

# **Experts' report on European Neighbourhood Instrument programme Poland- Belarus-Ukraine in the period 2014-2020**

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## 1 Summary

The main objective of experts' report was an identification of the main elements of CBC Program PL-BY-UA that should promote integrated and sustainable development of neighbouring border regions and territorial integration between the EU and partnership countries. In the framework of the report four main research questions were addressed that constituted the following blocks of research:

1. What should be the eligible area of the ENI PL-BY-UA Programme?
2. What are the barriers and opportunities of cross-border cooperation in the eligible area?
3. What should be the programme's strategic objectives and thematic scope?
4. What institutional and systemic solutions should be adopted for the organisations implementing the Programme?

### **BLOK 1. DELIMITATION OF ELIGIBLE AREA**

The delimitation of the eligible area of public intervention supporting cross-border co-operation took into account the following criteria:

- Enabling a concentration of funds that leads to supra-local and cross-border results as well as complementarity and synergy effects.
- Considering the existing administrative/planning units and governments, including territorial governments.
- Using statistical units which allow to use the existing databases to monitor changes and evaluate the impact of the public intervention.

The project of the REGULATION (EC) No 2011/839 OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL establishing a European Neighbourhood Instrument that provide guidance of Cross-Border Cooperation Programmes geographical eligibility was also considered.

Based on conducted research of cross-border interactions: foreign trade, tourism, border traffic, cross-border ecosystems, twinning city cooperation, projects implemented under the 2004-2006 and 2007-2013 programme perspectives and euroregional cooperation taking into account context related to the proposal of Regulation 2011/839 the following changes have been proposed:

- on the Polish side the eligible area should cover subregion łomżyński (changes of delimitation of statistical territorial units at NUTS3 level) and subregions lubelski and rzeszowski, that are very important centres of cross-border cooperation in majority of analysed aspects,
- on the Belarusian side: the western part of Mińsk oblast should be excluded as result of lack of any significant cross-border cooperation.

It is justifiable to establish adjacent areas to be covered by the Programme intervention as result of well-established traditions of cooperation, supported by number of CBC examples as well as potential to further CBC development including euroregional cooperation:

- on the Polish side, subregions: puławski, tarnobrzewski;
- on the Belarusian side: Minsk oblast (plus the city of Minsk);
- on the Ukrainian side, oblasts: Ivano-Frankivsk, Rivne, Ternopil.

As regards the present delimitation of the adjacent areas, there seem to be justifiable grounds to exclude the Gomel oblast in Belarus due to the lack of any important manifestations of its cross-border interactions with Poland.

The proposed delimitation of the eligible area together with the adjacent areas should not limit the possibilities for introducing spatial variations in the availability of different types of intervention, depending on the adopted priorities, kinds of investments or beneficiary categories. For instance, it is reasonable to concentrate infrastructure investments in the close proximity of the border, whereas 'soft' projects can be successfully implemented e.g. in major cities located further from the border.

## **BLOCK 2. DIAGNOSIS OF CROSS-BORDER COOPERATION OF ELIGIBLE AREA**

The socio-economic diagnosis of eligible area was conducted with focus on determinants of cross-border cooperation based on resources available in analysed region. Such preconditions could lead to cross-border interactions between border regions. However, different barriers need to be overcome beforehand, including those related to state border that have been identified within the research framework of the project.

### **Territorial capitals**

The analysis of economic capital proved that eligible area consists of regions at low development level in comparison to main economic centres in respective countries. Furthermore, the economic gap between Polish side on the one hand, and Belarusian and Ukrainian side on the other hand is quite substantial. The main determinants was unfavourable economic structure with high share of agriculture and traditional industries. This leads to ineffective use of labour resources that discourage inflow of external capital. Also tourist potential was relatively small (with exception of some local systems). Meanwhile endogenous potential manifested by entrepreneurship activity development and R&D sector performance was highly differentiated within eligible area (relatively high in Poland and low in case of Belarus). Nevertheless, the region was significant for transit activity, but existing bottlenecks in transport and border-crossings infrastructure was a barrier for further development in this field.

In respect of human and social capital the condition of cross-border area is not better than that of the rest of the countries. In the Ukrainian and Belarusian part the population is declining (as a result of migration and small natural increase). In the Polish part of the area population in the last couple of years have been stable. Age structure in this support area indicates gradual aging of population. The quality of human capital is not a particularly strong asset of the analysed area (relatively small percentage of people with higher education). In terms of social capital the situation in the cross-border area is significantly diversified. Social activity measured by the number of non-governmental organizations is

highest on the Polish side, lower in Ukraine, and in the case of Belarus there are no reliable statistics on that topic.

Analysis of natural capital of the support area indicates valuable natural assets connected with well-preserved mountain, forest, river and marsh ecosystems. Many of these ecosystems have cross-border character and require special international protection programmes, responding to challenges connected with human impact on environment, water pollution, or different protection status of particular animal species. Important threats to environment on the area are connected mostly with water pollution, to a lesser extent also with emission of air pollutants, and pollution in post-industrial areas. Energy sector in the Polish and Ukrainian part of the area is based on coal, and in the Belarusian - on gas. Renewable energy sources are best developed on the Polish side of the border, but simultaneously the regions have low energy self-sufficiency indicators.

### **Potential to develop cross-border cooperation**

It should be noted that currently cross-border cooperation at the Polish-Ukrainian border, and even more perceptibly at the Polish-Belarusian border, was far from fully tapping the potential in all the three spheres under analysis, i.e. economic, socio-cultural and institutional. This was particularly well visible in relation to the potential for the development of economic interactions in both trade exchange and foreign investments. Lack of satisfaction from institutional cooperation was expressed particularly strongly at the Polish-Belarusian border. Nonetheless, also at the Polish-Ukrainian border some potential for expanding the cooperation between public authorities and NGOs could be observed. Socio-cultural cooperation received the most praise, although also in this case, particularly at the Polish-Belarusian border, a relatively low level of satisfaction was expressed.

### **Barriers to cross-border cooperation**

The border and the border regime represented the most important barriers to cross-border interactions at the Polish-Belarusian-Ukrainian border. It should be noted that this applies not only to the border infrastructure but also to the operation of the border crossings and legislation governing the crossing of state borders. Secondly, the respondents pointed to legislative and institutional barriers created by dissimilar regulations and differences in the administrative structures, which nonetheless can only be resolved at national level. Physical infrastructure was also listed as a problem, but of a secondary nature in comparison to those discussed above. In other words, the respondents were aware that even an outstanding degree of infrastructure provision cannot compensate for the negative impact of the border regime and legislative and institutional environment on the development of cross-border cooperation. This also pertained to the economic barrier, understood as lack of proportion in the level of development, which also affects the provision of sufficient funds for making the cooperation a reality. At the same time, it should be emphasised that broadly understood cultural differences still posed a significant barrier in the respondents' opinion, although not regarded as causing a great deal of distress.

## **SWOT/TOWS analysis**

The results of the TOWS/SWOT analysis can be interpreted in favour of the adoption of the aggressive strategy. However, the results of the analysis are not quite unequivocal, so it could be argued that some elements of the defensive strategy should also be adopted in order to minimise the weaknesses, so that they do not reinforce the threats. To sum up, it can be said that the strengths of the macroregion should be supported in the first place, and only then should the constraints for growth be removed.

## **BLOCK 3. OBJECTIVES AND THEMATIC SCOPE OF THE PROGRAMME**

The main objective of the Programme is the **development of cross-border cooperation in the economic, social, environmental and institutional sphere**. These dimensions of cooperation should be complementary, which should allow to achieve the overriding objective of the Programme, that could be defined as an attempt to create a functional, cross-border region. In such a region, the role of barriers posed by the existence of state borders should be limited to a minimum.

The strategic objective should be pursued under the following three priorities:

1. Supporting socio-economic integration of the border areas
2. Improving innovativeness of the economy in the border region
3. Improving the quality of life in the border areas

### **Priority 1**

On the basis of the diagnosis, it was concluded that the main barrier to cross-border cooperation in all the investigated areas is the existence of the state border and the accompanying border regime. This barrier can be further aggravated by problems of infrastructural nature, including the poor condition of the road infrastructure and a minor role of railway transport in cross-border interactions. It should also be noted that in order to ensure continued development of cooperation parallel measures should be put in place, aimed to alleviate the disparities existing in the cultural sphere and associated with the persisting negative stereotypes, resentments from the past and dissimilar types of mentality that evolved under the different administrative and legislative systems, which can obstruct not only social but also economic interactions.

First and foremost, measures intended to support the interactions between the border areas should be pursued as a priority. They involve, firstly, steps that facilitate crossing the border, development of the existing crossings and introducing organisational arrangements streamlining the process and making it more user-friendly and, secondly, undertaking complementary activities involving the creation and development of transport infrastructure allowing an easy access to the border crossings and, thirdly, implementing many different microprojects to improve good neighbourly relations and overcome the existing cultural differences.

## **Priority 2**

In contemporary economy, the ability to develop and adapt innovations plays a crucial role in development processes. Therefore, one of the Programme's priorities should be designed so as to enhance such abilities, otherwise it will be difficult to expect as the eligible areas are economically peripheral in relation to the respective national growth areas. It should also be noted that the potential for the development of cross-border economic interactions associated with trade exchange and with innovativeness should be regarded as high.

In particular, activities aimed to enhance the quality of human capital should be supported as it is the key development factor in contemporary economy. Secondly, conditions fostering development of the research cooperation should be created. This should entail increasing of the quality of instruction and education system, as well as improving the conditions for research and development activities, thus providing opportunities for transferring innovations to business sector.

## **Priority 3**

As a rule, peripheral border areas are characterised by a low quality of life of their residents, in a number of aspects, ranging from difficult material conditions and worse access to the labour market, to insufficient provision of social infrastructure to the poor quality of the natural environment. The scale of these problems goes beyond the financial capacity of the CBC Programme and calls for a national-level intervention. Nonetheless, one of the components making up the quality of life has a clear cross-border character, being associated with the existence of ecosystems that need shared protection. Therefore, the Programme should focus on this particular component, leaving the remaining ones to be addressed by the national governments. At the same time, it should be pointed out that some of these components which are important for the local communities can be improved as part of Priority 1.

## **BLOCK 4. MANAGEMENT SYSTEM**

When it comes to the management system, most of the arguments is in favor of creation a system for 2014-2020 which is based on proven solutions, if necessary, adjusted to the final regulation ENI CBC. The decisions remains required regarding use of the experience and skills of Euroregions and the possible introduction of the umbrella micro-project system (quite often criticized). Some experts suggest that umbrella system may cause implementation difficulties, while some others that there is no reason why umbrella system cannot be introduced.

An analysis of administrative capacity leads to the conclusion, that in general it is possible to introduce the electronic application submission system and a possible increase of the accountability of the partner countries. The use of proven solutions increases the chance of a timely and successful launch of the program.

## 2 Introduction

This expert opinion pertains to the shape of Poland-Belarusian-Ukrainian Cross-Border Cooperation Programme (PL-BY-UA) implemented under European Neighbourhood Instrument (ENI) in 2014-2020, which is to replace the present European Neighbourhood and Partnership Instrument (ENPI). The study was commissioned by the Ministry for Regional Development and implemented by the Centre for European Regional and Local Studies (EUROREG) of the University of Warsaw, by a team coordinated by Prof. Grzegorz Gorzelak, consisting of: Prof. Marek Kozak, Adam Płoszaj, PhD, Maciej Smętkowski, PhD, with participation of Prof. Roman Szul, Karol Olejniczak, PhD, Dorota Celińska-Janowicz and Jakub Rok.

The main purpose of the expert opinion was to specify the most important elements of the PL-BY-UA programme, expected to contribute to integrated and sustainable development of the neighbouring cross-border regions and harmonious territorial integration between EU and its neighbouring countries. The elements consisted, firstly, of the geographical scope of the Programme's support area and diagnosis of socio-economic situation, also taking into account the most important barriers for cross-border cooperation, including particularly those connected with existence of external EU border, and completed with preparation of SWOT and TOWS. At the next stage presented was a proposal for thematic scope of the Programme, including its objectives, priorities, and measures, as well as indicating the planned allocation of funds to specific measures. The final element was a proposal for organizing the Programme's implementation, regarding both the institutional and systemic aspect.

The expert opinion consists of four thematic blocks, answering four most important research questions. They guide the research process according to logical steps – starting with definition of the object of the study (its spatial coverage), diagnosis of the situation, strategic choices regarding thematic scope of the programme, and finally its operationalization (management-related solutions).



## 3 The eligible area

### 3.1 Introduction

Every public intervention must have specific recipients. In case of spatial/regional/cross-border policies, beneficiaries are located in territorial units or their aggregates making up the so-called eligible area. Admittedly, successful intervention depends on the proper delimitation of that area as it determines the specific choice of instruments which should be adapted to the selected spatial scale.

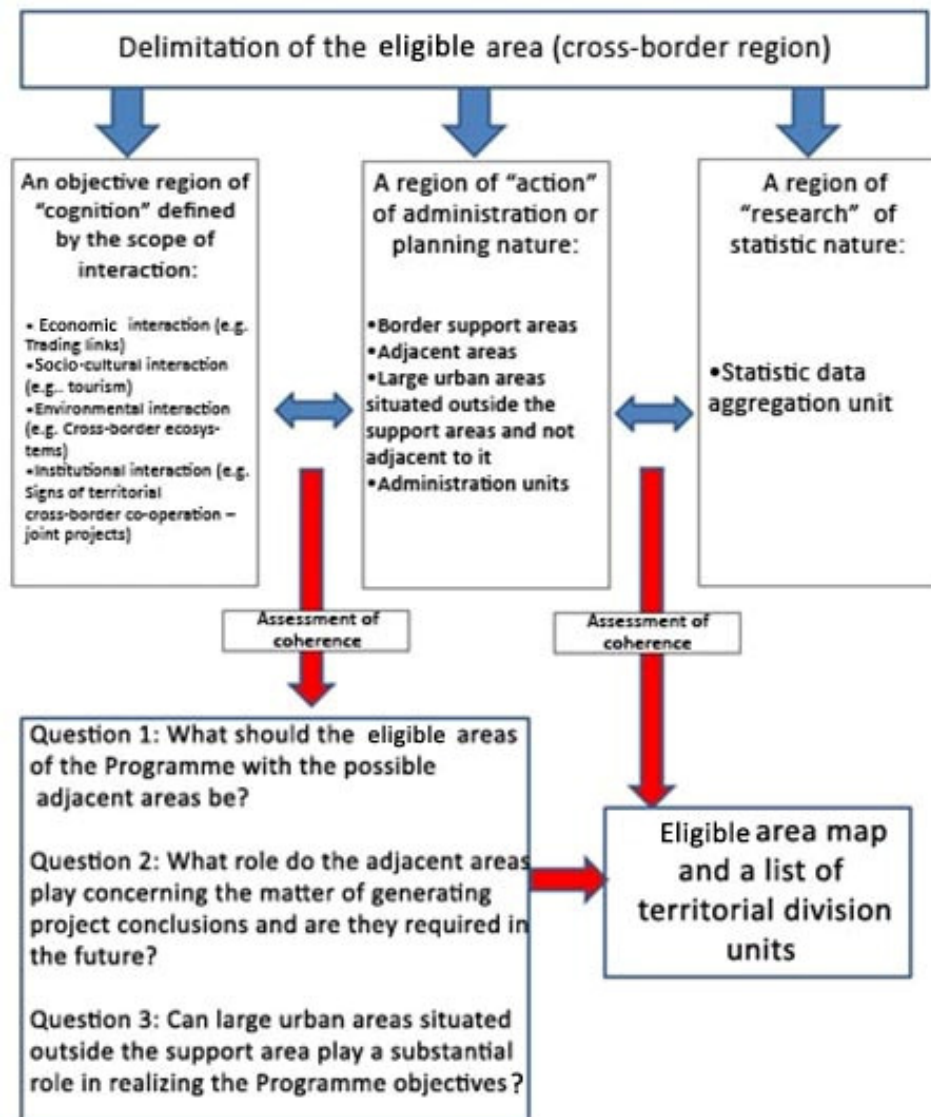
The delimitation of the eligible area of public intervention supporting cross-border co-operation ought to fulfil the following criteria:

- Enabling a concentration of funds that leads to supra-local and cross-border results as well as complementarity and synergy effects.
- Considering the existing administrative/planning units and governments, including territorial governments.
- Using statistical units which allow to use the existing databases to monitor changes and evaluate the impact of the public intervention.

These criteria to a large extent reflect the multidimensional concept of a region formulated by K. Dziewoński (1967), which includes the following features: a) regions as objectively existing cognitive objects, b) administrative or planning regions as objects of public intervention, and c) regions as subject of research determined by the aggregated statistics.

This concept was used to delimit the eligible areas supported by the CBC Programme ENI PL-BY-UA (Fig. 1). The first step was focused on cartographic and spatial analysis of cross-border interactions in the field of economy, culture and social issues, environment and institutions (including the ones resulting from the CBC Programmes 2004-2006 and 2007-2013). In the next step, its results were referred to the existing eligible area of the CBC Programme 2007-2013, treating the adjacent areas and large cities situated outside the eligible area separately. Based on the comparison of the range of CBC interactions and the existing eligible areas, it was possible to determine the desirable spatial intervention range and decide if, and to what extent, it is necessary to include adjacent areas and large cities into the 2014-2020 programme round. The last step was to identify the context of the existing administrative divisions and access to statistical data that should allow the Programme's results to be monitored and evaluated.

**Fig.1.** Block I analysis scheme: What should be the eligible area of the programme intervention?



Source: own elaboration.

From the analysis scheme presented above, the following questions arise:

**Question 1:** What should be the eligible areas of the Programme with potential adjacent areas?

**Question 1a:** What is the role of the adjacent areas in generating project applications and are they necessary in the future?

**Question 1b:** Can large urban areas situated outside the eligible area play a substantial role in attaining the Programme objectives? If so, how can this be achieved?

### 3.2 The eligible area in the Poland-Belarus-Ukraine Programme

As part of the first step, “regions as objects of cognition”, the following issues were analysed: foreign trade (Appendix 1), tourism (Appendix 2), border traffic (Appendix 3), cross-border ecosystems (Appendix 4), twinning city cooperation (Appendix 5), projects implemented under the 2004-2006 and 2007-2013 programme rounds (Appendix 6) and cooperation as part of Euroregions. On their basis, the significance of cross-border cooperation in the investigated territorial units can be synthetically (qualitatively) evaluated (Tab.1).

**Tab. 1.** Synthetic evaluation of the significance of analysed spatial units for cross-border interactions at the Polish-Belarusian-Ukrainian border

| Territorial unit                 | Trade | Tourism | Border traffic | Ecosystems | Twinning cities | ENPI cooperation | Euroregional cooperation |
|----------------------------------|-------|---------|----------------|------------|-----------------|------------------|--------------------------|
| <b>Poland</b>                    |       |         |                |            |                 |                  |                          |
| Lubelskie voivodship             |       |         |                |            |                 |                  |                          |
| - bialskopodlaski subregion      | YES   | YES     | YES            | YES        | YES             | YES              | YES                      |
| - chełmsko-zamojski subregion    | YES   | YES     | YES            | YES        |                 | YES              | YES                      |
| - lubelski subregion             | YES   | YES     |                |            | YES             | YES              | YES                      |
| - pulawski subregion             |       | YES     |                |            |                 |                  | YES                      |
| Mazowieckie voivodship           |       |         |                |            |                 |                  |                          |
| - ostrołęcko-siedlecki subregion | YES   | YES     | YES            |            | YES             | YES              |                          |
| Podlaskie voivodship             |       |         |                |            |                 |                  |                          |
| - białostocki subregion          | YES   | YES     | YES            | YES        | YES             | YES              | YES                      |
| - łomżyński subregion            | YES   | YES     | YES            |            | YES             |                  | YES                      |
| - suwalski subregion             |       | YES     | YES            | YES        | YES             | YES              | YES                      |
| Podkarpackie voivodship          |       |         |                |            |                 |                  |                          |
| - krośnieński subregion          |       | YES     | YES            | YES        |                 | YES              | YES                      |
| - przemyski subregion            | YES   | YES     | YES            | YES        | YES             | YES              | YES                      |
| - rzeszowski subregion           |       | YES     |                |            | YES             | YES              | YES                      |
| - tarnobrzeski subregion         |       | YES     |                |            | YES             |                  | YES                      |
| <b>Belarus</b>                   |       |         |                |            |                 |                  |                          |
| - Brest oblast                   |       | YES     | YES            | YES        | YES             | YES              | YES                      |
| - Grodno oblast                  |       | YES     | YES            | YES        | YES             | YES              | YES                      |
| - Minsk oblast                   | YES   | YES     |                |            |                 | YES              |                          |
| - Gomel oblast                   |       |         |                |            |                 |                  |                          |
| <b>Ukraine</b>                   |       |         |                |            |                 |                  |                          |
| - Lviv oblast                    | YES   |         | YES            | YES        | YES             | YES              | YES                      |
| - Volyn oblast                   | YES   |         | YES            | YES        | YES             | YES              | YES                      |
| - Zakarpatska oblast             | YES   |         | YES            | YES        |                 | YES              | YES                      |
| - Ivano-Frankivsk oblast         | YES   |         |                |            |                 |                  | YES                      |
| - Rivne oblast                   | YES   |         |                |            |                 |                  |                          |
| - Ternopil oblast                | YES   |         |                |            |                 |                  | YES                      |

Source: own elaboration.

The quantitative analyses and qualitative evaluation of their results clearly demonstrate that cross-border interactions are best developed in the subregions/oblasts situated directly on the state border. Beyond them, there is a distinctly visible significance of the Lublin and Rzeszów subregions in the case of Poland, and also of the Minsk oblast (including the city of Minsk) in the case of Belarus. In contrast, the role of the adjoining Ukrainian oblasts is rather marginal, so as that of the Puławy and Tarnobrzeg subregions on the Polish side of the border. In addition, in the case of the Gomel oblast in Belarus, practically no cross-border interactions with Poland can be observed. In parallel, large urban centres are significant for cross-border interactions in the sphere of foreign trade and tourism, but mainly in absolute terms, since when the significance of international linkages is relativised by the demographic and/or economic potential, as a rule it becomes clear that cross-border relations with the partner countries play a relatively minor role in the development of those territorial systems.

As part of the second step, **“regions as objects of intervention”**, the legislation concerning the delimitation of the Programme’s eligible areas, specific administrative system solutions in individual countries and opinions expressed by both respondents and stakeholders of the 2004-2006 and 2007-2013 programme rounds were analysed.

Under the **regulations** arising from Article 8 of proposal for a REGULATION (EC) No COM (2011) 839 OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL establishing a European Neighbourhood Instrument, the following areas can be comprised by the Poland-Belarus-Ukraine Programme:

(1) all territorial units corresponding to NUTS level 3 or equivalent, along the land borders between Member States and partner countries and/or Russian Federation nonetheless (2) in order to ensure the continuation of existing cooperation schemes and in other justified cases, territorial units adjoining to those referred to in paragraph 1 may be allowed to participate in cross-border cooperation and (3) it is possible to include, in duly justified cases and under the conditions laid down in the strategy papers, major social, economic or cultural centres that are not adjoining to eligible territorial units.

This means that a detailed analysis of cross-border interactions should be carried out for those territorial units that do not fulfil criterion (1), before making the decision on the grounds for their inclusion into the Programme’s eligible area.

In Poland, in **administrative** terms, leaving aside the local level (municipalities (LAU2) and districts (LAU1)), voivodships having a dual governmental and self-governing nature operate at the regional level (NUTS2), while NUTS3 subregions have merely statistical significance. On the other hand, in Belarus and Ukraine there are governmental oblasts (equivalents of NUTS2 in Poland) with executive powers, and at the next level down in the structure there are raions, units with limited competencies and local character (equivalents of LAU1). In consequence, there is a mismatch in the eligible area, between the administrative levels on the Polish side of the border (NUTS3) in relation to the partners in the east (NUTS2). In order

to ensure congruity between the eligible area on both sides of the border, it would be expedient to use NUTS2 voivodships on the Polish side for its delimitation.

Based on the opinions of beneficiaries and project applicants in the 2004-2006 and 2007-2013 programme rounds (Appendix 7) as well as interviews with the stakeholders (Appendix 8) it can be concluded that:

- The current eligible area corresponds to the existing cross-border cooperation relatively well.
- Some doubts can be raised concerning the need to distinguish the adjacent areas, with a definite prevalence of those in favour of their continued existence, albeit in a modified form. Some ideas were voiced to include the Lublin and Rzeszów subregions into the eligible area, and the remaining part of the Minsk oblast plus the city of Minsk in the case of Belarus. On the other hand, there were many voices to exclude the Gomel oblast, and the issue of the adjacent areas in Ukraine raised a great deal of controversy.
- The possibility to include other territorial units, among others large cities, caused some controversy, with a slight prevalence of those in favour of such a solution (particularly in the case of interviews), with the exception of Minsk -in the opinion of the respondents from Belarus.

In effect, a comparison of the first step with the second shows a considerable consistency of the results obtained using both methods. First and foremost, this refers to the cardinal importance of NUTS3/NUTS2 territorial units situated directly on the border. At the same time, the adjacent territorial units clearly play a visible role in cross-border cooperation. Some of them can be incorporated into the eligible area, some should have their present status continued and some should be excluded from the eligible area. In respect of large cities situated outside the eligible and adjacent areas, there are no unequivocal grounds for their inclusion into the Programme's eligible area. In addition, it should be noted that large cities representing major cross-border cooperation centres are located within the eligible and adjacent areas. Also, a possibility should be allowed to implement projects in the eligible area by national public institutions regardless of where they are located, when they are directly responsible for elements of physical infrastructure or any services operating in the eligible area.

The third step, **“regions as objects of research”**, involved identification of available statistical data required for diagnosing the eligible area and monitoring the results of the planned intervention. On this basis, the following conclusions can be proposed:

- For Poland, the widest range of statistical data can be obtained for voivodships, i.e. NUTS level 2 (for instance, this is the last level for labour market statistics according to BAEL, a labour force survey), although the availability of data is comparable at the level of subregions, i.e. NUTS level 3 (for instance, this is the last level for GDP statistics). Additionally, the changes at NUTS3 level introduced in Poland in 2008

should be incorporated in the new programme round. It should also be noted that, on the Polish side of the border, the data from the municipal (LAU2) or district (LAU1) levels can be freely aggregated since they are available from the Regional Data Bank of the Central Statistical Office(GUS).

- In Ukraine, similarly to Belarus, oblasts are the basic level for aggregation of statistical data (equivalents of NUTS2). Possibilities to use statistical data at a lower aggregation level are as a rule rather/very limited.

In effect, it should be concluded that, in this approach, delimitation of the eligible area on the basis of other territorial units than oblasts should be avoided, particularly in the case of the eastern partners. This applies in particular to the western part of the Minsk oblast, for which making estimates would be needed if data proved to be necessary.

Based on the three approaches presented above, the following eligible area for the Poland-Belarus-Ukraine Programme 2014-2020 should be proposed:

- a) on the Polish side, subregions (NUTS3): białostocki, łomżyński, suwalski, ostrołęcki-siedlecki, bialski, chełmsko-zamojski, lubelski, krośnieński, przemyski, rzeszowski;
- b) on the Belarusian side: Brest oblast, Grodno oblast;
- c) on the Ukrainian side: Lviv, Volyn, Zakarpatska oblast.

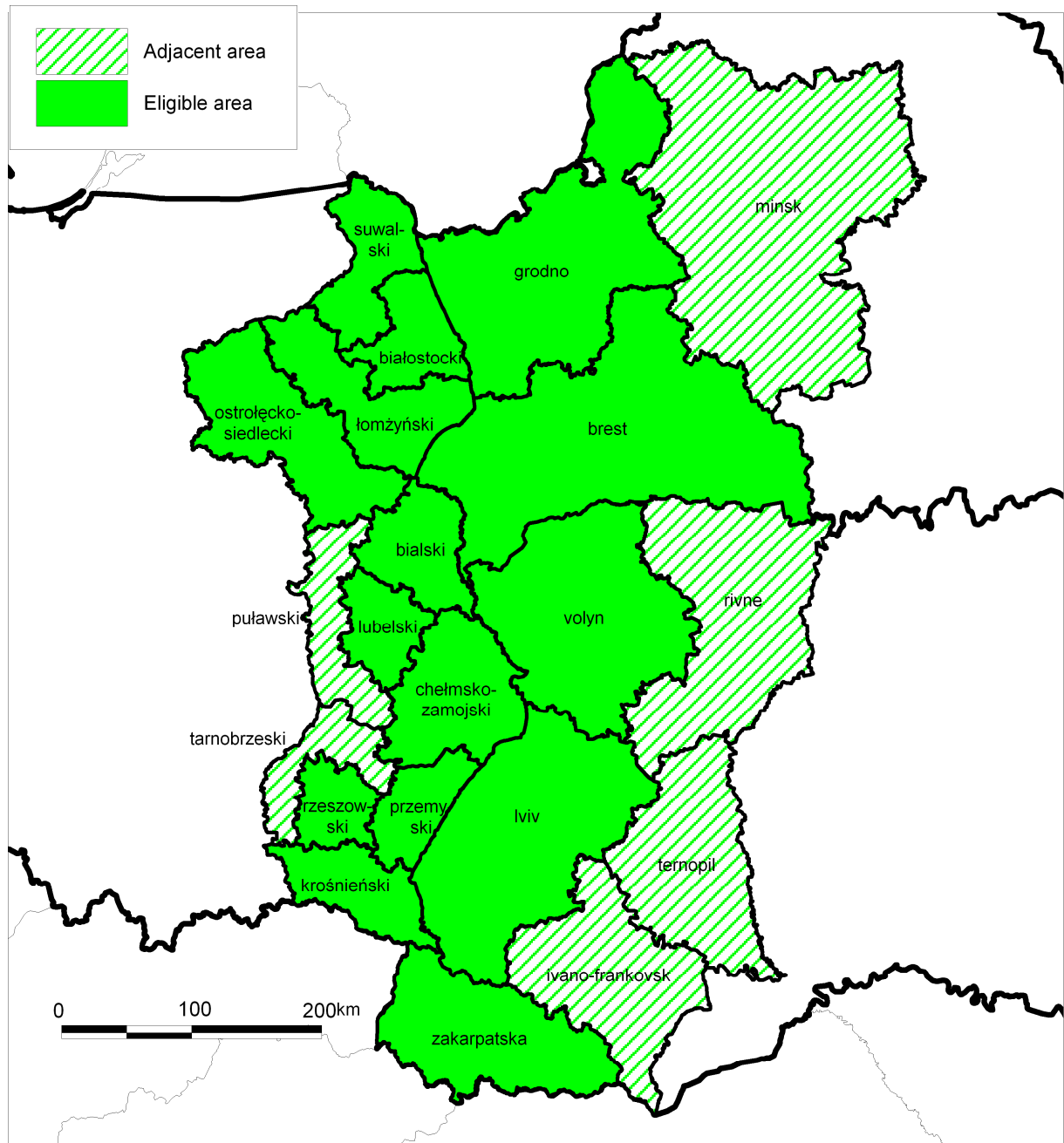
Save for the Lublin and Rzeszów subregions, all the remaining territorial units meet the formal criterion formulated in Article 8(1) of proposed regulation establishing a European Neighbourhood Instrument of direct location on Poland's border with Belarus and Ukraine. The inclusion of the Lublin and Rzeszów subregions into the eligible area is possible based on Article 8(2) of above mentioned regulation and justified, first, by strong cross-border linkages with the eastern partners, as proved by the quantitative analyses (the subregions fulfil: 5 (Lublin) and 4 (Rzeszów) of 7 analysed CBC interactions criteria – see Table 1, p. 12); second, their incorporation will offset the incongruities in the administrative levels on both sides of the border (NUTS3 Poland/NUTS2 equivalent Belarus and Ukraine) taking also into account that Lublin and Rzeszów are capitals of border voivodships (NUTS2); and, thirdly, also in the opinion of the majority of respondents, these cities are major centres of cross-border cooperation. On the other hand, as regards the current eligible area, it should be proposed to move the western part of the Minsk oblast the category of adjacent areas, due to very weak cross-border interactions and also difficulties in the access to statistical data which are needed to monitor the results of the intervention.

In respect of the PL-BY-UA Programme, it seems justified for the following territorial units to continue as the Programme's adjacent areas based on Article 8(2) of proposed EIS regulation:

- a) on the Polish side, subregions: puławski, tarnobrzeczki;
- b) on the Belarusian side: Minsk oblast (plus the city of Minsk);
- c) on the Ukrainian side, oblasts: Ivano-Frankivsk, Rivne, Ternopil.

Cross-border interactions are weaker in these adjacent areas, but nevertheless they do have some potential for development as well as well-established traditions of cooperation, including euroregional one. Based on Table 1 that presents synthesis of conducted analyses (Annexes 1-6) the subregions/regions fulfil between 1 to 3 analysed CBC interactions intensity criteria in particular related to foreign trade, foreign tourism and euroregional cooperation. As regards the present delimitation of the adjacent areas, there seem to be justifiable grounds to exclude the Gomel oblast in Belarus due to the lack of any important manifestations of its cross-border interactions with Poland. Leaving the adjacent areas in Poland in their current form would lead to an administrative containment of the Programme within the boundaries of the Lubelskie and Podkarpackie voivodships; a similar development took place automatically in the case of the Łomża subregion in the Podlaskie voivodship following the change of the country's territorial division for statistical purposes (gaining access to the border by the new NUTS3 subregion). On the Ukrainian side, it should be noted that the situation of the adjacent areas in terms of the intensity of cross-border interactions is similar to that of the Zakarpatska oblast.

**Fig. 2.** Map of the eligible area in the Poland-Belarus-Ukraine Programme



Source: own elaboration.

The proposed delimitation of the eligible area together with the adjacent areas should not limit the possibilities for introducing spatial variations in the availability of different types of intervention, depending on the adopted priorities, kinds of investments or beneficiary categories. For instance, it is reasonable to concentrate infrastructure investments in the close proximity of the border, whereas 'soft' projects can be successfully implemented e.g. in major cities located further from the border.



## 4 Diagnosis of cross-border cooperation

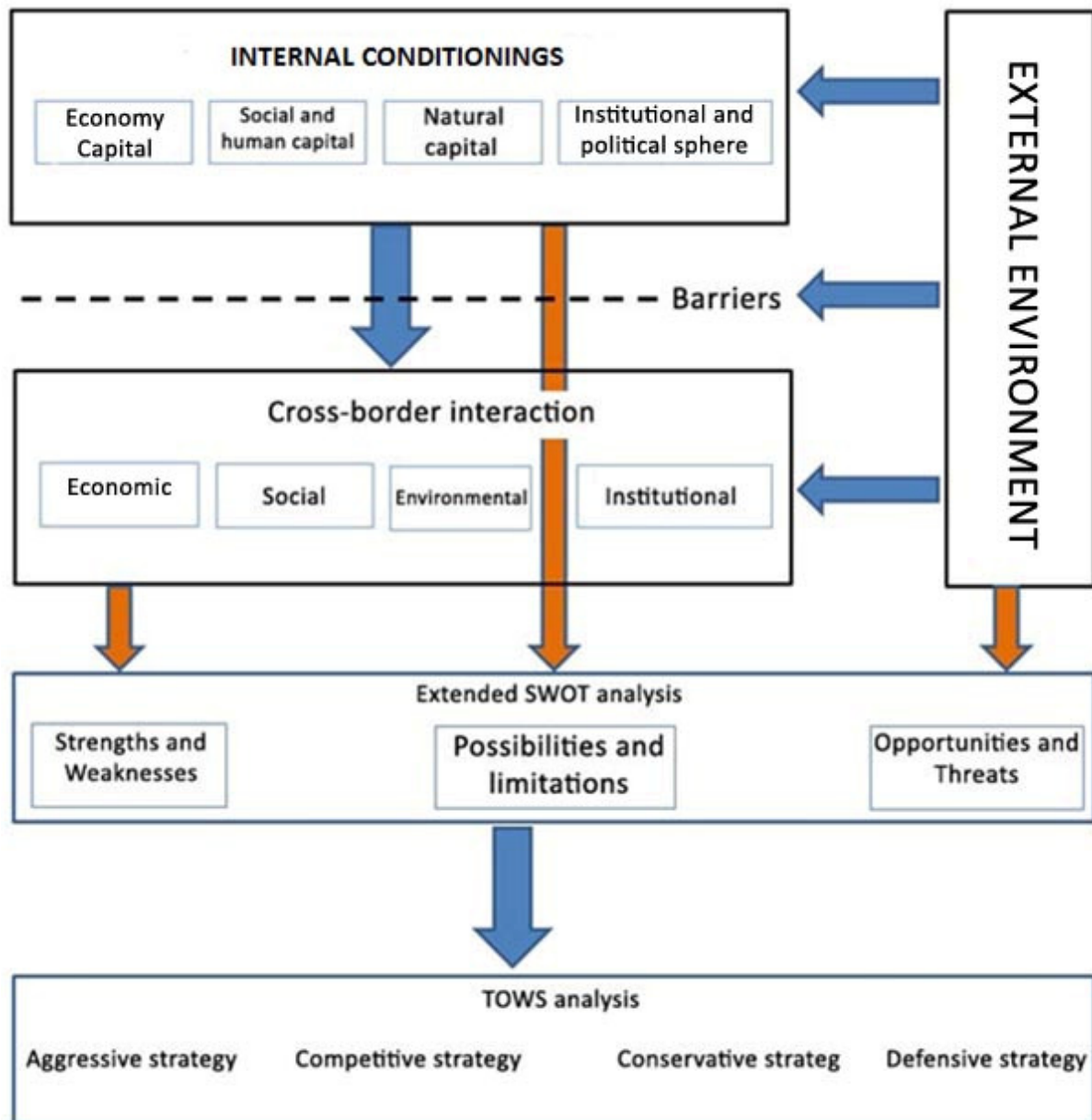
### 4.1 Introduction

By cross-border cooperation, we mean various forms of interactions (relations) between territorial units situated on the two sides of the border. These relations may take different forms, ranging from economic, social and environmental to institutional and other forms, including e.g. transport (see e.g. Komornicki 2003). One of the theories explaining the intensity of spatial interactions used in our research is Ullman's Triad (1957), which assumes the dependence of such interactions on: a) complementarity, b) intervening opportunity, and c) transferability. In a nutshell, complementarity is connected with the trade theory and indicates the need for demand in one area and supply in another, a process which facilitates mutual interactions. However, relations between regions can be modified by intervening opportunities, which means that demand in one area can be satisfied by supply from other areas. Thirdly, the outcome is determined by transferability, which is related to interactions influenced by distance. In such a situation, this distance barrier is dependent on a number of factors such as the costs of transport, existence of transport networks, and, most importantly for the analysis at hand, barriers related to border crossing, including state borders.

Taking the above into consideration, first we studied the preconditions and determinants of interactions (cross-border cooperation) related to the existing regional resources, whose comparison on both sides of the border may indicate whether they are complementary or not. Those resources, in line with the Four Capital Model (Gorzelak et al. 2006), were divided into the economic (fixed assets, infrastructure), human (workers and their skills), social (trust and social mobilisation) and natural capital (natural resources and the ecosystem). Another vital precondition is the political and institutional sphere, which can be understood broadly as the administrative rules and potentials, including local governments and institutional density, regarding the existing NGOs. These preconditions were analysed in detail, in the form of a territorial audit presented below.

These preconditions may lead to interactions between the border areas. Nevertheless, before that happens, various barriers need to be overcome, including those concerning the functioning of the state borders. We identified these barriers and evaluated both their significance and durability.

**Fig.3.** Block I analysis scheme: What are the barriers and opportunities of cross-border cooperation in the eligible area?



Source: own elaboration.

Based on the existing determinants, and taking into account the defined barriers (transferability), one can expect different kinds of interactions which can be defined as cross-border cooperation. The most important dimensions of such cooperation include:

- Economic (e.g. commercial enterprise networks, foreign investments);
- Socio-cultural (tourism, cultural events);
- Environmental (e.g. cross-border ecosystem including basins, forests, etc. and pollution migration);

- Institutional (e.g. cooperation between local governments, twin-cities, joint projects, partnerships);

It should be noted that all these elements, internal determinants, barriers to cooperation and cross-border interactions are affected by the external environment, e.g. global megatrends such as globalisation or metropolisation, supranational organisations - including the European Union, which also was taken into consideration in our research.

In the study, we used the extended SWOT analysis (Appendix 11) and TOWS analysis (Appendix 12).

## **4.2 Diagnosis of cross-border cooperation in Polish-Belarus-Ukrainian eligible area**

The aim of the analysis is to diagnose the current condition of the economic, social and natural capitals in the border regions concerned. The data used were derived primarily from the national offices for statistics (selected indicators: Appendix 9). The diagnosis was made for the Programme's eligible areas, leaving out the adjacent areas.

### **4.2.1 Determinants of the development of cross-border cooperation**

#### **Population and the settlement structure**

Save for its Belarusian part, the eligible area of the Poland-Belarus-Ukraine Programme is relatively densely populated and has a population of 12.4 million. In 2012, the population on the Polish side of the border totalled 5.136 million (41.4%), on the Belarusian – 2.452 million (19.7%), and on the Ukrainian – 4.830 million (38.9%), which corresponds to the population density at a level of 78.9 residents/km<sup>2</sup> in Poland, 42.4 residents/km<sup>2</sup> in Belarus and 88.3 residents/km<sup>2</sup> in Ukraine. The major cities on the Polish side are the regional capitals: Lublin (348 000), Białystok (294 000) and Rzeszów (182 000), which are followed by the subregional centres: Suwałki (69 000), Łomża (63 000), Ostrołęka (53 000), Siedlce (76 000), Biała Podlaska (58 000), Chełm (66 000), Zamość (66 000), Przemyśl (65 000) and Krosno (47 000). Altogether, these main urban centres represent 27% of the border region's population. The cities which play a key role in the Ukrainian settlement network are Lviv (757 000), and, though to a lesser extent, Lutsk (213 000) and Uzhhorod (116 000). The most notable smaller cities include: Mukachevo (82 000), Drohobych (80 000), Chervonohorod (70 000) and Stryi (62 000). The main cities on the Belarusian include Brest (311 000) and Grodno (314 000), whilst the remaining cities play a rather insignificant role, with the exception of Baranovichy (168 000), Pinsk (130 000) and Lida (98 000). It should be noted that a sizeable part of the population still live in rural areas, and the rate of urbanisation remains much lower than in Western European countries.

#### **Economic capital**

The eligible area of the Programme strongly varied in terms of affluence expressed as regional income per capita, which in 2010 was ca. EUR 6500 on the Polish side, EUR 2900 on the Belarusian side and EUR 1600 on the Ukrainian side of the border. These differences first and foremost expressed wide disparities observable between these three countries. In parallel, the border areas in all these countries were among the least developed regions, and in 2010 reached 70.5% of the national average on the Polish side, 64.5% on the Belarusian side and 63.8% on the Ukrainian side. It should also be noted that in the period 2008-2010 the situation of the border regions was rather stable; their rate of growth did not differ significantly from the overall national figures, although with relatively strong fluctuations associated with the economic crisis, which were particularly acutely visible in the Belarusian part of the eligible area.

The low development level can first and foremost be attributed to an unfavourable economic structure, with a persisting high share of traditional labour-intensive sectors in gross value added (GVA), which ranged from 8.2% on the Polish side to 14.9% on the Belarusian side, as compared to the UE average of approximately 2.0%. The main difference between the individual components of the eligible area was the considerable industrialisation on the Belarusian side, with its 45% share of industry and construction in the regional income, as compared to approx. 28% and 21% in Poland and Ukraine, respectively, i.e. 5pp and 8pp less than the (respective) national average. The structural changes in this regard were progressing rather slowly. In the Polish part of the eligible area, they were manifested by the diminishing significance of agriculture and a growing share of industry, whilst in the Ukrainian part the significance of agriculture and industry was diminishing relatively fast, a process which was accompanied by the increasing role of the service sector.

The use of the workforce was not very efficient in the eligible area, and was manifested by excessive employment in the unproductive agriculture sector. This was particularly true for the Polish part of the eligible area, where the share of employment in the primary sector surpassed 40%, as compared to over 21% in Ukraine and approx. 15% in Belarus. Relatively high unemployment was another problem, especially in the Polish part of the eligible area, which in 2012 ranged from 11.7% in the Lublin subregion to 17.4% in the Krosno subregion. Furthermore, since 2008 unemployment on the Polish side showed an upward trend. On the Ukrainian side of the border, the unemployment rate was considerably lower, oscillating between 7.7% and 9.6% and showing a great deal of stability in the recent years (with the exception of the Zakarpatska oblast, where it grew considerably). In contrast, according to the national statistics, unemployment did not pose a problem in the Belarusian part of the eligible area as it remained under 1% of the population able to work.

The eligible area did not attract any considerable volumes of foreign capital. It should also be noted that the countries participating in the Programme were not equally attractive for inward capital: in the period 2008-2012, Poland recorded an influx of USD 52 billion, as compared to Ukraine's USD 35 billion and Belarus' USD 10 billion. Nevertheless, the differences in the per capita values of invested capital were not significant, and amounted, respectively, to USD 1400, USD 800 and USD 1100. The share of the Polish part of the eligible area in the number of registered companies with foreign shareholdings was only 3.7%, but it increased noticeably in the recent years, from 3.4% in 2009. Nonetheless, there are only 5.3 entities with foreign shareholdings per 10 000 population, as compared to the national average of 19.5. Similarly, the Belarusian part of the eligible area attracted a mere 2.8% of all FDIs in 2012.

To date, tourism has not been a sector of significance in the eligible area, with the exception of a few local systems. Domestic tourists made up the bulk of overall tourist traffic, with a rather insignificant role of foreign tourists, who accounted of 16% of tourists using accommodation facilities. Moreover, in 2012 the number of tourists with overnight stays per

100 residents was 33 on the Polish side (with a total of 60 000 beds), as compared to the national average of 55. In Ukraine, the number of tourists using accommodation facilities was comparable, and, depending on the oblast, ranged between 10 and 20 tourists per 100 residents. In Belarus, foreign tourism mainly had the form of organised tours, but the scale of this activity was rather limited.

The potential for endogenous development of the eligible area varied from country to country, which was due, amongst others, to different penetration rates of SMEs, including businesses run by individuals, in the respective border regions. In the Polish part of the eligible area, the number of business entities registered in the REGON system was approximately 395 000, which corresponds to 77 businesses per 1000 residents, as compared to 109 000 businesses in Ukraine, i.e. 23 businesses per 1000 residents, and to only 19 000 in Belarus, i.e. 8 businesses per resident. The degree of innovativeness of the regional economy in the Polish part of the eligible area was similar to that of the national economy, which was manifested *inter alia* by a similar percentage of those employed in the R&D sector. This can be explained by the improved situation in the Podkarpackie voivodship. Even so, while in the Polish part of the eligible area this percentage was 0.5%, it reached 0.2% in Ukraine and a meagre 0.1% in Belarus. This means that the border regions in the two eastern countries clearly lagged behind the country's core areas, notably the capital city regions.

The transport infrastructure is of special significance for the development of the border areas, also because of the need to service the transit traffic across the border. A number of major European transport corridors run through the eligible area. These include: No. 2 Berlin-Moscow (E30 road and E20 railway route); No. 3 Dresden-Kiev (E40 road and E30 railway route), as well as Road No. 17 Warsaw-Lviv; Road No. 12 Lublin-Kiev, Road No. 19 Białystok-Grodno, the Warsaw-Kiev and Warsaw-Lviv railway routes, and the LHS railway line No. 65 (wide-gauge track). It should be noted that, in the recent years, a number of investments were made in connection with these corridors, aimed to improve their quality and increase capacity. It should also be noted that the eligible area has a relatively high density of the road network, albeit with strong differences across the countries concerned. The road density in the Polish part of the eligible area is nearly two times as high as in the Belarusian and Ukrainian parts. Importantly, some of the existing road infrastructure still remains rundown and neglected, particularly in the Ukrainian part of the region concerned. The same can be said for the rail network, which in addition is losing in competition with the road transport, owing to long travel times and a low quality of the supporting infrastructure.

There were eight border crossings at the Polish-Ukrainian border handling regular passenger traffic, including two rail border crossings, and eight such border crossings at the Polish-Belarusian border, including three rail border ones. The main streams of passenger traffic, however, are concentrated around several border crossings only. At the Polish-Ukrainian border, these were: Dorohusk, Hrebenne, Korczowa and Medyka (representing 77% crossings), and at the Polish-Belarusian border: Terespol, Kuźnica Białostocka and

Bobrowniki (representing 72% crossings). The significance of rail border crossings except Terespol (ca. 650 000 crossings) for passenger traffic was only marginal, with the number of crossings ranging from 250 000 in Kuźnica Białostocka to 100 000 citizens per year in Dorohusk and Przemyśl. The most dynamic border traffic, at a level of 20 million crossings at the Ukrainian border, was recorded in the years 2006 and 2007. It fell to 11.6 million in 2009, to increase again up to 13.8 million in 2011. In case of the Polish-Belarusian border, the greatest volume of traffic, 13 million, was recorded in 2000, and the subsequent years saw its gradual fall, down to a level of 8.2 million crossings in 2011. Nonetheless, the capacity of border crossings for all types of traffic is still insufficient, which leads to periodic bottlenecks, resulting in longer waiting times to cross the border.

### **Human and social capital**

In the Polish part of the cross-border region, the number of the population in the recent years was constant, as opposed to that in the Belarusian and Ukrainian parts. In the period 2004-2012, the number of the population on the Belarusian side of the border decreased by over 5%, and on the Ukrainian side it fell by 1.4%. In the latter case, the fall in the number of the population resulted both from natural decrease (in the Ukrainian part, the decrease in 2004-2012 was -0.5‰, and as much as -2.4‰ in the Belarusian part) and from emigration (in the period at hand, 22 000 residents emigrated from the Belarusian part of the cross-border region, and over 28 000 – from the Ukrainian part). Migration was also a serious problem in the Polish part, but it was compensated by natural increase.

In terms of the demographic structure, the relatively most favourable situation could be observed in the Polish part of the cross-border region, and the least favourable - in the Belarusian part. In 2011, the share of the working-age population was, respectively, 63.5% in the Polish part, 60.5% in the Ukrainian part, and 59.5% in the Belarusian part. In the same year, the highest share of the pre-working age population in the total number of the population was recorded on the Polish side of the border (19.3%), lower on the Ukrainian side (18.3%), and the lowest – on the Belarusian side (17.2%). In consequence, in the Belarusian and Ukrainian parts of the eligible area, there is a high share of the post-working age population, 21.2% in the Ukrainian part and 23.2% in the Belarusian part of the eligible area. By comparison, the situation in the Polish part of the cross-border region can be viewed as rather favourable, with 17.2% of the population in post-working age. Nonetheless, in a broader perspective, it should be concluded that even on the Polish side of the border the problem of population ageing is very acute and likely to worsen in the coming years.<sup>1</sup>

In the Polish and Ukrainian parts of the cross-border region, access to higher education is at a relatively good level (mainly due to the existence of academic institutions in Lviv, Lublin and Rzeszów). In 2011, there were nearly 46 students per 1000 population on the Polish side of the border, and nearly 44 on the Ukrainian side. Visibly lower values were noted in the

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<sup>1</sup>Miszczyk Andrzej, Smętkowski Maciej, Płoszaj Adam, Celińska-Janowicz Dorota (2010) 'Aktualne problemy demograficzne regionu Polski wschodniej'. *Raporty i Analizy EUOREG* 5/2010, p. 65.

Belarusian part of the cross-border region, with 28 students per 1000 population. However, the national statistics for Belarus are significantly better, and comparable with the results from Poland and Ukraine, which probably means that the residents of the Belarusian part of the cross-border region relatively frequently choose universities located outside of this area (most often in Minsk).

The level of human capital, measured by the share of the population with higher education, is relatively low in the Polish-Belarusian-Ukrainian cross-border region. On the Polish side of the border, only 13.7% (2011) of the population had higher education. In the Belarusian part of the eligible area, the respective value was similar, at a level of 13.8% (2009). Both in Poland and Belarus, the situation in the cross-border region was worse in that regard than the respective national average. For Ukraine, there are no statistics showing the educational attainment of the population at the regional level.

The development of social capital, measured by the number of registered NGOs, is markedly varied in the Polish-Belarusian-Ukrainian cross-border region. The highest share of NGOs in relation to the demographic potential was noted in the Polish part of the eligible area: in 2012, there were slightly over 30 NGOs per 10 000 population. In contrast, there were nearly twice as few NGOs on the Ukrainian side of the border (16.4 per 10 000 population). Both on the Polish and Ukrainian sides of the border, the third (non-governmental) sector developed dynamically in the recent years (in 2004-2012, the increase in the Polish part of the eligible area was 48%, and it reached nearly 80% in the Ukrainian part). The situation in that respect in the Belarusian part of the eligible area is completely different. Any thorough evaluation of the condition and significance of the third sector on the Belarusian side of the border is not possible due to the lack of relevant official statistics and analyses. However, on the basis of the number and structure of the beneficiaries of the CBC programmes implemented so far it can be concluded, that the NGO sector in Belarus is at a very low level of development.

In terms of public safety, the situation in the cross-border region was the most favourable on the Ukrainian side of the border (6.6 registered crimes per 1000 population in 2011) and somewhat less favourable on the Belarusian side (10.9). The highest number of crimes and offenses was registered in the Polish part of the eligible area (22). In 2004-2011, in the Polish and Belarusian parts of the cross-border region, the crime rate fell noticeably, but in the Ukrainian part the situation in that regard did not improve. It should be stressed, however, that these data only show registered crimes and that the actual scale of such phenomena is probably greater. In addition to that, the differences in the statistical data across countries may be due to the dissimilarities in the regulations of law and methodologies.

### **Natural capital**

The area in question has outstanding environmental assets, associated mainly with the well-preserved mountain, wetland and primeval forest ecosystems. Many national parks can be found here – eight on the Polish side of the border (of a total of 23), eight on the Ukrainian side (of 40) and two on the Belarusian side (of 4). The share of the area protected in this way



ranges from 2.4% in the Polish part of the eligible area and 3% in the Belarusian part to 3.9% in the Ukrainian part, and is significantly higher than the respective national averages. Importance of some of these areas surpass the national scale, as demonstrated by their being inscribed on The Ramsar List of Wetlands of International Importance (4 areas in the Polish part and 4 in the Ukrainian part) and on the UNESCO Biosphere Reserve List (5 areas). In the latter case, cross-border cooperation is of cardinal importance. In 2012, the West Polesie Biosphere Reserve (Poleski NP, Szacki NP and the Nadbużańskie Polesie Reserve) was accorded the status of a transboundary Polish-Ukrainian-Belarusian reserve; in 1998, a similar status was granted to the Polish-Slovakian-Ukrainian East Carpathians Biosphere Reserve. Two more biosphere reserves protecting the Białowieża Forest/Belovezhskaya Pushcha are situated near the border, and were inscribed separately in the Polish and Belarusian UNESCO list. This area is also a natural habitat for many rare animal species such as the European bison, bear, wolf, lynx and elk.

The afforestation rate for the area in question is approximately 31.9% (as compared, on average, to 29.3% in Poland, 36% in Belarus and 15.6% in Ukraine), a considerable area is also occupied by lowland wetlands. Some of these ecosystems have been preserved on a scale unprecedented in Europe, particularly the Białowieża Forest/Belovezhskaya Pushcha, the Biebrza Wetlands and Polesie/Polesia. High-quality soils, found e.g. in the Lublin Upland and the Volhynia-Podolia Upland, are yet another important natural asset of the region in question. Nearly one-fourth of Poland's soils from the 1<sup>st</sup> and 2<sup>nd</sup> valuation class are found in the Lubelskie voivodship.

The major cross-border ecosystems include the Białowieża Forest/Belovezhskaya Pushcha, East Carpathians, Polesie/Polesia and the Bug River. The East Carpathians and Polesie/Polesia are protected by cross-border biosphere reserves, but some of the species which are under protection on the Polish side of the border do not enjoy such a status on the other side of the border (e.g. wolf, elk, beaver). In the case of the Carpathians, the most serious threats include the growing human pressure caused by the increasing volume of tourist traffic and development of infrastructure, and illegal logging (in the Ukrainian part). In case of the Białowieża Forest/Belovezhskaya Pushcha, there is also the problem of the dissimilar protection status of migrating animals. Due to the unique nature of the Forest, some opinions are also voiced that the Forest is not sufficiently well protected. On the Polish side of the border, only 16% of the Forest's area is comprised by the Białowieża NP; on the Belarusian side, the entire Pushcha is protected as a national park, but with a lower protection regime than in Poland's national parks. The Bug is Poland's border along a distance of 363 kilometres, and its drainage basin covers an area of 39 400 km<sup>2</sup> (19 400 km<sup>2</sup> in Poland, 10 800 km<sup>2</sup> in Ukraine and 9200 km<sup>2</sup> in Belarus). Water quality in the river is moderate along its central section, and poor along its lower section, due to an insufficient degree of municipal waste treatment and run-off from the farmland. Flood threat is another issue; this problem is the most acute during the thawing period and in those places where the river valley is relatively narrow.

There are various environmental hazards in the area concerned, linked predominantly to the water and air pollution and characteristics of the energy sector. Air pollutants emission per capita is the highest in the Ukrainian part of the eligible area, at 31 kg, as compared to 27 kg in the Belarusian part and 14 kg in the Polish part. These values indicate a higher level of industrialisation in the Ukrainian and Belarusian parts of the eligible area. In the border belt, the major industrial centres which are significant sources of pollution are mainly found in the Lviv-Volhynia Coal Basin and in Grodno (nitrogen fertilizer plant), and in Poland (on a smaller scale) – in the vicinity of Chełm (cement industry) and in Ostrołęka (power plant). Planned investments in the energy sector can potentially exert a negative impact on the natural environment: Belarus' first nuclear power plant is being built in the north-eastern part of the Grodno oblast, while shale gas is planned to be extracted in Poland's Roztocze.

Water pollution is associated with the relatively poorly developed water management infrastructure. The share of the population served by sewerage system is 68% in the Belarusian part of the eligible area (and 73% for the whole of Belarus) and 55% in the Polish part (with 64% for the whole of Poland); there are no detailed statistics for Ukraine. Both in case of Ukraine and Belarus the insufficient quality and overload of sewage treatment plants remains an important challenge. Obsolete wastewater treatment plant in Lviv was renovated in 2008 (investment supported by the World Bank), but the city is still considered as a priority *hot-spot*, according to the Helsinki Commission (HELCOM) list – the only one in Ukraine. Other hot-spots located in the areas concerned are Lublin, Brest and Grodno, due to the industrial and municipal pollution of water and agricultural runoff in Vistula river basin in Poland. The level of development of the water management infrastructure remains less advanced than is the case in the remaining parts of the respective countries, but the situation is improving relatively fast. For instance, in the period 2007-2011, 5598 km of new sewage network was put into operation in the Polish part of the eligible area, which represented 17% of such investments nationally. In 2012 Belarusian authorities signed a loan agreement in order to reconstruct the water treatment plants in Grodno in Brest to comply with the HELCOM recommendations. And the Ukrainian government announced to invest almost 2 billion USD to modernize national water management infrastructure, in 2013-2014. Currently, the capital expenditure on environmental protection projects totalled EUR 66 per capita in the Polish part of the eligible area, as compared to EUR 18 on the Belarusian side. These values represented, respectively, 68% and 164% of the average national values. The positive result in the Belarusian part of the eligible area can be viewed as a consequence of a consistent increase in the expenditure made, starting from a level of 24% in 2005.

The character of the energy sector is of cardinal importance for the natural environment. In the Polish part of the eligible area, coal-fired power plants prevail (with the biggest one located in Ostrołęka – 650 MW), although none of the three border voivodships is self-sufficient in terms of energy provision. In case of the Podlaskie voivodship, only 30% of the demand is satisfied by power generated locally. At the same time, renewable power sources are best developed there, mainly wind power plants. Renewable energy sources are also

significant in the Podkarpackie voivodship (hydro-plants). Gas-fired power plant in Belaazyorsk (over 1000 MW) is the main energy source in the Belarusian part of the eligible area. Renewable energy is only in a nascent state; in 2011, the country's first wind farm (1.5 MW) was put to operation in the Grodno oblast, and in 2012, a 17 MW hydro-plant was launched. One 600 MW hard coal-fired plant operates in the Ukrainian part of the eligible area. Renewable energy is not well developed, with the only significant source of this type being a 27 MW hydro-plant in the Zakarpatska oblast.

#### 4.2.2 Barriers to cross-border cooperation

First of all, it should be noted that the respondents strongly emphasised that currently cross-border cooperation at the Polish-Ukrainian border, and even more perceptibly at the Polish-Belarusian border, was **far from fully tapping the potential in all the three spheres under analysis, i.e. economic, socio-cultural and institutional**. This was particularly well visible in relation to the potential for the development of economic interactions in both trade exchange and foreign investments. Lack of satisfaction from institutional cooperation was expressed particularly strongly at the Polish-Belarusian border. Nonetheless, also at the Polish-Ukrainian border some potential for expanding the cooperation between public authorities and NGOs could be observed. Socio-cultural cooperation received the most praise, although also in this case, particularly at the Polish-Belarusian border, a relatively low level of satisfaction was expressed. It should be observed that there were no fundamental differences between the respondents from the three countries regarding how cross-border cooperation was evaluated, with the exception of not as positive evaluation of the Polish-Belarusian cooperation as compared to Polish-Ukrainian cooperation, as indicated by the respondents on the Belarusian side of the border.

As regards the barriers obstructing economic cooperation at the Polish-Ukrainian and Polish-Belarusian borders, problems associated with **the border regime** were stressed particularly strongly. It should be noted that this issue is related not only to the border infrastructure alone, but also to the legal regulations associated with crossing the state border and the operation of border crossings, including long waiting times for passenger and cargo clearance. The visa traffic and operation of Polish consulates in Belarus and Ukraine which, for various reasons, are not able to efficiently handle the applicants, are also part of the problem. In consequence, this means that crossing the border involves a substantial effort in terms of time and money, and clearly acts as a constraint on expanding cross-border cooperation.

Secondly, attention was drawn to the existing **legislative and institutional systems** including the differences observable between the partner countries which are not conducive to the **development of cooperation**. Above all, this concerns a high degree of centralisation of the public administration on the Ukrainian and Belarusian sides of the border, as well as limited, and very often only superficial competences of the local authorities at different levels. This problem has already been demonstrated in other research carried out at the Polish-Belarusian-Ukrainian border (cf. e.g. Krok, Smętkowski 2006), which pointed to the existence

of a number of barriers obstructing economic cooperation, which could be summed up as a triad: excessive red tape - opaque regulations - corruption.

**Infrastructural problems** were also frequently pointed out, mostly in relation to the road infrastructure on the Ukrainian side of the border. This problem, however, was of secondary significance in comparison to the ones mentioned above. Some respondents emphasised that even an outstanding degree of infrastructural provision could not offset the negative impact the border regime has on the development of cross-border cooperation. On the other hand, it was pointed out that new border crossings should be opened to make border traffic more efficient.

Another barrier was posed by the **disparities in the level of economic development**, which had an impact on the availability of capital resources needed for cooperation to take place. Moreover, it should be noted that the differences in the economic structure of the regions adjacent to the border did not facilitate such cooperation either.

Respondents expressed an opinion that **efforts to alleviate differences in the cultural sphere**, which according to over 60% respondents obstructed cooperation, should be both initiated and continued, although the nuisance caused by this barrier was regarded as not very significant. This sphere should be understood broadly, and should include stereotypes, unresolved problems from the past and dissimilar mind-sets which evolved in the different administrative and legislative systems.

Another issue which was often mentioned by the respondents was the **geopolitical situation** (particularly with regard to Polish-Belarusian relations) at national level and dependence of the implementation of joint projects, mostly in the sphere of institutional but also socio-cultural cooperation, on political decisions taken by the highest-level authorities.

According to the respondents, the barriers hampering economic cooperation, listed above, were similar in case of socio-cultural and institutional cooperation. The major differences between them were as follows:

a) Socio-cultural cooperation:

- Difficulties associated with the border regime (need to obtain a visa and its high cost in relation to the level of affluence of Poland's eastern neighbours, long waiting time to cross the border), which posed a more pressing problem than the existing legislative and institutional environment;
- Cultural differences were more visible than those in the field of economic cooperation.

b) Institutional cooperation:

- The legislative and institutional framework, which is a source of many problems due to a high level of centralisation of the administration in the eastern partners' countries, which can obstruct the flow of funds to the project partners, but is also due to the CBC programme regulations, e.g. eligibility of VAT. This also relates to

information problems, which make it difficult to find adequate partners for the implementation of joint initiatives.

To sum up, according to the respondents, the border and the border regime represented the most important barriers to cross-border interactions at the Polish-Belarusian-Ukrainian border. It should be noted that this applies not only to the border infrastructure but also to the operation of the border crossings and legislation governing the crossing of state borders. Secondly, the respondents pointed to legislative and institutional barriers created by dissimilar regulations and differences in the administrative structures, which nonetheless can only be resolved at national level. Physical infrastructure was also listed as a problem, but of a secondary nature in comparison to those discussed above. In other words, the respondents were aware that even an outstanding degree of infrastructure provision cannot compensate for the negative impact of the border regime and legislative and institutional environment on the development of cross-border cooperation. This also pertained to the economic barrier, understood as lack of proportion in the level of development, which also affects the provision of sufficient funds for making the cooperation a reality. At the same time, it should be emphasised that broadly understood cultural differences still posed a significant barrier in the respondents' opinion, although not regarded as causing a great deal of distress.

The respondents did not suggest many ways in which these problems could be resolved. The most notable suggestions included the following:

- Introduction of local border traffic at the Polish-Belarusian border and expanding local border traffic up to 50 km at the Polish- Ukrainian border;
- Introduction of joint border checks by the relevant services of the neighbouring countries;
- Introduction of fixed parities for the distribution of the Programme funds among the institutions of the neighbouring countries (a change which could boost activities of the eastern partners),
- Expanding information activities and strengthening assistance aimed to maintain and continue the contacts that have been established,
- Strengthening good neighbourly cooperation (between individuals), which should help reduce the impact of cultural differences.

### 4.2.3 SWOT analysis

Based on the completed diagnosis and the analysis of cross-border interactions discussed in the first part of the Report, we can identify strengths and opportunities, possibilities and limitations relating to **cross-border cooperation**, as well as opportunities and threats which might arise in the external environment, viz. (weights in brackets – 100 in each category, representing the relative significance of the given issue):

#### STRENGTHS:

- Development of regular trade exchange that is replacing trading in open-air marketplaces (45),
- Well-developed socio-cultural cooperation, largely reflecting the potential of the border regions in this sphere (25),
- Interest in developing institutional cooperation, expressed by partners on both sides of the border (15),
- Numerous cross-border ecosystems with significant environmental assets (15).

#### WEAKNESSES:

- Border regime associated with the external border of the European Union, with various dysfunctions that occur at border crossings and which considerably hamper cross-border interactions (35),
- Differences in the legislative and institutional systems, which hinders the development of cross-border cooperation (25),
- Underdevelopment of technical infrastructure (transport and border crossings), which poses a barrier to the development of cross-border interactions (15),
- Noticeable cultural barriers (including negative stereotypes), which obstruct the development of cross-border cooperation (10),
- Cross-border environmental pollution, particularly in the drainage basin of the Bug River (10),
- Wide disparities in the level of economic development, which does not facilitate the development of cross-border cooperation (5).

#### POSSIBILITIES:

- Existence of large cities in the eligible area, which opens up possibilities for endogenous development based on stimulating enterprise and innovation (30),
- Existence of higher education institutions, which opens up possibilities for the development of academic and research cooperation and student exchange (25),
- Potential for the development of tourism, also inbound tourism, in selected local systems (20),
- Potential for the development of logistics functions associated with the transit location (20),

- Improved quality of human capital, providing the basis for socio-economic development and cross-border cooperation (5).

#### **LIMITATIONS:**

- Low competitiveness of the border regions caused by an unfavourable economic structure and ineffective use of the labour resources (35),
- Low attractiveness of the border regions for inward capital (20),
- Poorly developed transport infrastructure, including inefficient use of the potential of rail transport (20),
- Lack of a local border traffic (LBT) agreement with Belarus (15),
- Population ageing, particularly on the Belarusian and Ukrainian sides of the border (10).

#### **OPPORTUNITIES:**

- Development of trade exchange between the European Union, Belarus and Ukraine (80),
- Alignment of the legislative and institutional systems of Poland and the neighbouring countries (20).

#### **THREATS:**

- Little progress in the processes of integration with the European Union in the neighbouring countries (40),
- Metropolisation processes leading to diminished significance of peripheral areas (30),
- Unfavourable geopolitical situation (30).

#### 4.2.4 TOWS analysis

Based on the factors identified in the SWOT analysis, a TOWS/SWOT analysis was conducted to evaluate the interactions taking place between all the SWOT factors. For the purposes of this exercise, possibilities were combined with opportunities and limitations with threats, and the corresponding weights were: 0.8 internal factors for possibilities and limitations, and 0.2 external factors for opportunities and threats.

**Fig. 4.** Results of the TOWS/SWOT analysis

| SWOT |     |     | TOWS |     |     |
|------|-----|-----|------|-----|-----|
|      | O   | T   |      | O   | T   |
| S    | 5,7 | 2,3 | S    | 6,0 | 5,9 |
| W    | 4,5 | 4,7 | W    | 2,3 | 4,5 |

| TOWS/SWOT |      |     |
|-----------|------|-----|
|           | O    | T   |
| S         | 11,7 | 8,2 |
| W         | 6,9  | 9,2 |

Source: own elaboration.

The results of the TOWS/SWOT analysis can be interpreted in favour of the adoption of the aggressive strategy. The strengths of the cross-border area and cross-border cooperation, if capably used and further reinforced, could ensure that the existing opportunities for development are taken advantage of. However, the results of the analysis are not quite unequivocal since, in the TOWS/SWOT analysis, the difference of the power of relations between the strengths and opportunities (11.7) and between the weaknesses and threats (9.2) is not very big. On this basis, it could be argued that some elements of the defensive strategy should also be adopted in order to minimise the weaknesses, so that they do not reinforce the threats. To sum up, it can be said that the strengths of the macroregion should be supported in the first place, and only then should the constraints for growth be removed.



## 5 Strategic objectives and thematic scope

### 5.1 Introduction

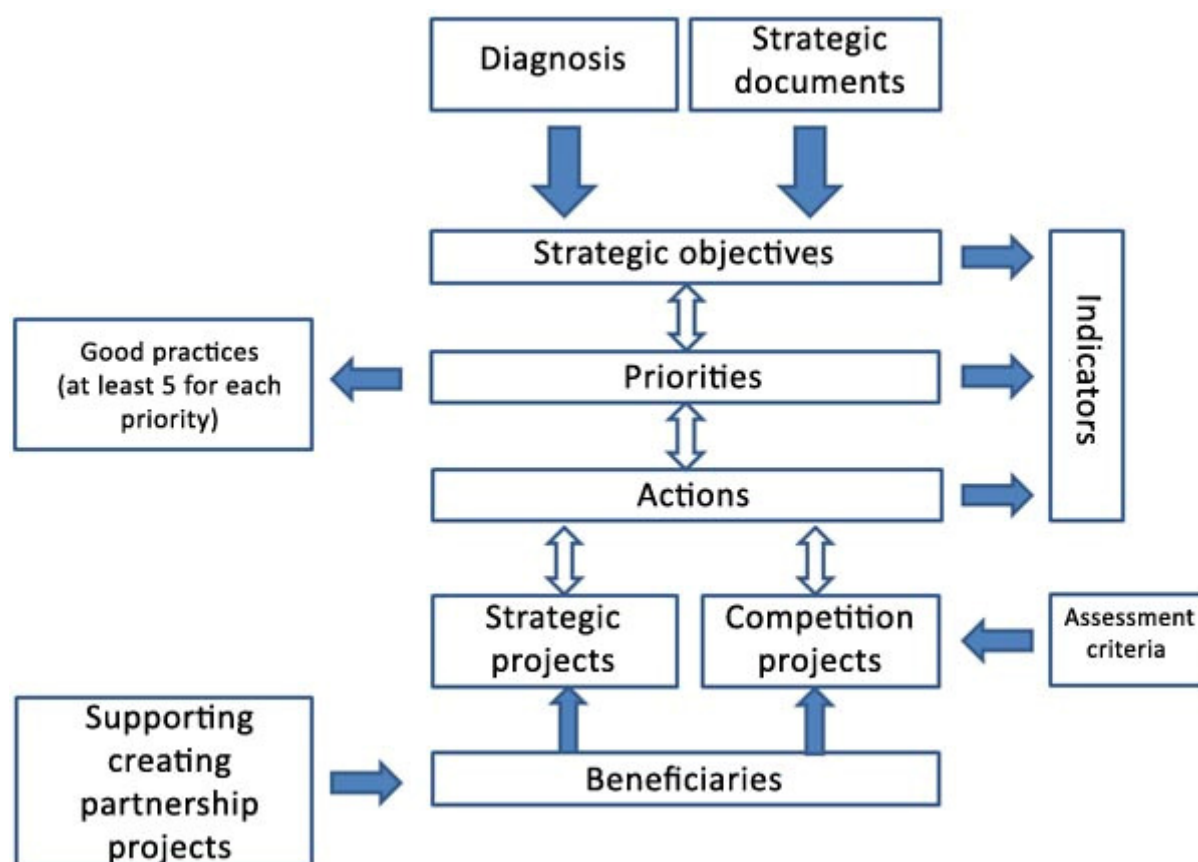
Determining the proper objectives, priorities and actions of the planned intervention is a key for its success. The decision about the objective of the intervention has a political nature, but still it ought to be based on a reliable diagnosis, so the objectives are realistic (achievable) and adequate to the efficiency of the public funds spending and suitable to the key challenges and problems. Moreover, the planned intervention has to be coherent with other policies (technically speaking it has to be coherent with the binding documents) and complementary to other interventions undertaken in a given area.

The intervention should be structuralized in a logical way so that the actions are in line with the priorities and these fulfil the strategic objectives (Figure.5). This is a necessary condition for positive connection between projects and planned impact of the intervention. Objectives, priorities, and actions should be measurable. Assignment of appropriate indicators allows assessment of the effects and impact of the intervention, and at the implementation stage is a basis for setting the monitoring (and evaluation) system.

Important elements of realization of the effective intervention are: (1) the choice of the best projects, which is possible thanks to suitable evaluation criteria of the projects applications; (2) determining key strategic projects (which can be realized outside the open competitions); (3) determining a suitable beneficiaries catalogue.

Factors reinforcing the effectiveness of the intervention may be: (1) an appropriate support system for the beneficiaries (in the case of cross-border programmes it concerns mainly support for creation of project partnership ); (2) creation of a catalogue of project ideas (in the form of collection of best practices).

**Fig. 5.** Block III analysis scheme: What should be the Programme's strategic objectives and thematic scope?



Source: own elaboration.

## 5.2 Strategic objectives and thematic scope of the Poland-Belarus-Ukraine Programme

### 5.2.1 Objectives of the Poland-Belarus-Ukraine CBC Programme

The main objective of the Programme is the **development of cross-border cooperation in the economic, social, environmental and institutional sphere**. These dimensions of cooperation should be complementary, which should allow to achieve the overriding objective of the Programme, that could be defined as an attempt to create a functional, cross-border region. In such a region, the role of barriers posed by the existence of state borders should be limited to a minimum.

The strategic objective should be pursued under the following three priorities:

1. Supporting socio-economic integration of the border areas
2. Improving innovativeness of the economy in the border region
3. Improving the quality of life in the border areas

The Programme's core objective and priorities have been based on a diagnosis of the eligible area, which produced the following recommendations for the strategic intervention framework:

- The peripherality of the eligible area, well visible in the socio-economic sphere, can be alleviated by promoting cross-border interactions;
- The region is facing the challenge to meet the requirements of contemporary knowledge-based economy, a situation which calls for improving the education system and linking it to socio-economic development;
- The quality of life in the border areas should be enhanced, by such activities as investments for the protection of the natural environment, development of social infrastructure and strengthening of the local communities;
- The interest shown by the partners in cross-border cooperation is hindered by a number of barriers, most of which are associated with the dissimilarities in the administrative and legislative systems of the countries participating in the Programme.

#### **PRIORITY 1:** Supporting socio-economic integration of the border areas

On the basis of the diagnosis, it was concluded that the main barrier to cross-border cooperation in all the investigated areas is the existence of the state border and the accompanying border regime. This barrier can be further aggravated by problems of infrastructural nature, including the poor condition of the road infrastructure and a minor role of railway transport in cross-border interactions. It should also be noted that in order to ensure continued development of cooperation parallel measures should be put in place, aimed to alleviate the disparities existing in the cultural sphere and associated with the persisting negative stereotypes, resentments from the past and dissimilar types of mentality

that evolved under the different administrative and legislative systems, which can obstruct not only social but also economic interactions.

First and foremost, measures intended to support the interactions between the border areas should be pursued as a priority. They involve, firstly, steps that facilitate crossing the border, development of the existing crossings and introducing organisational arrangements streamlining the process and making it more user-friendly and, secondly, undertaking complementary activities involving the creation and development of transport infrastructure allowing an easy access to the border crossings and, thirdly, implementing many different microprojects to improve good neighbourly relations and overcome the existing cultural differences.

#### **Measure 1.1. Construction and streamlining of the operation of border crossings**

Measure 1.1. should aim to develop the border infrastructure and improve its efficient use. Under the present border regime, it is the quality of this infrastructure and its 'user-friendliness' that determine key border interactions in the economic, social and institutional sphere.

As part of this measure, the following activities should be undertaken in particular: 1) adaptation of the existing border crossings to handle pedestrian and bicycle traffic (at the moment there are only two such crossings along the entire eastern border), 2) creating possibilities for simplified border clearance for those travellers who rarely cross the border, 3) opening new road, rail, water, pedestrian and bicycle border crossings, particularly in those locations where the required transport infrastructure is already in place, 4) developing a coherent system of signage and visual identification of the border crossings, 5) building the supporting border crossing infrastructure, 6) streamlining border crossing procedures and training the border protection and customs services.

The first of these actions should help considerably increase the capacity of the border crossings and reduce waiting times to cross the border without having to incur substantial financial outlays. Such an arrangement should also foster the growth of transport companies that offer transportation to the border. The second would involve the division of border traffic into one generated by a small number of people who cross the border daily or several times a week and one involving those who have not crossed the border during the last three or six months. Such an arrangement would facilitate travel e.g. for tourists, business people, as well as representatives of the authorities and institutions involved in joint projects. For this group of travellers, a separate zone should be set up for their border clearance (or the existing zone for bus/coach clearance could be used instead). The third proposed measure arises from the relatively sparse distribution of the border crossings, which obstructs mutual contacts for the local communities living on both sides of the border and hinders the development of tourism. In many cases, a relevant transport infrastructure is in place on both sides of the border, which means that the required financial expenditure would be limited only to the construction of the border crossing infrastructure. The next proposed

measure should help improve the travellers' comfort owing to the creation of an easily understood system of signage and visual identification to facilitate the travellers' movements, in addition to the development of the accompanying infrastructure, i.e. the construction of parking lots, toilets and service centres. These measures should also encompass the direct vicinity of the border crossings. It should be emphasised that the current standard of the border crossings should be described as inferior, and the components that make up the border infrastructure do not form any coherent whole. The last proposed type of measures should aim to streamline the border crossing procedures, including elimination of any redundant elements (e.g. undergoing border and customs clearance checks at the same time, without having to move between the two) and training programmes in customer service for officers dealing with travellers/visitors.

**Measure 1.2. Improving transport accessibility of border crossings**

Measure 1.2. should aim to develop the transport infrastructure leading to the border crossings. In particular, it should include activities involving the construction and modernisation of those elements of the transport network that are of crucial importance for reducing the time needed to reach the border, increasing border crossing capacity, eliminating the so-called 'bottlenecks' and repairing the road sections with inferior technical standard and those which are not accommodated to handle specific types of traffic (such as trucks). The aim here should be to ensure the complementarity between the measure in question and Measure 1.1. In addition, this measure should be coordinated with the development of the logistics functions in the eligible area, including the establishment of multimodal reloading centres. Steps should be taken to ensure that the results of these activities have a neutral or positive impact on the natural environment.

The following activities should in particular be pursued under the measure in question: 1) construction and modernisation of transport infrastructure (road, rail, water), 2) development of a multimodal transport system, 3) development and quality improvement of the existing transport connections.

As part of the first type of initiatives, it is particularly important to prioritise the planned projects in terms of their cross-border significance. Projects which should be given top priority are those which can best improve the accessibility of the border crossings, given their role for passenger and cargo traffic. As part of the second type of initiatives, it is important to aim for the integration of the transport system using different modes of transport. In particular, the increased role of rail and water transport should aim to reduce the burden imposed on the road infrastructure and improve the border crossing capacity for truck traffic. As part of the third type of projects, support should be given to activities intended to develop and improve the existing transport connections, which could include cooperation of carriers on both sides of the border, as well as the development of information systems.

### **Measure 1.3.** Development of good neighbourly relations and local initiatives

Measure 1.3 aims to build good neighbourly relations between the residents of the border region. Projects implemented as part of this measure should allow residents from both sides of the border to get to know one another. In the long run, such initiatives are bound to produce better understanding between neighbours as well as build good and lasting neighbourly relations. Establishing such people-to-people contacts will also create conducive conditions for developing institutional collaboration, both within the Programme and outside of it. Furthermore, the local initiatives in social sphere and health protection should be supported within this measure including development and modernisation of infrastructure and equipment purchases (e.g. ambulances). Such projects should be implemented by local governments and other public bodies.

The measure in question should be implemented in the form of (a) project supporting local initiatives and (b) a microprojects fund. Such an arrangement should allow to have the procedures for project providers simplified to a minimum. The entities implementing such microprojects should include in particular: NGOs, local governments, schools, culture institutions, social welfare institutions, institutions operating in the field of sport and leisure, as well as public institutions such as the police, border guard, fire service (incl. voluntary fire brigades), etc.

Every such microproject should involve no fewer than two organisations on both sides of the border. Additionally, residents from both sides of the border should be the final beneficiaries of every microproject.

The following types of projects should be among the activities pursued as part of these microprojects:

- Joint culture events (workshops, festivals, exhibitions, plein-air, concerts, conferences, cultural heritage protection, etc.);
- Joint sports and recreation events (sports events, training camps, trainings, sports camps, etc.);
- Joint educational events (school exchanges for children and youth, joint camps, incl. camps popularising the neighbour's culture and language, etc.);
- Joint events tackling social problems (joint initiatives for groups threatened with social exclusion, particularly children and youth, comprising various forms of activities listed above);
- Joint events to promote entrepreneurship (fairs, conferences, business missions, meetings of businesspeople, etc.);
- Joint events to promote cooperation between NGOs (exchange of good practices, internships for employees and members of organisations, joint training programmes, incl. language learning);

- Joint events to promote cooperation between local governments and their agencies (exchange of good practices, internships for employees and members of organisations, joint training programmes, incl. language learning);
- Cooperation of institutions and services (exchange of good practices, internships for employees and members of organisations, joint training programmes, incl. language learning).

In the framework of the measure, both new initiatives as well as recurring initiatives or next editions of microprojects should be possible for implementation.

**PRIORITY 2:** Improving innovativeness of the economy in the border region

In contemporary economy, the ability to develop and adapt innovations plays a crucial role in development processes. Therefore, one of the Programme's priorities should be designed so as to enhance such abilities, otherwise it will be difficult to expect as the eligible areas are economically peripheral in relation to the respective national growth areas. It should also be noted that the potential for the development of cross-border economic interactions associated with trade exchange and with innovations should be regarded as high.

In particular, activities aimed to enhance the quality of human capital should be supported as it is the key development factor in contemporary economy. Secondly, conditions fostering development of the research cooperation should be created. This should entail increasing of the quality of instruction and education system, as well as improving the conditions for research and development activities, thus providing opportunities for transferring innovations to business sector.

**Measure 2.1.** Improving the quality of human capital

As part of Measure 2.1, projects which aim to promote an all-out improvement of human capital will be supported. The measure in question should ultimately strengthen the development potential of the eligible area while concurrently reinforcing cross-border cooperation between institutions and individuals alike. Activities to be supported include educational projects, both in the sphere of formal education and lifelong learning. The following types of projects will be implemented in particular:

- Generic, vocational and specialised training, incl. language courses and IT courses, aimed to improve vocational qualifications of people in work and the unemployed;
- Bilingual classes at schools;
- Writing joint textbooks and curricula, also as part of e-learning;
- Specialised training programmes for teachers and trainers;
- Upgrading of school infrastructure (enlargement, repairs, purchase of teaching aids and equipment, including audio-visual aids and computers),
- Universities of the Third Age,
- Training for the economically inactive (elderly people, people with disabilities), aimed to improve their quality of life and mobilisation.

## **Measure 2.2.** Cooperation of higher education and research institutions

Projects implemented under Measure 2.2 will aim to establish and develop cross-border cooperation between higher education and research institutions. Such initiatives can cover two areas (and the supported projects may involve one area or more). Their implementation should help improve the quality and attractiveness of education and educational offer, in addition to enhancing the quality and intensity of R&D activities in the cross-border area. An additional result of the measure's implementation will be reinforcement of the existing institutional cooperation and establishing new collaboration contacts.

Two types of projects will be implemented under the measure at hand. First, these will be projects concerning cooperation relating to higher education, involving in particular: student exchanges, jointly organised summer schools, short crash courses and workshops (with the participation of students from both sides of the border). Second, R&D projects will be supported; they should assume active participation of researchers from both sides of the border (minimum two institutions from the eligible area and from both sides of the border). Such projects should be selected in an open call for proposals, with the research quality of the proposed projects being the main evaluation criterion. The selection should be made on the basis of at least three blind reviews prepared by active researchers specialising in a given field (preferably, researchers from outside the eligible area should also be in the pool of reviewers). In principle, the implementation of research projects should be restricted to institutions operating in the eligible area. However, in situations justified by the implementation of the project outputs, participation of institutions from beyond the eligible area in the project consortium should be encouraged.

Infrastructure development projects and purchase of equipment should be allowed in the framework of the measure infrastructure if it is necessary for the effective implementation of the project.

## **PRIORITY 3:** Improving the quality of life in the border areas

As a rule, peripheral border areas are characterised by a low quality of life of their residents, in a number of aspects, ranging from difficult material conditions and worse access to the labour market, to insufficient provision of social infrastructure to the poor quality of the natural environment. The scale of these problems goes beyond the financial capacity of the CBC Programme and calls for a national-level intervention. Nonetheless, one of the components making up the quality of life has a clear cross-border character, being associated with the existence of ecosystems that need shared protection. Therefore, the Programme should focus on this particular component, leaving the remaining ones to be addressed by the national governments. At the same time, it should be pointed out that some of these components which are important for the local communities can be improved as part of Measure 1.3.



### **Measure 3.1. Solving cross-border environmental problems**

Measure 3.1. stipulates the protection and improvement of the quality of the natural environment. The condition of the natural environment is a significant aspect bearing on the quality of life of the residents. The unique environmental assets of the region in question offer good conditions for pursuing sustainable development activities. To achieve this, infrastructure investments promoting environmental protection and support offered to cross-border cooperation in this sphere are of crucial importance.

The following initiatives should be undertaken in particular under the measure in question: 1) development of the infrastructure for water treatment and waste management, preventing and reducing cross-border pollution, 2) coherent monitoring of the environmental conditions and potential threats, and coordination of the early warning system and counteracting crisis situations relating to environmental protection and natural calamities, 3) cross-border cooperation to protect valuable ecosystems and threatened animal species, 4) promoting energy conservation and broader use of renewable energy sources, reducing air pollution, 5) reclamation of polluted areas and areas posing a threat of environmental accidents, 6) raising ecological awareness, with a special emphasis on cross-border environmental protection issues.

The first proposed activity involves investments in the construction and modernisation of the existing waste treatment plants (use of efficient waste treatment technologies, increasing capacity) and aims to enhance the quality of water in the border region, especially in the Bug drainage basin. Another element of this activity is improving the condition of waste management, e.g. by promoting efficient waste recycling and recovery, and upgrading the safety standards in the existing landfills. The second proposed activity stipulates the establishment of a coherent monitoring system based on the existing or planned national systems of information on environmental conditions and potential threats (environmental accidents, natural calamities). This involves preparing the relevant services for ensuring a coordinated response to the notified threats, relating e.g. to flood warning, protection of forests against fire, controlling the quality of water in the border rivers and water bodies. A coherent system of environmental information will also allow making informed evaluation of the spatial disparities and examining the pace of changes in the quality of the environment. The third activity involves the development and implementation of coherent plans for the protection of valuable cross-border ecosystems, identifying and addressing the main threats (such as human pressure, dissimilar protection statuses of habitats/species on both sides of the border). The fourth activity stipulates promotion of energy conservation through modernisation of buildings and transmission networks, and popularising good practices and models of action. Support should also be granted to the development of small-scale renewable energy sources and to other initiatives facilitating reduction of air pollution. The fifth activity involves reclamation of areas posing a threat of environmental accidents, especially hazardous waste landfills and post-industrial and post-military sites. The final activity is the implementation of 'soft' projects to raise ecological awareness of residents,

primarily in relation to cross-border environmental issues, unique environmental value of the region and environment-friendly patterns of behaviour.

### **5.2.2 Indicative allocation for the Poland-Belarus-Ukraine CBC Programme**

The concentration of the funds is necessary to achieve the critical mass effect, which in turn is necessary to produce a tangible and lasting change of the situation in a given sphere. Therefore, we propose to concentrate Programme allocation both at the level of priorities and measures identified within the priorities. We propose to earmark 60% of the total allocation to Priority 1, *Supporting socio-economic integration of the border areas*, as it is crucial for the achievement of the strategic objective of the Programme, 20% to Priority 2, *Improving innovativeness of the economy in the border region* and the three measures planned for this priority, and 20% to Priority 3 and measures associated with resolving cross-border environmental issues.

In light of the completed diagnosis, the key problem obstructing cross-border cooperation is the barrier in the form of the state border that is at the same time an external border of the European Union. Therefore, we propose to earmark 20% of the total allocation to Measure 1.1. *Construction and streamlining of the operation of border crossings*, and 15% to the supplementary Measure 1.2 *Improving transport accessibility of border crossings*. To a large extent, this reflects the scale of the problems associated with difficulties in crossing the border (in many cases, long and unpredictable waiting times), with a relatively stable and short time needed to get to the border crossing. Another important group of activities should focus on people-to-people initiatives and local initiatives, which should promote the development of good neighbourly relations. We propose to allocate 25% of the budget to this particular measure. This is especially important in view of the still existing cultural barriers that obstruct the development of cross-border cooperation.

As part of Priority 2, *Improving innovativeness of the economy in the border region*, the bulk of the funds should be allocated to measures intended to improve the quality of human capital as it offers the greatest potential for increasing innovation of the regional economy in the long term – that is why we propose a 10% allocation. The transfer of know-how and solutions between higher education and research institutions and the enterprise sector is also regarded as significant (10%).

The measures undertaken as part of the last priority *Improving the quality of life in the border areas* should focus on finding solutions to environmental protection issues (20%), whereas other components responsible for the quality of life should be funded from other sources.

**Tab. 2.** Indicative allocation of the funds available under the Poland-Belarus-Ukraine CBC Programme\*

| Priority  | Measure   | Allocation [%] |
|---|---|----------------|
| 1. Supporting socio-economic integration of the border areas    | 1.1. Construction and streamlining of the operation of border crossings | 20             |
|   | 1.2. Improving transport accessibility of border crossings              | 15             |
|   | 1.3. Development of good neighbourly relations and local initiatives    | 25             |
| 2. Improving innovativeness of the economy in the border region | 2.1. Improving the quality of human capital                             | 10             |
|   | 2.2. Cooperation of higher education and research institutions          | 10             |
| 3. Improving the quality of life in the border areas            | 3. 1. Solving cross-border environmental problems                       | 20             |

Source: own elaboration.

\* The table does not include indicative allocation on the technical assistance.

### 5.2.3 Monitoring indicators for the Poland-Belarus-Ukraine CBC Programme

**Tab. 3.** Monitoring indicators proposed for the Poland-Belarus-Ukraine CBC Programme

| Measures   | Product outputs   |           | Result indicators  |   |
|--|---|-----------|--|---|
|  | Name  | Base rate | Name   | Base rate   |
| <b>PRIORITY 1.</b> Supporting socio-economic integration of the border areas   |   |           |  |   |
| <b>1.1.</b> Construction and streamlining of the operation of border crossings | Number of border crossings handling pedestrian and bicycle traffic                            | 2         | Number of / percentage of persons crossing the border by bike or on foot       | PL-BY-UA: 7%*   |
|  | Number of border crossings allowing for accelerated border checks of travellers               | 0         | Capacity of border crossing points   | PL-UA: 44/36 (2010)   |
|  | Number of new border crossings opened   | 0         | Average waiting time to cross the border in passenger traffic [min]            | <i>Data is collected daily by the Border Guard [two measurements]. Methodology of this indicator needs to be determined – in order to achieve this, a strategic project “Assessment of Poland-Belarus-Ukraine borderland” has been proposed.</i>                          |
|  | Number of border crossings with a consistent signage and visual identification system created | 0         | Average waiting time to cross the border in cargo traffic [min]                | <i>Data is collected daily by the Border Guard [two measurements]. Methodology of this indicator needs to be determined – in order to achieve this, a strategic project “Assessment of Poland-Belarus-Ukraine borderland” has been proposed.</i>                          |
|  | Number of border crossings with accompanying infrastructure created                           | 0         |  |   |
| <b>1.2.</b> Improving transport accessibility of border crossings              | Length of new roads [km]  | 0         | Travel time from main cities to the nearest border crossing points [min]       | <i>It is necessary to establish a list of cities included in the measurement and to determine the methodology (direct assessment or estimations). In order to achieve these, a strategic project “Assessment of Poland-Belarus-Ukraine borderland” has been proposed.</i> |
|  | Length of modernised roads [km]   | 0         |  |   |
|  | Length of new rail tracks [km]  | 0         |  |   |
|  | Length of modernised rail tracks [km]   | 0         |  |   |
|  | Number of completed water transport infrastructure projects                                   | 0         |  |   |
| <b>1.3.</b> Development of good  | Number of completed microprojects   | 0         | Percentage of people with a positive attitude to the neighbours from the other | <i>This indicator is currently non available and thus requires further empirical research. In</i>   |

|  |  |   |   |  |
|--|--|---|---|--|
| neighbourly relations and local initiatives                              | Number of supported local initiatives (projects)   | 0 | side of the border  | order to achieve this, a strategic project “Assessment of Poland-Belarus-Ukraine borderland” has been proposed.  |
|  | Number of participants of microprojects  | 0 | Number of cross-border partner agreements between municipalities (cities) from both sides of the border       | This indicator is currently non available and thus requires further empirical research. In order to achieve this, a strategic project “Assessment of Poland-Belarus-Ukraine borderland” has been proposed. |
| PRIORITY 2. Improving innovativeness of the economy in the border region |  |   |   |  |
| 2.1. Improving the quality of human capital                              | Number of persons trained  | 0 | Registered unemployment rate  | PL: 15,5%<br>BY: 0,8%<br>UA: 8,5%  |
|  | Number of persons trained in the language of the neighbouring country  | 0 | Percentage of adults declaring knowledge of the neighbouring country’s language                               | This indicator is currently non available and thus requires further empirical research. In order to achieve this, a strategic project “Assessment of Poland-Belarus-Ukraine borderland” has been proposed. |
|  | Number of completed modernisation projects of educational infrastructure                                       | 0 |   |  |
| 2.2. Cooperation of higher education and research institutions           | Number of cross-border R&D projects  | 0 | Number of scientific publications produced in collaboration between researchers from both sides of the border | This indicator is currently non available and thus requires further empirical research. In order to achieve this, a strategic project “Assessment of Poland-Belarus-Ukraine borderland” has been proposed. |
|  | Number of students engaged in joint initiatives of higher education institutions from both sides of the border | 0 |   |  |
| PRIORITY 3. Improving the quality of life in the border areas            |  |   |   |  |
| 3.1. Solving cross-border environmental problems                         | Number of new waste treatment plants   | 0 | Percentage of treated waste in the discharged waste   | PL: 99,3%<br>For the Belarusian and Ukrainian part of the eligible area this indicator is currently not published and thus requires further research.  |
|  | Number of modernised waste treatment plants  | 0 | Percentage of treated waste with increased biogenic removal in total treated waste                            | PL: 66,2%<br>For the Belarusian and Ukrainian part of the eligible area this indicator is currently not published and thus requires further research.  |

|  |   |   |  |  |
|--|---|---|--|--|
|  | Number of units of rescue and monitoring services covered by support from the programme | 0 | Share of waste discharged in landfills in total collected waste                    | PL: 72,8% [data for NUTS-2 level]<br><i>This indicator is due to be modified, along with the expected changes in data availability, linked to recent changes in waste management regulations in Poland. For the Belarusian and Ukrainian part of the eligible area this indicator is currently not published and thus requires further research.</i> |
|  | Surface of areas covered by cross-border environmental protection schemes               | 0 | Number of gauging points in the system monitoring the condition of the environment | <i>This indicator will be calculated basing on data collected by Regional Environment Protection Inspectorates.</i>  |
|  | Number of buildings that underwent thermomodernisation                                  | 0 | Share of renewable energy in total energy generation                               | PL: 14,6% [data for NUTS-2 level]<br><i>For the Belarusian and Ukrainian part of the eligible area this indicator is currently not published and thus requires further research.</i>   |
|  | Surface of environmentally hazardous areas reclaimed                                    | 0 |  |  |
|  | Number of participants in activities aimed to raise ecological awareness                | 0 |  |  |

\* Estimation based on the assumption that 40% of all border crossings in Medyka are pedestrian crossings.

#### 5.2.4 Compliance of the Programme with other programmes and strategies

The Poland-Belarus-Ukraine Cross-border Cooperation Programme 2014-2020, organised as part of the European Neighbourhood Instrument (ENI), is intended to continue cooperation in the border region, which was earlier developed under the Poland–Belarus–Ukraine Neighbourhood Programme, as part of the European Neighbourhood and Partnership Instrument (ENPI) 2007-2013.

The main objective of the Programme and its priorities comply with the *European Neighbourhood and Partnership Instrument Cross-Border Cooperation Strategy Paper 2014-2020*, which sets the following goals:

- To promote economic and social development in regions on both sides of common borders;
- To address common challenges, in fields such as environment, public health and the prevention of and fight against crime;
- To promote better conditions and modalities for ensuring the mobility of persons, goods and capital.
- The promotion of local cross-border ‘people-to-people’ actions will remain an important element to be deployed in support of any or all of these objectives.

In particular, it should be pointed out that the Programme places an emphasis on enhancing integration in the cross-border region while striving to improve innovativeness of the regional economy and address the common environmental problems, the natural environment being one of the components responsible for the quality of life. The measures proposed as part of the first Programme priority also aim to develop people-to-people contacts, which should foster the development of good neighbourly relations.

As part of the measures in question, there is a far-reaching consistency of the proposed arrangements and solutions with the EUROPE 2020 Strategy, particularly those aimed to improve innovativeness of the economy, including the development of human capital and environmental protection in the border areas.

The Programme is consistent with the External Border Fund, aimed to improve the control and management of the flows of persons at the external borders of the EU. In particular, the Programme should complement actions undertaken as part of the Fund by efforts aimed to streamline and facilitate the crossing of the external border, also in terms of convenience.

The priorities laid down in the ENPI agree with the development priorities for Poland, Belarus and Ukraine, as defined in the respective fundamental programme documents adopted by the governments of the three countries. These are:

- Poland: Long Term Development Strategy. Poland 2030 – the Third Wave of Modernity; Medium Term Development Strategy 2020; National Regional Development Strategy 2010-2020: Regions, Cities, Rural Areas; National Spatial Development Concept 2030

- Belarus: National Strategy for the Sustainable Socio-economic Development of the Republic of Belarus Until 2020; Socio-economic Development Programme of the Republic of Belarus for the Period 2011-2015.
- Ukraine: Programme for Economic Reforms 2010-2014: Social Development, Competitive Economy, Efficient State; National Regional Development Strategy of Ukraine for the Years 2004-2015.

In particular, it should be noted that the strategic framework of the above documents is created by:

- Improving the competitiveness and innovativeness of the economy
- Measures to protect and effectively manage the natural environment
- Shaping the settlement system, which should help balance the development processes spatially (e.g. by supporting diffusion processes, improving the accessibility of services).

All these components are also addressed directly (the first two – by PRIORITIES 2 and 3) or indirectly (the last – by PRIORITY 1) by the Poland-Belarus-Ukraine CBC Programme.

The Programme also takes into account the objectives set by regional and macroregional development strategies. In the context of cross-border cooperation the documents address on the one hand necessity to increase functional, spatial, social and cultural integration that should reduce negative impact of border location. On the other hand they stress to different extent the role of transport accessibility (including transit one), development of cultural ties, tourism promotion and solving of common environmental problems as well as institutional cooperation. The Programme PL-BY-UA fully address these objectives, in particular it expands and deepen them by the development of component of cross-border integration (PRIORITY 1), which could be an important step in overcoming the peripherality of the border areas and solving the problems that they share, including the economic, social and environmental sphere (PRIORITY 2 and PRIORITY 3). It also allows for the development of institutional cooperation, which should help foster the exchange of experiences and the transfer of good practices.

The Programme does not have a sufficiently large budget to be able to solve all problems associated with laying the foundations for the development of the PL-BY-UA eligible area. Therefore, it aims to provide assistance in addressing such problems in keeping with other, broader programmes and strategies implemented in the eligible area. With this objection, the Programme is fully compliant with other measures planned to be delivered in the eligible area by the European Union and the cooperating States. The alignment of activities with the operational programmes will be a task to be fulfilled by the managing institutions, which should not be a source of any serious problems, considering the compatibility of the strategic objectives.



### 5.2.5 Programme and thematic objectives of the cohesion policy

The objectives and measures proposed for implementation under the Poland-Belarus-Ukraine and Poland-Russia Programmes largely follow the thematic objectives of the cohesion policy for the years 2014-2020. The table below shows the relationships between the priorities and objectives proposed for the Programmes and the thematic objectives of the cohesion policy.

**Tab. 4.** Programme priorities and measures and the corresponding thematic objectives of cohesion policy

| Priority  | Measure   | Thematic objective of cohesion policy  |
|---|---|--|
| 1. Supporting socio-economic integration of the border areas    | 1.1. Construction and streamlining of the operation of border crossings | 11. enhancing institutional capacity and an efficient public administration  |
|   | 1.2. Improving transport accessibility of border crossings              | 7. promoting sustainable transport and removing bottlenecks in key network infrastructures   |
|   | 1.3. Development of good neighbourly relations and local initiatives    | 9. promoting social inclusion and combating poverty<br>10. investing in education, skills and lifelong learning<br>11. enhancing institutional capacity and an efficient public administration |
| 2. Improving innovativeness of the economy in the border region | 2.1. Improving the quality of human capital                             | 8. promoting employment and supporting labour mobility<br>9. promoting social inclusion and combating poverty<br>10. investing in education, skills and lifelong learning                      |
|   | 2.2. Cooperation of higher education and research institutions          | 1. strengthening research, technological development and innovation<br>10. investing in education, skills and lifelong learning  |
| 3. Improving the quality of life in the border areas            | 3. 1. Solving cross-border environmental problems                       | 6. protecting the environment and promoting resource efficiency  |

Source: own elaboration.

This list is general in nature and does not necessarily mean that the given measures and thematic objectives fully overlap. Nevertheless, it can be clearly seen that the measures proposed for the Programmes broadly tie in with 8 out of 11 thematic objectives of the cohesion policy. This should be viewed as positive since the thematic goals are well justified and established in the EU strategic documents. This can also largely be said about the priorities and measures laid down for the proposed Programmes. The main discrepancies in relation to the thematic goals are due to the specific nature of cross-border programmes at the external EU border. In particular, this relates to the specific slant of the Programmes towards cooperation and development of good neighbourly relations as well as streamlining the border traffic.

## 5.2.6 Programme and thematic objectives of the European Neighborhood Policy

**Tab 5.** Programme priorities and measures and the corresponding objectives of the Cross-Border Cooperation in the European Neighborhood Policy

| Priority   | Measure   | Goal of the Cross-Border Cooperation, European Neighborhood Policy   |
|--|---|--|
| 1. Supporting socio-economic integration of the border areas<br><br><u>Corresponds with:</u><br>STRATEGIC OBJECTIVE C.<br>Promote better conditions and modalities for facilitating the mobility of persons, goods and capital | 1.1. Construction and streamlining of the operation of border crossings | <b>10.</b> Promotion of border management, and border security<br>(Strategic objective: C)   |
|  | 1.2. Improving transport accessibility of border crossings              | <b>7.</b> Improvement of accessibility to the regions, development of transport and communication networks and systems<br>(Strategic objective: C) |
|  | 1.3. Development of good neighbourly relations and local initiatives    | <b>Horizontal goal</b>   |
| 2. Improving innovativeness of the economy in the border region<br><br><u>Corresponds with:</u><br>STRATEGIC OBJECTIVE A.<br>Promote economic and social development in regions on both sides of common borders                | 2.1. Improving the quality of human capital                             | <b>2.</b> Support to education, research, technological development and innovation<br>(Strategic objective: A)                                     |
|  | 2.2. Cooperation of higher education and research institutions          | <b>2.</b> Support to education, research, technological development and innovation<br>(Strategic objective: A)                                     |
| 3. Improving the quality of life in the border areas<br><br><u>Corresponds with:</u> STRATEGIC OBJECTIVE B. Address common challenges in environment, public health, safety and security                                       | 3. 1. Solving cross-border environmental problems                       | <b>6.</b> Environmental protection, climate change adaptation and disasters prevention/management (Strategic objective: B)                         |

Source: own elaboration.

## 5.2.7 Thematic concentration in the Programmes

In order to ensure the critical mass for the intervention to be made as part of the Programmes, it is desirable to concentrate the financial outlays on several selected measures. As part of the Programmes concerned, 80% of the total allocation has been earmarked for four measures. Such an arrangement draws directly on the thematic concentration principle which has been adopted for territorial cooperation programmes. Such concentration on several selected measures is aimed to ensure effective and efficient fulfilment of the adopted objectives and making a tangible change. The measures to which the remaining portion of the funds have been allocated are by assumption complementary in nature; they will serve as vehicles for the implementation of some initiatives only, intended to solve specific problems or to establish cooperation in a specific sphere. They will not, however, be the main activities to be undertaken in a given sphere in the eligible area. For instance, the Programmes envisage the funding of research and development activities,

especially those which require, initiate or strengthen cooperation between R&D institutions across the eligible area. Therefore, the scale of the relevant support to be offered under the Programmes will be relatively small. Although the development of R&D activities should be supported on a much larger scale, this should be done as part of other programmes, not necessarily the CBC.

#### **5.2.8 Issues requiring institutional cooperation on both sides of the border**

There are four groups of issues identified as the major problems facing the cross-border region, which require collaboration of partners from both sides of the border (these four topics were quoted most frequently in the interviews held for the purposes of this expert's report). Firstly, cooperation is needed to solve natural environment problems; this is particularly well visible in case of water protection (border rivers, the Vistula Lagoon). Secondly, cooperation is crucial to ensure smooth functioning of the borders, especially for the smooth and comfortable crossing of the border. Thirdly, cooperation of various types of services (police, fire service, ambulance service, border guard, etc.) is necessary both in their daily operation and in emergency situations such as natural calamities. Fourthly, national-level cooperation is necessary in respect e.g. of visas or regulations governing cross-border cooperation (e.g. between NGOs, local governments, etc.). The first three topics can, and should, be covered by cross-border cooperation programmes, while the fourth reaches beyond the Programme's format, being the domain of foreign and internal policies of the countries concerned. At the same time, it should be emphasised that the legislative arrangements, in particular the regulations governing the crossing of the border (and visa regulations in particular) can often be factors having a greater bearing on the intensity of cross-border cooperation than activities undertaken as part of the Programmes in question.

#### **5.2.9 The role of the Microprojects Fund**

The lessons learnt from the former programme, both from the programming period which is now coming to an end, and from the period 2004-2006, as well as the experiences gained at the western border (Poland-Germany CBC Programme) clearly demonstrate that microprojects are well-founded and desirable initiatives. They play an important role in building good neighbourly relations between the residents of the border areas, provide opportunities for getting to know the neighbours living on the other side of the border and help enhance mutual understanding. In addition, microprojects can help establish lasting contacts and lay the foundation for collaboration as part of larger-scale initiatives, also those funded from other sources than CBC programmes. The respondents with whom the interviews were conducted distinctly indicate that there is a need for implementing microprojects also in the 2004-2020 financial perspective. This applies equally to the Poland-Belarus-Ukraine CBC Programme (where microprojects have already been conducted). In case of the latter, however, it should be noted that one of the respondents was against implementing microprojects. In this context, we should mention difficulties in the operation and development of NGOs (which should be major beneficiaries of microprojects) in the Kaliningrad oblast and in Belarus. The restrictions on the activity of NGOs could cripple the

effectiveness of the Microprojects Fund. Nevertheless, it does not necessarily have to be the case, if other organisations such as municipalities, schools, community centres, sports clubs, etc., show more initiative in their implementation.

#### **5.2.10 Strategic projects in the Programmes**

The respondents interviewed for the purposes of this study as a rule did not suggest any specific strategic projects but only indicated areas in which such projects should be implemented. The most frequently listed areas were the following: environmental protection infrastructure, efficient operation of the border crossings (and construction of new ones), development of cross-border tourism. Areas mentioned by some of the respondents included: medical rescue, road infrastructure, development of enterprises. Based on such generalised indications, it is difficult to argue that there exists a distinct need and readiness on the part of the potential beneficiaries to implement strategic projects. Nevertheless, we propose the following strategic projects for consideration:

- Construction of a pedestrian and bicycle bridge and a border crossing point on the Bug river, between Terespol and Brest;
- Diagnosis of Poland-Belarus-Ukraine cross-border area.

#### **Construction of a pedestrian and bicycle bridge and a border crossing point on the Bug river, between Terespol and Brest**

The construction of pedestrian border crossing point in Terespol/Brest and bridge over Bug within Measure 1.1. and Measure 1.2. should allow to reach Brest Fortress by visitors. The project has synergic effect as support the activities to reconstruct XIX century fortress. The bridge that would link Terespol's Gate and Border Island currently not accessible to visitors is important element of fortress revitalisation. The partners of the project should be: Terespol City Hall, Brzesc City Hall, Voivodship Office in Lublin, State Customs Committee of the Republic of Belarus. The estimated cost of the project is 10-15 million EUR.

#### **Assessment of Poland-Belarus-Ukraine borderland**

It is proposed to implement as part of the programme a research project pertaining to cross-border cooperation and attitudes towards neighbours on Poland-Ukraine-Belarus borderland. The Poland-Ukraine-Belarus borderland is covered by quite numerous studies, but they are based almost entirely on the generally available data from public statistics and other secondary data. Missing, however, are projects collecting primary data, in particular from public opinion studies of the whole cross-border area. Moreover, data from public statistics of the three countries (Poland, Belarus, and Ukraine) are frequently difficult to compare or even incomparable due to differing methodology, and thus it is necessary to prepare methods allowing for adequate comparability.

The project should include mostly implementation of qualitative studies (with large sample, allowing for analysis in various spatial, thematic, social, and other sections) throughout the whole cross-border area, repeated every year or every two years. Moreover, as part of the

project conducted should be analyses of secondary data, as well as qualitative studies (field studies, interviews) directed towards in-depth analysis of specific issues. The project should have long implementation deadline (in order to allow for cyclical studies), e.g. 7 years.

The results of the project will have practical implications, providing materials for monitoring programme (detailed analysis of the area, programme's context, and even direct supply of indices for monitoring programme's progress). The results of the projects should be published in participants' languages and in English. The project should involve regular conferences.

Entities executing the project should be a consortium of scientific entities from all parts of the support area, as well as entities from outside of the support area, but with significant experience in cross-border research. The project partners could become, for example: Maria Curie-Skłodowska University in Lublin, Lviv University, and Belarusian State University in Minsk.

Approximate project's budget: 2.2 m euro.

### **5.2.11 Examples of best practices in cross-border projects**

In this part of the report examples of best practices from European Territorial Cooperation are presented. The examples are organized according to three priorities proposed for the PL-BY-UA Programme.

#### ***Priority 1. Supporting socio-economic integration of the border areas***

##### **Name of the Project**

Development of the Traffic Lanes in the International Border Crossing Point Niirala

##### **Programme**

Cross-border cooperation programme: Finland (Karelia) – Russia 2007-2013.

##### **Partners**

Finnish Customs, Finland; The Finnish Border Guard, North Karelia Border Guard District, Finland; Ministry of Construction of the Republic of Karelia, Russia.

##### **Description of the Project**

The project aimed at improving the throughput of Niirala border crossing point at the Finnish-Russian border. Improvement in quality and speed of crossing the border was supposed to translate into increased cross-border cooperation in many areas (social, economic, etc.). The project involved creation of a plan for modernization of border crossing point, which was later implemented. Its most important part was creation of new lanes and equipment necessary for performing border inspection.

##### **More details**

<http://www.kareliaenpi.eu/en/themes/lsp-projektit/projects/279>

**Name of the Project**

Together against cross-border crime (*Im Tandem gegen die Grenzkriminalität*)

**Programme**

Cross-border cooperation programme: Poland (Lubuskie Province) – Brandenburg 2007-2013.

**Partners**

Brandenburg State Police Headquarters, Provincial Police Headquarters in Gorzów Wielkopolski, Provincial Police Headquarters in Szczecin.

**Description of the Project**

The project aims at establishing, facilitating, and strengthening cooperation between Polish and German police in the cross-border region. It constitutes only one of more elements supporting cooperation, taking place independently of it (on general principles, financed from national funds) The project is thus supposed to support cooperation (its budget is relatively small: 45 thousand euro for the period of 2012-2014). The most important measures within the project are training courses for Polish and German policemen. The training courses involve teaching Polish and German (basic level, improvement of existing language skills), as well as professional issues specific for the police, such as the law of the neighbouring country, procedures, etc. The training courses are supposed to facilitate work of the policemen that requires them to contact people from the neighbouring country as part of their duties. Cooperation of Polish and German police forces also consists in joint Polish and German patrols, i.e. involving at least one Polish and one German policeman. Such patrols operate e.g. during events attracting many people from both sides of the border, such as e.g. Przystanek Woodstock in Kostrzyn.

**More details**

<http://www.internetwache.brandenburg.de/sixcms/detail.php/10938128>

**Name of the Project**

Baltic active education network for development of people-to-people interactions – EDUpeople.

**Programme**

South Baltic Cross-border Co-operation Programme 2007 – 2013

**Partners**

EXPERYMENT Science Centre (Gdynia); eXperimentLabbet (Kalmaru)

**Description of the Project**

The project aimed at promoting cooperation between scientific centres and increasing the scope of educational activities using modern methods and approach (experiments, participation). The project allowed for increasing the offer of attractive forms of science education. This suits well the developmental attempts to increase people's knowledge and competences in this respect, which in the long run should translate into innovativeness and quality of life. The main measures within this project were: two seminars pertaining to active education; six trainings courses for teachers on methods and form of active education; cyclical "festival of experiments". Moreover, prepared were portable sets of educational tools allowing for conducting experiments in physics and optics (the sets are used by schools in the region). Cross-border cooperation within the project allowed for sharing knowledge and experiences, which resulted in better quality and efficiency of activities undertaken within the project.

**More details**

[http://en.southbaltic.eu/db/index.php?p=6&id\\_db=4&id\\_record=80](http://en.southbaltic.eu/db/index.php?p=6&id_db=4&id_record=80)



**Name of the Project**

European Good Neighbourhood Days: Zbereże-Adamczuki

**Programme**

Cross-Border Cooperation Programme: Poland-Belarus-Ukraine 2007-2013

**Partners**

Fundacja Kultury Duchowej Pogranicza [Foundation for Spiritual Culture of the Borderland] and various local governments

**Description of the Project**

The project is cyclical; in 2013 it had its 10<sup>th</sup> edition. Crucial for the event is the fact that it takes place on both sides of the border, usually in a place with no regularly active border crossing point. In 2013 between Poland and Ukraine, near Zbereże (Włodawa County, Poland) and Adamczuki (Shatsk Raion, Ukraine), on the Bug River, constructed was a pontoon bridge on Bug and a temporary border crossing point for pedestrian and bicycle traffic was established. During seven days border was crossed almost 36 thousand times at that location. Reasons for crossing the border were connected with the event, which included numerous attractions: cultural and recreational, of sporting and tourist nature. Organized was also a conference entitled "Our Polesia, Our Bug River" and Poleskie Forum Ekonomiczne (Polesia Economic Forum). Thematically, the project is quite typical soft measure financed from microprojects fund. What makes it unique and worth particular attention is opening of the border in a place where it is usually closed, and the fact that many events take place directly near the border, on both sides of it. This gives participants of the project many opportunities for making direct contacts with neighbours from the other side of the border.

**More details**

<http://fkdp.pl/europejskie-dni-dobrosasiedztwa-otwieraja-granice.html#more-3049>

**Name of the Project**

Cross-Border Cooking: Gorzów Wielkopolski – Frankfurt (Oder). Educational cooperation between Poland and Germany on common market of tourist services

**Programme**

Cross-Border Cooperation Programme: Poland (Lubuskie Province) – Brandenburg 2007-2013.

**Partners**

City of Gorzów Wielkopolski (Febronia Gajewska-Karamač's Catering Schools Complex in Gorzów Wielkopolski); Construction Industry Educational Centre from Frankfurt (Oder)

**Description of the Project**

The project aimed at increasing the quality of vocational education in catering. Good vocational education is an important factor for finding jobs by young people. From the point of view of the region it is important that increasing the quality of cook's education translates into improvement of catering services, which in turn has good influence on the tourist-related potential of the region. As part of the project created was a Polish-German Educational Centre in Gorzów Wielkopolski, consisting of modernly equipped catering workshops and client service workshops (staged modern restaurant room). Thanks to these teaching aids education of young students of culinary art takes place in conditions significantly similar to their future workplace. Moreover, the project involved study visits to the region, which allowed for learning about regional products. Prepared and published was also a book entitled "Menu along the Oder. A culinary and tourist guide to Brandenburg and Lubusz Land", including recipes for regional dishes from both Poland and German part of the cross-border area.

**More details**

<http://przepisnadobraszkola.edupage.org/>

## ***Priority 2: Improving innovativeness of the economy in the border region***

### **Name of the Project**

Creative learning environments – schools building competences to lead and learn in a rapidly changing world – CreatLearn

### **Programme**

South Baltic Cross-Border Co-Operation Programme 2007 – 2013.

### **Partners**

Kalmar Municipality; Swedish National Touring Theatre Kalmar; Klaipeda District Municipality Education Centre; Hanseatic City of Rostock; Bad Doberan County Council; Municipality of Guldborgsund; Linnaeus University / School of Education, Psychology and Sports Science.

### **Description of the Project**

The project aims at developing, introducing in the pilot form, and evaluating new, creative methods of teaching directed towards adjusting schools to quickly changing socio-economic reality. An important aspect of the project is exchange of knowledge and good practices between partners from various institutions and countries. The main actions within the project include holding common cross-border conferences and workshops; training courses for teachers on creative teaching methods, preparation of a couple of educational programmes as part of the topic “Civil courage in South Baltic region societies”, preparation of a publication pertaining to good practices in creative education. The project will result in increased quality of teaching, not only in directly supported institutions, but also by creating opportunities for expanding positive influence through dissemination measures.

### **More details**

<http://skolscenen-creatlearn.riksteatern.se/>

**Name of the Project**

Integration and education of students, graduates and SME's in terms of industrial design management (DesignSHIP)

**Programme**

South Baltic Cross-Border Co-operation Programme 2007 – 2013.

**Partners**

Gdynia Innovation Centre; Association for Promotion of Hanseatic Institute for Entrepreneurship and Regional Development at the University of Rostock; Wismar University of Applied Sciences: Technology, Business and Design; Swedish Industrial Design Foundation.

**Description of the Project**

The project aims at economic development and education in industrial design. The main activities within the project include comprehensive support for students and graduates. Each year for three years an annual support will be offered to five groups of 6 people. Each group will consist of students and graduates from various areas of knowledge (art, industrial design, architecture, economy, management, business, law). During annual programme the project group is supposed to complete a task, which requires preparation of a comprehensive action plan including not only project-related issue, but also organizational, financial and legal ones, etc. Participants of the project had the opportunity to develop their competences and increase knowledge through participation in courses and study visits designed specifically for them. The groups' work on the tasks finishes with participation in joint workshop at which the groups present the ideas and solutions they developed. The presentations are assessed by industrial design management experts. Implementation of the project also allows for cooperation and transfer of knowledge and good practices between entities participating in it, which in the long run promotes greater professionalism and quality of activities.

**More details**

<http://balticdesignship.com/>

**Name of the Project**

Øresund Materials Innovation Community

**Programme**

Oresund-Kattegat-Skagerrak Programme 2007 – 2013, Interreg IVA.

**Partners**

Øresund University; Lunds University; Københavns University; DTU; Roskilde University; ESS Scandinavia; MAX Lab; Copenhagen Capacity; Invest in Skåne; Malmö Höskola.

**Description of the Project**

The project aimed at creating basis for coordinated development of new materials sectors in the region. The region has many research institutions and businesses dealing with new materials. The starting point for the project was thus the assumption that coordination of activities can allow for creation of value added and strengthen the position of the region in respect of new materials. The main activities within the project supported the sector and included preparation of assumptions for creating system of education in new materials, system for start-ups support, transfer of knowledge in technology parks, creating atmosphere of cooperation and channels for communications between various actors. Moreover, implemented were promotional activities aimed at building the brand of the region's new materials sector. An important element of the project was also planning and coordination of the future joint initiatives implemented by the regional sector of new materials, as well as other actors interested in development of the sector (e.g. regional and local authorities). The Project is an example of activity aimed at increasing innovativeness in the knowledge-intensive sector, mostly through stimulating cooperation and coordination of activities.

**More details**

<http://www.oresund.org/materials>

**Name of the Project**

Wales Ireland Network for Scientific Skills – WINSS

**Programme**

Ireland Wales Programme 2007 – 2013, Interreg IVA.

**Partners**

Waterford Institute of Technology; School of Chemistry Bangor University.

**Description of the Project**

The project aims at strengthening competences of human capital in cross-border region in respect of advanced research and development skills related to life sciences. Increase of quality of human capital in this area strengthens the R&D and industrial sector existing in the region. Within the project implemented are three main activities: (1) specialist courses and training sessions for researchers active in life sciences (e.g. on advanced research methods); (2) implementation of advanced innovative R&D projects in four areas: pharmaceuticals, industrial biotransformation, medical instruments, sensors; (3) dissemination and networking events providing opportunity for establishing contacts and cooperation between various actors from both countries (enterprises, research institutions, public administration, etc.).

**More details**

<http://www.winss.org/index.php/ireland/home/>

**Name of the Project**

Vocational education in cross-border region as a basis for entrepreneurship development

**Programme**

Lithuania Poland cross-border cooperation programme 2007-2013.

**Partners**

Giżycko County (Poland); Vocational Education Centre in Alytus (Lithuania).

**Description of the Project**

The project aimed at increasing developmental potential of the localities participating in it through increasing the scope and quality of vocational education, increasing quality of human capital, and developing entrepreneurship. The main activities within the project included: modernization of County Centre for Practical Education in Giżycko and purchase of new equipment; purchase of equipment for the Vocational Education Centre in Alytus; a publication pertaining to entrepreneurship in Giżycko County and in the city of Alytus; holding two business forums and two conferences pertaining to vocational education, training sessions for employees on public procurement taking into account conditions in the partner's country, i.e. for employees of Polish enterprises on Lithuanian law and for employees of Lithuanian enterprises on Polish law, apprenticeships for students of vocational schools (80 students in total). Participation of partners from both countries in the project allowed for exchange of experiences and good practices, which allowed for more effective activities undertaken by both partners.

**More details**

[http://wrota.warmia.mazury.pl/powiat\\_gizycki/Edukacja/Aktualnosci/Edukacja-zawodowa-w-regionie-transgranicznym-podstawa-rozwoju-przedsiębiorczości.html](http://wrota.warmia.mazury.pl/powiat_gizycki/Edukacja/Aktualnosci/Edukacja-zawodowa-w-regionie-transgranicznym-podstawa-rozwoju-przedsiębiorczości.html)

### ***Priority 3. Improving the quality of life in the border areas***

#### **Name of the Project**

Set up of joint response system to chemical and oil spills into river West Dvina (Daugava) in winter time.

#### **Programme**

Latvia-Lithuania-Belarus Programme 2007 – 2013, Interreg IVA.

#### **Partners**

Utena Country Fire and Rescue Board (Utena, Lithuania); Establishment "Vitebsk regional department of the Ministry for Emergency Situations of Belarus" (Vitebsk, Belarus); State fire rescue institution "Republican Special Response Team" of the Ministry for Emergency Situations of the Republic of Belarus (Minsk, Belarus).

#### **Description of the Project**

The project aimed at creation of a system for mitigating effects of waste spills to Daugava River, flowing through Belarus, Latvia, and then into Baltic through Riga. Near this river located are industrial installations creating a threat of spill of substances dangerous for environment. Cross-border character of the river results in the fact that any spill in Belarus (the upper section of the river) necessitates activities in both countries (Belarus and Latvia). In such situation the key factor is good information flow and coordination of activities. Implementation of the project contributed to streamlining of these processes. The main activities involved holding two specialist training courses for services responsible for fighting effects of spills and large cross-border winter exercises simulating routines undertaken in the case of serious spillage. Moreover, purchased was a specialist equipment used for fighting spills and prepared were emergency plans for various types of spills.

#### **More details**

[http://www.enpi-cbc.eu/go.php/eng/1VL\\_1117\\_project\\_LLB\\_1\\_057/754](http://www.enpi-cbc.eu/go.php/eng/1VL_1117_project_LLB_1_057/754)



**Name of the Project**

Know-How-Sharing in fields of waste separation

**Programme**

Slovak-Austrian cross-border cooperation programme 2007-2013, Interreg IVA.

**Partners**

Mesto Skalica; GAUM- Gemeindeverband für Aufgaben des Umweltschutzes im Bezirk.

**Description of the Project**

The project aimed at improving waste management in town of Skalica and its neighbourhood. In particular the aim was to increase the scope of separation and recycling of organic waste. In implementation of the project participated an Austrian partner, who contributed experience and know-how to the project. The main activities undertaken within this project were: purchase and installation of containers for organic waste, creation of a modern compost bin and purchase of specialist tools for it, publicity activities on organic waste management methods (including special activities aimed at catering enterprises). Also analysed were various models of financing collecting and recycling of organic waste.

**Name of the Project**

*Joint Master Degree Study Program on the Management of Renewable Energy Sources – ARGOS*

**Programme**

Black Sea Basin 2007-2013.

**Partners**

“Ovidius” University of Constanta, South-East, Romania; Taurida National University, Crimea, Ukraine; Technical University of Moldova, Chisinau, Republic of Moldova; Technical University of Varna, Varna, Bulgaria; Istanbul Technical University, Istanbul, Turkey.

**Description of the Project**

The project aimed at improving the quality of higher level education on renewable energy sources. It included six universities from six Mediterranean countries. The project included many soft measures. It began with creation of a map of methods and scopes of education on renewable energy sources in countries covered by the project. This provided a basis for preparation of a joint educational, MA-level programme (according to Bologna standards these are second degree studies). The main activities directly involving students were interactive webinars (each involving 60 people), as well as 10-day summer school. Moreover the project allowed for developing cooperation between the universities participating in it and their employees, not only on educational activities, but also regarding R&D. Particularly positive and important aspect of the project was that it pertained, on the one hand, to an important and promising area of knowledge and skills, and, on the other hand, provided an opportunity for establishing cooperation, sharing experiences and good practices, as well as for meeting each other and better understanding of representatives of different nationalities.

**More details**

[www.bsun.org/argos](http://www.bsun.org/argos)

**Name of the Project**

Business to Nature – Interregional Approach to SMEs and Entrepreneurship in Natural Areas

**Programme**

Interregional Cooperation Programme INTERREG IV C

**Partners**

Polska Agencja Rozwoju Turystyki SA w Warszawie [Polish Tourism Promotion Agency SA in Warsaw]; Warmińsko-Mazurska Agencja Rozwoju Regionalnego [Warmia and Masuria Agency of Regional Development] (Poland); Institute for Economic Development of Ourense Province (Spain); Östergötland Region's Office (Sweden); Perugia Province (Italy); Regional Committee for Tourism Promotion in Auvergne (France); Powys County (Great Britain); Gran Paradis Foundation (Italy); Association for Alto Tamega Region's Development (Portugal); Veliko Tarnovo Municipality (Bulgaria); Pivka Centre for Local Development (Slovenia).

**Description of the Project**

The project aimed at identification and dissemination of good practices supporting development of entrepreneurship, taking into account high standards of environmental protection applying to areas of environmental value. It thus pertained to two important areas: environment protection and entrepreneurship promotion. Creation of good conditions for economic development is a particularly significant challenge in the case of areas subject to legal protection. Thus sharing international experiences becomes particularly important in such case. The project involved identification and description of 40 good practices. The project partners had the opportunity to share knowledge and experiences during project meetings, as well as to directly learn some good practices during study visits. An important element of the project was preparation of recommendations for measures undertaken in regions of the project's partner institutions.

**More details**

[www.business2nature.eu](http://www.business2nature.eu)

**Name of the Project**

Support to sustainable development of Sortavala town for the improvement of environmental situation

**Programme**

Cross-Border Cooperation Programme: Finland (Karelia) – Russia 2007-2013.

**Partners**

Autonomous non-profit organization “Energy Efficiency Centre”, Russia; Municipal Unitary Utility (MUU) District Heating, Russia; Municipal Unitary Utility (MUU) Water Services (Vodokanal), Russia; Municipal Unitary Utility (MUU) Clean City, Russia; Keypro Oy, Finland; Poyry Finland Oy, Finland; Ecofoster Group Oy, Finland.

**Description of the Project**

The project aimed at improvement of natural environment's quality in Russian town of Sortavala. The project involved a number of soft measures. Most importantly it began with assessment and identification of the most important problems and challenges. The project relied greatly on experiences of the Finnish partners, who had significant experience in addressing similar problems and challenges. Cooperation involved joint seminars, study visits, as well as constant participation of Finnish experts in the project. A tangible effect of the project was preparation of feasibility studies for infrastructure for water treatment, sewage treatment, waste management, and heating. Prepared was also a technical documentation package. Moreover, identified and described were examples of good practices of public-private partnership regarding environmental issues. The project had a significantly cross-border effect, consisting in transfer of knowledge and experiences between partners from different sides of the border.

**More details**

<http://www.kareliaenpi.eu/fi/teemat/cross-border-solutions/hankkeet/163-support-to-sustainable-development-of-sortavala-town-for-the-improvement-of-environmental-situation>

**5.2.12 Programme beneficiaries**

The pool of the beneficiaries of the new programme should not differ from the one under the present Programme, and should include all entities able to implement projects that comply with the objective, priorities and measures of the Programme. Due to the nature of the Programme, these will mainly be public institutions, administration and local governments, administration bodies and their dependent entities (schools, community centres, sports centres), higher education institutions, services (police, border guard, medical rescue services, fire services, etc.), non-governmental organisations (associations, foundations).

### 5.2.13 Project Evaluation and Selection criteria

One of the key factors influencing attainment of objectives of the Programme by the implemented projects is appropriate selection of assessment criteria as well as projects' selection. Appropriately selected criteria should allow for selecting the best projects that at the same time will have a good chance of attaining sustainable effects, and thus effectively implementing the Programme's objectives.

In designing of the system of criteria for assessment and selection of projects within the Programme we propose to use many years of experience in implementation of the European Territorial Cooperation, collected in publication prepared by INTERACT<sup>2</sup>. First of all, we propose to single out two types of criteria. Technical and implementation-related criteria, and subject-related criteria. The subject-related criteria include the following criteria:

- *adequacy to programme objectives;*
- *value added*, understood as emergence during the project's implementation of:
  - innovativeness,
  - cooperation between actors from different sides of the border (necessity to cooperate in order to complete the project; effects obtained through cooperation),
  - complementariness with previously implemented projects,
- *assumed effects of project implementation*, measured by indicators planned to be obtained (product, results, impact indicator);
- *horizontal issues* (e.g. equal opportunities, sustainable growth, etc.).

On the other hand, a group of technical and implementation-related criteria are:

- *quality of project's organization* (action plan, division into work packages, agenda);
- *partnership/management* (appropriate structure and appropriate management procedures; involvement of the partners);
- *budget* (realistic character of the budget, its cohesion, appropriate relation between costs and benefits, i.e. efficiency);
- *communication* (appropriate way of informing the target groups about the project).

It should be noted that subject-related criteria should be definitely more important in the final assessment than technical and implementation-related criteria. Interpretation of particular indices and method of assessment and selection of projects, including marks for particular criteria (the number of obtainable points, weights), should be adjusted to particular measures and published competitions.

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<sup>2</sup> INTERACT (2012) Project Application and Assessment in European Territorial Cooperation Programmes, Viborg: INTERACT.

#### **5.2.14 Measures aimed to foster the establishment of project partnerships**

The establishment of project partnerships can be supported by organising partners' meetings, information and promotion campaigns, running a website and involving local and regional governments.

Partners' forums should be organised by the Joint Technical Secretariat. Importantly, such forums should be held duly in advance before the calls for projects (should the need arise, also after call for projects) are announced, so that the potential partners have enough time to think the joint project through. Meetings should be organised, by rotation, in different regions of the eligible area. In justified cases, the forums can be thematically restricted to cover only selected Programme measures. As the Programme develops, it would be desirable to engage the beneficiaries implementing the most interesting projects into such meetings, so that they could share their experiences with potential new partners.

Another factor that can significantly influence the establishment of project partnerships is the accessibility and transparency of the programme information. The information and promotion campaign should outline the activities that are likely to be supported under the Programme, place emphasis on good cooperation prospects and benefits that can be derived from the implementation of initiatives undertaken under the Programme (by both the beneficiaries and the environment). Importantly, information about the planned calls for proposals should be published well in advance. When the call for proposals is announced, information should be published about available training programmes for potential beneficiaries. Such training should be organised in a way that facilitates the establishment of partnerships (thematic groups, workshops). The campaign should be targeted primarily at smaller entities, with little experience in cooperation. Therefore, emphasis should be placed on promoting and encouraging microprojects as they can be viewed as a 'gateway' for participation in the Programme.

Another initiative, complementing the campaign described above, is the launch of a comprehensive website for the Programme, which should rest on two main pillars: the first would be a unified database for collecting and making available information about the implemented and planned projects and calls for proposals, and presenting, in a clear way, interpretation of the regulations and legislative requirements. The second pillar would allow for matching of entities with similar profiles of operation. To this end, social networking tools should be used (e.g. Facebook, Twitter).

Last but not least, the local and regional governments could get engaged in the Programme in two basic dimensions. Firstly, such government units should be encouraged to create/make use of their institutional agreements to promote the Programme and provide support in the matching of potential partners. Secondly, local governments should strive to coordinate the existing formal cooperation networks (sectoral networks, NGO forums), so as to fully tap their potential for establishing contacts between potential partners. In this regard, strengthening the involvement of the Euroregions would be of particular importance as they represent stable and relatively well-established structures.

## 6 institutional and systemic solutions

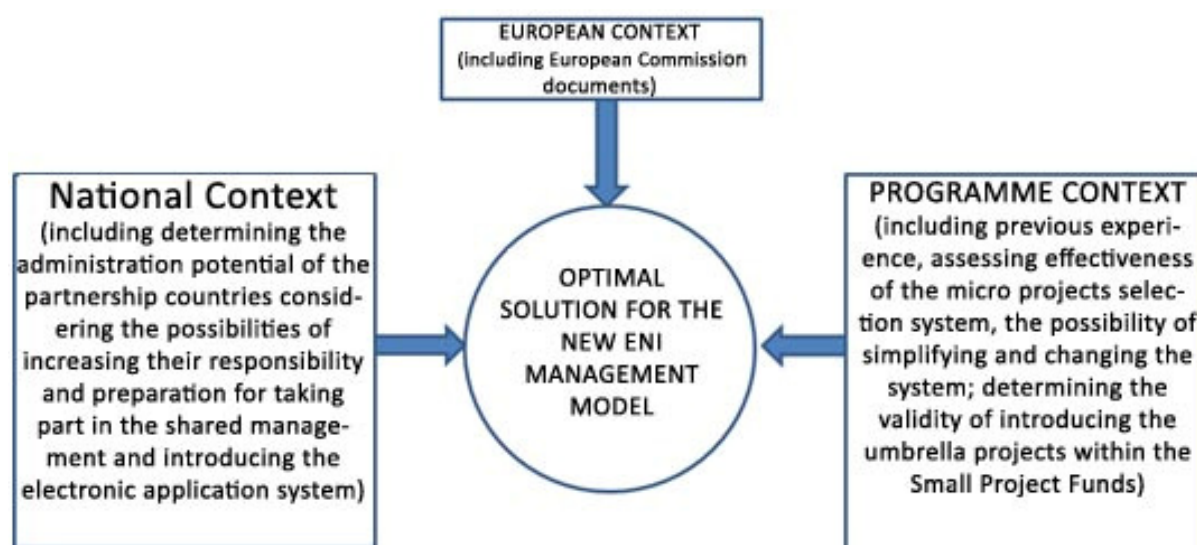
### 6.1 Introduction

As proposed in methodological report, designing the realisation system of the discussed programmes requires an overall approach which is composed of the following elements (Figure 6):

- The systems adequacy to the paradigm being the bases of the Europe 2020 Strategy, also, to the requirements of realising the objectives of the Neighbourhood Programme 2014-2020 (European context);
- Administration potential of the Partnership's countries from the point of view of the implementation needs of the European Neighbourhood Instrument Programme (national context);
- Current experience in realizing the Neighbourhood Programme and drawn from it conclusions, considering assessing the efficiency of current microproject selection system and the desired modification possibilities, as well as assessing the validity of implementing personal projects based on the currently used in the European Territorial Co-operation Programme, introducing the electronic application system and other improvements (Programme context);
- Considering the opinion of the European Commission on implementation system (handed to the ordered at the time of signing the contract).

The suggested programmes realisation system solutions are going to be created as a result of considering all of the mentioned elements and adequate to the objectives, method, and sources of obtained information. The suggested solutions are going to be adopted to the real technical, organisational, financial, and cultural abilities of the countries taking part in the programme.

**Figure 6.** Analytical scheme of the 2013-2020 implementation system



Source: own elaboration.

The analytical scheme presented above lists – for the purpose of clarity – two research questions (3c. and 3d.) as parts of a programme context, specific for given management and implementation solutions.

## **6.2 Optimal solutions within the new programme's implementation system**

An analysis of the experiences of the previous programme rounds suggests that the basic solutions are well-established and proven to be satisfactory in the given circumstances by most experts and majority of the respondents who answered the questionnaire (the numbers differ depending on the question, some were left unanswered). The proposed key solutions also remain in line with the main national and European documents, and as such should be implemented without any problems.<sup>3</sup> Among the respondents, 63.2% out of a total of 272 were of the opinion that the management system as known from practice well served to attain the objective of the Programme, 18.8 % were undecided, and 14.3 % expressed negative opinions. Experts were of the opinion that the system should not be changed for two reasons. First, it functions well and is accepted by all the stakeholders (with the exception of microprojects, discussed below). Second, any significant change would potentially lead to delays in programme commencement and implementation. Finally, it is clear that such an existing system is in line with the European Union regulations and strategies of the European Neighbourhood Programme. What is more, the regulations in place allow for a faster start of the programme than was the case in the past (due to the experiences gained). When discussing potential solutions, one should bear in mind the diagnosis presented for the Programme area. Despite numerous significant changes, certain asymmetry in development is still present (see UE 2008, Diagnosis). Recent analyses stress that there are still many opportunities left for adjustments of the overall implementation arrangements to the area-specific needs (McMaster et al. 2013). For data and analysis of the progress in the implementation of the objectives of the ENP in various partner countries, see: EC 2013a; EC 2012.

Therefore, it is justified to say that the main elements of the implementation system in institutional terms should be defined as follows:

- Joint Monitoring Committee (JMC)
- Joint Managing Authority (JMA) - the Ministry of Regional Development of the Republic of Poland

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<sup>3</sup>In case of the EU: UE 2011 (Proposal of the European Neighborhood Instrument); EU 2010 (Europe 2020 Strategy). In case of Belarus: with the National Strategy for the Sustainable Socio-economic Development of the Republic of Belarus Until 2020; In case of Ukraine: State Programme for the Socio-Economic Development of Ukraine for 2004-2015; Cross-border Cooperation Act. In case of Poland it is compliant with the main proposed strategies (National Regional Development Strategy 2010-2010; Long Term National Development Strategy (2013) and Medium Term National Development Strategy (2012), Long Term Spatial Development Concept 2030 (2011).



- Joint Technical Secretariat (JTS) - the joint operational body assisting the Joint Managing Authority and the Joint Monitoring Committee in carrying out their duties;
- And Audit Authority and/or Control Contact Points .

Additionally, in order to facilitate communication with beneficiaries, subsidiaries of the JTS (Information Points with certain delegated functions from the JTS) should be kept in the partner states (Brest in Belarus and Lviv in Ukraine).

The functions of all these institutions should be based on the continuation of the functions performed in 2007-2013. The main change (discussed below) proposed is the re-involvement of the Euroregions as institutions responsible for the implementation of microprojects. The question initially discussed was whether that role may be taken by selected local or regional governments – this option, however, is not convincing, mostly due to the fact that administrative workload and territorial responsibility would pose truly difficult problems, which are not likely to appear in the case of the Euroregions. It is possible, that the final decisions by the EU (or states PL, BY and UA on the management/implementation system shall exclude Euroregions as intermediary bodies. Up to now the project of ENI CBC rules (PROJECT made available by the MRD to Authors) nor known notions of the BY, UA and PL does not refer to this issue. However, if so, the managing authority should retake the managerial function or delegate it to other appropriate institution able to operate on both sides of the border.

The aforementioned elements of the management system should allow for a faster programme start and implementation. The interviewed experts were of the opinion that any significant change, introduction of elements unknown and untested in the past, may result in at least temporary implementation problems and delays. Taking into account that not only the experts' opinions, but also the findings in literature,<sup>4</sup> microprojects (mostly of the 'people to people' nature) play a very important role in building cross-border relations which, as the time passes, may lead to the common preparation and implementation of larger projects.<sup>5</sup>

The interviewed specialists in Eastern affairs are of the opinion that the management system is important, but its functioning to significantly depends on larger institutional and political issues: mutual trust and willingness to cooperate are preconditions for successful programme implementation. Also, from this point of view, mutual understanding reached in the period 2007-2013 can be easily affected by the introduction of any untested or doubtful solutions. Coming back to the role of the Euroregions and opportunities to utilise their wide local cross-border contacts and experience in the delivery of microprojects, also taking into account mixed experiences with the operationally complicated umbrella microproject

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<sup>4</sup>See: Gorzelak, Zawalińska 2013.

<sup>5</sup>For more info about the significance of 'people to people' types of projects see: EU 2011a. Even if it brings examples from ETC programmes, it is of a universal character and is meaningful also for ENP activities.

system established in other programmes, the involvement of Euroregions as operating agencies for microprojects may be strongly recommended.

To sum up: most probably the more tested, effective and efficient solutions employed, the more successful the programme implementation is going to be. There are some other external issues that may influence the progress in the (fast) launch and implementation of the programme, but a tested system would clearly contribute to a more positive approach on the part of the stakeholders. There is no need to explain in details the system that has operated in 2007-2013 period (with some doubts about the idea of introducing Umbrella projects), as it is easily available from the MRD and JST. Should the ENI CBC Rules introduce finally any changes, they should obviously be taken into account.

### **6.2.1 Administration potential of the partnership countries in relation to the ENI implementation**

Needless to say, the institutional systems in countries involved differ from one another. The administrative system is most decentralised in Poland, while in Belarus and Ukraine the administrative decision-making system is by far more centralised. This difference has to be taken into account when talking about the administrative potential. Generally, the easiest situation is in Poland. Probably the best way to present the problem would be to use the questionnaire research data. Among 260 respondents representing all the three countries who answered the question about Poland's administrative potential, 56.5% assessed it as high, 14.2% – as very high, 18.5% – as average, while only 5.8% as low or very low (with 10.8% who gave 'do not know' answers). In the case of Ukraine, the respective data were as follows: 13.8%-very high, 2.7% - average; 37.3% -low, 20.4% -very low, 8.1%, and 17.7% - 'do not know'. In the case of Belarus, there was a relatively high number of respondents who could not say (38.8%) whether the administrative potential of Belarus is sufficient to implement the Programme. There were 11.2 % answers evaluating it as 'high', 0.3% – as very high, 17.7% - as average, 18.8% – as low, and 8.1% - as very low. Altogether, 70.7% respondents assessed the administrative potential in Poland as high or very high, while in the case of Ukraine and Belarus the respective values were 16.5% and 11.5%. If we add the answers 'average', the difference is visible, but not that critical. Nevertheless, there are still important differences with respect to the administrative potential, as to what should be taken into account when discussing more detailed management solutions.

The final decision should be based on practical tests in individual countries. The problem may lie not in ICTs but in the allocation of the decision-making powers, which would significantly impact the opportunities for electronic application submission and selection in certain countries (BY possibly). In other words, though in general this is not expected, it may turn out that the system has weak elements. Possibly, decisions should be taken on a case by case basis (in terms of a given border and type of projects). Anyway, everything possible should be made to facilitate a wider usage of ICTs in the system.

Relatively critical (on the general, and not implementation level) were the publications in the partner states, although they outlined the directions of necessary improvements (Gawrich 2010). It is worth remembering that not all the expectations of the Eastern partner societies have as yet been met by the ENP, as it may be equally (or more) important for the future of the ENP than the quality of administration or the ENPI management system. Or, as peripherality of border areas, which turns out to be one of the most complex development problems (see Miszczuk 2013). However, the data presented by the MRD in 2012 (MRD 2012) concerning the progress of the ENP PL-BY-UA programme leaves no doubt that the interest shown by potential beneficiaries is much higher than the financial resources available. A report on CBC cooperation post 2013 developed by EGO formulates a number of challenges relating to the ETC programme, none of which are of a critical character (GEO 2012), but may serve as an additional source of information.

Taking into account all the available data concerning the national differences between the institutional systems and administrative potentials of all the countries involved, the possibility of increasing the scope of responsibilities of those countries in the 2013-2020 programme round cannot be assessed as high, since it largely depends on the national institutional systems and organisational (administrative) cultures, whilst the differences between the three countries call for prudent decisions in order to avoid possible difficulties in the programme implementation.

This is one of the most disputed issues among experts. Up till now, the countries and institutions involved have reached a level of a relatively effective cooperation. Therefore, every attempt should be made in the future to introduce and deepen the shared management concept, providing it will not affect negatively the system now in place. One way or another, shared management may allow for a better adjustment of the instruments to the needs of a given area.

### **6.2.2 Assessment of the efficiency of the microproject selection system in the period of 2007-2013**

The evaluation of the microproject system made by Centrum Rozwoju Społeczno-Gospodarczego [Centre for Socio-Economic Development] (2010) suggested that it is not satisfactory and has numerous weaknesses.

Contemporarily, the prevalent opinions on the solution adopted for the period 2007-2013 for microproject selection are similarly critical: it was less efficient and effective than in the previous period (pre-2007). It was difficult and not flexible enough. The main reason for this was that the 'umbrella projects' solution applied to Measure 3.2 (Initiatives of the Local Communities) required that one main partner would be responsible for the management of a set of other, mostly integrated, microprojects prepared and implemented by other entities which, in case of failure of any individual microproject (resignation, implementation problem, irregularities, etc.), required lengthy and difficult changes in the documentation. Additionally, it meant an additional administrative burden for the Joint Technical Secretariat.

It comes as no surprise therefore that the general opinion is that the previous system (based on the implementation of microprojects by the Bug, Carpathian, Neman and Białowieża Forest Euroregions) was recommended by almost all the interviewed experts.

In general, probably the system of selection and assessment of the projects can be based on the screened and adjusted **selection criteria** for the 2004-2006 period, as proven, working and well known to beneficiaries and implementing institutions.

As explained earlier in this section, in case of the Microprojects Funds, the introduction of a new Umbrella Programme form (as used in the ETC programmes) did not bring any improvement in 2007-2013. Without repeating the arguments, it should be recommended that the old system of microproject funds implemented by the Euroregions is re-introduced as more efficient, effective and less troublesome for all the stakeholders. According to all the interviewed experts, the Umbrella Programme selection system for 2007-2013 resulted in many problems for both the implementing entities and the beneficiaries. Similarly, it did not draw on the available experience and well-known potential of the Euroregions. In case of the ENP programmes, with all their specificity, the umbrella projects concept may result in slowing down their implementation.

Of course, providing that EU regulations (final, not projects) will not exclude institutions like Euroregions from programme implementation. Up until now it cannot be taken as granted.

### **6.2.3 Analysis of the possibility of an electronic submission of applications**

An electronic application system would make the process of applying for the Programme grants much easier, faster and less costly. However, before introducing the system the opinions of the stakeholders should be taken into account. As we remember, not in every partner state the administrative potential was assessed as similarly high.<sup>6</sup> Also answers to the specific question whether in individual countries it would be possible to introduce an electronic application system post 2013, are not univocal. Among 153 respondents assessing the possibilities of Poland, 73.2% answered 'yes', 5.2% – 'no', and 21.6% – 'do not know'. Almost similarly positive were the opinions about Ukraine: among 103 respondents, 59.2% answered 'yes', 1.9% – 'no', 38.8% – 'do not know'. The case of Belarus is more difficult to assess and compare with others as the number of respondents (only 20) was significantly lower than in Poland and Ukraine. Among them, a vast majority (13) answered 'do not know', 6 – 'yes', and 1 – 'no'.

These data suggest that making final decisions about introducing an electronic application system now may be premature, since not all of them are viewed as ready. Introducing such a system in some countries could potentially cause chaos in the overall system. Anyway, the

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<sup>6</sup> The diagnosis presented in the UE 2008 Programme PL-BY-UA suggested wide differences in terms of various forms of infrastructure (including ICT) between the countries in question. This specific issue of the ENP was not discussed directly.

emphasis during the 2004-2020 period should be put on the preparation of all the countries involved for a wider use of electronic systems in programme implementation.

As mentioned above, introducing electronic circulation of documents (specifically the application system, as it is probably of key importance for efficient implementation) would improve the programme management, **providing** all the partner countries are not only technically prepared to take part in such a system. At the moment, there is no clear and decisive evidence that this condition is fulfilled in the countries involved. Therefore, it would be rather recommended to pay more attention to preparing all the parties and stakeholders involved to it, as one of the additional tasks of the 2014-2020 programme. It has to be remembered, however, that this issue may be influenced, to a degree that cannot as yet be assessed, by differences in the administrative (institutional) systems unique for each of those countries. If so, any changes in the management system may be inefficient.

Among the main difficulties regarding management may be the slowdown in the influx of applications from certain countries and areas, as the systems there may not be fully operational, in particular at the beginning of the programme implementation. It is not clear whether the hardware and connections (broadband) will everywhere be able to cope with an increased data transfer. Lack of experience in using new solutions (technology) may also result in an increased number of mistakes made in the documents and multiplication of faulty documents (versions) available on the Internet, thus adding new elements of chaos in the system.

On the enhancements' side, speeding up the application processes and a wider use of software to cope with the documents in the system would be an advantage. Despite all the problems that may be encountered, the electronic application system should be introduced from the very beginning of the 2014-2020 programme. Certainly, it should be accompanied by the necessary and well prepared training schemes for all the stakeholders, in order to ensure effective and efficient operation.

#### **6.2.4 Conclusions**

To sum up, we have assumed that the implementation system is affected by three different groups of factors typical of the European, national and programme contexts. It seems justified to say that, in this particular aspect of programme implementation, the national factors that to a large extent are external and independent from the managing institutions and the EU regulations are relatively the most important (the administrative potential, but also the development level). The programme context could prove important, in particular in the relation to making choices between various implementation solutions and arrangements (like the Umbrella programme to handle local community initiatives, microprojects). Both the scientific analysis (McMaster et al. 2013) and the EU regulation proposals for the new period seem to leave enough room for manoeuvre for all the countries involved to adjust (within the national limits) to the common implementation/management system. It also leads to the

conclusion that the implementation system for the consecutive period should be based on the best experiences gained until now.

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## 8 Appendices

### Appendix 1. Analysis of foreign trade

#### Aim:

The purpose of the analysis was to investigate the spatial range of economic cross-border interactions taking place between Poland, Belarus, and Ukraine, on the basis of available statistical data.

#### Indicators:

Foreign trade was selected as the indicator to reflect economic interactions, a choice primarily due to the availability of statistical data. Two basic indicators were selected for the analysis:

- Volume of foreign trade with Belarus/Ukraine per capita, in EUR
- Share of Belarus/Ukraine in overall foreign trade.

The former indicator shows the significance of a given phenomenon for a given local system, and the latter illustrates the relative significance of the interactions with a given country in the context of such overall interactions in a given local system.

#### Data sources:

For Poland, the analysis was conducted at the district level, using the data received from the Ministry of Finance.

In case of Belarus, the analysis was based on the publication *Foreign Trade of Belarus Republic 2012*.

In case of Ukraine, the data of the State Statistics Service of Ukraine, as published in *Regions of Ukraine* (2011), were used.

#### Methodology:

First, **thematic maps** were prepared for the selected indicators. The 'natural break' method was chosen for classification purposes, using an arbitrary division into five class intervals. In addition, synthetic maps of trade interactions were prepared, by adding the standardised values of both variables and dividing a given phenomenon into four classes, viz.: lower than 0 – very weakly noticeable phenomenon; 1 noticeable phenomenon; 2 strongly noticeable phenomenon, and 3 very strongly noticeable phenomenon.

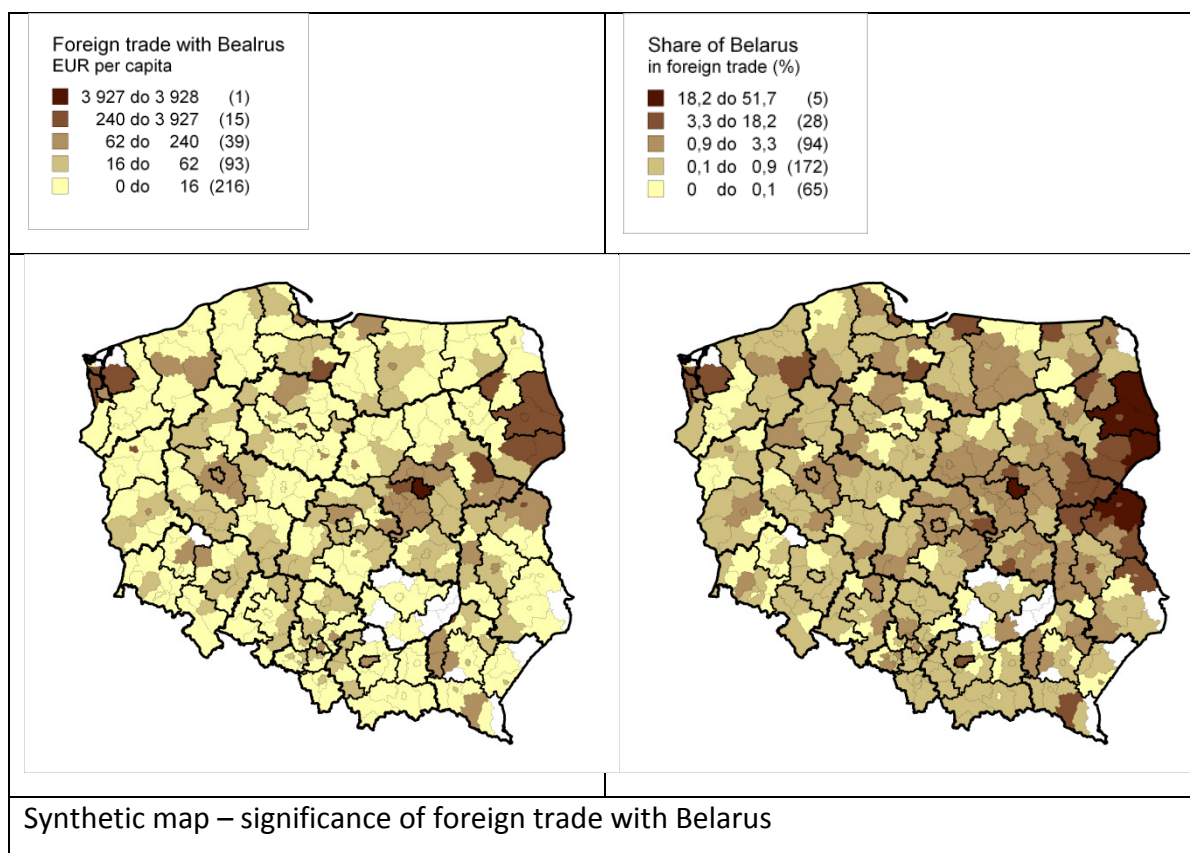
Second, **tabular presentations** were prepared, based on the values selected for the indicator analysis in (a) the eligible area (b) the adjacent areas (c) large cities (for Poland, regional capitals) (d) the remaining regions of a given country.

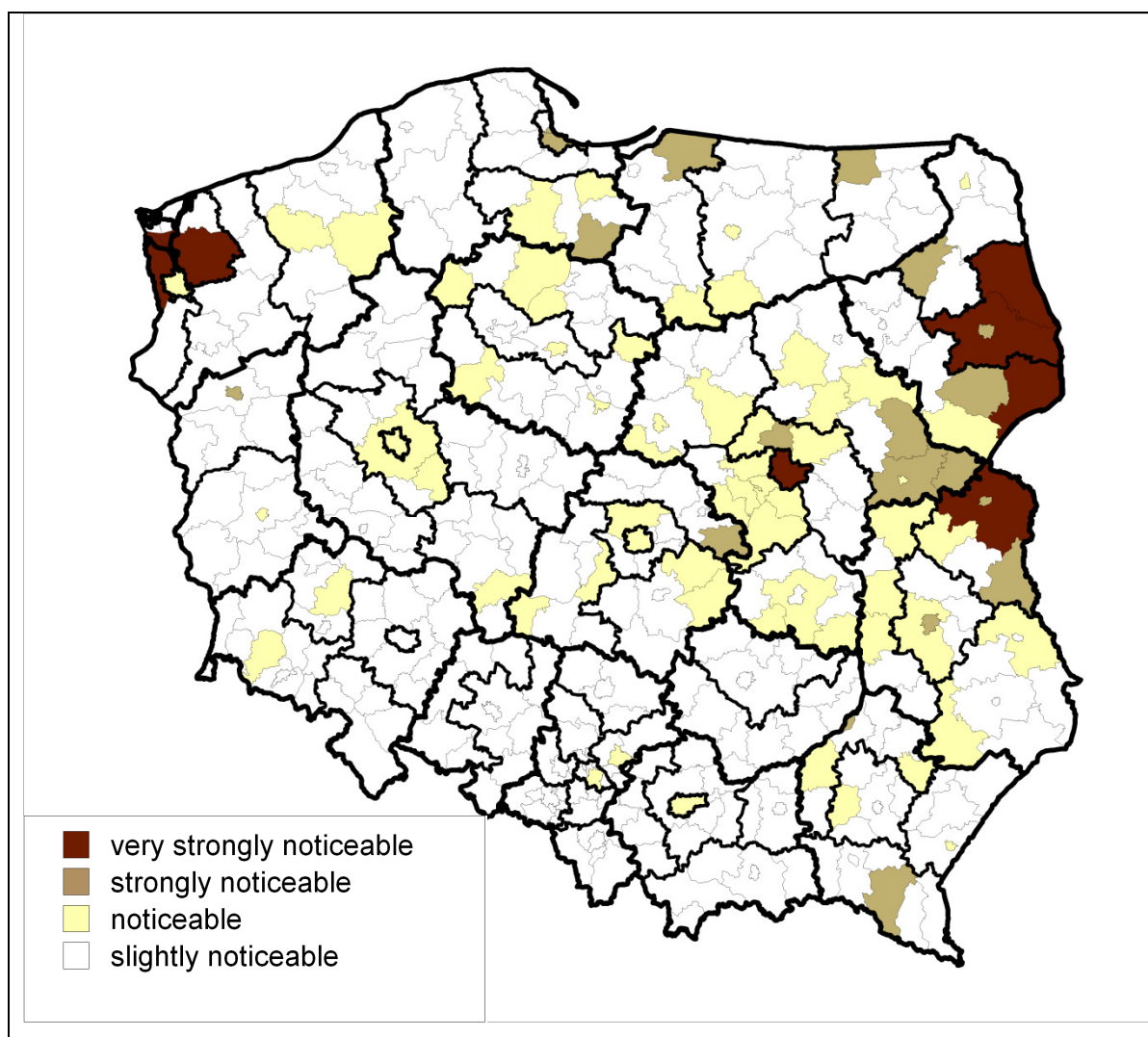
Third, **spatial analyses** were made to identify the correlations between the values of the indicators concerned and the distance from the state border.

## Products:

### a) Thematic maps

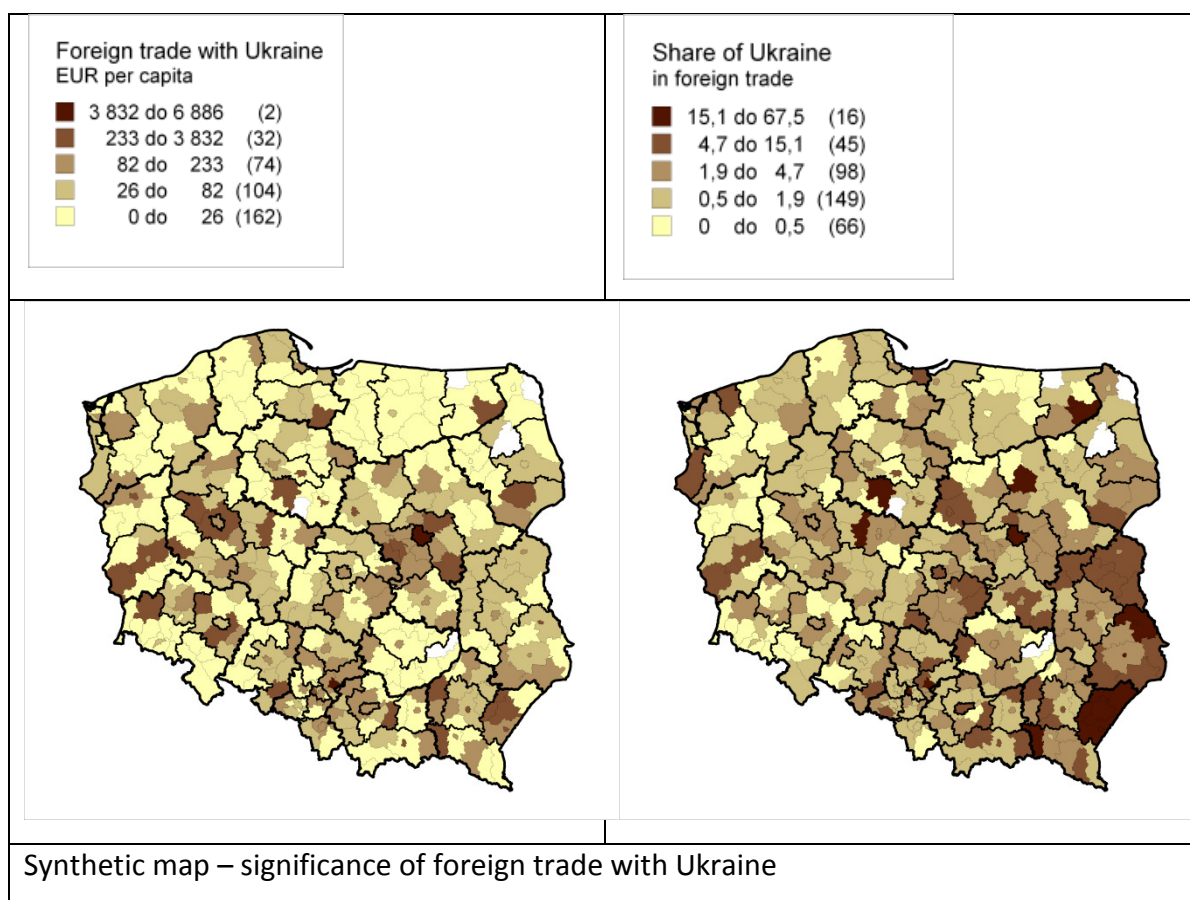
Fig. 1. Foreign trade with Belarus in 2011

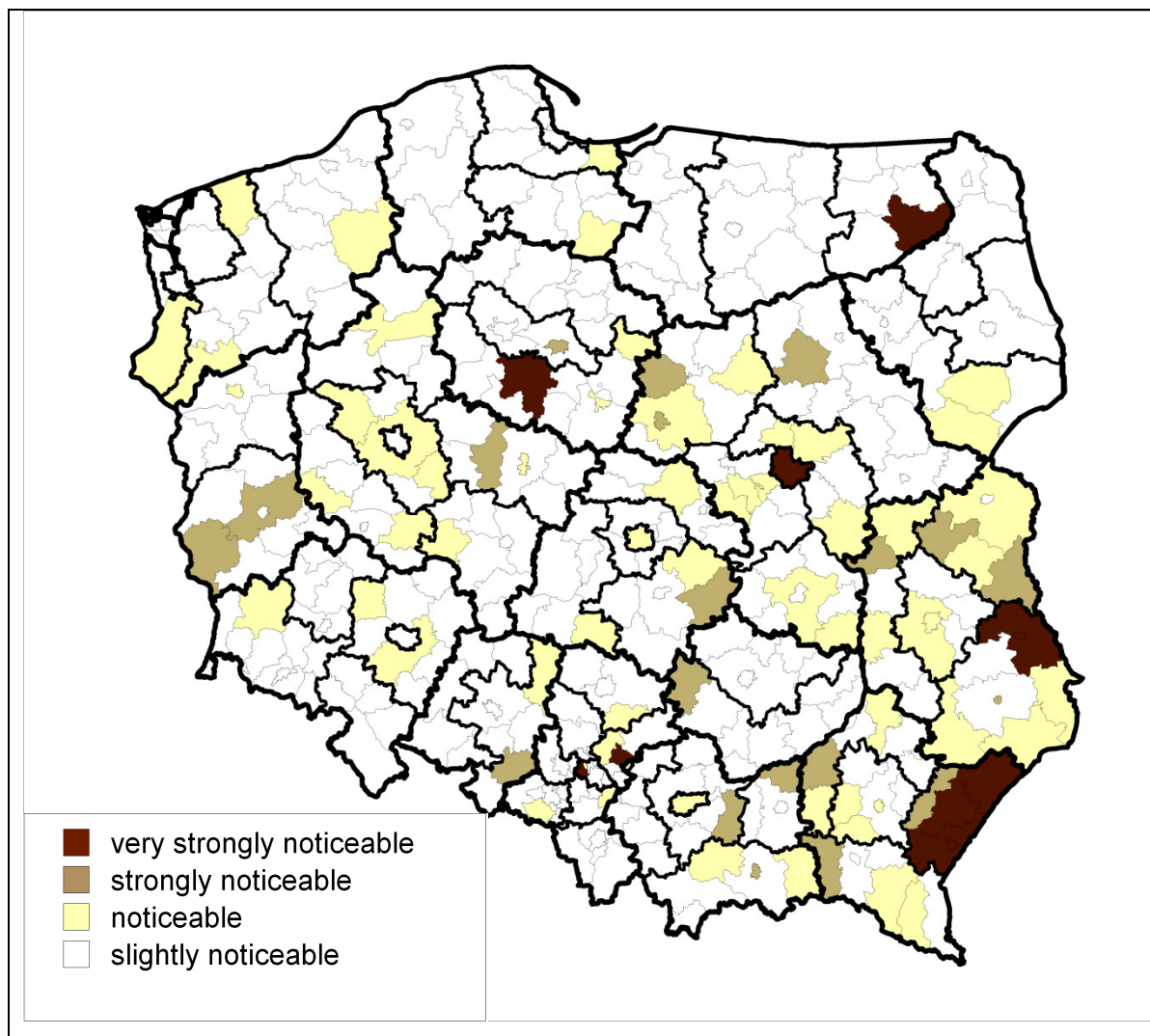




Note: The significance of foreign trade with Belarus is noticeable primarily in the Podlaskie voivodship, notably in its three border districts, plus Białystok, and in some districts of the Lubelskie voivodship, in particular Biała Podlaska and the surrounding land district, plus Lublin. The considerable significance of trade exchange with Belarus is also clearly visible in most of the Mazowieckie voivodship (especially in the districts surrounding Siedlce) and Warsaw, and also in the Łódzkie voivodship, though to a lesser extent. Other than those, solid trade linkages with Belarus were found in the districts surrounding Szczecin, which was probably due to using the port complex of Szczecin-Świnoujście.

Fig. 2. Foreign trade with Ukraine in 2011





Note: The significance of foreign trade with Ukraine is best visible in the Przemyśl subregion, which considerably surpasses other regions in that regard. In addition to that, the role of trade Ukraine is particularly well visible in the town of Chełm and its land district, the majority of district of the Lubelskie and Podkarpackie voivodships, including their regional capitals, Lublin and Rzeszów. As the distance from the border increases, the system of spatial interactions becomes more dispersed, but with clearly visible 'enclaves' such as Warsaw, some districts in Silesia, as well as the districts of Ełk and Inowrocław.

## b) Tables

Tab. 1. Foreign trade with Belarus and Ukraine in 2011

|  | Foreign trade with Belarus [MEUR] | Foreign trade with Belarus per capita | Share of Belarus in foreign trade | Foreign trade with Ukraine | Foreign trade with Ukraine per capita | Share of Ukraine in foreign trade |
|--|-----------------------------------|---------------------------------------|-----------------------------------|----------------------------|---------------------------------------|-----------------------------------|
| Total  | 2 043                             | 53                                    | 1.4                               | 4 670                      | 121                                   | 3.2                               |
| Eligible area PL                                   | 388                               | 100                                   | 4.1                               | 351                        | 92                                    | 3.8                               |
| Adjacent areas PL                                  | 122                               | 50                                    | 1.5                               | 309                        | 126                                   | 3.7                               |
| Large cities (outside eligible and adjacent areas) | 414                               | 58                                    | 1.6                               | 735                        | 103                                   | 2.8                               |
| Remaining regions                                  | 1 119                             | 45                                    | 1.1                               | 3 276                      | 130                                   | 3.1                               |

Note: There is a visible concentration of foreign trade with Belarus in the eligible area (20%), its significance being over two times higher per capita than in the remaining regions of the country, and nearly three times higher in terms of the share of foreign trade in total turnover. The significance of the adjacent areas was also considerable (6%), as opposed to the minor significance of large cities in relation to their potential (20%) and the crucial role of the remaining districts (55%). All these categories, however, were similar in value in terms of trade per capita and share in the overall trade exchange.

The concentration of foreign trade with Ukraine in the eligible area was rather weak (7.5%), and only slightly higher than that in the adjacent areas (6.5%). At the same time, the volume of trade per capita was higher in the adjacent areas, with a similar share in overall trade exchange. It should also be noted, however, that these values were only slightly higher than the national average. The significance of large cities in relation to their potential was rather low, which in effect produced lower-than-average values per capita and share in the overall trade exchange. The role of the remaining districts was absolutely pivotal as they accounted for 70% of trade exchange with Ukraine, which considerably affected the observable national averages.



Tab. 2. Foreign trade of Belarus with Poland in 2011

|                   | Foreign trade with Poland [USD m] (estimated) | Foreign trade per capita in USD (estimated) | Share of Poland in foreign trade (%) (estimated) |
|-------------------|---|---|--|
| Total             | 2 414   | 248   | 2.8  |
| Eligible area BY  | 213   | 83  | 2.8  |
| Adjacent areas BY | 576   | 195   | 2.8  |
| Minsk             | 984   | 642   | 2.8  |

Note: The data on the value of foreign trade in the respective spatial categories are estimates (assuming a constant share of Poland in foreign trade nationally). On this basis, it can be concluded that the significance of foreign trade with Poland is potentially the greatest for Minsk, much lower in the adjacent areas, and the lowest in the eligible area. However, it can be assumed that the real significance of foreign trade with Poland for the eligible area is considerably higher, especially with regard to its share in overall trade exchange. This is due to the correlation, demonstrated below, between a distinct decrease of the percentage of trade with the given country and the increase in the distance from the border, and the value of purchases made by individual tourists, which were left out of these statistics. The value of shopping done by foreigners (mostly Belarusians) who crossed the border with Poland totalled PLN 1 949 000 000, and the value of purchases by Poles in Belarus was PLN 64 000 000.

Tab. 3. Foreign trade of Ukraine with Poland in 2011

|                | Foreign trade with Poland [USD mln] | Foreign trade per capita [USD] | Share of Poland in foreign trade (%) |
|----------------|-------------------------------------|--------------------------------|--------------------------------------|
| Total          | 5 777                               | 126                            | 3.8                                  |
| Eligible area  | 1 136                               | 235                            | 12.0                                 |
| Adjacent areas | 523                                 | 144                            | 14.7                                 |
| Kiev           | 1 194                               | 428                            | 3.8                                  |

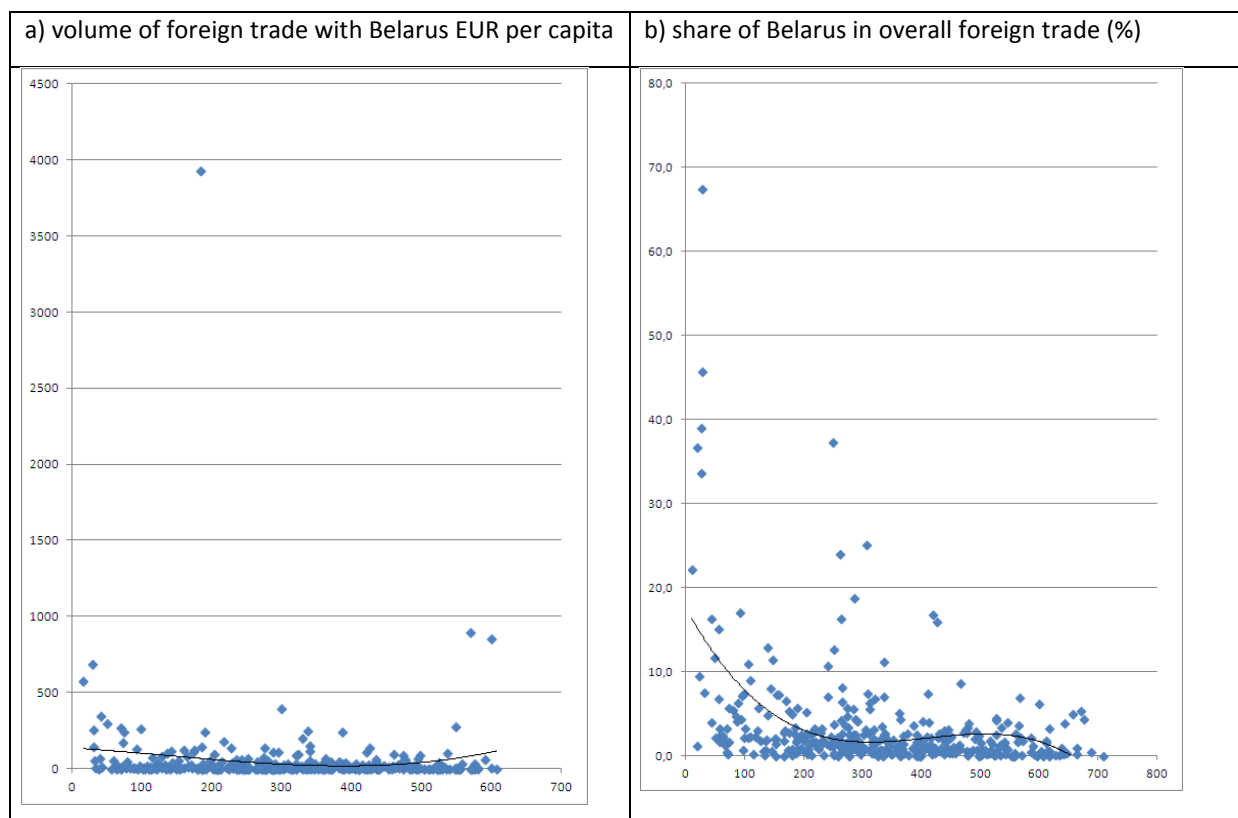
Note: The Ukrainian regions making up the eligible area on the Ukrainian side of the border have a 20% share in foreign trade exchange with Poland, which approximately corresponds to the trade exchange of the state capital. In their case, the share of foreign trade with Poland is 12%, as compared to a mere 3.8% in Kiev. On the other hand, in Kiev the significance of the trade with Poland in per capita terms is much higher. The adjacent areas are not as significant as they represent less than 10% of overall trade exchange, with its per capita values only a little higher than the national average. In their case, however, the significance of foreign trade with Poland is even greater, at a level of ca. 15%. The value of



purchases made by foreigners (mostly Belarusians) who crossed the border with Poland in 2011 totalled PLN 3 114 000 000, and the value of shopping done Poles who travelled to Belarus was PLN 331 000 000.

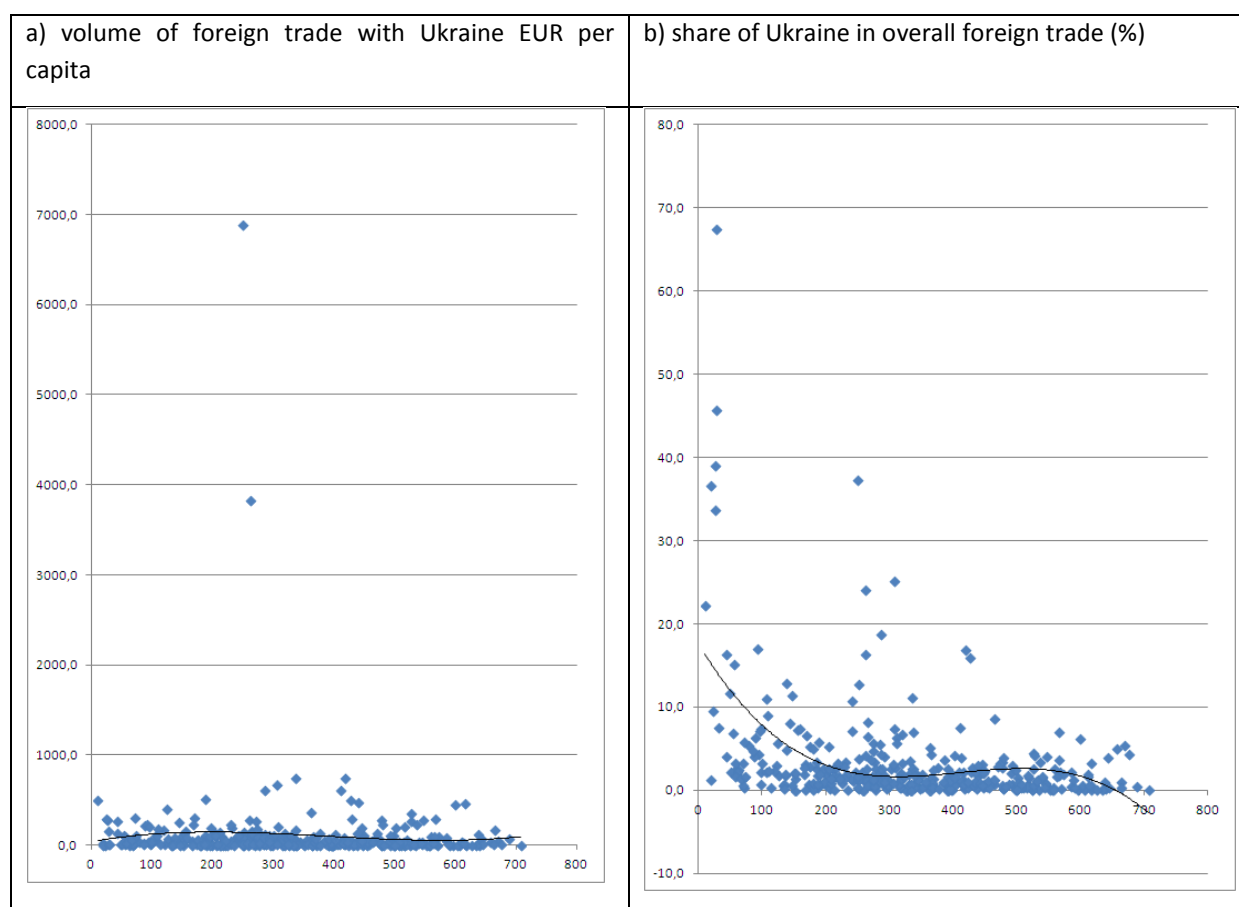
### c) Spatial analysis

Fig. 3. Foreign trade with Belarus in powiats and distance from the border (horizontal axis in kilometres)



**Note:** With the exception of several districts situated directly on the border, no significant differences can be seen in the per capita values of foreign trade with Belarus as the distance from the border crossings increases. However, it is clearly observable that the significance of Belarus as a trade partner rapidly decreases as the distance from the border increases, with a fast pace of such decrease observable up to 100 km and a slower one, up to a threshold of 200 km from the border.

Fig. 4. Foreign trade with Ukraine in powiats and distance from the border (horizontal axis in kilometres)



**Note:** In terms of the per capita values of foreign trade with Ukraine, the impact of the distance factor is not observable; moreover, if the border districts are excluded, the scale of this phenomenon increases up to the distance of 100 km from the border. However, in terms of the share of Ukraine in foreign trade exchange, it distinctly falls as the distance from the border increases, very quickly up to 120 km, and less quickly up to 300 km.

## CONCLUSIONS

The following major conclusions may be drawn on the basis of the analyses made so far:

- In case of foreign trade with Belarus, some concentration of trade turnover can be observed in the eligible area, within 100 km from the border (particularly in some of the border districts); the role of trade interactions with Belarus in the adjacent areas does not considerably diverge from the remaining regions of the country; similarly, large cities are no different in this respect.
- In case of trade turnover with Ukraine, considerable dispersion of linkages can be observed across Poland, although with a slight prevalence of both the eligible (mainly due to the Przemyśl subregion), and the adjacent areas. However, spatial analysis did not demonstrate any major significance of the distance from the border for Polish-Ukrainian trade relations.
- Based on estimates, the eligible area in Belarus does not differ in any important way in terms of foreign trade with Poland, save for purchases made by individual tourists. On the other hand, the adjacent areas, and Minsk in particular, can become significant centres of trade exchange with Poland.
- In Ukraine, notable centres of trade exchange with Poland are found both within the eligible area and in the adjacent areas, with a major role played by shopping tourism in the eligible area. Kiev plays a substantial role in the trade exchange, even when the number of the population is taken into account.

## Appendix 2. Analysis of tourist traffic

### Aim:

The aim of analysis was to show the spatial range of cross-border social and cultural interactions taking place between Poland, Belarus, and Ukraine, based on available statistical data.

### Indicators:

Tourism was selected as the area reflecting social and cultural interactions, mainly due to the availability of statistical data. The following two indicators were chosen for analysis:

- Number of accommodated tourists from Belarus/Ukraine per 1000 population,
- Number of Belarusians/Ukrainians as a percentage of foreign tourists.

The former illustrates the significance of the factor for a given local system, and the latter – the relative significance of the relations with a given country in the context of its overall foreign tourism interactions.

### Data sources:

In the case of Poland, the analysis was made at the district level, on the basis of Central Statistical Office (GUS) data.

In the case of Belarus, the data on organised tourists at the oblast level were used, based on the publication *Tourism and Tourist Resources in The Republic of Belarus* published by the National Statistical Committee of the Republic of Belarus, although some estimates had also to be made.

In the case of Ukraine, the estimated data were used, based on the publications Pogrnicze Polsko-Słowacko-Ukraińskie, Stasisitcal Office Rzeszów, 2009 and R. Rettinger “Stan i perspektywy rozwoju bazy noclegowej w obwodzie lwowskim”, Prace Komisji Geografii Przemysłu, 2010.

### Methodology:

First, **thematic maps** were prepared for the selected indicators. The ‘natural break’ method was chosen for classification purposes, using an arbitrary division into five class intervals. In addition, synthetic maps of trade interactions were prepared, by adding the standardised values of both variables and dividing a given phenomenon into four classes, viz.: lower than 0 – very weakly noticeable phenomenon; 1 noticeable phenomenon; 2 strongly noticeable phenomenon, and 3 very strongly noticeable phenomenon.

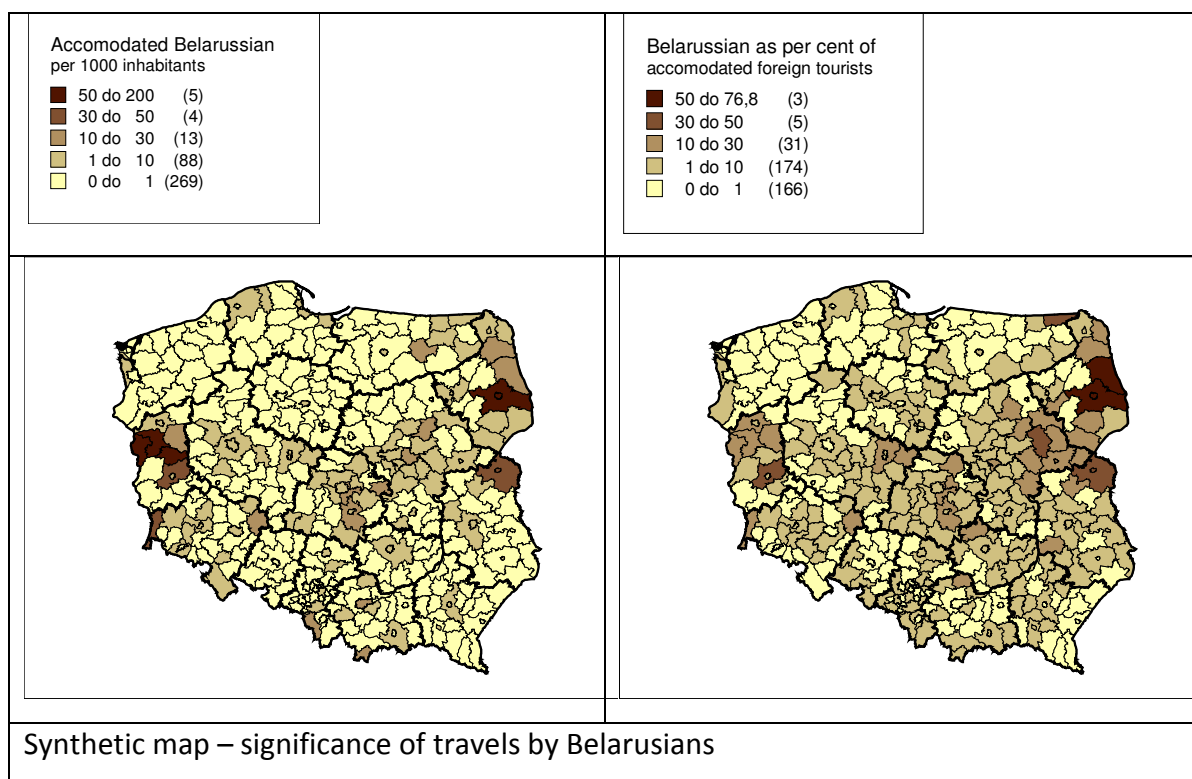
Second, **tabular presentations** were prepared, based on the values selected for the indicator analysis in (a) the eligible area (b) the adjacent areas (c) large cities (for Poland, regional capitals) (d) the remaining regions of a given country

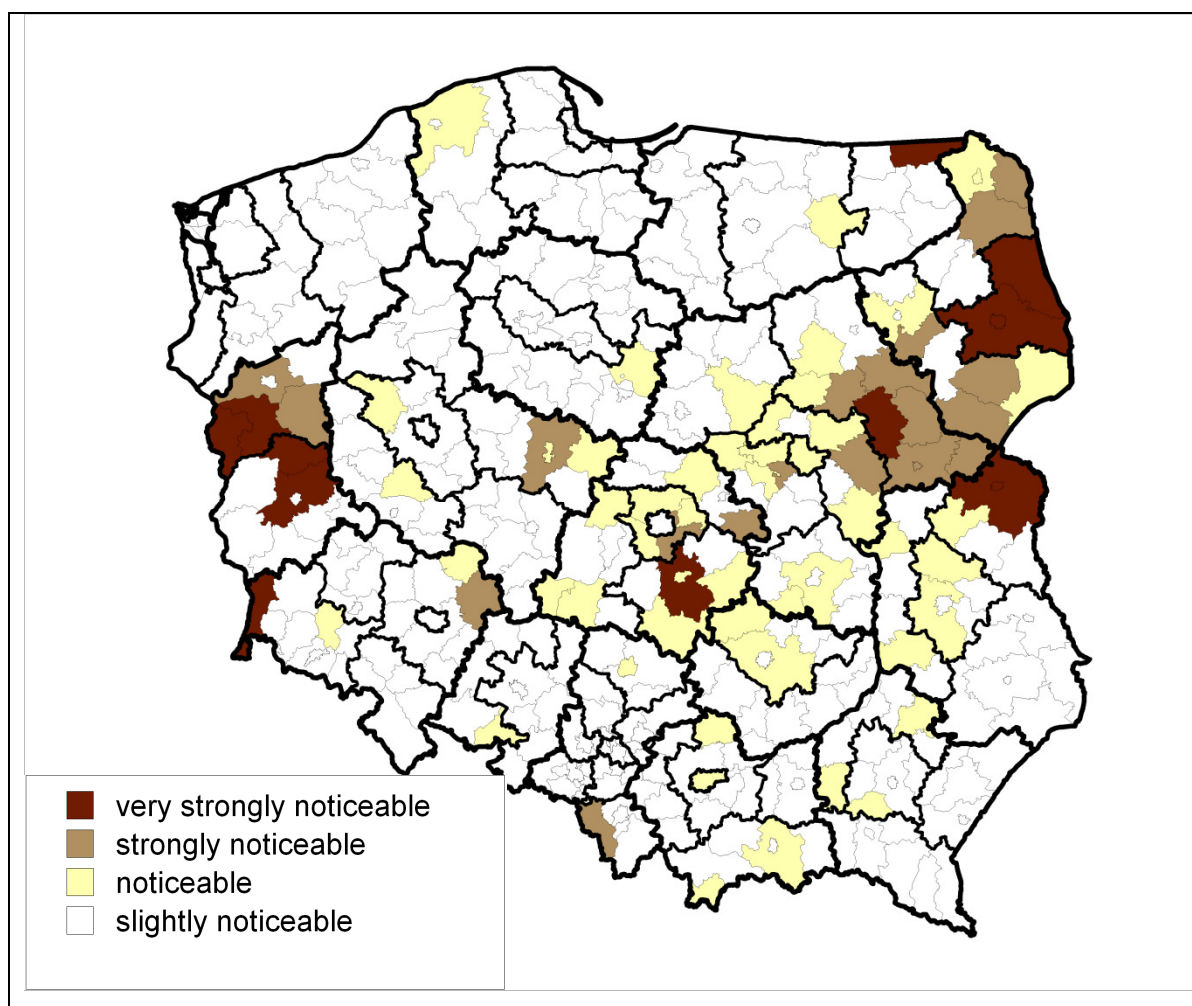
Third, **spatial analyses** were made to identify the correlations between the values of the indicators concerned and the distance from the state border.

## Products:

### a) Thematic maps

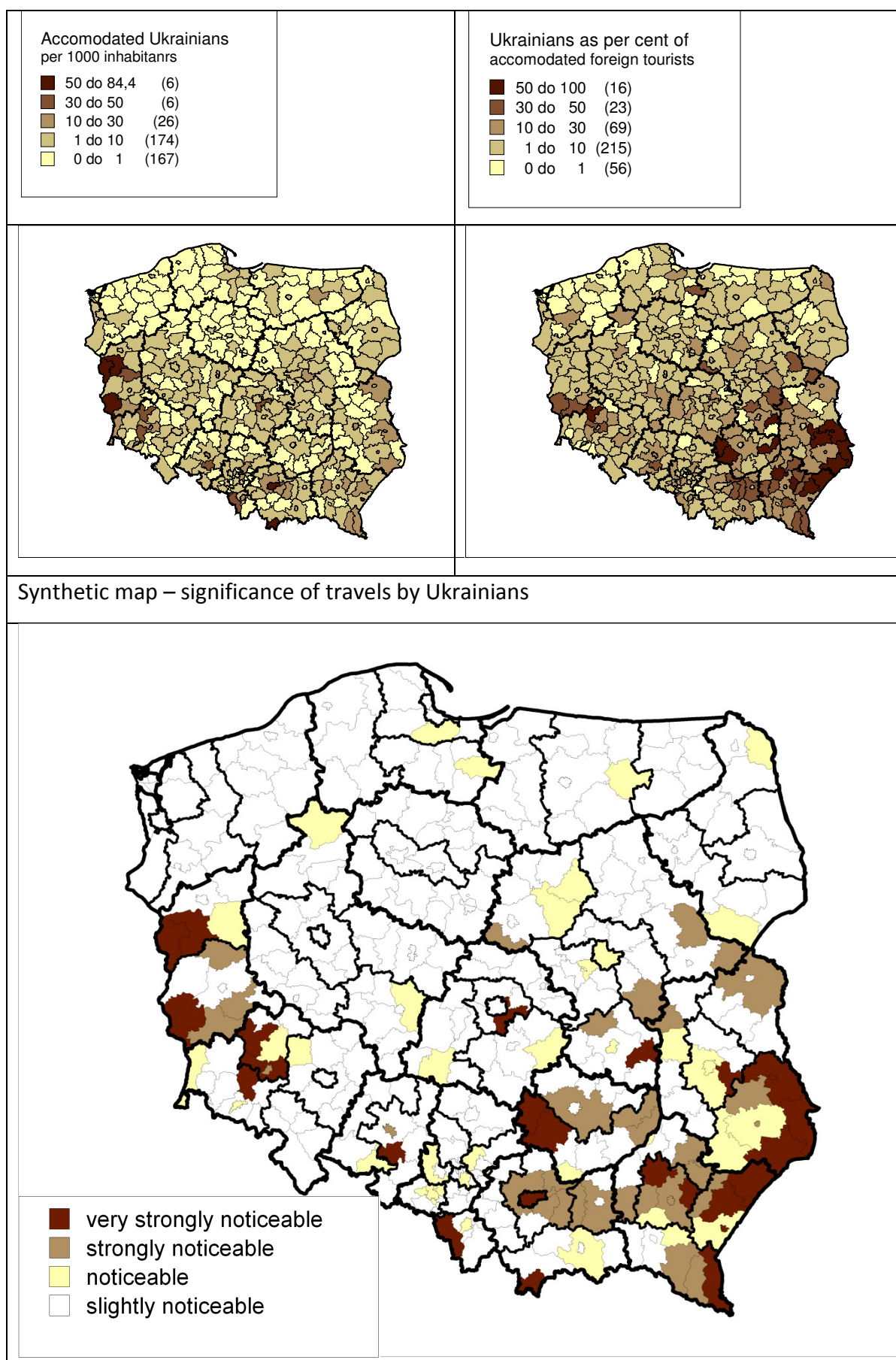
Fig. 1. Belarusians accommodated in Poland in 2012





Note: The Podlaskie voivodship is the main destination for tourists from Belarus coming to Poland, in particular the districts where border crossings are located, plus Białystok. This is also true for Biała Podlaska and its land district situated in the Lubelskie voivodship. There is also a visible concentration of the stays of Belarusian citizens in the eastern part of the Mazowieckie voivodship, along the access roads to Warsaw. Other than that, considerable significance of the incoming tourism from Belarus can be observed in the remaining parts of the Mazowieckie and Lubelskie voivodships and in the Łódzkie voivodship. The sizeable concentration in some of the districts situated at Poland's western border can be considered as proof of transit accommodation.

Fig. 2. Ukrainians accommodated in Poland in 2012



Note: The main destinations for Ukrainian tourists coming to Poland include the Podkarpackie and Lubelskie voivodships, particularly the border districts stretching from the Chełm to the Bieszczady district. The districts situated along the transport routes to Kraków and, to a lesser extent, Warsaw, also play a considerable role. The incoming traffic of Ukrainian citizens to some districts of the Świętokrzyskie voivodship is similarly of some significance. In contrast, considerable concentration of such tourists in some of the districts situated along Poland's western border can be associated with accommodation as part of transit traffic.

b) Tabular presentations

Tab. 1. Belarusians and Ukrainians accommodated in Poland in 2012

|   | Accommodated<br>Belarusians | Accommodated<br>Belarusians<br>per 1000<br>population | Belarusians<br>as<br>percentage<br>of foreign<br>tourists | Accommodated<br>Ukrainians | Accommodated<br>Ukrainians<br>per 1000<br>population | Ukrainians<br>as<br>percentage<br>of foreign<br>tourists |
|---|-----------------------------|---|---|----------------------------|--|--|
| Total   | 164 630                     | 4.3   | 3.3   | 223 471                    | 5.8  | 4.5  |
| Eligible area PL  | 75 358                      | 19.9  | 34.5  | 23 402                     | 6.2  | 10.7   |
| Adjacent areas PL   | 2 582                       | 1.1   | 2.3   | 18 278                     | 7.4  | 16.0   |
| Large cities<br>(outside eligible<br>and adjacent<br>areas) | 34 696                      | 4.9   | 1.1   | 87 730                     | 12.3   | 2.9  |
| Remaining regions   | 51 994                      | 2.1   | 3.3   | 94 061                     | 3.7  | 5.9  |

Note: There is a visible, very strong concentration of incoming travels by Belarusian citizens to the Programme eligible area (46%), with per capita significance being over five times higher as compared to the remaining regions of the country, and over ten times higher as a percentage of foreign tourists. In contrast, the significance of the adjacent areas was rather negligible in that respect (1.6%), and the role of large cities was very small (21%), with a tiny share of Belarusians in overall incoming traffic (1%).

The concentration of the accommodation of Ukrainian citizens in the eligible and adjacent areas was moderately high, and accounted for 10% and 8% of overall traffic, respectively (with a similar relative significance, although in the adjacent areas Ukrainians represented a higher share of tourists). Large cities proved to be the main destinations, attracting ca. 39% of all travels, as compared to 42% of accommodation generated by the remaining regions. In the former, the relative significance of Ukrainian tourists was twice as high as in the eligible area, albeit with a much smaller percentage of ca. 3%.

Tab. 2. Polish tourists travelling to Belarus in organised tours in 2011



|                    | Poles – in organised tours | Poles – in organised tours per 1000 population | Poles as percentage of organised tours among foreign tourists |
|--------------------|----------------------------|--|---|
| Total              | 2983                       | 0.3  | 2.6%  |
| Eligible area BY*  | 674                        | 0.4  | 2.6%*   |
| Adjacent areas BY* | 141                        | 0.0  | 2.6%*   |
| Minsk              | 1782                       | 1.0  | 2.6%*   |

\* based on estimates assuming an equal share of Polish citizens among foreign tourists

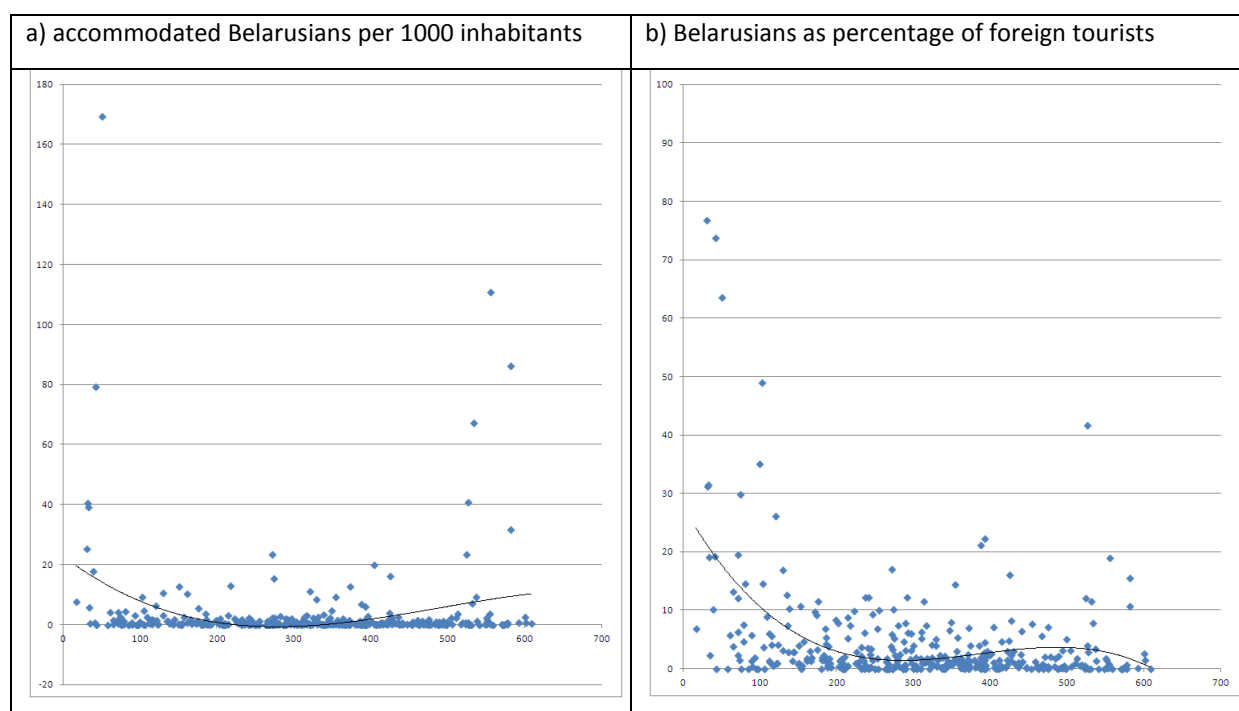
Note: The data on the number of Poles in the analysed spatial categories are estimates (assuming a constant share of tourists from Poland in the overall number of foreign tourists, estimated for the whole country). On this basis, it can be concluded that the significance of tourists travelling from Poland is potentially the highest in Minsk, much lower in the eligible area and practically negligible in the adjacent areas. It should be assumed that the real significance of incoming tourism from Poland for the eligible area is higher due to a correlation between the decrease in the number of tourists from a given country and the increase in the distance from the border, demonstrated below, and a higher share of individual tourists, a category not comprised by the statistics in question. Of the Poles who crossed the Belarusian border in 2011, 4.6% declared a tourist stay, which, considering the overall volume of the traffic (4 715 000 crossings), corresponded to 20 000 tourists.

Polish tourists in Ukraine in the period 2008-2011 (estimations)

Note: According to the official data Ukraine was visited by 21.4 millions foreign tourists. Taking into account share of eligible area in total number of beds i.e. 11.4% in 2008 and adjacent area 6.1% one may assume that proportionally foreign tourist number was 2.4 million and 1.3 million, respectively. However, only some of them have been accommodated that constituted 588 000 for eligible area and 229 000 estimated for adjacent areas in 2009 r. The foreign tourist had small share in overall numbers approximately 20% for eligible area and 7% for adjacent areas. One may assume that majority of them were Poles. As result – even taking into account recent tourism development – crossborder tourism was relatively underdeveloped with one main tourist center i.e. Lviv oblast.

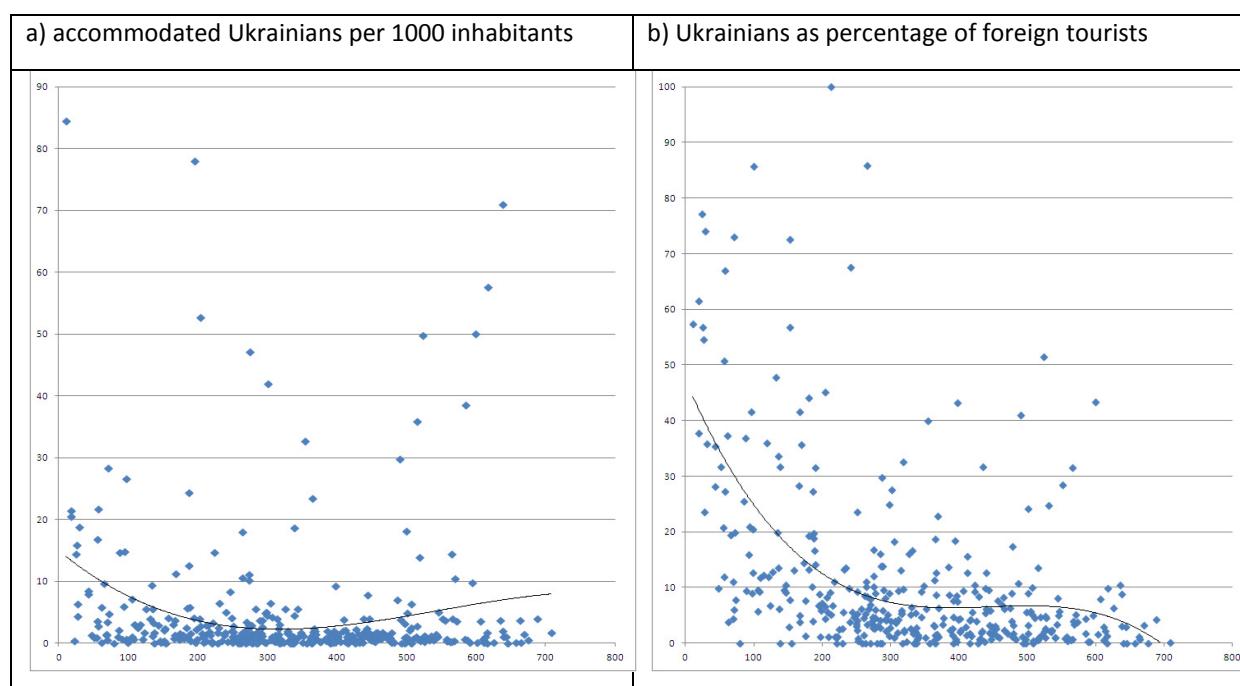
### c) Spatial analysis

Fig. 3. Accommodated tourists from Belarus in powiats and distance from the border (horizontal axis in kilometres)



**Note:** The spatial distribution of the significance of Belarusian tourists' accommodation was bipolar. On the one hand, the highest values could be observed within 50 km from the border, and on the other hand – within a distance of over 500 km, which could indicate that this was transit traffic across Poland. On the other hand, an analysis of the percentage of Belarusian tourists indicates that it was visibly the highest in the border belt, and rapidly decreased up to a distance of 100 km, and then fell more slowly, up to a distance of 250 km from the border.

Fig. 4. Accommodated tourists from Ukraine in powiats and distance from the border(horizontal axis in kilometres)



**Note:** The number of accommodated Ukrainian tourists per 1000 population did not show any distinct irregularities save for marginal cases. However, this number fell noticeably as the distance from the border increased: at a rapid rate up to a distance of ca. 150 km, and more slowly at a distance between 150 and 300 km. The impact of the border was greater in terms of the percentage of Ukrainian tourists in the overall number of foreign tourists. In the districts situated closest to the border, this share was higher than 40%, fell under 20% at a distance of 150 km and to less than 10% when the distance from the border was longer than 225 km.

## CONCLUSIONS:

The following major conclusions may be drawn on the basis of the analyses made so far:

- In case of tourists from Belarus, there is a visible very strong concentration of incoming traffic in the eligible area within 100 km from the border, with a minor role of the adjacent areas and a relatively small significance of large cities (mostly the environs of Warsaw and Łódź);
- In case of tourists from Ukraine, there is a visible very strong concentration of incoming traffic in the eligible area and in the adjacent area, primarily in the Rzeszów subregion and, to a lesser extent, in the Lublin subregion, which do not differ from the eligible area in the values of these indicators. The significance of travels to Poland of Ukrainian tourists decreases when the distance from the border is longer than 200 km, except some districts, including large cities.
- Poles relatively seldom visit Belarus. The capital city is most frequently chosen as a place of accommodation. It can be expected that the eligible area is also an

important destination (save for the eastern part of the Minsk oblast), whereas tourist visits to the adjacent areas are very rare, with the exception of Minsk.

- Lviv oblast was relatively often visited by Poles with significant concentration of tourist traffic in City of Lviv. In general eligible area was more attractive for Polish tourist than adjacent areas, but with certain potential for cross border tourism development.

### **Appendix 3. Analysis of border traffic**

#### **Aim:**

The aim of the analysis was to examine the spatial range of cross-border interactions between Poland and Belarus and Ukraine, based on the available statistical data on border traffic.

#### **Indicators:**

The following indicators were used: the distance of the place of residence from the border and the distance of the place of shopping on the other side of the border, calculated for citizens who use border crossings.

#### **Data sources:**

The source of data was a report by the Polish Central Statistical Office (GUS) entitled: Border traffic and movement of goods and services at European Union's external border on the territory of Poland in 2011.

#### **Methodology:**

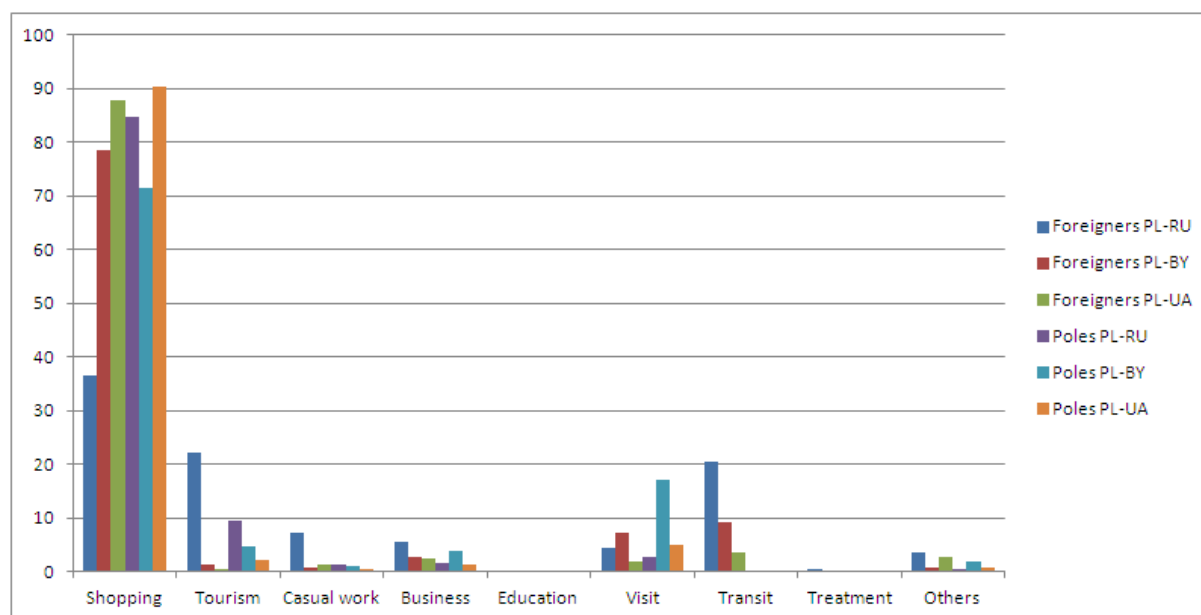
The distances were analysed depending on the availability of statistical data, i.e. for the intervals: 0-30 km, 30-50 km, 50-100 km, 100 or more km.

Generally speaking, in the case of Belarus all the cities within a 100 km radius are located within the eligible area, whereas the adjacent area begins at a distance of ca. 200 km from the border. The situation is similar in Ukraine, the only difference being that the adjacent area begins ca. 150 km from the border. By contrast, practically the entire area of the Kaliningrad oblast is at a distance of less than 100 km from the border crossings. In Poland, the adjacent area begins 50 km from the Polish-Ukrainian border and at least 100 km from the Polish-Belarusian border.

The results were affected by the border regime effective at the time of the survey, particularly with regard to the existence of the so-called LBT (local border traffic) in a given territory. Such arrangements were in force at the Polish-Ukrainian borderland were only at a planning stage at the Polish-Belarusian border.

## Products:

Fig. 1. Purpose of stay abroad based on border traffic surveys in 2011



**Note:** On all of Poland's external borders, the main reason for crossing the border was the intention to do shopping in the neighbouring country. Foreigners coming to Poland from the Kaliningrad oblast were an exception since in this particular case transit and tourism were relatively often cited as the purpose of the travel (however, this took place before the introduction of LBT arrangements) and, to a lesser degree, also of the travels of Poles to Belarus, where visits to family and friends were relatively often quoted as the reason for the travel.

Tab. 1. Citizens crossing the Polish-Belarusian border by place of accommodation and purpose of travel

| Distance from the border] (km)          | 0-30 | 30-50 | 50-100 | Over 100 |
|---|------|-------|--------|----------|
| Polish-Belarusian border                |      |       |        |          |
| - foreigners place of residence (in BY) | 58.8 | 12.1  | 14.3   | 14.8     |
| - foreigners shopping (in PL)           | 24.8 | 26.3  | 37.9   | 11.0     |
| - Poles place of residence (in PL)      | 47.8 | 22.1  | 25.7   | 4.5      |
| - Poles shopping (in BY)                | 85.9 | 6.8   | 3.4    | 4.0      |
| Polish-Ukrainian border                 |      |       |        |          |
| - foreigners place of residence (in UA) | 67.5 | 8.2   | 15.2   | 9.1      |
| - foreigners shopping (PL)              | 77.0 | 11.0  | 7.1    | 4.9      |
| - Poles place of residence (PL)         | 52.7 | 18.6  | 21.4   | 7.3      |
| - Poles shopping (UA)                   | 93.2 | 1.4   | 3.6    | 1.8      |

**Note:** Travels to Belarus were strongly concentrated in the border belt up to 30 km from the border crossing, particularly in the case of Polish citizens, fewer than 15% of whom travelled to regions located further away, and only 4% travelled longer distances than 100 km from the border. On the other hand, only some 30% Belarusians stayed at a distance of over 50

km from the border, with as few as 15% coming from regions located further away. Belarusians went shopping in Poland mainly in the belt located up to 50 km from the border, although as many as 49% travelled further than 50 km from the border, but only 11% went further than 100 km.

Travels to Ukraine were also strongly concentrated in the border belt, a situation caused probably by the LBT regulations. One in two Poles lived at a distance up to 30 km from the border, but as many as 93% went shopping to places located less than 30 km from the border, and only 1.8% travelled more than 100 km. On the other hand, 67.5% foreigners (Ukrainians) lived in the border belt, and fewer than 10% travelled from regions located over 100 km from the border. They also went shopping in the border belt (77%), and only 12% travelled more than 50 km from the border.

## **CONCLUSIONS:**

The following major conclusions may be drawn on the basis of the analyses made so far:

- As regards the Polish-Belarusian border, the delimitation of the eligible area on the Polish side of the border is adequate in relation to the directions of border traffic, and on the Belarusian side there is a visible concentration of traffic in the eligible area, save for the eastern part of the Minsk oblast and a negligible role of the adjacent areas in Belarus (they represent destinations for fewer than 4% of all citizens who cross the border to do shopping);
- As regards the Polish-Ukrainian border, the delimitation of the eligible area on the Polish side of the border is adequate in relation to the directions of border traffic, and the role of the adjacent areas in the 50-100 km belt is relatively small (with 7% of citizens crossing the border for shopping purposes); a similar situation can be observed on the Ukrainian side, where the adjacent areas situated further than 100 km are destinations for fewer than 8% of those who cross the border to do shopping.

## Appendix 4. Analysis of cross-border ecosystems

### Aim:

The aim of the analysis was to identify major cross-border ecosystems situated at the Polish-Belarusian-Ukrainian border.

### Indicators:

The analysis involves the drainage basins of the rivers crossing international borders as well as other natural complexes such as the biggest wooded areas (in lowlands, uplands and mountains).

### Data sources:

The following documents and studies were used as sources of environmental information:

- *Koncepcja Przestrzennego Zagospodarowania Kraju* [The national spatial development concept], Ministry of Regional Development, 2011.
- B. Kawałko, 2011, 'Wybrane problemy polsko-ukraińskiej współpracy transgranicznej' [Selected issues concerning Polish-Ukrainian cross-border cooperation, *Barometr Regionalny* No. 2(24).

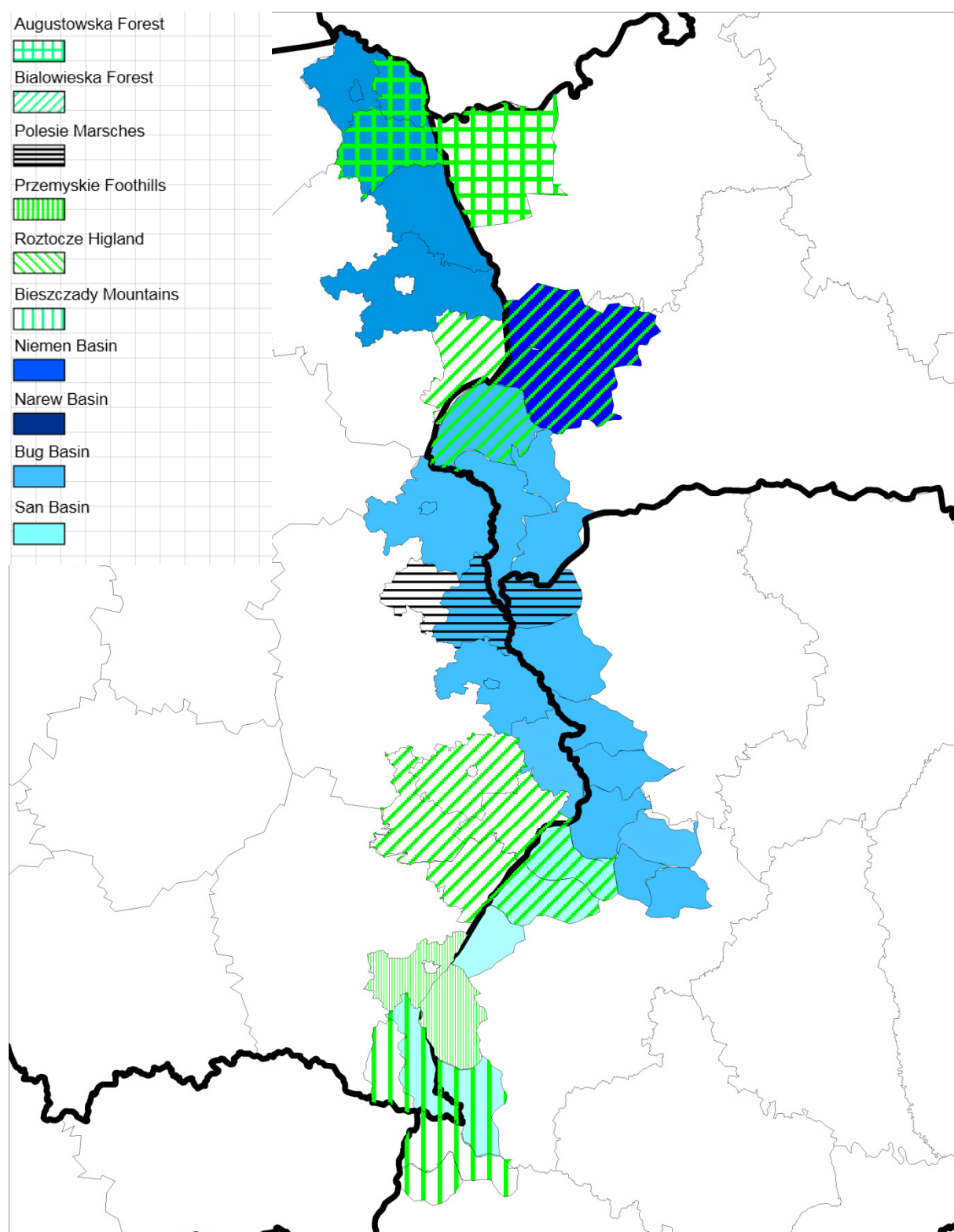
### Methodology:

On the basis of the available sources relating to the hydrographic network (including the drainage basin boundaries of the major rivers) and the location of the major natural complexes (including forest complexes), a list was prepared of districts/raions which incorporate parts of these ecosystems. In case of the river network, the adopted principle was that of non-transference of cross-border impacts, save for the international border rivers.



## Products:

Fig. 1. Cross-border ecosystems at the Polish-Belarusian-Ukrainian borders and the administrative division



Note: The Białowieża Forest is the key cross-border component at the Polish-Belarusian border. Other ecosystems of some significance include the Narew and the Bug drainage basins on the Belarusian side, and the Neman drainage basin on the Polish side. On the Polish-Ukrainian border, the major ecosystem is formed by the drainage basin of the San and the Bug and, to a lesser extent, by the drainage basin of the Dniester. Others include the ecosystem of Western Polesia, Roztocze hills, the Przemyśl Plateau and the Eastern Beskids (Bieszczady Mountains).

The map demonstrates that the cross-border impacts on the Polish side are concentrated in the relatively narrow belt of districts situated in the Podlaskie, Lubelskie and Podkarpackie voivodships; in Belarus – in the border raions of the Brest oblast and, to a lesser extent, of the Grodno oblast, and in Ukraine – in the border raions of the Volyn, Lviv and Zakarpattia oblasts.

### **CONCLUSIONS:**

The following major conclusions may be drawn on the basis of the analyses made so far:

- The range of the cross-border ecosystems on the Polish-Belarusian-Ukrainian borders is much smaller than that of the current eligible area, being in fact confined within the belt of districts situated directly along the border (with very few exceptions). In effect, their cross-border impacts are considerably limited, in the case of the Ostrołęka-Siedlce subregion in the Mazowieckie voivodship (adjacent areas), of the Rzeszów and Tarnobrzeg subregions in the Podkarpackie voivodship and of the Lublin and Puławy subregions in the Lubelskie voivodship. There is a similar situation in the case of the adjacent areas situated in Belarus and Ukraine.

## Appendix 5. Analysis of twinning cities co-operation

### Aim:

The aim of the analysis was to identify major cross-border ecosystems situated at the Polish-Belarusian-Ukrainian border.

### Indicators:

The following indicators were selected for analysis:

- LQ total – location quotient for city twinning agreements between cities/communes in the cross-border area and neighbouring countries;
- LQ cross-border area – location quotient for city twinning agreements between cities/communes in the cross-border area and cities/communes in neighbouring countries.

The data shows the state of the indicators as of autumn 2011. The value of LQ above 1 means that CBC cooperation is relatively well developed in comparison to country average, while below 1 means the opposite.

### Data sources:

The data on twinning cities were collected in the framework of ESPON TERCO project<sup>7</sup>. More information can be found in the publication: Płoszaj Adam (2013) *Two Faces of Territorial Cooperation in Europe: Twinning Cities and European Territorial Cooperation Programmes* [in:] Gorzelak Grzegorz, Zawalińska Katarzyna (eds.): *European Territories: From Cooperation to Integration?* Warszawa: Wydawnictwo Naukowe Scholar, pp. 69-96.

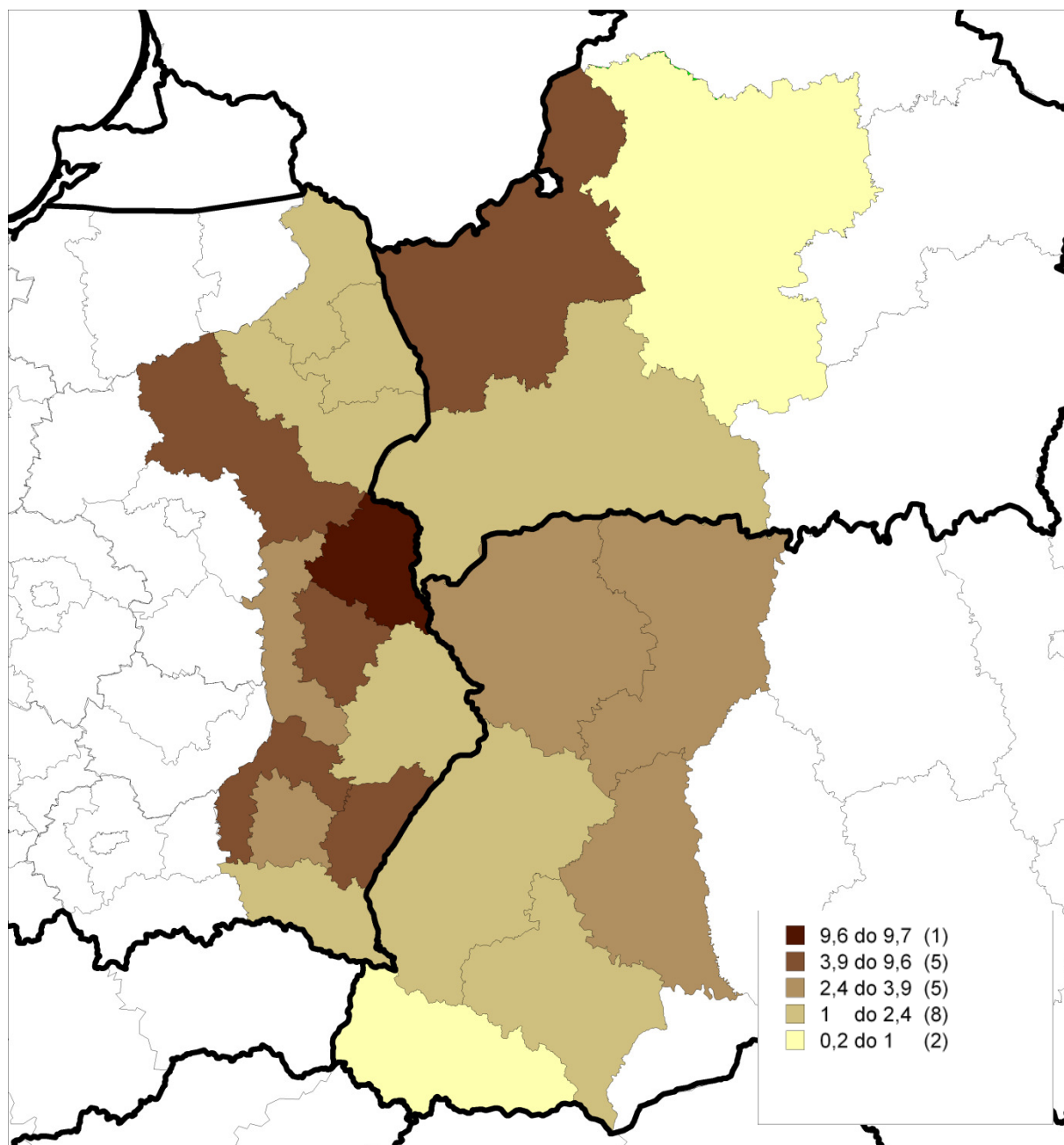
### Methodology:

As part of the exercise, **thematic maps** were prepared to show the LQ values broken down by districts/raions and project value, broken down by NUTS3/raions per capita.

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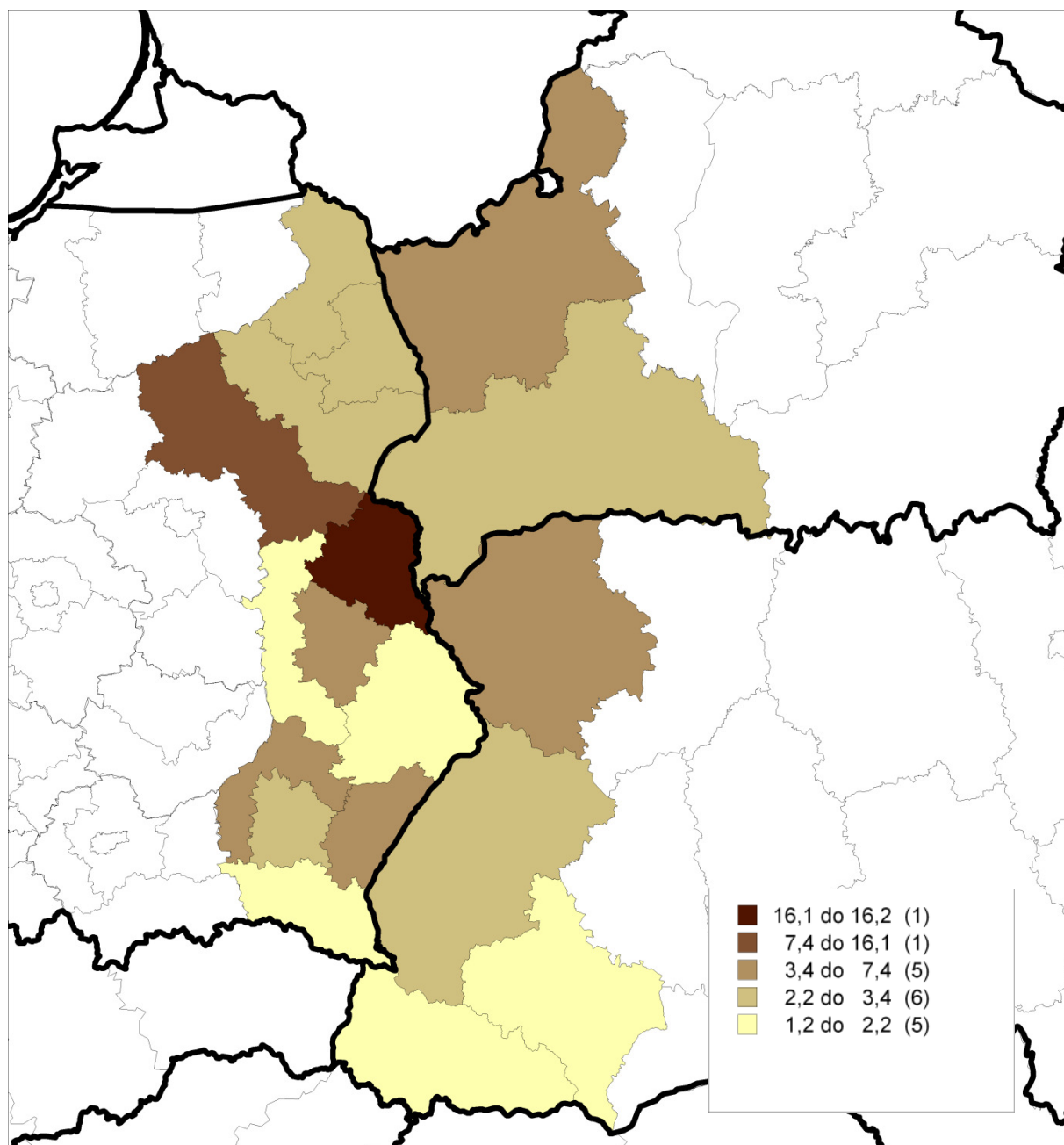
<sup>7</sup> [www.esponterco.eu](http://www.esponterco.eu)

Fig. 1. Location quotient for city twinning agreements between cities/communes in the cross-border area and neighbouring countries – Poland-Belarus-Ukraine



Note: Twinning cities cooperation between Poland, Belarus and Ukraine is relatively important for most of subregions and oblasts in the analysed cross-border area. Only the Zakarpatska oblast and Mińsk oblast have values of the LQ below 1. Highest value of the LQ is reached by Bialski podregion, but this is due to the low number of twinning cities agreements in general in this subregion.

Fig. 2. Location quotient for city twinning agreements between cities/communes in the cross-border area and cities/communes in neighbouring countries – Poland-Belarus-Ukraine



Note: Location quotient based on city twinning agreements between cities/communes in the cross-border area (i.e. excluding agreements going beyond the area) shows even more important concentration of this kind of cooperation. Only for the Minsk oblast in Belarus as well as Rivne oblast and Ternopil oblast in the Ukraine LQ values are lower than 1 what can suggest that the in their case twinning cities cooperation with partners from cross-border area is not very important (or not very well developed).

**CONCLUSIONS:**

Twinning cities cooperation can be seen as important form of cooperation in analysed cross border areas. However the intensity of the cooperation seems to be higher in subregions/oblasts located closer to the national borders and lower in subregions/oblasts located further away from the border (this is true especially for adjacent areas in the Ukraine and Belarus).

## Appendix 6. Analysis of Programme beneficiaries

### Aim:

The aim of the analysis was to discuss the spatial extent of cross-border cooperation between Poland, Belarus and Ukraine based on the Contracting Authority's database of the beneficiaries of the Programmes operating in 2004-2006 and 2007-2013.

### Indicators:

The following indicators were selected for analysis:

- Number of beneficiaries of projects in the Neighbourhood Programme PL-BY-UA INTERREG IIIA 2004-2006 (Small Projects Fund excluded) on Polish side of the border and Programme CBC PL-BY-UA 2007-2013 on both side of the border;
- Estimated value of projects implemented under Programme CBC 2007-2013 per 1000 population (under the assumption of project's implementation in location of beneficiary).

### Data sources:

The data sources included the databases of beneficiaries and projects in the 2007-2013 Programmes, made available by the Contracting Authority. For Poland, the period 2004-2006 financed under INTERREG IIIA was also taken into account. However, this period was left out of the analysis in case of the Eastern partners where the funding was provided under the TACIS CBC Programme.

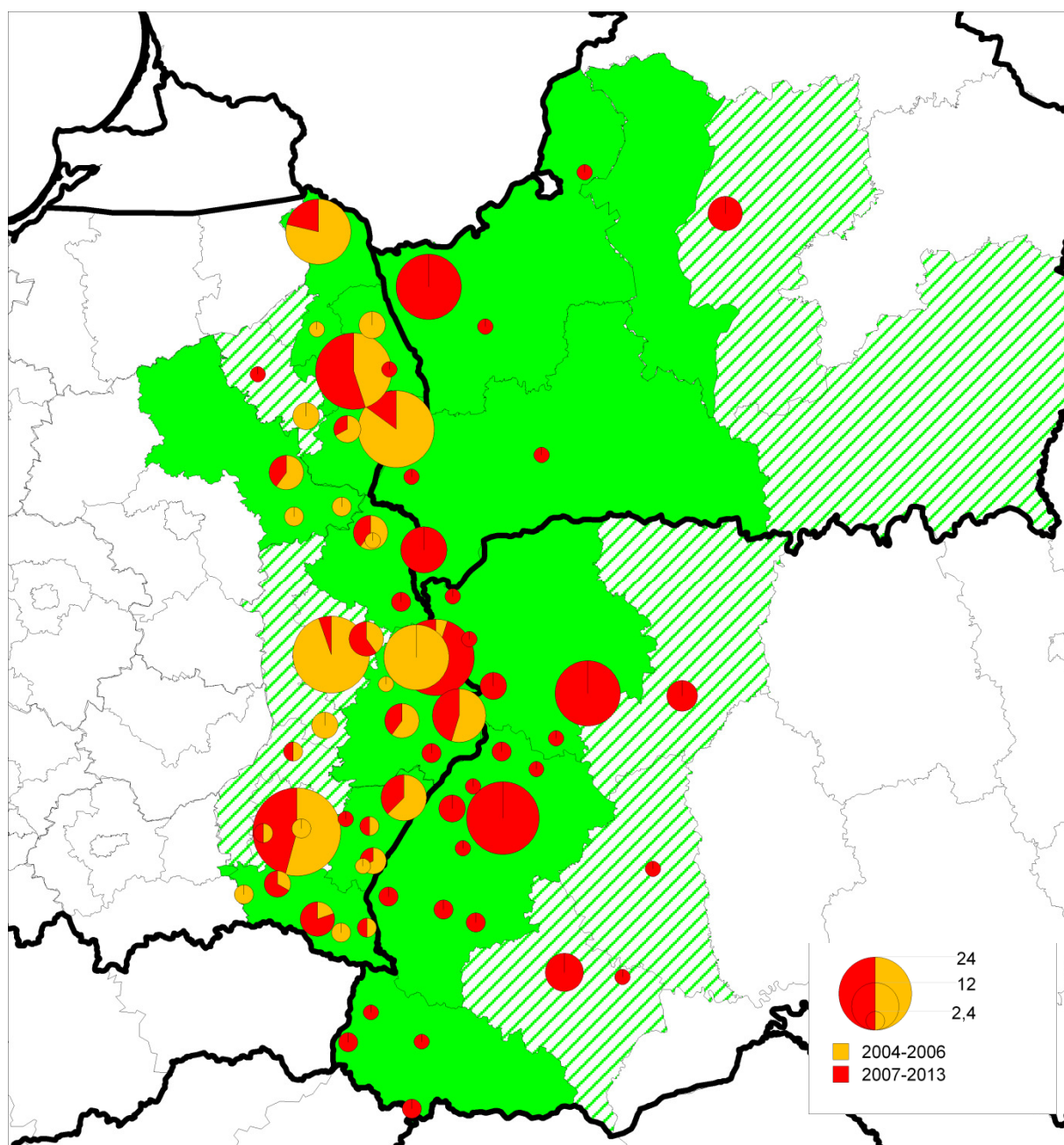
### Methodology:

As part of the exercise, **thematic maps** were prepared to show the numbers of beneficiaries broken down by districts/raions and project value, broken down by NUTS3/raions per capita.



## Products:

Fig. 1. Number of beneficiaries of Poland-Belarus-Ukraine CBC Programme 2007-2013, by districts (for Poland also Neighbourhood Programme 2004-2006 was included)

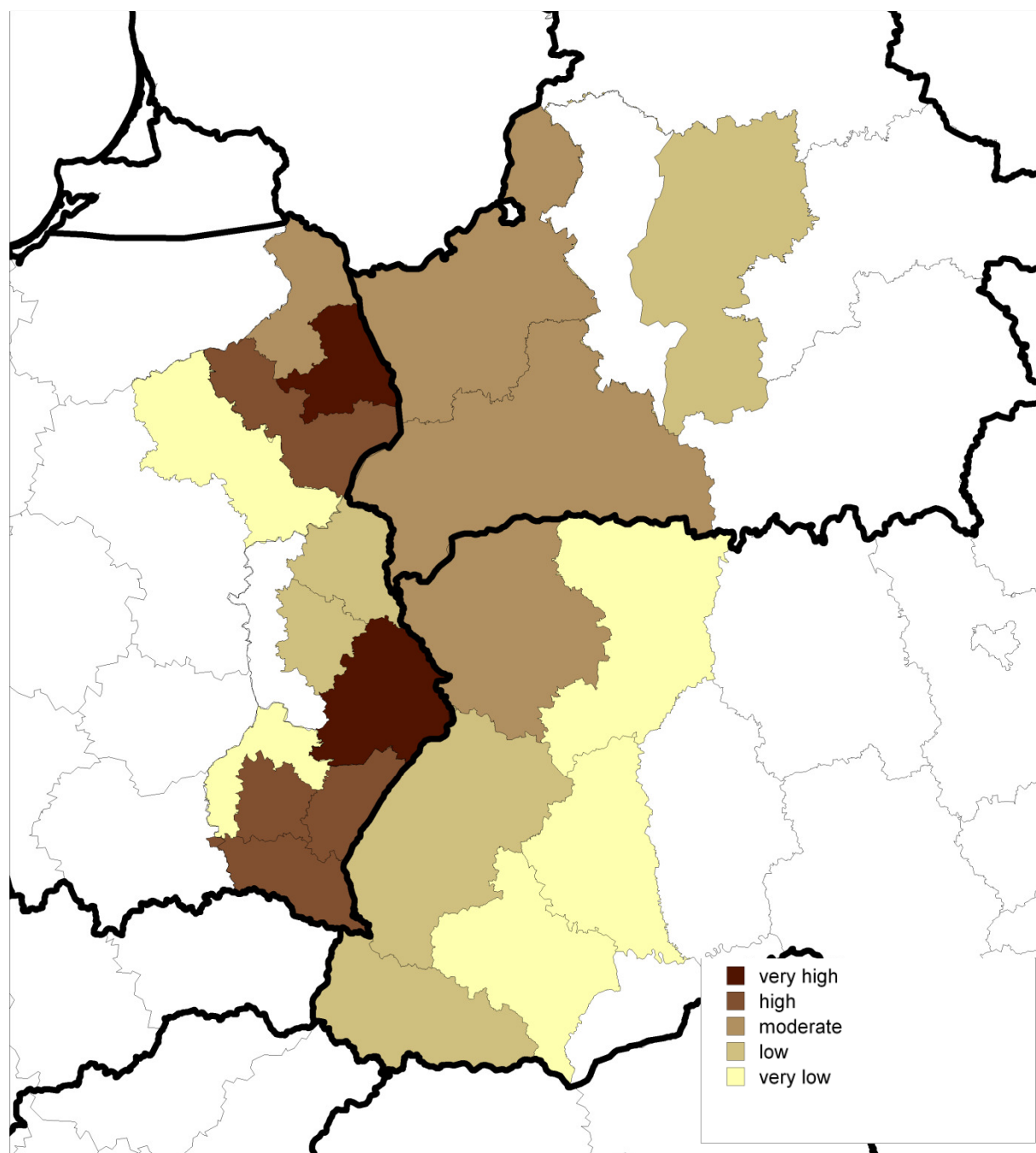


Note: The concentration of beneficiaries by location was visible higher on the Polish side, with major located in the cities of: Białystok, Chełm, Lublin, Rzeszów, Hajnówka, Suwałki, and, to a lesser extent, Zamość and Jarosław. On this basis, it can be concluded that the beneficiaries were of considerable significance in the adjacent areas, especially the Lublin and Rzeszów subregions (plus Łomża, although to a lesser extent). In Ukraine, the key beneficiary locations in the 2007-2013 period were Lviv and Lutsk, as the capitals of the border oblasts. There were considerably fewer beneficiaries in other raions of the Lviv and Volyn oblasts, some of which lie directly on the border. Likewise, there were few



beneficiaries in the Zakarpatska oblast, and they were considerably dispersed. The beneficiaries in the Programme's adjacent area on the Ukrainian side of the border were mainly located in the oblast capitals: Ivano-Frankivsk, Ternopil and Rivne. The major locations in Belarus were Brest and Grodno, in addition to Minsk, situated in the adjacent area. Other than those, there were some individual projects in the Grodno and Brest oblasts, with no beneficiaries to be found in the western part of the Minsk oblast and in the Gomel oblast.

Fig. 2. Estimated value of projects implemented under the Poland-Belarus-Ukraine CBC Programme per capita, by NUTS3/oblast in 2007-2013 (in categories based on natural break method)



Note: On the Polish side of the border, the largest concentration of the project value per capita could be observed in the Białystok and Zamość subregions. High values of this indicator could also be found in the remaining subregions of the Podkarpackie voivodship, including Rzeszów (with the exception of the Tarnobrzeg subregion), and in the Podlaskie voivodship (with the exception of the Suwałki subregion). These were followed by the border oblasts in Belarus and the Volyn oblast in Ukraine. In terms of the population, the volume of funding was smaller in the Lviv and Zakarpatska oblasts, and in Poland – in the

remaining subregions of the Lubelskie voivodship (with the exception of the Puławy subregion, where there were no projects supported from the Programme funds). Much smaller amounts were invested in the adjacent areas, which was well visible in the Puławy and Tarnobrzeg subregions and in the adjacent Ukrainian oblasts. Similarly, there were no projects implemented in the eastern part of the Minsk oblast. Small absorption of the Programme funds could also be observed in the Mazowieckie voivodship, in its Ostrołęka and Siedlce subregion, due to the subregion's exclusion from the Large Scale Projects component, which absorbed significant part of the allocation.

## **CONCLUSIONS:**

The following major conclusions may be drawn on the basis of the analyses made so far:

- In the Poland-Ukraine-Belarus Neighbourhood Programme INTERREG IIIA 2004-2006 on the Polish side of the border and in the 2007-2013 CBC PL-BY-UA Programme round, there was a visible, strong concentration of beneficiaries' location in the belt of districts lying directly on the border and in the largest cities, situated both in the eligible area and in the adjacent areas. In the 2004-2006 period in particular, the beneficiaries were largely concentrated in Lublin, and in the 2007-2013 period - in Rzeszów. In the years 2007-2013, beneficiaries on the Ukrainian side of the border were mainly located in Lviv and Lutsk, and also in the major cities of the adjacent areas. The main location centres in Belarus were Grodno and Brest, as well as Minsk, a city situated in the adjacent area. With the exception of the latter, no project beneficiaries were found in the adjacent areas.
- In terms of the concentration of funds per capita, the PL-BY-UA CBC Programme 2007-2013 was quite visibly concentrated in the eligible area, albeit with some discernible intraregional differences. The role of adjacent areas was small, which can also be attributed to limitations in access to funding. Minsk was one exception, but in this particular case it is difficult to establish to what extent this was due to the actual allocation of funds in this city or rather to the funds being distributed further down in the structure, at the raion level.

## Appendix 7. Analysis of survey results

### Aim:

The aim of the analysis was to summarise the findings from the surveys on the delimitation of the eligible area, the existence of the adjacent areas and inclusion of other areas into the Programme, including large cities.

### Data sources:

The data sources were based on the questionnaires circulated among the beneficiaries and project applicants from the 2004-2006 and 2007-2013 programming periods.

### Methodology:

The questionnaire was sent out to beneficiaries and project applicants (incl. micro-projects) included in the databases made available by the Polish Ministry for Regional Development. Out of 1970 questionnaires sent to the email addresses provided in the PL-BY-UA Programme database, 281 questionnaires were returned, this translates into a 15% rate of return (the effective return rate being even higher since some of the email addresses proved to be no longer valid).

### Products:

Tab. 1. Location of beneficiaries / project applicants

| Poland       | Number | %     | Ukraine         | Number | %     | Belarus | Number | %     |
|--------------|--------|-------|-----------------|--------|-------|---------|--------|-------|
| Total        | 154    | 100.0 | Total           | 102    | 100.0 | Total   | 21     | 100.0 |
| Lubelskie    | 56     | 36.4  | Lviv            | 56     | 54.9  | Brest   | 11     | 52.4  |
| Mazowieckie  | 9      | 5.8   | Volyn           | 24     | 23.5  | Grodno  | 9      | 42.9  |
| Podlaskie    | 50     | 32.5  | Rivne           | 4      | 3.9   | Gomel   | 1      | 4.8   |
| Podkarpackie | 39     | 25.3  | Ternopil        | 4      | 3.9   | Minsk   | 0      | 0.0   |
|              |        |       | Ivano-Frankivsk | 3      | 2.9   |         |        |       |
|              |        |       | Zakarpatska     | 11     | 10.8  |         |        |       |

Note: Polish respondents were relatively evenly distributed among the regions concerned, with the exception of the Ostrołęka-Siedle subregion, which was represented only by nine questionnaires. The concentration rate of respondents was much higher in Ukraine, where 55% interviewees who took part in the survey came from the Lviv oblast, another ca. 35% - from the remaining two eligible areas of Volyn and Zakarpatska, and only 11% from the adjacent areas. The situation was similar in the case of Belarus, where nearly all respondents came from the Grodno and Brest voblasts, with only one response originating from the Gomel voblast.

Tab. 2. Location of partners

a) Location – partners of Polish institutions

| PL → UA         | N   | %     | PL → BY | N  | %     |
|-----------------|-----|-------|---------|----|-------|
| Total           | 130 | 100.0 | Total   | 82 | 100.0 |
| Lviv            | 69  | 53.1  | Brest   | 38 | 46.3  |
| Volyn           | 39  | 30.0  | Grodno  | 36 | 43.9  |
| Rivne           | 4   | 3.1   | Gomel   | 0  | 0.0   |
| Ternopil        | 2   | 1.5   | Minsk   | 8  | 9.8   |
| Ivano-Frankivsk | 7   | 5.4   |         |    |       |
| Zakarpatska     | 9   | 6.9   |         |    |       |

b) Location – partners of Belarusian and Ukrainian institutions

| UA → PL      | N   | %     | BY → PL      | N  | %     |
|--------------|-----|-------|--------------|----|-------|
| Total        | 111 | 100.0 | Total        | 22 | 100.0 |
| Lubelskie    | 56  | 50.5  | Lubelskie    | 6  | 27.3  |
| Mazowieckie  | 5   | 4.5   | Mazowieckie  | 12 | 54.5  |
| Podlaskie    | 4   | 3.6   | Podlaskie    | 3  | 13.6  |
| Podkarpackie | 46  | 41.4  | Podkarpackie | 1  | 4.5   |

**Note:** Partners of Polish institutions were situated first and foremost in the Lviv and Volyn oblasts, with only 10% located in the Programme's adjacent area; a similar situation could be observed in Belarus. Partners of Ukrainian institutions were situated in Lubelskie and Podkarpackie voivodships, with only 8% in Podlaskie and Mazowieckie. In contrast, most partners of Belarusian institutions were located in Mazowieckie, and to a lesser extent in Lubelskie. Only 14% of partner institutions were situated in Podlaskie, but the fact that the voivodship was so poorly represented could be due to the small number of institutions in the Belarusian sample.

Tab. 3. Do you think that the Poland-Belarus-Ukraine (PL-BY-UA) CBC Programme 2014-2020 should still allow projects to be implemented by beneficiaries from the adjacent areas? (%)

|  | Poland |       | Belarus |       | Ukraine |       |
|--|--------|-------|---------|-------|---------|-------|
|  | N      | %     | N       | %     | N       | %     |
| Total                                    | 151    | 100.0 | 19      | 100.0 | 100     | 100.0 |
| Definitely yes                           | 36     | 23.8  | 3       | 15.8  | 35      | 35.0  |
| Yes                                      | 44     | 29.1  | 4       | 21.1  | 28      | 28.0  |
| Rather yes                               | 18     | 11.9  | 8       | 42.1  | 14      | 14.0  |
| Hard to say                              | 19     | 12.6  | 1       | 5.3   | 8       | 8.0   |
| Rather no                                | 10     | 6.6   | 1       | 5.3   | 7       | 7.0   |
| No                                       | 17     | 11.3  | 2       | 10.5  | 6       | 6.0   |
| Definitely no                            | 7      | 4.6   | 0       | 0.0   | 2       | 2.0   |
| Yes - total                              | 98     | 64.9  | 15      | 78.9  | 77      | 77.0  |
| No - total                               | 34     | 22.5  | 3       | 15.8  | 15      | 15.0  |
| Weighted average*<br>[average (1-7) – 4] | 1.0    |       | 1.1     |       | 1.5     |       |

**Note:** The interviewees from all the surveyed countries were in favour of continued possibility to implement projects by beneficiaries from the adjacent areas. This view received relatively the weakest, albeit still quite firm support from the respondents in Poland, and was most strongly backed by Ukrainian respondents. Arguably, this could be explained by the existence of a well-developed partnership network with institutions located in Lublin and Rzeszów.

Tab. 4. Should beneficiaries from outside the eligible area (including large areas) take part in the PL-BY-UA CBC Programme, provided the project outputs concern the eligible area? (%)

|  | Poland |       | Belarus |       | Ukraine |       |
|--|--------|-------|---------|-------|---------|-------|
|  | N      | %     | N       | %     | N       | %     |
| Total                                    | 149    | 100.0 | 20      | 100.0 | 102     | 100.0 |
| Definitely yes                           | 17     | 11.4  | 3       | 15.0  | 13      | 12.7  |
| Yes                                      | 26     | 17.4  | 5       | 25.0  | 24      | 23.5  |
| Rather yes                               | 24     | 16.1  | 7       | 35.0  | 13      | 12.7  |
| Hard to say                              | 20     | 13.4  | 1       | 5.0   | 18      | 17.6  |
| Rather no                                | 21     | 14.1  | 2       | 10.0  | 13      | 12.7  |
| No                                       | 24     | 16.1  | 2       | 10.0  | 19      | 18.6  |
| Definitely no                            | 17     | 11.4  | 0       | 0.0   | 2       | 2.0   |
|  |        |       |         |       |         |       |
| Yes - total                              | 67     | 45.0  | 15      | 75.0  | 50      | 49.0  |
| No - total                               | 62     | 41.6  | 4       | 20.0  | 34      | 33.3  |
|  |        |       |         |       |         |       |
| Weighted average*<br>[average (1-7) – 4] | 0.0    |       | 1.0     |       | 0.4     |       |

**Note:** The issue of allowing projects to be implemented by beneficiaries from outside the Programme eligible area raised some controversy. For all practical purposes, Belarus was the only country where this concept was supported by the respondents. The concept attracted slightly more proponents in Ukraine than in Poland, where opinions on this matter were split nearly evenly.

## CONCLUSIONS:

The following major conclusions may be drawn on the basis of the analyses made so far:

- In respect of the Poland-Belarus-Ukraine Programme, the interviewees expressed strong support for beneficiaries situated in the adjacent areas to be allowed to implement projects. In part, this could be explained by the location of Lublin and Rzeszów outside of the eligible area, and these two cities are notable centres of institutional cooperation with the neighbouring countries. At the same time, the survey found that both the interest in taking part in the survey and the location of the partners (with the exception of the case referred to above) were rather marginal in the adjacent areas; in case of Belarus and Ukraine, the share of such areas did not as a rule exceed 10% in all the analysed categories, despite the fact that they had comparable demographic and economic potential to that of the eligible area.

- In respect of the Poland-Belarus-Ukraine Programme, the concept of institutions situated outside of the eligible and adjacent areas being able to implement projects caused some controversy, and was found attractive by a majority of the respondents only in Belarus.

## Appendix 8. Analysis of interviews

### Aim:

The aim of the analysis was to discuss the results of the analysis of the interviews concerning the delimitation of the eligible area, existence of the adjacent areas and inclusion of other areas, including large cities, into the Programme.

### Data sources:

The data sources included the interviews held with the stakeholders of the 2007-2013 Programme round, in the period from 10 June - 3 July 2013.

### Methodology:

Based on the detailed interview scenario, information was collected using three methods: a) during direct face-to-face meetings, b) during recorded telephone conversations, and c) based on written answers to questions. The latter method was mainly used in interviews with the Belarusian partners.

### Products:

1. In your opinion, what should be the eligible area in the Poland-Ukraine-Belarus 2014-2020 CBC Programme?

As a rule, the respondents did not see any need to make considerable changes in the delimitation of the current eligible area of the Poland-Ukraine-Belarus Programme and found it adequate for the purposes of cross-border cooperation. As regards the adjacent areas in Poland, the inclusion of Rzeszów and Lublin into the Programme's eligible area was considered desirable, first due to the considerable significance of these cities for the present cross-border cooperation, and second on account of the administrative differences between the regions on the Polish (NUTS3) vs. Belarusian and Ukrainian sides of the border (NUTS2). For the adjacent areas in Belarus, weakness of the present cooperation was emphasized, particularly with the Gomel oblast, and the rationale for its inclusion into the Programme was questioned. Nevertheless, the Belarusian side argued in favour of its continued participation in the Programme due to the existing potential for developing Belarusian-Ukrainian cooperation. Similar doubts were raised with regard to the adjacent areas in Ukraine. Some respondents also pointed out that weak interactions could also be observed in relation to the Zakarpatska oblast. On the other hand, some experts indicated the existing interactions of the adjacent areas, both those historically rooted and those associated with the present labour migration.

2. Do you think that the current so-called adjacent areas PL-BY-UA (PL – NUTS Łomża, Lublin, Puławy, Rzeszów, Tarnobrzeg, BY – eastern part of the Minsk, Gomel voblast, UA – Rivne, Ternopil and Ivano-Frankivsk oblasts) play a significant role in cross-border cooperation between Poland, Ukraine and Belarus?



The significance of the adjacent areas in Poland was particularly strongly emphasized for the Rzeszów and Lublin subregions, whereas practically all respondents on the eastern side of the border stressed their marginal importance. One exception was Minsk and the Minsk oblast – according to Belarusian respondents, these two units should be incorporated into the Programme. In the respondents' opinion, lesser interest expressed by potential beneficiaries in these areas could be attributed to the absence of the infrastructure component which is especially pertinent, taking into account the low development level of the regions in question.

3. Do you think that other territorial units (state capitals, main urban centres of the neighbouring regions) situated outside of the eligible area should be incorporated into the Programme, and if so, how should this be done?

Some respondents were definitely against such a possibility, emphasizing its artificiality and difficulties in demonstrating the cross-border effect and pointed out that this would cripple the development of the institutional potential of beneficiaries located in the eligible area. In contrast, the proponents stressed the fact that some key institutions responsible e.g. for border infrastructure are based in the state capital, a consideration that should be taken into account while designing the Programme.

4. How do you view the concept to concentrate the funding in a belt of districts (raions) directly adjoining the border?

Respondents fully agreed on the need to increase the concentration of funds in the belt of the border districts. All the respondents emphasized that this should particularly apply to infrastructure projects, while allowing the possibility to implement 'soft' projects at a longer distance from the border. Some respondents believed that such increased concentration should comprise the belt of two districts or the subregions situated directly on the border. Nonetheless, some opinions were also voiced that such a change, however, could lead to excessive disproportions within the eligible area, particularly on the eastern side of the border.

## Appendix 9. Socio-economic indicators

Tab. 1. Basic characteristic of Programme CBC PL-BY-UA eligible area – economic capital

| Indicator          | Area (km2) | Population ('000) |       | GDP per capita (EUR) | GDP per capita (country average=100) | SME's per 1000 inhabitants | R&D employment per 1000 employees | GVA Agriculture % | GVA Industry % | GVA Services % |
|--------------------|------------|-------------------|-------|----------------------|--------------------------------------|----------------------------|-----------------------------------|-------------------|----------------|----------------|
| Year               | 2012       | 2008              | 2012  | 2010                 | 2010                                 | 2012                       | 2012                              | 2010              | 2010           | 2010           |
| PL - eligible area | 65 148     | 5 096             | 5 137 | 6 548                | 70.5                                 | 76.9                       | 5.2                               | 8.2               | 27.9           | 63.9           |
| BY - eligible area | 54 710     | 4 839             | 4 830 | 1 635                | 63.8                                 | 22.6                       | 2.2                               | 11.9              | 21.2           | 66.9           |
| UA - eligible area | 57 786     | 2 496             | 2 453 | 2 904                | 64.5                                 | 7.7                        | 1.0                               | 14.9              | 44.9           | 40.2           |

Tab. 2. Basic characteristic of Programme CBC PL-BY-UA eligible area – natural capital

| Indicator          | Area covered by national parks (% of total area) | Afforestation rate (%) | Emission of air pollutants (w/o CO2) from main stationary sources per capita (kg) | Access to a sewage network (% of population) | Number of hot-spots according to HELCOM | Sewage network put into operation (total km) | Capital expenditure on fixed assets for environmental protection and water management (€) |
|--------------------|--|------------------------|---|--|---|--|---|
| Year               | 2012   | 2012                   | 2011  | 2011   | 2012                                    | 2007-2011                                    | 2011  |
| PL - eligible area | 2.4  | 29.0                   | 13.5  | 55.1   | 2                                       | 5598.4                                       | 65.6  |
| BY - eligible area | 3.0  | 34.1                   | 27.5  | 67.8   | 2                                       | -  | 18.1 (2010)   |
| UA - eligible area | 3.9  | 32.8                   | 31.5  | -  | 1                                       | -  | -   |

Tab. 3. Basic characteristic of Programme CBC PL-BY-UA eligible area – social and human capital

| Wskaźnik           | Population in pre-working age (%) | Population in working age (%) | Population in post-working age (%) | Students per 1 thousand inhabitants | Population with higher education (%) | Non-governmental organizations per 10 thousands inhabitants | Registered crimes per 1 thousand inhabitants |
|--------------------|-----------------------------------|-------------------------------|------------------------------------|-------------------------------------|--------------------------------------|---|--|
| Year               | 2011                              | 2011                          | 2011                               | 2011                                | 2011 (Białoruś: 2009)                | 2012  | 2011   |
| PL – eligible area | 19,3                              | 63,5                          | 17,2                               | 46                                  | 13,7                                 | 30  | 22   |
| BY – eligible area | 17,2                              | 59,5                          | 23,2                               | 28                                  | 13,8                                 | -   | 10,9   |
| UA – eligible area | 18,3                              | 60,5                          | 21,2                               | 44                                  | -                                    | 16,4  | 6,6  |

## Appendix 10. Barriers to cross-border cooperation based on survey results

The data were based on the questionnaires circulated among the beneficiaries and project applicants from the 2004-2006 and 2007-2013 programming periods in eligible areas.

Tab. 1. How do you view current cross-border cooperation between Poland and the neighbouring countries in relation to the potential existing in the following areas?

| Sphere                 | Polish-Ukrainian cooperation              |                       | Polish-Belarusian cooperation             |                       |
|------------------------|---|-----------------------|---|-----------------------|
|                        | Average<br>(1 – very bad<br>5- very good) | Standard<br>deviation | Average<br>(1 – very bad<br>5- very good) | Standard<br>deviation |
| All respondents        | (N=258)                                   |                       | (N=247)                                   |                       |
| Economic               | 2.8                                       | 0.9                   | 2.3                                       | 1.2                   |
| Socio-cultural         | 3.5                                       | 0.9                   | 2.7                                       | 1.3                   |
| Institutional          | 3.3                                       | 0.9                   | 2.4                                       | 1.3                   |
| Polish respondents     | (N=141)                                   |                       | (N=148)                                   |                       |
| Economic               | 2.8                                       | 0.8                   | 2.5                                       | 1.1                   |
| Socio-cultural         | 3.5                                       | 0.9                   | 2.9                                       | 1.1                   |
| Institutional          | 3.3                                       | 0.9                   | 2.6                                       | 1.1                   |
| Ukrainian respondents  | (N=100)                                   |                       | (N=80)                                    |                       |
| Economic               | 2.9                                       | 1.0                   | 2.5                                       | 1.2                   |
| Socio-cultural         | 3.6                                       | 1.0                   | 3.1                                       | 1.3                   |
| Institutional          | 3.2                                       | 1.0                   | 2.5                                       | 1.5                   |
| Belarusian respondents | (N=17)                                    |                       | (N=19)                                    |                       |
| Economic               | 3.4                                       | 0.5                   | 2.1                                       | 1.4                   |
| Socio-cultural         | 3.7                                       | 0.6                   | 2.2                                       | 1.4                   |
| Institutional          | 3.4                                       | 0.5                   | 2.1                                       | 1.3                   |

Tab. 2. Can you please name the major barriers in individual areas of cross-border cooperation between Poland and the neighbouring countries, which are associated with the presence of the state border and assess their significance?

| Barriers                   | Polish-Ukrainian cooperation |        |                                | Polish-Belarusian cooperation |        |                                |
|----------------------------|------------------------------|--------|--------------------------------|-------------------------------|--------|--------------------------------|
|                            | Barrier (yes)                | % of N | Significance (1-small 5-large) | Barrier (yes)                 | % of N | Significance (1-small 5-large) |
| Economic cooperation       |                              |        |                                |                               |        |                                |
| Legislative-institutional  | 215                          | 83.3   | 3.6                            | 134                           | 76.6   | 4.1                            |
| Border regime              | 217                          | 84.1   | 3.9                            | 132                           | 75.4   | 4.3                            |
| Infrastructural            | 190                          | 73.6   | 3.5                            | 113                           | 64.6   | 3.7                            |
| Economic                   | 184                          | 71.3   | 3.3                            | 105                           | 60.0   | 3.5                            |
| Cultural                   | 166                          | 64.3   | 2.0                            | 99                            | 56.6   | 2.5                            |
| Socio-cultural cooperation |                              |        |                                |                               |        |                                |
| Legislative-institutional  | 193                          | 74.8   | 3.1                            | 122                           | 69.7   | 3.8                            |
| Border regime              | 208                          | 80.6   | 3.8                            | 121                           | 69.1   | 4.0                            |
| Infrastructural            | 175                          | 67.8   | 3.4                            | 98                            | 56.0   | 3.6                            |
| Economic                   | 164                          | 63.6   | 3.0                            | 90                            | 51.4   | 3.2                            |
| Cultural                   | 169                          | 65.5   | 2.2                            | 97                            | 55.4   | 2.5                            |
| Institutional cooperation  |                              |        |                                |                               |        |                                |
| Legislative-institutional  | 208                          | 80.6   | 3.5                            | 129                           | 73.7   | 4.1                            |
| Border regime              | 199                          | 77.1   | 3.6                            | 123                           | 70.3   | 4.1                            |
| Infrastructural            | 171                          | 66.3   | 3.3                            | 96                            | 54.9   | 3.6                            |
| Economic                   | 168                          | 65.1   | 3.2                            | 92                            | 52.6   | 3.3                            |
| Cultural                   | 157                          | 60.9   | 2.2                            | 92                            | 52.6   | 2.6                            |

## Appendix 11. SWOT analysis

An extended strategic SWOT analysis was used in the research, which included external and internal factors and duration, expressed in the form of the current and future state of the cross-border regions in a long-term, strategic perspective. Regarding the current situation, strengths and weaknesses of the cross-border region and cross-border cooperation are identified, based on the assumption that the influence of external factors should either lead to their foregoing modification or it just then may be significant and at that time assume the form of future opportunities and threats. Moreover, in the long term, the possibilities and limitations resulting from the existing internal determinants of regional development and cross-border cooperation was examined. Such an approach to the SWOT analysis has a distinct advantage over the standard one, based on four areas only, because it makes it easier to perceive potential changes in the planned horizon of strategic intervention, even those that arise from internal determinants. The areas of the extended strategic SWOT analysis are as follows:

Tab. 1. Areas of the extended strategic SWOT analysis

|                         | <b>Present</b> |            | <b>Future (Strategic Horizon)</b> |             |
|-------------------------|----------------|------------|-----------------------------------|-------------|
| <b>Internal factors</b> | Strengths      | Weaknesses | Possibilities                     | Limitations |
| <b>External factors</b> | x              | x          | Opportunities                     | Threats     |

Source: own elaboration.

## Appendix 12. TOWS analysis

The TOWS analysis is a well-established strategic method (Obłój 2007). Although it is generally used for analyses of organisations, it can also be successfully applied for analysing territorial units. The TOWS analysis is based on the results of the SWOT analysis and involves an examination of those areas of the SWOT analysis which influence each other the most. For the purposes of the TOWS analysis, the results of the extended SWOT analysis are simplified into four areas. The possibilities were with the opportunities and the limitations - with threats. This approach is justified by the fact that the connected areas are related to the future. The TOWS analysis is performed by creating eight compositions which answer the questions:

- Does a given strength support an opportunity/possibility?
- Does a given strength allow to overcome threats/limitations?
- Does a given weakness hinder a given opportunity/possibility?
- Does a given weakness increase the potential of threats/limitations?
- Does a given opportunity/possibility increase a given strength?
- Does a given opportunity/possibility allow to overcome a given weakness?
- Does a given threat/limitation hinder a given strength?
- Does a given threat/limitation increase a given weakness?

The results are presented in the form of a table and measured quantitatively. Based on the calculations, we obtain a cross table which shows the number and the strength of the interactions between the fields of the SWOT analysis. On this basis, it is possible to determine the recommended strategy, viz.:

- “Aggressive” strategy: using the opportunities/possibilities and strengths;
- “Competitive” strategy: using the opportunities/possibilities and weaknesses;
- “Conservative” strategy: neutralization of threats/limitations using strengths;
- “Defensive strategy”: neutralization of threats/limitations and limiting weaknesses;

Tab. 1. Normative strategy matrix

|                   | <b>Opportunities/possibilities</b> | <b>Threats/limitations</b> |
|-------------------|------------------------------------|----------------------------|
| <b>Strengths</b>  | Aggressive strategy                | Conservative strategy      |
| <b>Weaknesses</b> | Competitive strategy               | Defensive strategy         |

Source: Obłój 2007, p. 337.