secretariats were merged, sharing the same premises in Copenhagen. The prime ministers assume overarching responsibility for Nordic cooperation within the framework of the Nordic Council of Ministers. The Council of Ministers is based on mutual understanding between peoples; it applies the consensus principle and is not a supra-state body. Each country appoints its own minister for cooperation, who assumes responsibility for overall coordination of cooperation measures. The Nordic Council of Ministers varies in composition, depending on the nature of the issues to be treated. Ministers for other policy areas hold a number of meetings each year. The ministers have appointed Executive Committees (senior civil servants) to cover specific policy areas one of these is the Nordic cooperation committee, which is also responsible for governance of the council of Minister's Secretariat in Copenhagen.

## **Nordic : Issues of Co-operation and Development**

So far we have discussed that the Nordic countries are closely linked by the common background of their languages, culture, their common historical roots and development. Here under we shall discuss the trends, developments and co-operative measures taking place in the Nordic Region.

### **(A) Parliaments and Governments**

Parliamentary and governmental co-operation between the Nordic countries has developed step by step during this century, and especially after the world war. This development has been accompanied by the establishment and gradual strengthening of common institutions.<sup>1</sup> The general objectives of Nordic co-operation are laid down in the Helsinki Treaty of 1962, with subsequent amendments, which defines the competence of the common institutions. The Nordic Council was established in 1952 and held its first session in 1953. It is an advisory body to the Nordic parliaments and governments. The council deals with questions concerning cooperation between the Nordic countries in the economic, legislative, social and cultural fields and issues regarding environmental protection and communications. Since the mid 1990's security and defence policies are also on the council's agenda. A further step was taken in 1971 with the establishment of a separate body for co-

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<sup>1</sup> S. Jostedt, Gunnar, "Nordic and World Economic - Political Cooperation : Competition, Adaptation or Participation?", *Cooperation and Conflict*, XXII, 1987, pp.209-26.

operation among the Nordic governments, the Nordic Council of Ministers. This institution is vested with decision-making powers within the limits of the Helsinki Treaty and the other co-operation treaties. An important feature in Nordic governmental co-operation is that all decisions are made unanimously.<sup>2</sup>

Generally, cooperation aims at obtaining better results by pooling resources or by adjusting the division of labour. In other cases, the aim is to eliminate obstacles to closer co-operation. Another aim of Nordic co-operation is to adopt, as far as possible, similar positions in the work of international organizations. Consultations are thus continually held on such matters as trade policy and relations between the Nordic countries and the OECD, UNCTAD etc.<sup>3</sup> consultations are also held on matters concerning cooperation with developing countries. The Nordic countries have joint representation in certain international organizations.

## **(B) Legislation**

The results of Nordic cooperation are note-worthy in the legislative field. In some areas, the laws of the Nordic countries have been almost completely harmonized. Legislative cooperation has been particularly fruitful in the fields of private and commercial law. Aspects of the Nordic family laws, i.e. those regarding marriage, parentage, etc., have been

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<sup>2</sup> Arter, David, *Scandinavian Politics Today*, Manchester Universtiy Press, 1998.

<sup>3</sup> Tiilikamen, T. and Daingard Petersen (eds.), *The Nordic Countries and the EC*, Copenhagen Universtiy Press, Copenhagen (1993).

harmonized. In business law, many important laws e.g. those concerning the conclusion of contracts, purchase of goods, instalment purchases, instruments of debts are now almost identical. The same can be said about laws on copyrights, patents, trademarks as well as transportation and maritime law.

### **(C) Labour Market and Social Policies**

An agreement establishing a common Nordic labour market was concluded in 1982.<sup>4</sup> This agreement enables Nordic nationals to work and to settle in another Nordic country without a work permit or permanent residence permit. Within the framework of this common labour market, about one million persons have migrated over the Nordic borders. A Nordic convention on social security covers all forms of social benefits. A Nordic citizen receives in principle the social benefits of the country in which he lives, without regard to his nationality.

A Nordic language convention went into effect in 1987. It gives Nordic citizen visiting or taking up resident in another Nordic country the right to use their own language when communicating with the authorities there.

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<sup>4</sup> Bostrath, *Nordic Industry and Nordic Economic Cooperation*, Stockholm, 1978, p.344.

#### **(D) Border Control**

In 1954, the Nordic countries signed an agreement creating a passport union in the area. Nordic citizens can thus travel across Nordic frontiers without presenting passports.<sup>5</sup>

Joint rules regulate customs control of road traffic, making clearance quick and flexible. The Nordic countries also form a joint traffic insurance area.

#### **(E) Culture**

In 1971, the Nordic countries signed a cultural Treaty. The aim of this Treaty is to further Nordic cultural interests and to increase the combined effect of the countries investments in education, research and other cultural activities, which are the three main areas of co-operation. About half of the total Nordic budget has been earmarked for programmes and projects in these areas.

In 1988, an action plan was adopted to further Nordic cultural cooperation. One aim of the plan is to develop a single Nordic educational area, another is to improve mutual understanding of the Nordic languages. Mobility of students and teachers is stimulated by the Nord Plus Programmes. Since the early 1960's, the Nordic public television companies

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<sup>5</sup> Nilson, Haken, "Nordic Regionalisation: On How Transborder Regions Worked and Why they Don't Work", *Cooperation and Conflict*, vol.32, 1997, pp.388-426.

have been exchanging and co-producing television programmes through their joint board of co-ordination, Nordvision.

**(F) Trade**

The growing economic co-operation among the Nordic countries has brought about a closer relationship between private industrial enterprises across national borders. The free trade system-introduced in the early 1960's has been very important for increasing intra-Nordic trade. Today, the intra-Nordic element of total foreign trade amounts to about 25%.<sup>6</sup>

In recent years, priority has been given to further development of the Nordic area into a domestic market, e.g. by identifying and eliminating obstacles to trade co-operation between enterprises across the Nordic borders. As to the export promotion field, a Nordic Project Export Fund was established in 1982.

**(G) Industry and Energy**

A number of initiatives have been taken in order to establish co-operation in the industrial sector. In 1975, the Nordic countries agreed to establish a Joint Nordic Investment Bank. The bank's purpose is to finance investment and export projects of common Nordic interest. A Nordic Development Fund has been set up in order to provide long-term, interest free loans for development assistance projects of Nordic interest. A Nordic Fund for Technology and Industrial Development supports projects which

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<sup>6</sup> Annual Reports of Mid Nordic Committee, Sundsuall, 1991-94.

concern the development of materials, products, processes or the solution of technical problems with industrial applications.

Intra-Nordic co-operation is well established in the supply of electrical energy. The power grids of Denmark, Finland, Norway and Sweden are interconnected and power producers co-operate closely in an agency called Nordel.

#### **(H) Regional Development**

Nordic co-operation in this field aims at co-ordinated methods in regional planning, coordination of government grants for regional development, and practical co-operation in border regions. This latter field of co-operation has concentrated on the Oresund region in Denmark and Sweden, the border between Sweden and Norway, the Baltic sea region and the Arctic zone in Finland, Norway and Sweden. A convention concerning local governmental co-operation in border regions came into force in 1979.<sup>7</sup> Today special attention is being given to greater integration efforts in the Barents Sea area including co-operation with Russia and Canada.

#### **(I) Transportation and Communications**

For many years, agreements have existed laying the foundation for freer, safer and cheaper communications between the Nordic countries.

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<sup>7</sup> Hettne, B., "Neo-Mercantilism: The Pursuit of Regionness", *Cooperation and Conflict*, vol.28, 1993, pp.211-32.

There exists uniform rail tariffs throughout Nordic region. A joint airline company, the Scandinavian Airlines System (SAS), is operated by public and private capital from Denmark, Norway and Sweden. Also, a postal union and a telecommunications union are in operation between the Nordic states.<sup>8</sup>

## **(J) Environmental Protection**

The environment has become an increasingly important field for Nordic co-operation in recent years. In 1976, a convention was adopted stressing that polluters in one country are also answerable to neighbouring countries. In 1989, a long term environmental programme, an action plan against pollution of the maritime environment, and a plan of action for waste management were adopted.

Integrated monitoring of environment and pollution has been implemented in a number of fields. Nordic measures for the conservation of nature and endangered species of plants and animals are well under way. A special attention is also being given to restoring the environment in and around the Baltic Sea.

In 1990, a special company under the Nordic Investment Bank - The Nordic Environment Finance Corporation (NEFCO) was set up for investments in the environment field, especially in the Baltic area. In 1995,

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<sup>8</sup> Harmes, A., "Institutional Investors and the Reproduction of Neo-Liberalism", *Review of International Political Economy*, vol.5, no.1, 1998, pp.92-121.



a special soft loan facility for the environment was set up on a trial basis, which in 1998 became a permanent institution, the Nordic Environment Development Fund.

**(K) Nordic Transborder Cooperation**

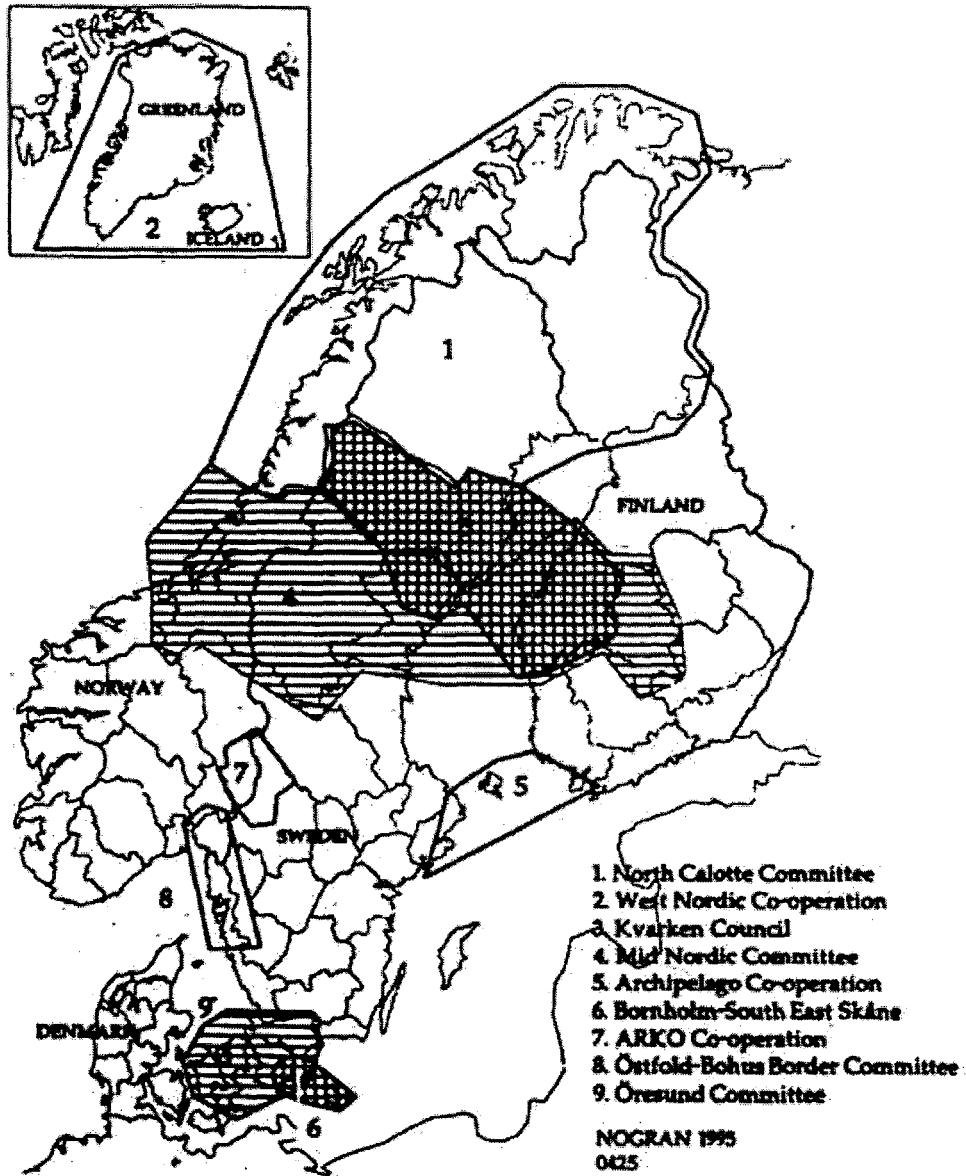
In order to facilitate the creation of thriving regions across national borders, the Nordic Council of Ministers has established specific transborder organisations. These depend in their day-to-day activity on the collaboration of local and regional public institutions in each separate country.<sup>9</sup> There are presently nine transborder cooperative areas organised within the framework of Nordic Council of Ministers. These have a considerable span in their geographical extension and location – from the Nordic Arctic region to Oresund and from Greenland to Eastern Finland (see fig.). Over the years, the Nordic regions have all engaged in a variety of functional issues, resulting in an impressive range of cooperative projects such as communication and infrastructure development, education and research as well as business contacts etc. One of the main activities of transborder organizations is launching projects that could serve as a catalyst to potential cooperative processes. Some of the ways to fulfill these objectives are:

- (i) The project networks are used mainly to manage parallel national problems.

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<sup>9</sup> Haken R. Nilson, "Nordic Regionalization: How Transborder Regions Work and They Don't Work", *Cooperation and Conflict*, New Delhi, 1997.

# NORDIC TRANSBORDER COOPERATION



Source: Ellison, J., The Great Scandinavian-lands, London, 1996.

- (ii) The project networks are used to complement and strengthen national policies for interregional competition at an international level.
- (iii) The institutional structure of the transborder organization is mainly used as an instrument to coordinate activities in the networks within different regions.<sup>10</sup>

The Nordic meso-regions organised within the framework of the Nordic Council of Ministers, comprise the regions of two to three bordering nations. In some cases, the two regions cooperating may not share a common state border, but their relations will still not be transregional, but transborder because there will be other regions taking part in the cooperation, filling the space between the former two.

The Nordic transborder cooperation is strongly characterized by member countries regional bodies coordinating the administrative tasks. The concrete cooperative projects which are undertaken by the transborder organizations show a general pattern of regional development projects at the national level. Thus, under the transborder cooperation within Nordic Region, we find efforts which are directed towards regional development, infrastructure, business development, trade, communication, tourism and development of knowledge.

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<sup>10</sup> W.F. Scharpf, *Interorganizational Policy Studies: Issues, Concepts and Perspectives* (Sage Publishers, London, 1988).

All the above discussed issues show that Nordic counties co-operate amongst themselves in different areas socially, economically and regionally. Along with this Nordic counties also have a tradition of very close cooperation in the field of developmental assistance to the developing countries. Today, increased interest is being shown in region-to-region cooperation.<sup>11</sup> There has been a greater call for the deepening and further extending the Nordic cooperation for which a number of governmental as well as private initiatives have been taken for fulfilling the end.

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<sup>11</sup> Anderson, J.O. and Mjoset, L., "The Transformation of the Nordic Models", *Cooperation and Conflict*, vol.XXII, 1987.

## **CHAPTER III**

### **THE GEOPOLITICS OF REGIONAL COOPERATION IN THE NORDIC REGION**

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History's verdict on the Northern Fellowship is fairly clear. Five countries which all too often were at war with one another drew with an increasing singleness of purpose towards a common goal – Nordic cooperation. The Nordic countries represent variation's over general European patterns of state and nation-building and political culture. Today, a sort of trans-state common Nordic identity co-exists with independent national identifications among the Scandinavians. Nordic unity is by the large number of people regarded as a viable alternative to European culture and integration.<sup>1</sup>

### **Norden as a Historical Region and a Mental Construct**

Seen from a geographical and geopolitical point of view the majority of the Nordic countries belong to the Baltic area situated in the Northern part of Europe. Nevertheless, over the last hundred and fifty years the three Scandinavian countries, Denmark, Norway and Sweden have tended to downplay the Baltic and European component of their national identifications. Many Scandinavians have perceived the "Nordic" political culture, social structure and mentality as fundamentally different from that of the rest of Europe. An indication of this attitude is the use of "Norden" instead of "Northern Europe". Norden is perceived as something not

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<sup>1</sup> O. Stergard, Uffe, *Norden : Nation State, Culture and History*, (Academic Press, Copenhagen, 1991), pp.265-99.

European, not catholic, anti-imperialist, non-exploitative, peaceful, small and social democratic. Still today, for many Scandinavians, the secret to economic and political success in this remote and sparsely populated part of Europe lies in keeping distance to all the neighbouring powers, Germany and Russia in particular. The Nordic countries have profited from the relative lack of great power interest in this Northern European periphery in different ways. This led to the development of their own separate identities and successful sovereign states. Thus, the fortunate geopolitical situation of the Nordic countries made them to be left alone and also because of their geographical position they were able to live through the Cold War era and so did not become the center of international political conflicts.

### **One Nordic Model or Several Nation-States?**

Norden is a concept that evokes unequivocally positive associations for almost everyone in the Nordic countries, connoting notions of a community of values that transcends boundaries of language and culture. But when did the concept of "Norden" actually emerge? And what is the nature of the relationship between "Norden" as a mental construct and the geographical realities? are some of the questions which need a closer attention.

Today, the five independent Nordic nation – states Norway, Denmark, Sweden, Finland and Iceland, together with autonomous regions,

the Aland Island, the Faroe Islands and Greenland, perceive themselves as small peace-loving and solidly democratic countries. Until the breakdown of the communist block the model of the Nordic welfare state represented a third way between the two dominant superpowers and their ideologies.<sup>2</sup> This is an indisputable fact that the Nordic countries have gone through a more harmonious process of modernization in the twentieth century than most other countries in Europe. The Nordic countries still provide a shining example of social order and internal democracy exemplary not only for the insiders, but also for countries elsewhere in the world. Nordic history and culture due to its geopolitical conditions has resulted in small, homogenous, socially democratic and Lutheran states, representing a different structure and smooth functioning than the majority of the countries of Europe.

### **Norden : Historical Background to Political Dynamics**

The major part of Nordic history is characterized by conflict and attempts by the one country to dominate the other, just as it happened in the case of every other part of Europe. Yet it was during this time that the oldest nation states - Denmark, Sweden, Norway and Iceland – grew up. It was at the end of the fourteenth century, through the initiatives of the Danish-born queen Margrethe, that the North was united under a single ruler. Her reign culminated in the Union of Kalmar (1397) which was the

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<sup>2</sup> Olson, M., *The Rise and Decline of Nordic Nations?* (MIT Press, Cambridge, 1982), p.246.



first step towards Nordic regional cooperation. Margrethe's bold purpose was to unite the North in one Kingdom but this never succeeded. The union remained a paper and was split under her respective successors. The dual monarchy of Denmark-Norway survived for over 400 years but Danish rule in Sweden was terminated by Gustav vasa, who was elected King in 1523. The result was the division of the North into the two monarchies of Denmark-Norway (with Iceland) and Sweden-Finland. This in turn led to a sharp division, particularly in administration and legislation between west and east.

During the ensuing centuries the struggle for leadership started between the Nordic countries. Norway, the poorer partner in both population and resources, declined into dependency on Denmark, which became the Great power of the North, holding territory both in Germany and the Baltic.<sup>3</sup> But in a series of wars which bred bitterness and at times hatred, Sweden gained the ascendancy and transformed the Baltic into an island of Swedish sea. In the middle of Seventeenth century, Denmark was forced to cede large, fertile areas on the Swedish side, which had been Danish from early times, while Norway's territory bordering on Sweden was likewise heavily reduced. The frontier became finally fixed in 1660.

Half a century later, Sweden's days of greatness were over. In 1720, following the Great Northern war, she lost her extensive possessions south

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<sup>3</sup> Frantz, Wendt, *Cooperation in the Nordic Countries* (Alnquist and Wilsell International, 1981).

and east of the Baltic. The Northern states were confined to their own territories again, with the present borders between Sweden and Finland on the one hand and Denmark and Norway on the other. This paved a way for a fresh approach and the resumption of the fellowship that had found expression even in the previous unsettled centuries. Further neutrality agreements were made in the latter half of the eighteenth century and thus a striking evidence of the keen sense of solidarity was seen after the achievement of mutual peace.

### **Invention of a Common Nordic Identity in the Nineteenth Century**

The political idea of a common Nordic "Scandinavia" was chiefly propagated by the students and young university men in 1830's and there was a good deal of talk, at mass student meetings of solidarity and mutual aid in the hour of need. This Pan-Scandinavian movement was basically a counterpart of the contemporaneous Italian and German national movements, the only difference being that Scandinavianism did not succeed in allying itself in a military strong state as was the case in Italy and Germany.

"The grounds for a unified treatment of the history of the North are to be found in the very nature of the said history and the natural bonds that exist between the countries and their peoples. The effects thereof, and their influence upon the individual, may be supported by what are called Scandinavian sympathies".

- C.F. Allen<sup>4</sup>

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<sup>4</sup> Nils Andren, *Nordic Integration* (Alnquist and Wiksell, Stockholm, 1970).

But the student led Scandinavian movement collapsed tragically when in 1864 Prussia and Austria invaded Denmark. Neither Sweden nor Norway ventured to offer any military aid, and only a handful of those who had taken part in the student demonstrations volunteered for the Danish army.

The North had been brutally awakened from its Scandinavian dreams. But the keen sense of solidarity shared by its peoples was none the less real. In the absence of any basis for political cooperation across the frontiers, it was thought that progress might be achieved in other fields instead. The Pan-Scandinavism movement thus underwent a complete transformation during 1860's, after Sweden and Norway were forced to keep a low profile as regards both the new German Empire and the newly consolidated Russian Empire that had risen up following the humiliations of the Crimean war in 1854-56. The high-political vision of political Pan-Scandinavism was superseded by cultural collaboration at the civil level. This activity was to a large extent borne by the same Scandinavianist student circles, whose members now were able to work together by virtue of the positions they held as public servants, teachers and artists. Scientists, lawyers, engineers, educationalists, painters and writers were all able to maintain connections at Nordic meeting and through Scandinavian journals. These networks functioned more effectively and were far more efficient than the political visions, precisely because of the

limited, realistic goals that had been set. In 1872, a conference of lawyers initiated the cooperation in the fields of law and legislation which has grown steadily ever since. At the same time, a customs union was also established between Denmark, Norway and Sweden.

Cultural modernism merged with political thought and became an independent Nordic ideological. Along with this there existed an active policy of cooperation at the economic level, leading to the adoption of a common monetary union in December 1872. For the most part, inter-Northern contacts had previously been limited to scientists, students, artists and other members of the better educated classes. But from now on they gradually increased among the leaders of trade and industry as well as ordinary working men.<sup>5</sup>

A common danger had impelled the Northern countries to pursue a common policy in the dark days of the First World War. The return of peace in 1918 removed the outside political pressures and they were soon involved in serious politico-economic problems, which they endeavoured to solve each in their own way. During and following World War I, cooperation was to be extended to include a variety of areas, gradually taking on the character of a popular movement. The series of meetings between the three Nordic Kings in the period leading up to World War I received particular

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<sup>5</sup> Anderson, J.O., *Nordic Studies on Intra-Industry Trade* (Abo Academy Press, Turku, 1987).

attention.<sup>6</sup> While these were not to have any long-term effects as regards collaboration on foreign policy, the opposite was true of the personal connections that were to be established as a consequence of the collaboration of parliamentarians within the union of Nordic. The desire to strengthen and expand cooperation between them inspired the establishment of national "Norden" associations in each country during the post-war years. Non-political in character they sought to promote a greater understanding of the Northern idea through active measures aimed at furthering cultural and general contacts. Backed especially by leading adult educational and economic organizations, the associations have rendered valuable service, often in collaboration with governmental bodies. Northern cooperation renewed its scope in the international government bodies after the 1914-18 war. Being none of them involved in the power conflicts of this period, the Nordic states shared common interests and an intense desire to preserve the world peace.

The basis of cooperation across the national boundaries which was so successful at grassroots level was due to the abstinence from interfering in the high politics of economics, security matters and external affairs. The nation states of today, are thus, the configurations through which the common Nordic identity manifests itself, and these nations have achieved

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<sup>6</sup> Tagil, Suen (ed.), *Ethnicity and Nation Building in the Nordic World* (Hurst and Co., London, 1995).

the recognition of the surrounding world as they have come to appear as "natural" entities.<sup>7</sup>

### **Geopolitics of Nordic Integration and Regional Cooperation**

During World War II and the first post-war years, Sweden developed considerable military capacity which surpassed the combined might of Norway and Denmark. For Norway and Denmark, Sweden appeared too strong for a balanced partnership and too weak to defend the Atlantic part of the Nordic area. From a Danish, Norwegian and Finnish view point, a military unification of the Nordic region would be little more than an extended Sweden, which in good times spread out over the Nordic area but at times of war retreated into its "core area" while its neighbour countries engaged in battle.

In 1949, after the Scandinavian Defence Union negotiations failed, the west Nordic states (Denmark, Norway and Iceland) sought membership in NATO with Great Britain and the United States as their closest allies. These great powers had powerful navies as well as air forces which could provide decisive assistance in battles over northern seas.<sup>8</sup> Sweden, which had succeeded in avoiding the destruction of the second World War, did not feel that the situation called for any radical reassessment of its neutrality policy. The situation was different for Finland. The Finns had

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<sup>7</sup> Olson, M., *The Rise and Decline of Nordic Nations* (MIT Press, Cambridge, 1982).

<sup>8</sup> Sundelius, B., *Foreign Policies in Northern Europe* (Westview Press, Colorado, 1992).

managed to prevent total Soviet domination by accepting a Soviet military base in Porkkala near Helsinki and by signing a Finnish-Soviet treaty of "Friendship, Cooperation and Mutual Assistance" which guaranteed Finnish military support in the event of an attack on the Soviet Union via Finnish territory.

The west Nordic and east Nordic states appeared to be heading in different directions. The notion of a Scandinavian Defence Union was replaced by an irreparable split between NATO membership for the west Nordic States and various forms of neutrality for the east Nordic states. Though such was the case formally but in reality the geopolitical and geostrategical compulsions were different. In reality the Nordic countries developed in the direction of a unified structure. A strong argument for Swedish neutrality was that Swedish NATO membership would immediately cause the deterioration of the situation in Finland. It was assumed that Finland could no longer retain its relative independence with American presence so close to Finnish territory. A similar argument was used to justify the Norwegian and Danish policy. By declining to place standing American forces on Danish and Norwegian soil in peace time, it was believed that strong tensions could be averted in the Nordic area. Thus, an informal Nordic security policy existed during the entire Cold War, as a result the Nordic states did not only act in the interests of their alliance

partners, but also, to a large extent, in the common Nordic interests when the two appeared to be at odds.<sup>9</sup>

The Norwegian researcher Arne Olav Brundtland has called this reciprocal Nordic consideration "the Nordic balance", the Finnish author Gustav Hagglund has referred to it as "the Nordic stability" while Sweden have chosen neutral term such as "the Nordic pattern". We know now that the Scandinavian Defence Union negotiations led to a secret decision about informal defence cooperation. The Minister Council's meeting of defence ministers discussed Joint Nordic positions in the UN in connection with various UN operations and more discretely a coordinated defence policy for the Nordic countries. Informal meetings between Norwegian, Danish, Swedish and Finnish officers played a key role. Thus, contrary to the official version, the Cold War's Nordic region was relatively unified in defence and security policies. From a geo-strategic and military geographic viewpoint the Nordic area was far more unified than the impressions given by the various alliances or treaty obligations.<sup>10</sup>

### **Nordic Geopolitics with the Fall of USSR and Expansion of European Union**

Since the end of the 1980's the Nordic countries have been marked by two fundamental processes of change – one is the increasing integration

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<sup>9</sup> Solem, E., *The Nordic Council and Scandinavian Integration* (Praeger Publishers, New York, 1977).

<sup>10</sup> Anderson and Korpi, *The Scandinavian Model : Welfare States and Welfare Research* (Sharpe Publishers, New York, 1987).



and expansion of the EC, later the EU, which since the beginning of 1995 has included Sweden and Finland. The other is the dissolution and collapse of the Soviet Union which has created a more unified Nordic region, reducing focus on the Atlantic region and extended the Nordic sphere of interest to the east coast of the Baltic sea. At the same time, there is connection between these two processes. The Soviet collapse reduced military tension which automatically increased the importance of the European political-economic power. The Nordic state leaders thus tried to take advantage of this development.

Nordic cooperation appeared to be a more viable alternative than before, after Sweden and Finland's applications for EC membership in 1991-92. The Nordic countries, with their shared welfare system, language similarities, informal dialogue and strong geopolitical ties would apparently be able to act as a possible bloc within EC. With 13 votes against Germany's 10, the Nordic countries could exert a disproportionately strong influence. Hereafter, Nordic cooperation could gain more influence than ever before, both domestically and in foreign policy. For the first time since the discussion of a Scandinavian Defence Union in the late 1940's Nordic ministers of foreign affairs started speaking in terms of a common Nordic Foreign policy. Politics of the 1990's appeared to have completely uprooted the conceptions that prevailed during the Cold War.

After the Danish referendum on the Maastricht agreement in 1992,<sup>11</sup> it became clear that Denmark would not partake in the security policy cooperation of the Western European Union and would thus stand outside EU's inner circle. After the EU membership referendums in Finland, Sweden and Norway in 1994, Finland and Sweden joined the EU but like Denmark, reserved themselves from WEU participation (as neither of the two new members were NATO members). Norway and Iceland remained outside the EU, retaining a looser connection by means of the European Economic Agreement (EEA). The Nordic region appeared to be divided into an East Nordic or Baltic Sea sphere which operated with the EU and a west Nordic or Atlantic sphere outside it. But as it was during the Cold War, we can expect the Nordic countries real structure to be far more unified than its formal structure. The east Nordic countries have opted to place themselves outside the core area of the EU, while the west Nordic Atlantic ones (at least Norway) will attempt to achieve an EEA connection and informal Nordic cooperation which places it as close as possible to the EU and the east Nordic countries. Just as Swedish officials, politicians and military officers formally turned to Norway for information about NATO, Norwegians now turn to Sweden, Finland and Denmark for EU information.

As mentioned, the non-NATO countries Sweden and Finland often found it necessary during the cold war to turn to Norway for background

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<sup>11</sup> Kirby, David, *Northern Europe 1772-1993 – Europe's Northern Periphery in an Age of Change* (Longman, London, 1995).

information or sensitive political or military information as a basis for making their own decisions. Swedish and Finnish dependence on Norway was a Norwegian advantage which could be exploited in other contexts. The importance of pure military and security policy information has diminished, while civilian political and economic power structures have grown more vital to political decisions and diplomatic initiatives. The reduction of a military threat and Finland's and Sweden's EU membership seem to have reserved the Nordic hierarchy.

Since the middle of the 1990's, the discussion about the inclusion of new NATO members has again put focus on the Alliance and created more equality among the Nordic states. Nordic military cooperation has been intensified in connection with NATO's peace-keeping efforts in the former Yugoslavia. One Nordic battalion – NORDBAT(I) was deployed in Macedonia while a second NORDBAT(II) was given duty in Bosnia within the framework of the Nordic-Baltic-Polish brigade NORDPOLBDE. Nordic military cooperation's formerly carried out under the UN banner has now developed into open collaboration on military initiatives in Europe under UN and NATO leadership. Since 1997, the Nordic countries have staged joint military manoeuvres, Nordic peace, inside the framework of NATO's partnership for peace. The Nordic countries have also played a key role in training the military forces of the Baltic states in preparation for the Baltic battalion BALTBAT which is serving in Bosnia as part of NORDPOLBDE.

The Nordic countries have accepted a special responsibility for Baltic states. Russian apprehensions about Germany and NATO have given the small Nordic countries a special role. For various reasons they consider themselves related to the Baltic states, and this has led to comprehensive economic and political exchange. The Norwegian easy involvement in the Baltic republic's independence was soon taken over by the Nordic Baltic sea countries, Denmark, Sweden and Finland, with their historical roots, family relations and partial linguistic ties with the area. Finland's proximity to Estonia, linguistically and geographically, and the numbers of Estonian refugees in Sweden, have widened the informal ties of the Nordic area to include the Baltic states.

Thus, several parallel Nordic projects evolved during the 1990's that would have been unimaginable during the Cold War. First of all, there was a unified Nordic region which could exercise a degree of power within EU. Secondly, a militarily more unified Nordic region perceivably independent of the EU. Thirdly, the Nordic region as an historical, culture and economic community with roots tracing back to medieval Baltic trade as well as former trade in Barents sea area. The latter implies an extended Nordic region which has begun to unfold with new Baltic cooperation and with Baltic countries liberation and participation as observers in the Nordic Council meetings.

## **CHAPTER IV**

### **THE STATE OF NORDIC COOPERATION IN A CHANGING EUROPE**

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Nordic cooperation, which includes both the parliaments and the governments of Denmark, Finland, Iceland, Norway and Sweden, is different from European cooperation in various ways. First of all, Nordic cooperation unlike European cooperation is ancient and can be traced back at least to the beginning of the twentieth century and secondly, cultural and social fields have always been its core, rather than the economic arena.<sup>1</sup>

If we consider the Nordic cooperation as one sector of the whole regional set constituted by the Nordic countries, then it means that the objectives, the institutional features and the perceptions of Nordic cooperation are supposed to be closely linked to the global situation of Norden and particularly to its relation to the European Union, and have to change with it, even if this fit is not always harmonious.<sup>2</sup>

The two major developments over the last decade have combined in a significant way to redefine the geopolitical position of Nordic countries on the map of Europe – First, the speeding up of the process of European cooperation and second, the collapse of the Soviet Union. These changes

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<sup>1</sup> Frantz, Wendt, *Cooperation in the Nordic Countries*, Almquist and Wiksell International, 1981, p.408.

<sup>2</sup> Bengt, Sundelius, "Trans-government Interactions in the Nordic Region", *Cooperation and Conflict*, vol.XII, 1997, pp.63-85.

forced to the transition from intra-Nordic cooperation towards European Union enlargement, which means from a cooperation purely devoted to the easing of convergence of the Nordic economies and societies to a cooperation which is aimed at building a relation between the European community.<sup>3</sup>

When assessing the impact of the European Union enlargement to the Nordic countries, it is thus necessary to point out that the new Nordic cooperation is largely a byproduct of the new Europe which gradually emerged from 1984, whereas the old Nordic cooperation was a byproduct of the Cold War. Along with this, we must also keep in mind that the European Union has incorporated three countries, Denmark, Sweden and Finland, which are part of a regional cooperative organization and are used for a specific kind of cooperative model.<sup>4</sup> One might therefore expect that the enlargement will also have some effects on the European Union itself. This chapter will therefore first describe the old Nordic cooperation, secondly its change, and thirdly propose some conclusions on the impact that the European Union has got and will have on Nordic cooperation.

### **An Intra-Nordic Regional Cooperation**

Uptill 1980, there was an Intra-Nordic Regional Cooperation which resulted from the combination of three main components – (i) Societal

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<sup>3</sup> Galtung, Johan, *Europe in the Making* (Crane Russak Publishers, New York, 1992), pp.208-220.

<sup>4</sup> Barry, Turner, *The Other European Community* (Weindenfeld and Nicolson, London, 1992), p.302.

proximity; (ii) Security regime (the Nordic balance); (iii) a cooperative model.

The combination of these three components gave an impetus to Nordic regional cooperation on various issues of development.

**(a) A Societal Proximity**

The first component was undoubtedly the common social and cultural heritage that history and geography led to the Nordic countries. All the Nordic countries were especially united in a same Protestant faith. Secondly, the neocorporatist organization of labour relations, the pre-eminence for the welfare-state, the leading role of the social-democratic parties, the importance imparted to the protection of the environment and the attainment of real gender equality, were the core issues of concern for all the Nordic countries.<sup>5</sup> All these elements thus grounded a Nordic closeness and favoured an easy cooperation.

**(b) The Nordic Balance**

The second component of the Intra-Nordic regional cooperation was a peculiar security regime usually labeled "the Nordic balance" whose basic argument could be summed up this way.<sup>6</sup>

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<sup>5</sup> Arter, David, *Scandinavian Politics Today* (Manchester University Press, 1998), p.2.

<sup>6</sup> Arne, O. Brudntland, "The Nordic Balance Past and Present", *Cooperation and Conflict*, 1966, p.2.



From east to west, were situated in a row first Finland, neutral but restrained by the care of her big brother USSR, secondly Sweden, also neutral but far more free and able to remain nonaligned and with a powerful and credible defence, then Denmark and Norway, who took part in NATO, but unilaterally had announced their refusal to welcome foreign military bases on their territory, and finally Iceland, who was also member of NATO, but accommodated an important US military base. This base was the actual foundation of the Norwegian security and allowed it to refuse foreign troops on her ground, which increased the credibility of the Swedish neutrality, and ultimately eased the Finnish fight for independence.<sup>7</sup>

The NOTE crisis which happened when Khrutchev, (according to the Treaty of Friendship concluded in 1948 by the USSR and Finland), asked for consultations in 1961, became the main source and the great empirical proof which conferred the model of the Nordic balance a kind of intellectual hegemony.<sup>8</sup> One of the results of this request was actually that Norway announced that it would reconsider its 'no base policy' if the situation of Finland changed as a result of the foreseen consultations. The Finnish President then exploited skillfully this threat and succeeded in having Khrutchev give up the consultations.

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<sup>7</sup> Bengt Sundelius, *Foreign Policies of Northern Europe*, (Boulder: Westview Press, 1982), p.229.

<sup>8</sup> Jaenniemi, P., *Norden: A Community of Asecurity?* (Copenhagen, 1996), p.6.

The Nordic balance model generalized this single note crisis and claimed that the peculiar layout of the Nordic countries had as its end result that both the United States and the Soviet Union were physically away from the Nordic area, and that nobody had an interest to change this state of affairs as any move to increase implication in respectively Norway and Finland would have driven to a new balance of power with the cost being an increased level of tension and armament.<sup>9</sup>

The main interest of the Nordic balance, from their point of view was the ambition to create an informal Nordic filter. The Nordic balance model supposes actually that the Norwegian government took into account the very uncomfortable Finnish position when it announced its intention to reconsider its policy, and also that Swedish neutrality was to a certain extent designed to facilitate the Finnish government's life. Thus, one of the most fundamental features of the Nordic cooperation was to create a mutual understanding among the Nordic countries by means of informal and continuous consultations in order for each government to know the other's interests and positions and take them into account when defining its own objectives and strategies. This is the informal part of Nordic cooperation, the formal part being the third component of the Nordic regime started after 1945.

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<sup>9</sup> Frantz, Wendt, *Cooperation in the Nordic Countries*, Almquist and Wiksell International, 1981, p.336..

**(c) Nordic Regionalism : A Cooperative Model**

Nordic cooperative model, the third component of the Intra-Nordic Regional cooperation, combined a vision, a method and an institutional setting. The vision assigned Nordic cooperation the aim to facilitate or rather to entertain a societal convergence amid the Nordic countries.<sup>10</sup> The Nordic cooperative model was actually grounded on the idea that there was already a Nordic solidarity, which was unfortunately threatened by the pressures of the surrounding world. At this point, the problem was not to create but to maintain, and Nordic cooperation aimed more at preventing disintegration than at creating integration. The great achievements of this enterprise were an agreement on the removal of passport for the Intra-Nordic Travels (1952), a second agreement on the creation of a Nordic labour market (1954) and a convention on the free access of the social benefits of any Nordic state to all the Nordic citizens (1955). These agreements were exemplary of the Nordic cooperative method which went hand in hand with institutional setting which basically consisted of three kinds of institutions – a Nordic Council, a Council of Minister and some fifty functional Nordic institutions. Generally very small, these functional institutions covered almost all the fields and has main task to enhance Nordic cooperation in their field. Thus, the Nordic functional institutions were at the core of the Nordic cooperative model.

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<sup>10</sup> Bengt, Sundelius, "Trans-government Interactions in the Nordic Region", *Cooperation and Conflict*, vol.XII, 1997, pp.63-85.

## **The Progress Towards a New Dimension of Nordic Regional Cooperation**

With the European Union enlargement to the Nordic countries, the Nordic actors did not adapt passively to the environmental change, but rather acted to both change their own institutional setting and signal it to the global environment. First, they constructed their own image of Europe and of the link which should exist between Europe and the Nordic countries. Furthermore, the Baltic Republic's fight for their independence gave them the opportunity to enrich their regional cooperation.<sup>11</sup>

### **(a) Nordic Regionalism : An Attempt of Politicization**

The first point that should be mentioned here is certainly that Nordic cooperation was in crisis long before the relaunching of the European construction began. From the end of the 1970's, all Nordic actors (various civil servants who were employed to Nordic Council or to the Nordic Council of Ministers) regarded Nordic cooperation as outdated, increasingly unproductive and feared its disappearance. The trade unions, the business community or the associations they had lost the main part of their interest for the formal Nordic cooperation and cooperated among themselves without any involvement in the formal machinery aggregated around the Nordic Council and the Nordic Council of Ministers.

The Nordic actors thus did not adapt passively to an autonomous evolution of their environment (i.e.) European relaunching but, even before

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<sup>11</sup> Arter, David, *Scandinavian Politics Today* (Manchester University Press, 1998).

this evolution, they were trying to change their own way of functioning. Europe was in a way a solution as well as a constraint to the Nordic problem, and it is only because the first attempts to reform Nordic cooperation allowed the birth and the strengthening of a group of reforms, that these last ones were ultimately able to grasp the European opportunity and to take advantage of it.<sup>12</sup>

Already in 1980-84, several voices claimed indeed a radical reform and attempts were made to conduct such a revival. One of the first and main result of this will was the election of a young and quite radical parliamentarian at the position of Secretary General to the Nordic Councils Ikka - Christian Bjorklund. Bjorklund was the candidate of the Nordic parliamentarians who wished to revitalize Nordic cooperation by its politicization, that is by giving the political parties a greater importance in the regional cooperation.

The committee was formed which established a kind of diagnosis of Nordic cooperation held in two words: dispersal and bureaucratization.<sup>13</sup> This diagnosis was mainly grounded on the findings that the committees of civil servants were of a too down level to be able to take decisions and too numerous to allow the politicians to control them.<sup>14</sup>

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<sup>12</sup> Arter, David, *Scandinavian Politics Today* (Manchester University Press, 1998).

<sup>13</sup> Norden Europa II, *The Nordic Council of Ministers*, (Copenhaguen, 1989), p.117.

<sup>14</sup> *The Nordic Council and European Cooperation*, The Nordic Council, Stockholm, 1989, p.62.

This report then proposed a whole series of measures to reduce this dispersal and this bureaucratization, which basically aimed at increasing the role and the importance of the political parties.

Following this report, several measures were adopted in 1984-85. The most important was certainly the increase of the Presidium from five to ten members so that it represents not only the national delegations but also the political parties and that it gains a greater stature. A budgetary line was also created in order to finance the activity of the newly created political secretaries and the running of regular meetings of political groups during and between the sessions of the Nordic Council. Thus, the formation of the Presidium and Secretary General to the Nordic Council turned out to be decisive for the processing of the European and of the Baltic questions.

**(b) The Tedius Task of Strengthening Nordic Cooperation within European Union**

The Luxemburg call for a closer cooperation between the European economic community and the European Free Trade Association (1984) on the removal of all the obstacles to a single European market and particularly the acceleration of the process of European integration, called for the question of very existence of Nordic cooperation.<sup>15</sup> This speeding up of a larger cooperation which appeared to succeed at least in the economic

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<sup>15</sup> Willner, Johan, "Privatisation in the Nordic Countries: Fashion or Necessity?", *Cooperation and Conflict*, Vol.XI, 1993.

area and upon which the Nordic countries economies were more and more dependent was indeed a very serious threat to a Nordic cooperation.

Here we see the importance of the first stage of the reforms, namely the strengthening of the Presidium, as it was precisely they who gave a positive significance to a potentially dangerous environmental change. By being in 1985 among the first to put Europe on a political agenda in the Nordic countries, they managed to set Europe on the Nordic agenda not as a threat to the existence of Nordic cooperation, but as a signal that its traditional emphasis on intra-Nordic cooperation was henceforth to be given a new direction.<sup>16</sup>

The governmental report<sup>17</sup> ordered by the Ministers of Nordic cooperation, proposed to redesign Nordic cooperation per sector according to the relation that each one had with the European frame. The report said that, one should distinguish between the areas which were purely Nordic and where the cooperation should continue, the areas where European cooperation was so important that it would be unwise and unrealistic to pursue an autonomous Nordic cooperation, and the areas where the Nordic countries were in advance and could hope to influence the European cooperation. It was decided that Nordic cooperation should give priority to culture, education and research, along with this the environmental

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<sup>16</sup> Arter, David, *Scandinavian Politics Today* (Manchester University Press, 1998).

<sup>17</sup> Norden Europa II, *The Nordic Council of Ministers*, (Copenhagen, 1989), p.117.

questions, gender equality and fishing should be given priority and reduce or abandon the other Nordic fields of cooperation.

This new development was important as it implied the end of an omnidirectional character of Nordic cooperation. The parliamentary reports had broken the Intra-Nordic regionalism – an autonomous cooperation and established the Norden as an European subregion, a component of a larger whole with new cooperative methods. This gave a new dimension and a new relevance to Nordic cooperation.

### **Nordic Cooperation in the Baltic Region**

The Baltic question entered the Nordic agenda for the first time when Gorbachev gave a speech in Murmansk (October 1987), in which he proposed that the Nordic countries should establish a new form of regional cooperation between themselves and north-western republics of the Soviet Union.<sup>18</sup> But the Nordic countries did not react to this offer which actually meant the end of the Nordic balance.

However, the fight for the independence by the Baltic Republic in 1987-1988, aroused some concern among the Nordic parliamentarians, who were thinking of demonstrating their support to the Baltic republics. They proposed a cooperation purely restricted to culture, communication, environment and trade which directly stemmed from the Nordic

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<sup>18</sup> Archer, Clive, *Nordic Involvement in the Baltic States Security*, Working Paper, Copenhagen Peace Research Institute, 1997.



cooperative model with the sole aim of creating the maximum of thin links between the Nordic countries and the Baltic republics. A special program was adopted in 1990 by the Nordic Council of Ministers under which most of the Nordic functional institutions began to intervene in the Baltic republics mostly by the mean of training conference that they organized in the Baltic republics or of mobility programs which allowed the Baltic citizens training courses in the Nordic countries. Even more outstanding was the diplomatic support that the Nordic Council displayed for the Baltic republic. The Nordic parliamentarians gave frequent attention to the question of the Baltic independence. The apex of this diplomatic action was the thirty-ninth session of the Nordic Council, which took place in February 1991 in Copenhagen, (i.e.) one month after the Soviet military intervention in Lithuania, where several representatives of the independence movement were invited and even had the opportunity to address the council.<sup>19</sup>

It would be thus right to attribute the liberation (November 1991) of the Baltic republics to the intervention of Nordic Council. This resulted in two fold benefit for the Nordic cooperative ideology – First the Baltic question demonstrated the ability of Nordic countries to use their cooperative model to meet the new challenges and secondly, the Baltic question offered Nordic countries an opportunity to revitalize their own cooperation by fitting it in a broader frame of the Baltic region.

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<sup>19</sup> Arter, David, *Scandinavian Politics Today*, Manchester University Press, 1998.

## **Nordic Cooperation: A New Referential**

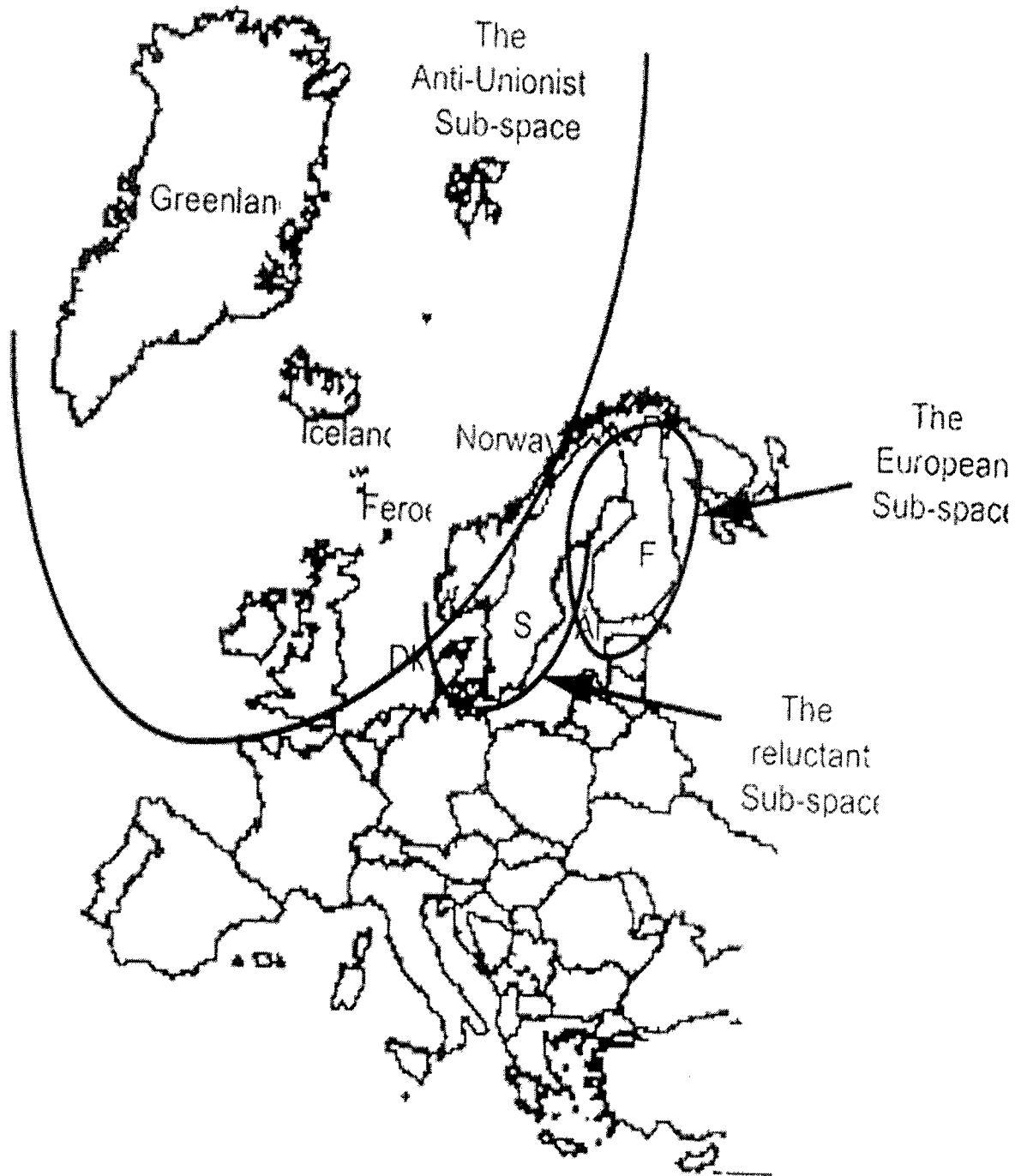
The Nordic success in dealing with the Baltic question led to a first result when a Council of the Baltic Sea States was created on March 1992. Thus, a new vision of the Nordic cooperation was conceived which was to act as a bridge builder between the European Community and mainly the northwestern part of Russia and the Baltic republics. The strategy was in the first place to take advantage of the cheap labour force, abundant raw materials and the new markets that the liberation of the eastern provinces opened to the Nordic countries<sup>20</sup> and in second place the gain in power and influence in the European Frame because of intermediary relations of the Nordic countries with the Eastern Provinces. This led to the strategic and objective alliance and thus the formation of Euro Arctic Barents Council and a Barents Regional Council which enhanced the regional cooperation of Nordic countries with Eastern Provinces.

The second step towards the embodiment of the new vision of Nordic cooperation was the internal reform of the Nordic Council. The six committees which dealt with culture, economy, budget, social and legal questions, were replaced by three chambers which were responsible for the Nordic questions, the European questions and the questions linked to the neighbouring areas.

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<sup>20</sup> Willner, Johan, "Privatisation in the Nordic Countries: Fashion or Necessity?", *Cooperation and Conflict*, Vol.XI, 1993.

# NEW NORDEN IN A NEW EUROPE



Source: William Shirr, *The Challenge of Scandinavia*, London, 1996.

From then onwards, the Nordic countries (especially Denmark, Sweden, Finland) have adopted as extensively as possible the words and the habits of the European Union.<sup>21</sup> If we take European dimensions as a demarcation criterion we can carve three Nordic sub-spaces. First sub-space is the one which has adopted a pro-European line which is Finland, second sub-space consists of Denmark and Sweden, which has to manage the reluctance of their population and the third sub-space constitutes, Norway and Iceland which refuses any prospect of membership – the anti unionist sub-space (see map).

Unlike the European Union, which has a dynamic of its own, Nordic cooperation depends mainly on its surrounding environment. As the relation to European Union is today the main stake and the Nordic countries are in very different situations regarding this relation, Nordic cooperation reflects a problematic situation. However, there are Nordic cooperation abilities which are quite specific and have succeeded in managing the Baltic crisis and in inventing new institutions (the Euro-Arctic Barents Council, The Council of the Baltic Sea States) which group western countries and previous dependencies of the Soviet Union. Thus, we can say that Nordic cooperation has successfully turned to be a cooperative model for itself and for the other regions.

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<sup>21</sup> Ingeritsen, Christine, *The Nordic States and European Union* (Cornell University Press, Ithaca, New York, 1998).

**CHAPTER V**

**CONCLUSION**

Nordic cooperation - the cooperation among Denmark, Finland, Iceland, Norway, Sweden and the autonomous territories of the Faeroes, Greenland, and Aland Island, is a regional set up referred by the name of "Norden". The Nordic cooperation within five small countries, with a total of just 24 million population, working together is hardly surprising given their common historical, geographical, cultural and geopolitical background. Being a small group of closely related countries have not isolated them from what is happening in the rest of the world, on the contrary, external factors have had a strong impact on the shape of this cooperation and its contents.

Geopolitical and geostrategic positions have always played a vital role in the history of the Nordic countries. After 1814, common geopolitical interests were enough to keep each other in check, so that the Nordic countries, with the exception of the occasional threat to Denmark and Finland, were not exposed to any direct threat. During the cold war period in particular, the Nordic countries remained peaceful and quite. During the period between 1945 and 1989, Sweden was able to play the neutral card, while Denmark quite free of charge was able to come out on the winning side of NATO. The peripheral position of the countries with regard to Europe has made it possible to realize socially democratic potentials that less fortunate smaller nations such as the Czechs have experienced more

difficulty realizing The primary reason lies in the optimal geographical situation of the Nordic countries with regard to foreign policy as well as in relation to both economy and communications. The Nordic countries were each in their own way useful as suppliers of raw materials to the industrial centers and have moreover been able to profit on a favourable relationship between low transport costs and high manufacturing costs in the world economy. It was this stroke of cyclical good fortune that rendered the welfare states of the present century possible. Thus, Nordic countries happened to be in the right place at the right time.

To conclude the findings of the present study we first of all shall have an overlook of the whole Nordic cooperation process and then the discussion about the future prospects of Nordic cooperation shall be made.

### **Nordic Cooperation: An Overview**

In the early 1700's there was no clearly defined Nordic area. It seemed to have been comprised by Denmark, Sweden, and Russia, which included the Norwegian, Finnish and Baltic provinces. In other words, "Norden", (the North) or the Northern countries applied essentially to the maritime region north of Germany and Poland. The area that we currently define as Nordic crystallized much later. It was created in the beginning of the 20<sup>th</sup> century but its roots are in the literary "Scandinaivanism" of the 1800's, which attempted to transform former enemies into allies to defend against external threats. The movement harboured a nation-building

ambition based in a common Scandinavian language and common geopolitical history. The struggle for Scandinavian unity was carried out in parallel with the struggle for German and Italian unity. Several of Nordic initiatives were forwarded by Denmark with the support of Norway and Iceland with reference to geographical, historical and cultural attachments. The Scandinavian languages, the Protestant religion, common judicial system, Viking history, and joint territories, which were controlled first by one and then the other, combined to create the basis for a common Nordic identity.

### **Need for Mutual Support and Joint Action**

Nordic cooperation is reflected in every contact in the larger international field. This applied particularly to the far reaching international cooperation of the world affairs today. It is practically an unwritten law that the Nordic countries should act together in international bodies and at congresses and conferences, whether official or unofficial. Important benefits have sprung from this fact. When they act in unison the five countries find that their position is far stronger than if they acted separately. Because of its known desire to settle international disputes by peaceful means, the Nordic group has achieved a far more important place in the United Nations. A factor no less important is that by joint action the Nordic countries have derived the maximum advantage from international negotiations. One important example would be the GATT (now WTO)



negotiations, where Nordic countries by acting as a group have performed as a middle power rather than as small states. It is evidently of vital interest to Nordic countries by which they are able to safeguard their priorities in international politics.

Today the cooperation by no means is restricted to politicians and intellectuals only, but it extends to all sections of the community. Nor is it that the official contacts carry most weight. Far greater are all those forms of cooperation which are more or less personal and private. Now, Nordic cooperation is essentially a matter of personal contact between people who come together in order to cultivate common interests. A spontaneous movement has arisen which meets the requirement of every interested person, and is free from interference by authority. At the same time, many projects have found official support after they have proved their usefulness unofficially. The activities range from joint scientific research to associated industrial production. They include students and youth leaders, members of cooperative and leaders in the worlds of art, trade and politics. Thus, they indeed cover every sphere of modern geopolitical interests and social life.

### **So what have been the results of this Nordic cooperation?**

What has been achieved over so many years of sometimes cooperating and sometime competing Nordic countries? Was it worth it, all these projects and conferences? Looking back, a number of substantial results can be displayed. We shall thus look at these which have made the

Nordic label visible to the outside world and gained for them recognition and respect.

The Nordic council with its political and cultural cooperation was founded in 1952 as a collaborative forum for the Nordic parliaments and Nordic governments as a compensation for the lack of political security arrangement. The council facilitated Nordic cooperation through its numerous branches and committees and by means of an array of decisions which have provided flexibility relations between the states – a common labour market, a passport union, harmonization of the individual countries' laws and a Nordic social security convention that guarantees the Nordic citizen's right to public health insurance, social welfare, unemployment benefits and pensions within the neighbouring Nordic countries. No Nordic minister can make a decision which has direct consequence for any of the other countries without discussing the matter with the ministers in the affected countries. Within the Nordic countries, international decisions are taken through mutual assistance and cooperation. The Nordic council of Ministers was created in 1971 and it serves as a meeting place for heads of corresponding ministries. It provides a channel that facilitates relations and communication between minister. The Nordic council and the Nordic council of Ministers have evolved into a forum for formal and primarily informal contacts between Nordic politicians. These informal contacts are the core of the Nordic cooperation.

### **Some Failure in Nordic Cooperation**

Not everything can succeed in a cooperation scheme based on case by case issue, which is typical for most activities in the Nordic set up.

During the late 1960's the Nordic states attempted to establish economic collaboration by means of a plan for the Nordic economic cooperation NORDEK. But negotiations broke down in 1970 because within the framework of NORDEK, Denmark's EC application was incompatible with Finland's close ties to the USSR. National security differences limited the development of Nordic cooperation. In 1973, after Great Britain and Denmark had left EFTA and joined the EC, the EFTA countries succeeded in negotiating a free trade agreement with the EC and this tied EFTA closer to EC system. But in economic and military policy differences added momentum to conspicuous centrifugal forces. Denmark was drawn towards the south as a result of the EC, Finland to the east because of its increasingly tighter economic cooperation with the Soviet Union, Norway to the west due to its roots in an Atlantic identity, while Sweden continued positioned itself in the center in keeping with its neutrality. Thus, cooperation in the economic area was limited in many ways. Though in economic policies the Nordic countries pulled in various directions but political ties (keeping in view their common geopolitical interests), the common labour market and the passport union intensified Nordic unity. Intimate formal and informal political cooperation created a relatively

unified Nordic area with coherent political solutions and a Nordic identity, which was recognizable in the foreign policy sphere.

### **Lessons from the Nordic Way of Working**

If we shall try to draw some conclusions from the way the Nordic cooperation works, some factors can be identified that have been helpful in obtaining marvelous results.

Nordic cooperation benefits from easy mutual communication, most of them being able to use same language. In the Nordic countries there are personalities with strong pro-Nordic sentiments and their cooperation got early political support, nationally and in the Nordic council. They were helped by a generally accepted desire for a certain independence from the great powers, and at the same time a desire to make their combined voices heard.

They have fairly unbureaucratic working habits which make life for participants in their joint ventures easier than, e.g., in the European Union. Also, they have learnt that organisational frames for the cooperation must be under constant review so that they can be adapted to changing circumstances.

A cooperation between independent institutes and authorities in different fields, is voluntary and not imposed. This implies that in each case there is full national freedom to join a proposed venture or not.

Thus, dedicated persons, both in the participating countries and neutral ones are essential to look after upcoming issues and adapt themselves so that they are suitable – or even attractive – for cooperation. Goodwill throughout the organizations is encouraged among persons on several levels, engaged in some manner of cooperation scheme. In spite of modern communication methods, the value of meeting activity is not underestimated. Networks are used in such a way that they not only undergo but also encourage efficient regional cooperation.

### **The Future Prospects of Further Strengthening the Nordic Cooperation**

Nordic cooperation was never seen as an end in itself, but as a means to strengthen the countries' positions internationally and to gain a stronger voice. Nordic cooperation is continuing and moving towards tomorrow's areas of concern. It is in this perspective that the future of the institutions of Nordic cooperation should be seen. In times to come, Nordic cooperation should focus culture, defence cooperation, cooperation in border regions, as well as the Nordic region's relations with its neighbouring regions. Nordic cooperation should be the object of long-term planning efforts organized as a sort of systematic cost-benefit analysis. This planning process should not just consider what Nordic cooperation can do with respect to intra-Nordic issues, an important task is to shape the role of Nordic cooperation within the context of the rapidly changing systems of institutionalised cooperation outside Scandinavia itself.

Thereby, in the near future, it will be necessary to sharpen the analysis when it comes to defining and assessing the relationship between Nordic cooperation as such and other systems of international cooperation. On the whole the recent events that will influence the future of Nordic cooperation is, on one hand, their concern for the eastern neighbouring countries and on the other hand, the fact that all the Nordic countries now join EU project activities although two of the countries are not its members.

Can the Nordic countries improve their coordination of assistance to the concerning countries of east? And can the Nordic countries help a coming EU framework programmes? Are some of the questions which shall be answered in times to come. But for now the conclusions which stand are that the international contacts are essential for the Nordic countries and also, their regional scheme has much to give in the future, both for their own countries as well as internationally, in the field of international politics and regional cooperation.

## APPENDIX

## APPENDIX-I

### **Treaty of Cooperation Between Denmark, Finland, Iceland, Norway and Sweden** (Entered into Force on July 1, 1962)

The Governments of Denmark, Finland, Iceland, Norway, and Sweden,

Desirous of furthering the close connections between the Nordic nations in culture and in juridical and social conceptions and of developing cooperation between the Nordic countries;

Endeavouring to create uniform rules in the Nordic countries in as many respects as possible;

Hoping to achieve in all fields where prerequisites exist an appropriate division of labour between these countries;

Desirous of continuing the cooperation, important to these countries, in the Nordic Council and other agencies of cooperation;

Have agreed upon the following provisions.

#### **INTRODUCTORY PROVISION**

- Article 1** The Contracting Parties shall endeavour to maintain and further develop cooperation between the countries in the juridical, cultural, social and economic field and in questions of communications.

#### **JURIDICAL COOPERATION**

- Article 2** The Contracting Parties shall continue the work to attain the highest possible degree of juridical equality between a national of any Nordic country, resident in a Nordic country other than his own, and the citizens of his country of residence.
- Article 3** The Contracting Parties shall endeavour to facilitate the acquisition of citizenship by nationals of one Nordic country in another Nordic country.
- Article 4** The Contracting Parties shall continue legislative cooperation in order to attain the greatest possible uniformity in private law.
- Article 5** The Contracting Parties should strive to create uniform provisions regarding crime and the consequences of crime.
- The investigation and prosecution of a crime committed in one Nordic country should, to the greatest possible extent, be pursued also in another Nordic country.
- Article 6** The Contracting Parties shall strive to achieve mutual coordination of other legislation than that defined above in any fields where this proves to be appropriate.
- Article 7** Each Contracting Party should work for the creation of such rules that a sentence passed by a court or other authority in another Nordic country can be executed also within the territory of the Party in question.



## **CULTURAL COOPERATION**

- Article 8** In every Nordic country, education and training given at school shall include, in a suitable degree, instruction in the language, culture and general social conditions of the other Nordic countries.
- Article 9** Each Contracting Party should maintain and extend the opportunities for a student from another Nordic country to pursue studies and graduate in its educational establishments. It should also be possible, to the greatest extent, to count a part examination passed in any Nordic country towards a final examination taken in another Nordic country.
- It should be possible to receive economic assistance from the country of domicile, irrespective of the country where the studies are pursued.
- Article 10** The Contracting Parties should coordinate public education qualifying for a given profession or trade. Such education should, as far as possible, have the same qualifying value in all the Nordic countries. Additional studies necessary for reasons connected with national conditions can, however, be required.
- Article 11** In the fields where cooperation is expedient, the development of educational establishments should be made uniform through continuous cooperation over development plans and their implementation.
- Article 12** Cooperation in the field of research should be so organized that research funds and other resources available will be coordinated and exploited in the best possible way, among other things by establishing joint institutions.
- Article 13** In order to support and strengthen cultural development the Contracting Parties shall promote free Nordic popular education and exchange in the fields of literature, art, music, theatre, film and other fields of culture; among other things, the possibilities provided by radio and televisions should be borne in mind.

## **SOCIAL COOPERATION**

- Article 14** The Contracting Parties shall strive to preserve and further develop the common Nordic labour market along the lines drawn up in earlier agreements. Labour exchanges and vocational guidance shall be coordinated. The exchange of trainees shall be free.
- Efforts should be made to achieve uniformity in national regulations on industrial safety and other questions of a similar nature.
- Article 15** The Contracting Parties shall strive for arrangements whereby it will be possible for the nationals of one Nordic country, while staying in another Nordic country, to receive, as far as possible, the same social benefits as are offered to the citizens of the country of residence.
- Article 16** The Contracting Parties shall further develop cooperation in public health and medical care, temperance work, child welfare and youth welfare.
- Article 17** Each one of the Contracting Parties shall strive to have medical, technical or other similar safety controls carried out in such a way that the examination certificate issued will be acceptable in the other Nordic countries.

## **ECONOMIC COOPERATION**

- Article 18** The Contracting Parties shall, in order to promote economic cooperation in different fields, consult one another on questions of economic policy. Attention shall be devoted to the possibilities of coordinating measures taken to level out cyclical fluctuations.
- Article 19** The Contracting Parties intend, in so far as possible, to promote cooperation between their countries in production and investment, striving to create conditions for direct cooperation between enterprises in two or more Nordic countries. In the further development of international cooperation, the Contracting Parties should strive to achieve an appropriate division of labour between the countries in the fields of production and investment.
- Article 20** The Contracting Parties shall work for the greatest possible freedom of capital movement between the Nordic countries. In other payments and currency questions of common interest joint solutions shall be sought.
- Article 21** The Contracting Parties shall seek to consolidate the cooperation started earlier to remove barriers to trade between the Nordic countries and, to the greatest extent possible, to strengthen and develop further this cooperation.
- Article 22** In issues of international commercial policy the Contracting Parties shall endeavour, both separately and jointly, to promote the interests of the Nordic countries and, with this purpose in view, to consult one another.
- Article 23** The Contracting Parties shall strive for coordination of technical and administrative customs regulations and for simplification of customs procedure in order to facilitate communications between the countries.
- Article 24** The regulations governing frontier trade between the Nordic countries shall be formulated in such a way as to cause a minimum of inconvenience to the inhabitants of frontier districts.
- Article 25** When the need and the necessary conditions exist for joint economic development of adjoining parts of the territories of two or more Contracting Parties, these Parties shall jointly endeavour to promote

## **COOPERATION IN THE FIELD OF COMMUNICATIONS**

- Article 26** The Contracting Parties shall seek to consolidate the earlier cooperation in the field of traffic and seek to develop this cooperation in order to facilitate communications and the exchange of commodities between the countries and in order to find an expedient solution to problems that may arise in this field.
- Article 27** The construction of traffic arteries involving the territories of two or more Contracting Parties shall be achieved through joint consultations between the Parties concerned.
- Article 28** The Contracting Parties shall seek to preserve and to further develop the cooperation that has resulted in making their territories into one region as regards passport inspection. The inspection of passengers crossing the frontiers between the Nordic countries shall be simplified and coordinated in other respects as well.
- Article 29** The Contracting Parties shall coordinate the work to improve traffic safety.

## **OTHER COOPERATION**

- Article 30** The Contracting Parties should, whenever possible and appropriate, consult one another regarding questions of mutual interest that are dealt with by international organizations and at international conferences.
- Article 31** An official in the foreign service of a Contracting Party who is on assignment outside the Nordic countries, shall, to the extent compatible with his official duties and if nothing gainsays it in the country to which he is appointed, also assist nationals of another Nordic country, in the event that this country has no representation in the locality concerned.
- Article 32** The Contracting Parties should, whenever it is found possible and expedient, coordinate their activities for aid to and cooperation with the developing countries.
- Article 33** Steps should be taken to spread increased knowledge of the Nordic countries and Nordic cooperation through close collaboration between the Contracting Parties and their agencies for foreign information service. Whenever found expedient, joint actions may be taken.
- Article 34** The Contracting Parties shall work for the coordination of different branches of official statistics.

## **THE FORM OF NORDIC COOPERATION**

- Article 35** In order to achieve the aims mentioned in this Treaty the contracting Parties should continuously consult one another and, whenever necessary, take coordinating measures.
- This cooperation shall, as hitherto, take place at ministerial meetings, within the Nordic Council and its agencies in conformity and the guiding principles formulated in the Charter of the council, through special organs of cooperation or between the authorities concerned.
- Article 36** The Nordic Council should be reserved an opportunity to express its views on questions of Nordic cooperation that are of importance in principle, whenever this is not impossible due to lack of time.
- Article 37** Regulations which have come about as a result of cooperation between two or more of the Contracting Parties may not be altered by one Party without the other Party or Parties being informed thereof. However, such notice shall not be required in matters of urgency or when rules of minor importance are involved.
- Article 38** The authorities in the Nordic Countries may engage in direct correspondence with each other on all issues except those which by their nature or for some other reason must be dealt with through foreign service channels.

## **FINAL PROVISIONS**

- Article 39** This Treaty shall be ratified and the instruments of ratification deposited with the Finnish Ministry for Foreign Affairs as soon as possible.
- The Treaty shall enter into force on the first day of the month following the date of the deposit of the ratification instruments of all the Contracting Parties.
- Article 40** Should any of the contracting Parties wish to terminate the validity of the Treaty, a written notice to this effect shall be delivered to the Government of Finland, which without delay shall inform the other Contracting Parties of the

matter and of the date when the notice was received.

The termination applies only to the country which gave notice and shall become valid on the first day of the month which is six months after the date on which the Government of Finland received the notice of termination.

The Treaty shall be deposited with the Finnish Ministry for Foreign Affairs, and the Finnish Ministry for Foreign Affairs shall supply all Contracting Parties with certified copies thereof.

In witness whereof, the undersigned Plenipotentiaries, duly empowered, have appended their signatures to this Treaty.

Done at Helsinki, in a single copy, in the Danish, Finnish, Icelandic, Norwegian and Swedish languages, each text being equally authentic, this twenty-third day of March, Nineteen Hundred and Sixty-Two.

*Entered into force on July 1, 1962*

## APPENDIX-II

### Statute of the Nordic Council

(as recommended to the Governments by the Council at its 5<sup>th</sup> Session at Helsinki in February, 1957, and as adopted by the Governments and the Parliaments of the Member States later in 1957. Effective as from January 1, 1958).\*

- Article 1** Nordisk Rad (The Nordic Council) is a body formed for the purpose of consultation among the Folketing of Denmark, the Eduskunta-Riksdag of Finland, the Althing of Iceland, the Storting of Norway and the Riksdag of Sweden, as well as the Governments of these countries, in matters involving joint action by any or all of these countries.
- Article 2** The Council shall consist of 69 elected delegates and the Government representatives.
- For such terms and by such methods as shall be decided in each country, the Folketing of Denmark, the Eduskunta-Riksdag of Finland, the Storting of Norway and the Riksdag of Sweden shall each elect from among their members 16 delegates to the Council and the necessary number of deputy delegates, and the Althing of Iceland shall elect from among its members 5 delegates to the Council and the necessary number of deputy delegates. Among the elected delegates of each country different political opinions shall be represented. Each Government may appoint from among its members as many Government representatives as its desires.
- Article 3** The Government representatives have no vote in the Council.
- Article 4** The Council shall meet once a year on such date as it may decide (Ordinary session). Furthermore, special meetings may be held, if the Council so decides, or if a meeting is requested by not less than two Governments or not less than 25 elected delegates (Extraordinary session). Ordinary sessions shall be held in the capital of one of the countries, as decided by the Council.
- Article 5** For each ordinary session and for the period until the next ordinary session, the Council from among its elected delegates shall elect a President and four Vice-Presidents who, together, shall constitute the Presidium of the Council.
- Article 6** The deliberations of the Council shall be open to the public, unless, in view of the special nature of a matter, the Council decides otherwise.
- Article 7** During each ordinary session the elected delegates shall form standing committees to undertake preparatory work in connection with matters before the Council. By decision of the Presidium, the standing committees may meet also during inter-sessionary periods in special cases.
- Special committees may be set up during inter-sessionary period to prepare special matters.
- Article 8** The delegation of each country shall appoint a Secretary and other staff members. The activities and collaboration of the secretariats shall be supervised by the Presidium.

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\* The Folketing of Denmark, the Eduskunta-Riksdag of Finland, the Althing of Iceland, the Storting of Norway, and the Riksdag of Sweden are the legislative assemblies of the respective countries.

**Article 9** All Governments and delegates are entitled to submit a matter to the Council by written application to the Presidium. The Presidium shall cause such investigations to be made as it may deem necessary and shall send out the documentation to the Governments and delegates well ahead of the session.

**Article 10** The Council shall discuss questions of common interest to the countries and may adopt recommendations to the Governments. Recommendations shall be accompanied by information as to how each delegate has voted.

In questions which concern only certain of the countries, only the delegates from those countries may vote.

**Article 11** At each ordinary session, the Governments should inform the Council of any action taken on the recommendations of the Council.

**Article 12** The Council shall adopt its own rules of procedure.

**Article 13** Each country shall defray the expenses involved by its membership in the Council.

The Council shall decide how common expenses shall be apportioned.

## APPENDIX-III

### Rule of Procedures for the Nordic Council

(as adopted by the Council February 20, 1953, with subsequent amendments, the last on February 18, 1964)

**Article 1** Ordinary sessions and extraordinary sessions to be convened by resolution by the council shall begin at such time as shall have been decided by the Council in pursuance of Article 4 of the Statute of the Nordic Council. The Council may, however, leave it to the Presidium to fix the time for the opening of a session. In special circumstances, the Presidium may, with the consent of all delegations, fix a time and a place for the session which is different from that which the Council has fixed.

If at least two Governments or at least 25 elected delegates desire and extraordinary session to be convened, they shall submit a written request to that effect to the Presidium. Unless the Council has decided otherwise, the extraordinary session shall be held in such place and begin at such time as the Presidium may fix, if possible in consultation with the delegations.

The Presidium shall see that the Governments and elected delegates and their deputies are advised of the time and place for a session three months before it begins. In special circumstances, notices convening extraordinary sessions may be sent out later.

Sessions will terminate when items included in the list referred to in Article 9 have been finally decided or deferred to a later session.

**Article 2** The matters referred to in Article 9 of the Statute may be submitted to the Council by an elected delegate as a delegate proposal, by a Government as a Government proposal, by a notice of the type referred to in Article 11 of the Statute, or by a report on Scandinavian cooperation. Such communication shall be submitted to the Council by an elected delegate as a delegate proposal, by a Government as a Government proposal, by a notice of the type referred to in Article 11 of the Statute, or by a report on Scandinavian cooperation. Such communications shall be submitted through the States secretariat.

A deputy delegate to the Council may, together with an elected delegate, submit a delegate proposal.

A delegate proposal or a Government proposal shall contain a proposal for a Council decision. A Government proposal may, however, merely contain a request for a statement.

**Article 3** A Government proposal or a delegate proposal must be submitted to a secretariat not later than two months before an ordinary session begins in order to be eligible for consideration by that session. In special cases the Presidium may reduce this period to one month, provided that this does not materially impair a necessary study. The notices and reports referred to in Article 2 shall be submitted to a secretariat not later than one month before the session begins.

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In accordance with Article 26 of the Rules of Procedure of the Nordic Council, the Council on February 18, 1964, resolved, as an experiment for the time being, to amend the rules of Procedure for the Council to the effect that the forwarding of documents referred to in Article 3, para 1, shall be restricted to matters included in the Presidium's suggested calendar, and that the time limit for submission of proposals for amendment indicated in Article 4 shall be the first day of the session.

Government proposals and delegate proposals, together with such studies as the Presidium may have found necessary as well as notices and reports, shall be forwarded to the Governments, delegates and deputy delegates as soon as possible and not later than three weeks before the session begins.

If the Council decides to hold an extraordinary session, a time limit shall also be fixed for raising any matter for consideration by that session. The Council may decide that only certain matters shall be considered by an extraordinary session.

Extraordinary sessions held in pursuance of Article 1, para 2, shall only deal with such matters as the Council has been convened to consider. All documents shall be circulated as soon as possible.

Regardless of the provisions of this article, the Council may decide, by a majority of two thirds, to admit a matter for consideration.

**Article 4** In deferred matters or in matters which have been brought before the Council in accordance with Article 3 by a Government proposal or a delegate proposal before the beginning of a session, a Government or a delegate may submit written proposals (proposals for amendment) up to the time when the matter is referred to a committee. In connection with a notice or a report, proposals (supplementary proposals) may be submitted in the same way, not later than seven days before a session begins. Rules governing the possibility of submitting proposals at a later stage will be found in Article 15.

**Article 5** If a Government proposal or a delegate proposal or an amendment or a supplementary proposal is withdrawn, a delegate may, at the meeting in which the withdrawal is announced, raise such proposal for consideration.

**Article 6** On the basis of notice to the secretariats, which should be sent in not later than one week before the beginning of each session, a list of delegates shall be prepared for the session. The list of delegates shall be approved at the first meeting of the session. Should the need arise, the list shall be amended.

The list of delegates will be arranged alphabetically, Government representatives being listed first, followed by elected delegates. The delegates will take their seats in the meeting hall in that order.

**Article 7** The President and Vice Presidents shall be elected at the first meeting of each session; in these elections, provision must be made for each country and for different political opinions to be represented in the Presidium. Pending such election, the previous President shall preside over the deliberations.

Any person who presides over, or has previously presided over a debate on a matter, may take part in the decision, but not in the debate.

**Article 8** The secretary of a session shall be the secretary of the delegation in whose country the session is held. Such additional personnel as the Presidium may order shall assist in the execution of the secretarial duties.

**Article 9** An agenda shall be adopted at the first meeting of a session. The agenda shall include matters raised in pursuance of Article 3 or deferred for the session; the Council may, however, omit notices when it finds that they do not require consideration by the session. Any matters admitted later shall likewise be included in the agenda.

**Article 10** At the first meeting of a session the Council shall decide what standing committees shall be set up and appoint members for such committees. In such elections diversified representation on each standing committee shall be aimed at.

Each standing committee shall elect from among its members a Chairman and A



Vice Chairman.

**Article 11** Council meetings shall be held at such time as the Council or the Presidium may decide.

Having regard to Council decisions, if any, on the consideration of matters, the President shall prepare an agenda for each meeting. However, the former Presidium shall decide the agenda for the first meeting of a session. Questions concerning the Standing Order for the current session may be raised without having been included in the agenda.

Meetings must be convened by announcements in the premises of the Council not later than at 4 p.m. on the day before the meeting or convened at a meeting not later than that day; in urgent cases meetings may be convened by personal communications to all delegates.

**Article 12** The Council shall refer the matters included in the agenda to standing committees as soon as possible. Before a matter is referred to a standing committee, the Council delegates are entitled to comment on it. Subject, however, to unanimous decision by the Council, a matter may be decided without having been referred to a standing committee.

A matter which has been considered by a standing committee shall not be taken up for decision until the second day after the committee's report has been received by the Council. The Council may, however, decide that the matter shall be considered sooner.

The matter shall be decided upon at the meeting for which the standing committee's report has been placed on the agenda, unless the Council decides to postpone it for a later meeting or a later session. Questions which only concern the Council's activities may be decided upon without having been referred to a standing committee.

**Article 13** To such extent as a standing committee may find necessary, it may elect a member to be its spokesman on any matter referred to it. A minority of a standing committee may also elect a spokesman. A standing committee may invite an outside Council delegate and a Government representative who is not a delegate to the Council to take part in the committee's deliberations without, however, having any right to vote. The committee may also otherwise invite persons outside the Council to give information or make statements to it.

A member of a standing committee who is precluded by Article 10, para 2, of the Statute from taking part in the decisions of a matter cannot take part in committee decisions either.

In the event of a tie in a standing committee, the Chairman shall have the casting vote. Any member of a standing committee is entitled to submit a proposal which dissents from that submitted by the committee.

Reports from a standing committee accompanied by reservations (dissenting proposals), shall be submitted to the Council in writing.

**Article 14** In the course of the Council's deliberations members will be permitted to speak in the order in which they have asked for the floor. The President may deviate from this order, subject to the approval of the Council.

On the President's proposal the Council may restrict speakers to limited periods in a debate. On the President's proposal, or on the proposal of five elected Council delegates, the Council may decide, by a majority of two thirds, to close the debate on a matter.

The proposals referred to in para 2 cannot be discussed.

**Article 15** A recommendation on any matter included in the agenda may be debated within the framework of a Government proposal, a delegate proposal, an amendment, or a supplementary proposal, or otherwise in conformity with proposals which the Council has agreed to admit for consideration. Such agreement is also required when, in the course of a Council debate, a member submits a proposal for a recommendation which does not arise out of the report submitted by the standing committee.

Decision on a recommendation shall be made by roll call according to the list of delegates. Delegates shall answer "yes" or "no" or "abstain". A recommendation shall be adopted when more than half of the present delegates entitled to vote in the matter have voted "yes".

If several incompatible proposals for a recommendation on a matter have been submitted, The President shall announce this sequence to the Council before the debate, if possible, and latest before the voting begins.

**Article 16** In elections, voting shall be by closed voting slips if one elected delegate so desires. In the event of a tie, lots shall be drawn. The working committee of the delegations referred to in Article 25 shall submit proposals for elections held in pursuance of Article 7 and Article 10, para 1.

**Article 17** In cases other than those referred to in Article 15 or 16, decisions shall be taken by open vote if more than one proposal has been submitted or if one elected delegate so desires. If for special reasons the Presidium finds that a decision is not required, the President may omit taking a vote on the questions under consideration.

An open vote is taken by the delegates rising from their seats. The vote shall show how many of the delegates present have voted either "yes" or "no" or have abstained. In the event of a tie, the President has the casting vote. If more than one vote has to be taken, the provisions of Article 15, para 3, shall apply.

If one elected delegate so desires, a vote shall be taken by roll call according to the rules of Article 15, para 2, instead of an open vote.

**Article 18** The Council and the standing committee form a quorum when at least one half of the elected delegates or members are present. In under Article 10, para 2, of the Statute only members from certain countries take part in the consideration of the matter, the Council and the standing committees form a quorum when at least one half of the delegates or members elected from those countries are present.

**Article 19** The secretary shall arrange for minutes to be kept of Council meetings; such minutes shall contain a shorthand report of the deliberations. The minutes shall be approved by the Presidium.

The secretary shall arrange for the minutes to be printed, except for those parts which refer to meetings to which the general public is not admitted.

**Article 20** Recommendations shall be signed by the President and countersigned by the secretary. The result of votes taken on proposals for recommendations shall be communicated to the Governments, whether such proposals have been adopted or rejected.

**Article 21** Costs of printing, and other joint expenses referred to in Article 13 of the Statute, shall be divided among the countries in proportion to the number of elected delegates to the Council. Each country shall, however, be responsible of the special costs of meetings held there. In special cases the Presidium may decide on a different apportionment.

**Article 22** During the periods between sessions the Presidium shall be responsible for the conduct of the Council's current activities. The Presidium shall report to each

ordinary session on its activities since the last ordinary session.

The Presidium shall lay down rules for the management of those activities and for the mutual co-operation of the secretariats for which the Presidium is responsible under Article 8 of the Statute. The direct management of the secretariat of each country shall be undertaken by that country's representative on the Presidium.

The Presidium may take decisions without holding a meeting, provided that all its members are in agreement.

**Article 23** Persons other than delegates and deputy delegates can only be appointed members of a special committee in special cases. A special committee shall report on its activities to ordinary sessions.

**Article 24** If a member of the Presidium or of a standing committee becomes temporarily or permanently unable to take part in the work between sessions or ceases to be a delegate to the Council, he shall be replaced by a delegate appointed by the delegation to which he belongs.

Between sessions a member of a special committee or his deputy shall be appointed by the delegation of his country.

**Article 25** Each delegation shall elect a working committee which consults with the presidium and with the other working committees on questions concerning the Standing Orders for the Council's activities.

**Article 26** In special cases, the Council may decide, by a majority of two thirds, to depart from the rules prescribed in the present Rules of Procedure.

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