

Experts' report on European Neighbourhood Instrument programme Poland-Russia in the period 2014-2020

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Prepared by:
The Centre for European Regional and Local Studies – EUROREG

Authors:
Marek Kozak, Adam Płoszaj, Jakub Rok, Maciej Smętkowski



Address:
Centrum Europejskich Studiów Regionalnych i Lokalnych EUROREG
Uniwersytet Warszawski
ul. Krakowskie Przedmieście 30
00-927 Warszawa
Tel.: (48) 22 826 16 54
Tel.: (48) 22 55 20 643
Fax.: (48) 22 826 21 68
e-mail: euroreg@uw.edu.pl



UNIA EUROPEJSKA
EUROPEJSKI FUNDUSZ
ROZWOJU REGIONALNEGO



Table of contents

1	SUMMARY	3
2	INTRODUCTION	8
3	THE ELIGIBLE AREA.....	9
3.1	Introduction	9
3.2	The eligible area in the Poland-Russia Programme	11
4	DIAGNOSIS OF CROSS-BORDER COOPERATION	16
4.1	Introduction	16
4.2	Diagnosis of cross-border cooperation in Polish-Russian eligible area.....	19
4.2.1	Determinants of the development of cross-border cooperation	19
4.2.2	Barriers to cross-border cooperation	26
4.2.3	SWOT analysis	28
4.2.4	TOWS analysis	30
5	STRATEGIC OBJECTIVES AND THEMATIC SCOPE	31
5.1	Introduction	31
5.2	Strategic objectives and thematic scope of the Poland-Russia Programme.....	33
5.2.1	Objectives of the Poland-Russia CBC Programme	33
5.2.2	Indicative allocation for the Poland-Russia CBC Programme	41
5.2.3	Monitoring indicators for the Poland-Russia CBC Programme.....	43
5.2.4	Compliance of the Poland-Russia CBC Programme with other programmes and strategies	46
5.2.5	Programme and thematic objectives of the cohesion policy.....	48
5.2.6	Programme and thematic objectives of the European Neighborhood Policy	49
5.2.7	Thematic concentration in the Programme.....	50
5.2.8	Issues requiring institutional cooperation on both sides of the border	50
5.2.9	The role of the Microproject Fund.....	51
5.2.10	Strategic projects in the Programmes	51
5.2.11	Examples of best practices in cross-border projects	55
5.2.12	Programme beneficiaries.....	70
5.2.13	Project Evaluation and Selection criteria	70
5.2.14	Measures aimed to foster the establishment of project partnerships.....	71
6	INSTITUTIONAL AND SYSTEMIC SOLUTIONS.....	73
6.1	Introduction	73
6.2	Optimal solutions within the new programme implementation system.....	75
6.2.1	Administration potential of the partnership countries in relation to the ENI implementation	75
6.2.2	Assessment of the efficiency of the microproject selection system in the period of 2007-2013.....	76
6.2.3	Analysis of the possibility of an electronic submission of applications	78
6.2.4	Conclusions	79
7	REFERENCES	80
8	APPENDICES	83
	Appendix 1. Analysis of foreign trade	83
	Appendix 2. Analysis of tourist traffic	88
	Appendix 3. Analysis of border traffic	92
	Appendix 4. Analysis of cross-border ecosystems.....	95
	Appendix 5. Analysis of twinning cities co-operation	98
	Appendix 6. Analysis of Programme beneficiaries	101
	Appendix 7. Analysis of survey results	105
	Appendix 8. Analysis of interviews	108
	Appendix 9. Socio-economic indicators	110
	Appendix 10. Barriers to cross-border cooperation based on survey results	111
	Appendix 11. SWOT analysis	113
	Appendix 12. TOWS analysis	114

1 Summary

The main objective of experts' report was an identification of the main elements of CBC Program PL-RU that should promote integrated and sustainable development of neighbouring border regions and territorial co-operation between the EU and Russia. 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-RU 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?

BLOCK 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 INTERREG 2004-2006 and CBC 2007-2013 programmes and euroregional cooperation taking into account context related to the changes of territorial division in Poland at NUTS3 level and the proposal of Regulation 2011/839 the following changes have been proposed:

- on the Polish side the eligible area should cover all subregions situated at the border as well as subregion trójmiejski and starogardzki. The first should be included despite of its being administratively separated from gdański subregion while maintaining full functional coherence with it, and due to its location on the Bay of Gdańsk, intersected by the sea border between Poland and Russia, while the second subregion has relatively strongly developed cross-border linkages and is situated quite close to the border, within the Pomorskie voivodship.

In addition, delimitation of the adjacent areas in the forthcoming programme round could be forgone without bringing any substantial losses to the Programme as they play only a minor role in current cross-border interactions.

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

Regarding economic capital quite strong concentration of population in main cities and relatively low population density in remaining areas should be noticed. The differences in level of development between Polish and Russian parts of border regions are relatively low. Meanwhile quite high, but spatially differentiated is level of development in Polish part of eligible area in comparison to national average and quite low in case of Kaliningrad oblast. The economic structures are quite similar manifested by low share of agriculture in GVA, but higher industrialisation on Russian side, while growing industrialisation on Polish side of the border. The use of labour resources is quite ineffective (high unemployment rate, but lower based on LFS on Polish side, while decrease of unemployment has been observed on Russian side). The eligible area is highly differentiated in terms of attractiveness for FDI and foreign tourism (good performance of Polish part, while poor performance of Russian part). Meanwhile the potential for endogenous development exists manifested by quite well developed enterprises sector, supported by the R&D performance better on Polish than Russian side of the border. Furthermore, the potential for transborder transit is rather low, but the region is important node of sea transport.

The population in Russian part of the support area in the last couple of years have been stable, and the Polish part even recorded a growth in population. The area is, however, very differentiated in demographic terms. In the Kaliningrad Oblast visible is the process of quick ageing of society (large share of people in post-working age). In the Polish part of the support area the situation in this respect is much better, even though also here the population's ageing process is more and more noticeable. In terms of higher education accessibility the situation in this support area was good and did not differ from national averages. Higher level education rates are similar on both sides of the border. Both on the Polish and Russian side of the border university education rates in the cross-border area were higher than in general for both countries. Human capital measured with formal education is significantly concentrated in larger cities (Tri-City, Olsztyn, and Kaliningrad). On the other hand, in respect of social capital the support area is significantly differentiated. In recent years the number of non-governmental organizations in Poland increased, while in

Russia the number of NGOs has been declining. As far as the number of reported common offences is concerned, the situation in Kaliningrad Oblast was better than that in the Polish part of the cross-border area. Undoubtedly favourable phenomenon is the decline in the number of offences on both sides of the border.

The analysed area is characterised with significant natural assets, it has well-preserved water and mud ecosystems, as well as inshore ecosystems. Of crucial importance is the sensitive ecosystem of Baltic Sea, together with inshore waters and sand spits. The most important problems of the Baltic Sea are eutrophication of waters, pollution with dangerous substances, and overfishing. An important threat is thus water pollution, connected mainly with lack of modern sewage treatment plants in Kaliningrad, CHNOPS elements from agriculture in Vistula catchment area, and lack of interstate programme of Vistula Lagoon's environment management. Another threat is uncontrolled human impact on environment in the inshore area of the Baltic Sea and around lakes. Emission of air pollutants constitutes a relatively smaller problem, especially on the Polish side of the border. Outputs on environmental protection infrastructure are significantly higher in the Polish part of the area, and include extension of sewage systems, which are less developed in the Russian part. In the described area of significant importance is renewable energy, wind energy (on the Polish side) and water energy (on the Russian side). However, most energy still comes from conventional sources, i.e. from gas in the Russian part and from coal in the Polish part. In the latter case, due to lack of energy self-sufficiency, of significant importance is energy transmission.

Potential to develop cross-border cooperation

First of all, it should be noted cross-border cooperation at the Polish-Russian 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 the economic sphere which, according to the respondents, was far from fully embracing the existing opportunities. Some deficiencies could also be observed in the socio-cultural sphere, although in this particular respect the Russian respondents expressed satisfaction with the way it had developed in relation to the cross-border region potential. In contrast, institutional cooperation was assessed as average on both sides of the border, although good opinions prevailed overall.

Barriers to cross-border cooperation

The legislative and institutional system was viewed as the most serious obstacle hindering economic and institutional cooperation, in particular the dissimilar arrangements in force on both sides of the border. At the same time, it should be observed that this barrier, in terms of the difficulties posed, was found to be much less problematic than the border regime, which was regarded as a major obstacle, particularly for the development of socio-cultural cooperation. This applied to difficulties with obtaining a visa (availability, price) as well as the operation and infrastructure of the border crossings (long waiting time to cross the border).

Cultural differences were regarded as the third most common (although not as distressing) problem encountered in cross-border cooperation. The impact of mutual prejudices and stereotypes, and the resultant lack of mutual trust in cooperation were strongly emphasised. Infrastructure problems were as frequently mentioned, although they were regarded as causing only some nuisance – especially for economic cooperation. Respondents underlined the existing deficiencies, particularly in the transport infrastructure, connected e.g. with the lack of railway connections and difficulties with crossing the sea border in the Vistula Lagoon. Differences in the level of economic development were regarded as the least noticeable barrier. In addition, some respondents considered them as favourable in terms of shopping tourism, an activity pursued primarily by residents of the Kaliningrad oblast.

SWOT/TOWS analysis

The results of the TOWS/SWOT analysis suggest that the aggressive strategy should be adopted. 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. It should be noted that the high value of the sum of interactions between the strengths and possibilities is produced by the potential impact of the opportunities on the strengths rather than by the impact of the strengths on the opportunities. This was taken into account while defining the scope of support to be offered under the Programme.

BLOCK 3. OBJECTIVES AND THEMATIC SCOPE OF THE PROGRAMME

The main objective of the Programme is to support cross-border cooperation in the economic, social, environmental and institutional sphere. Based on number of assumptions, three priorities were defined for the Programme:

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

Priority 1

The main barrier hindering the development of cross-border cooperation between Poland and the Kaliningrad oblast is the presence of the state border. In case of this particular border, the border regime can be described as ‘hard’ – crossing the border poses a serious obstacle to a free flow of individuals, goods and services. The local (visa-free) border traffic agreement streamlines border checks only to a limited degree. All-out activities aimed to facilitate crossing the border, also including development of the relevant infrastructure, are of key importance for both establishing and reinforcing cross-border cooperation. Streamlining border traffic should go hand in hand with measures fostering collaboration between institutions and residents of the border region. Initiatives supporting such collaboration should also help build good neighbourly relations and promote understanding between partners from both sides of the border, regardless of the existing cultural, social,

administrative, legislative or economic differences or dissimilarities. Measures aimed to eliminate negative stereotypes, preconceptions and prejudices will be particularly welcome.

Priority 2

Improving the quality of life and socio-economic development largely relies on the competitiveness of a given economy, whilst the growth of competitiveness depends primarily on innovation. Therefore, in order to secure a lasting foundation facilitating the development of the functional cross-border area, the innovativeness of institutions and residents from a given area should be supported and stimulated. The relevant activities should be all-encompassing and include both increasing the innovativeness of enterprises and development of business-environment institutions. Developing businesses in the tourism sector is yet another important opportunity for the area under consideration

Priority 3

A clean natural environment is a necessary prerequisite for ensuring a suitable quality of life for the region's residents. Environmental problems are specifically cross-border in nature, as pollutants easily cross the administrative borders. The environmental dimension is well visible and significant at the border between Poland and the Kaliningrad oblast, an area which encompasses sensitive and important ecosystems such as the Vistula Lagoon, the Vistula Spit or the Masurian Lakeland. Here, the protection of surface waters is of cardinal importance, also because its impact reaches far beyond the eligible area, i.e. it can seriously influence the condition of the Baltic Sea ecosystem.

BLOCK 4. MANAGEMENT SYSTEM

With regard to the management system, there are good reasons behind the back of the system for the years 2014-2020 on proven solutions (best practices), if necessary adjusted to the final regulation of ENI CBC (up to now it is just a draft). Even more that previous experience shows that knowledge of the system may be important to its success. Due to the lack of a regulation adopted ENI CBC, future decision will require the potential use of Euro-regions and the possible introduction of an umbrella system (often criticized). Analysis of administrative capacity suggests possibility of the introduction of the electronic application submission, to a lesser extent an increase of the accountability of the partner country. Experts commenting these issues have stressed either implementation difficulties, but others were of the opinion that there is no reason not to implement umbrella project system. It seems, however, that Umbrella system will require greater workload.

As for the "shared management", it calls for a comprehensive cost-benefit analysis. In making decisions about changes one should be aware of multifaceted asymmetry in the relationship PL-RU. 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 Russian Cross-Border Cooperation Programme (PL-RU) 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-RU 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.

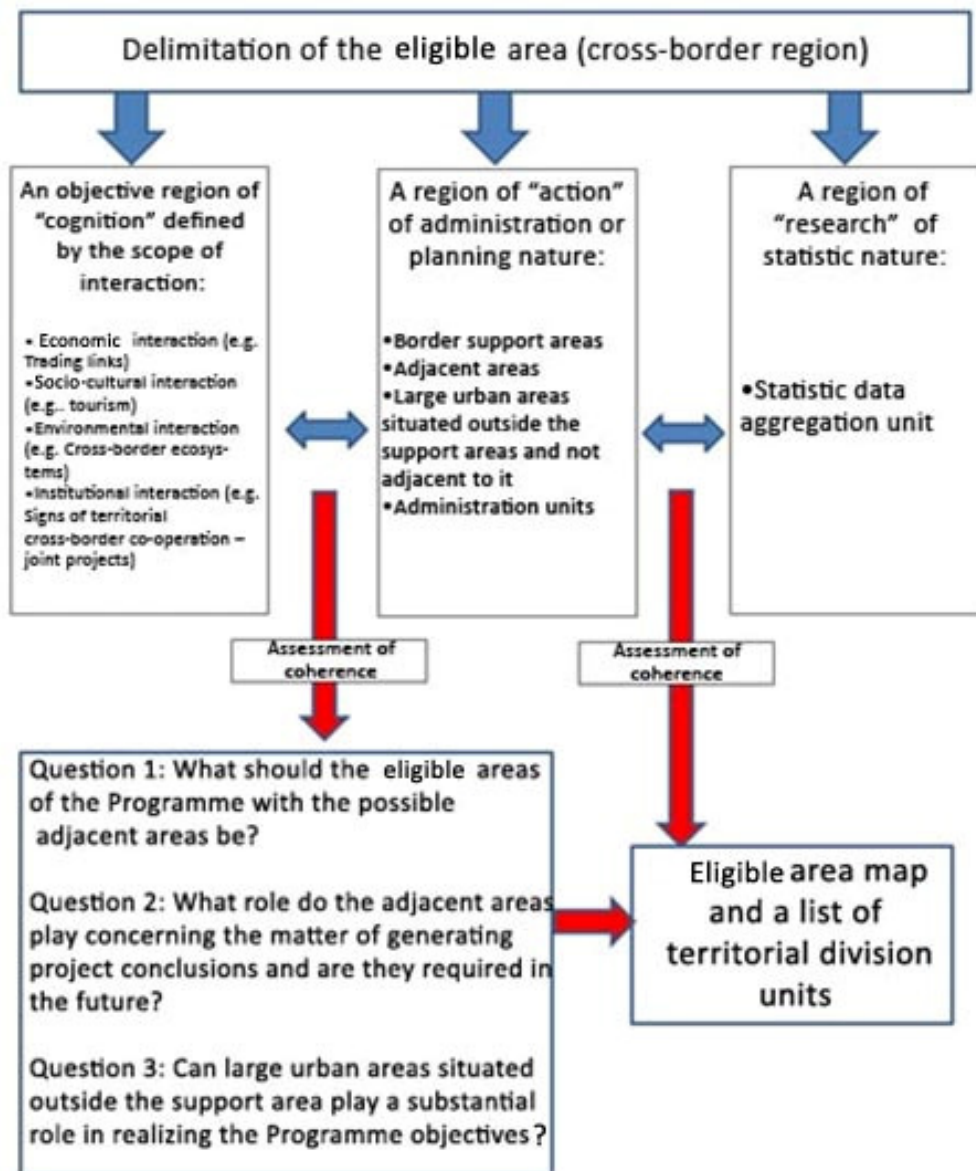
The delimitation of the eligible area of public intervention supporting cross-border co-operation ought to fulfil the following criteria:

- 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-RU (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 INTERREG 2004-2006 and CBC 2007-2013 Programmes). In the next step, its results were referred to the existing eligible area of the CBC Programmes 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-Russia 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 periods (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. Synthetic evaluation of the significance of analysed spatial units for cross-border interactions at the Polish-Russian border

Territorial unit	Trade	Tourism	Border traffic	Ecosystems	Twinning cities	ENPI cooperation	Euro-regional cooperation
Poland							
Kujawsko-Pomorskie voivodship							
- bydgosko-toruński ubregion							
- grudziądzki subregion					YES		
- włocławski subregion							
Mazowieckie voivodship							
- ciechanowsko-płocki subregion							
- ostrołęcko-siedlecki subregion							
Podlaskie voivodship							
- białostocki subregion	YES			YES	YES		YES
- łomżyński subregion	YES						YES
- suwalski subregion	YES		YES	YES	YES	YES	YES
Pomorskie voivodship							
- gdański subregion	YES	YES	YES	YES		YES	YES
- słupski subregion					YES		YES
- starogardzki subregion		YES	YES		YES		YES
- trojmiejski subregion	YES	YES	YES	YES	YES	YES	YES
Warmińsko-Mazurskie voivodship							
- elbląski subregion	YES	YES	YES	YES	YES	YES	YES
- etcki subregion	YES	YES	YES	YES	YES	YES	YES
- olsztyniński subregion	YES	YES	YES	YES	YES	YES	YES
Russia							
- Kaliningrad oblast	YES	YES	YES	YES	YES	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 białostocki subregion in Poland, but in this case such issues should be considered as the likely distortion of the results of analyses, e.g. of foreign trade, relating to the cooperation with partners in other regions of Russia than Kaliningrad; prevalent cooperation with Lithuanian partners

under the LT-PL-RU 2007-2013 Programme and greater potential for developing cooperation directed at Belarus in the international context. The significance of the remaining adjacent areas is merely marginal, and in the context of the eligible area the scale of cross-border interactions with the Kaliningrad oblast is negligible. 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 nature of the administrative systems in Poland and Russia, and the opinions expressed by both respondents and stakeholders of the 2004-2006 and 2007-2013 programme rounds were taken into account.

Drawing on **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-Russia Programme as it should be regarded as a land border:

- (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 programmes 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 this particular case, this only refers to the Polish partner.

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. In parallel, the Kaliningrad oblast has the status of the Russian Federation exclave (equivalent of NUTS2 in Poland) having executive powers, and at the next level down in the structure there are raions, units with limited competencies and local character (equivalents of LAU1).

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, with the exception of the adjacent areas, whose significance for such cooperation is only marginal.
- Polish respondents agree as to the soundness of the premises to eliminate the adjacent areas from the Programme (which is particularly well visible in the interviews), whereas the Russian partners are in favour of leaving cooperation possibilities which are territorially wider (based on the questionnaires).
- On the whole, respondents are not in favour of incorporating other territorial units (including large cities) into the Programme.

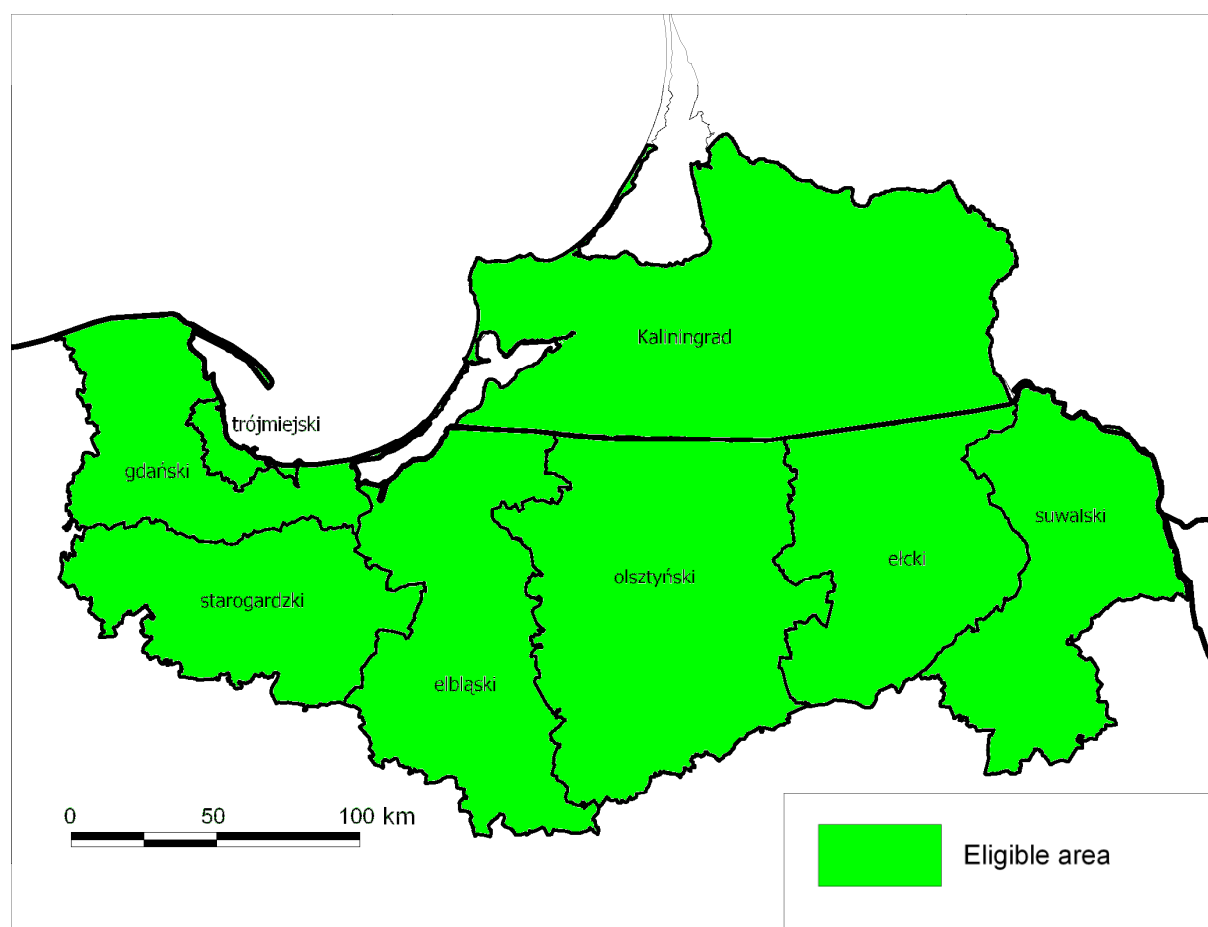
In effect, a comparison of the first step with the second shows a considerable consistency of the results obtained using both methods. First and foremost, this refers to the cardinal importance of NUTS3/NUTS2 territorial units situated directly on the border. In the case of the adjacent areas, cross-border cooperation is merely marginal, and therefore they should not be distinguished in any way. 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 notable 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 Russia, 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 Russia.

Fig. 2. Map of the eligible area in the Poland-Russia Programme



Source: own elaboration

In effect, the following eligible area for the Poland-Russia Programme 2014-2020 should be proposed:

- a) on the Polish side subregions (NUTS3): suwalski, gdański, starogardzki, trójmiejski (Tricity), elbląski, ełcki, olsztyński
- b) on the Russian side, the Kaliningrad oblast.

With the exception of trójmiejski and starogardzki 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 the border of Poland with Russia (in case of suwalski subregion, this is the meeting point of three borders: between Poland, Lithuania and Russia). The first should be included despite of its being administratively separated from gdański subregion while maintaining full functional coherence with it, and due to its location on the Bay of Gdańsk, intersected by the sea border between Poland and Russia. The second subregion has relatively strongly developed cross-border linkages (fulfil 4 of 7 analysed CBC interactions criteria – see Table 1, p.12) and is situated close to the border, within the Pomorskie voivodship, so we propose to include

the subregion in eligible area based on Article 8(2) of above mentioned regulation. In contrast, the Białystok subregion, despite having some cross-border ties with the Kaliningrad oblast, should probably not be included into the Programme owing to the likely distortion of the results of analyses relating to the cooperation with partners in other regions of Russia than Kaliningrad; cooperation with Lithuanian partners under the LT-PL-RU 2007-2013 Programme and greater potential for developing cooperation directed at Belarus. In addition, delimitation of the adjacent areas in the forthcoming programme round could be forgone without bringing any substantial losses to the Programme as they play only a minor role in cross-border interactions (see Table 1, p.12).

4 Diagnosis of cross-border cooperation

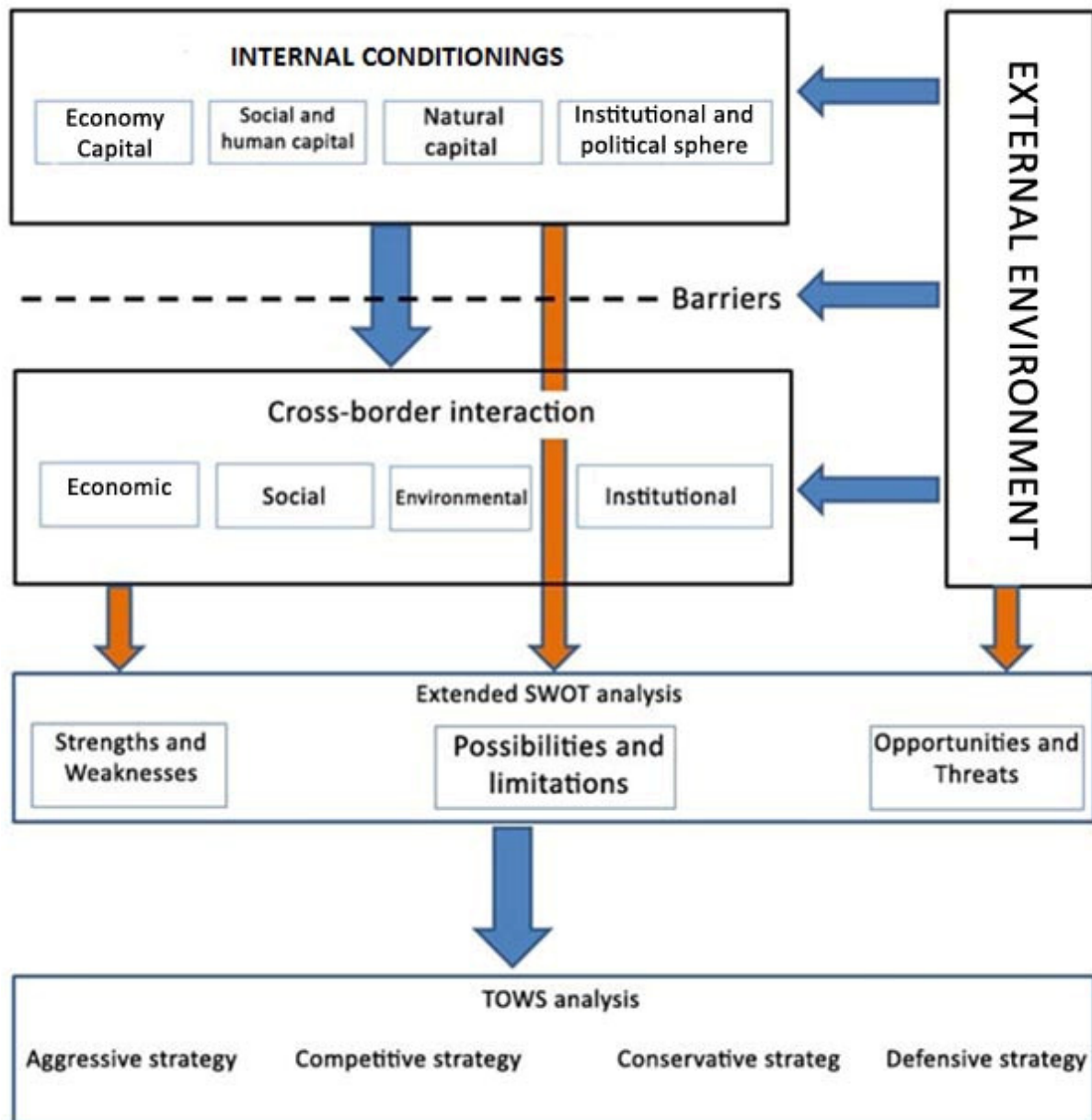
4.1 Introduction

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.

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 II 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-Russian 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 1**). 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 system

The eligible area of the Poland-Russia CBC Programme has a population of 4.475 million, with the majority, i.e. 3.528 million residents, living on the Polish side of the border (78.8%), and only 947 000 – on the Russian side of the border (21.2%). The population density (97.8 residents/km² in the Polish part and 62.7 residents/km² in the Russian part) can be regarded as moderate as compared to the average density in Poland, and relatively high as compared to the European part of the Russian Federation. The population is quite strongly concentrated spatially, particularly in the Kaliningrad oblast, where 431 000 people (45%) live in the region's capital. The metropolitan area made up of three cities (Gdańsk-Gdynia-Sopot) and inhabited, within the administrative boundaries, by 742 000 residents, is the largest urban complex in the Polish part of the eligible area. Other large cities with subregional significance include Olsztyn (175 000) and Elbląg (124 000), whereas Ełk, Tczew, Malbork and Suwałki play supra-local functions.

Economic capital

The difference in the level of economic development between the Polish part of the eligible area and the Kaliningrad oblast was rather moderate and quite stable. In 2010, the ratio was 1:1,35 (i.e. EUR 8100 EUR per capita in the Polish part and 6000 EUR per capita in the Kaliningrad oblast). The development level in the Polish part of the eligible area when set against the national average was relatively high and stood at 86.9%, although wide regional disparities in that regard could be observed, ranging from 140% in the case of Tricity to 62.4% in the ełcki subregion. It should also be pointed out that this level was gradually falling in the recent years, which can be viewed as proof of a slower development of these areas. In the case of the Kaliningrad oblast, its economic situation was rather inferior in comparison to the national average, with the regional per capita income at merely 77% of the national average in 2010. Nonetheless, the situation in the recent years was rather stable, although with considerable fluctuations typical of periods of economic slowdown.

The economic structure of the eligible area on the two sides of the border was quite similar and at the same time comparable to the respective national average figures. Primary sectors (agriculture, forestry and fishery) played a more prominent part in the economy of the Polish part, with their 5% share in GVA in 2010, as compared to a mere 2.1% in the Kaliningrad oblast. On the other hand, the Kaliningrad oblast was characterised by a higher level of industrialisation – 40.5%, whereas the share of industry and construction in the Polish part

was only 32.7%. The structural changes taking place in the recent years increased the significance of the service sector at the expense of the primary sectors in the Kaliningrad oblast, and were manifested by a slight increase in the rate of industrialisation of the Polish part, at the expense of the services sector.

A lower development level in the eligible area in comparison to the respective national averages was largely a result of less effective use of the local workforce rather than of the structural factor. The agriculture sector in the Polish part of the eligible area gave employment to 17% of the workforce, as compared to only approximately 9% in the Kaliningrad oblast. In addition, in 2012 the level of registered unemployment in the Polish part of the eligible area reached 15.5% and was over 2pp higher than the average in the country at large. In this regard, the Polish part was rather varied, with the unemployment rate ranging from 6.3% in Tricity to 25% in the etcki subregion. It should also be pointed out that, according to the labour force survey (BAEL), it was lower, which means that some of the jobless find work in the shadow economy (also by embracing opportunities offered by petty border trade). On the other hand, the situation in this respect deteriorated in the recent years. In contrast, in 2012 the unemployment rate in the Kaliningrad oblast was 7.4%, i.e. also nearly 2pp higher than the national average. One positive aspect, however, was a gradual decrease in unemployment observable in the Russian part of the eligible area over the last few years.

The border region is strongly varied as far as its attractiveness for inward capital is concerned. On both the Polish and Russian sides of the border, investors from abroad were encouraged to invest in the special economic zones: Pomeranian, Warmińsko-Mazurska and Suwalska, established in 1996/1997 in the Polish part, and the special economic zone, whose status was accorded to the Kaliningrad oblast in 1996 (since 2006 it has operated based on amended principles). The Pomeranian zone proved particularly successful, being ranked 5th in Poland in terms of the capital employed, and 7th in terms of jobs offered. Altogether, by the end of 2012, PLN 12 billion was invested in the Polish economic zones in eligible area, as a result of which 25 000 new jobs were created. In effect, they had approx. a 13% share in total outcome of Polish special economic zones' programme. In the Kaliningrad oblast, national entities were engaged on a larger scale as only 5 out of 34 enterprises operating in the SEZ had foreign shareholdings. Altogether, they declared to make investments with a value of EUR 700 million and hire some 5000 employees.

The region has a considerable potential for tourism, associated mainly with the Baltic Sea coast and lakeland landscape, in addition to the presence of large cities with notable historic assets. In consequence, tourism plays quite a significant role in economic development, mostly on the Polish side of the border; in 2012 the eligible area was visited by nearly 7 million tourists using accommodation facilities, of whom 515 000 were from abroad (a visible increase generated by the organisation of EURO2012). Altogether, tourists can choose from among 35 800 hotel beds and 73 000 more in other types of accommodation; in the

former category, the rate of increase reached a staggering 30% in the years 2008-2012. In parallel, according to official statistics, in 2009 Kaliningrad was visited by 48 000 foreign tourists using accommodation facilities. In consequence, whilst in the Polish part of the eligible area there were 200 tourists with overnight stays, including 15 from abroad, per 100 residents, there were only 5 such tourists per 100 residents in the Kaliningrad oblast.

The potential for endogenous development varied across the two parts of the eligible area. On the one hand, there is a relatively well-developed SME sector. In 2012, the number of registered business entities per 1000 population reached 100 in the Polish part, having increased rapidly in the recent years and nearly equalling the level of the national average. In the Kaliningrad oblast, the number of business entities was lower, with only 55 businesses per 1000 population, a value which was nearly two times higher than the national average. On the other hand, the situation in the R&D sector was not as favourable. In the Kaliningrad oblast, only 0.4% of the employed worked in the R&D sector, as compared to 1.1% on average in the country at large. This compared to 0.8% in the Polish part of the eligible area, a value corresponding to the national average, but generated mostly in the Tricity agglomeration which is a notable academic and scientific centre nationally. At the same time, the recent years saw a positive upward trend concerning employment in R&D, mostly owing to increased employment in the enterprise sector.

The border region has a quite significant, but far from being fully tapped transit potential, that is reflected by decreased role of Riga-Kaliningrad-Gdańsk triangle within pan-European transport corridor Baltic-North Sea. On the other hand, the region is a notable sea transport hub, with a complex of sea harbours in Gdynia-Gdańsk and in Kaliningrad. The development of sea transport, however, is hampered in the case of Elbląg, a city located on the Vistula Lagoon, due to the unregulated status of sailing through the Strait of Pilau on the Russian side of the border. The national roads leading to the border crossings, with the exception of the route from Elbląg to Kaliningrad which was refurbished and upgraded to the standard of the S22 expressway (significant transit importance in relation between Kaliningrad Oblast and EU countries), do not have an upgraded standard (DK54, DK51, DK65). In addition, despite the well-established passenger rail connections, only one of them is still operated, i.e. Gdańsk-Kaliningrad (whilst the connections: Bartoszyce-Bagratiyovsk, operated for cargo traffic, and Korsze-Zheleznodorozhny, are not in use).

There were five border crossings (including one rail crossing) handling regular passenger traffic at the Polish-Russian border. The traffic was distributed rather evenly, with the greatest intensity recorded in 2011, at the crossing in Grzechotki (over 700 000 crossings). The significance of the rail crossing in Braniewo for passenger traffic is marginal as it handled only 15 000 travellers annually. The highest volume of traffic (at a level of 5 million crossings) was recorded at the Polish-Russian border in 1997. Since then, the number of crossings was on the decrease, to fall to 2.3 million in 2011. This situation changed with the introduction of local border traffic (LBT), which brought an increase in the number of crossings by 72%, to

4.1 million. In consequence, the capacity of border crossings for all types of traffic is insufficient, a situation which occasionally leads to bottlenecks and longer waiting time needed to cross the border.

Human and social capital

In the period 2004-2011, the number of the population in the Kaliningrad oblast remained at a stable level, which was achieved in the context of a substantial natural decrease (a nearly - 5‰ decrease on average in 2004-2012), which however was offset by relative robust immigration (nearly 38 000 in 2005-2013). In the Polish part of the cross-border region, the situation was quite the opposite. In 2004-2012, the population of the macroregion increased by slightly over 3%. This was a result of natural increase (on average over 2‰ annually in 2004-2012), which offset the migration outflow as, according to official statistics, nearly 12 500 people emigrated from the region in the period 2004-2012.

The age structure of the population is more favourable in the Polish part of the cross-border region, with the share of working-age population at 64.5% in 2011, as compared to 62.4% in the Kaliningrad oblast. The share of the population in pre-working age on the Russian side of the border was also distinctly smaller – 15.4%, as compared to 19.7% in the Polish part of the eligible area. In consequence, the total population of the Kaliningrad oblast had a considerably higher share of post-working age residents (22.1%) than was the case on the Polish side of the border (15.8%). At the same time, population ageing processes were progressing dynamically on both sides of the border. In 2004-2011, the share of the post-working age population in the Kaliningrad oblast increased by 2.6pp., and in the Polish part of the eligible area - by 1.9pp. As a result, old-age dependency ratio increased across the entire area, which can create unfavourable conditions for future economic development.

Access to higher education in the whole of the cross-border region can be regarded as good. The Immanuel Kant Baltic Federal University operates in Kaliningrad, and Tricity serves as the main academic centre on the Polish side of the border. Higher education institutions can also be found in Olsztyn and in several smaller cities. As a result, in 2012, in the Polish part of the eligible area, there were nearly 40 students per 1000 population. Similar values were recorded in the Kaliningrad oblast, with nearly 45 students per 1000 population (in 2010). The situation in that regard on both sides of the border did not differ in any significant way from the statistics for the whole of the two countries.

The tertiary education rate is at a similar level on both sides of the border. In 2011, the share of the population with higher education was 16.5% in the Kaliningrad oblast, as compared to 15.6% in the Polish part of the cross-border region (understood as the percentage of the population with higher education in the total population). Both on the Polish and the Russian sides of the border, these values were higher for the cross-border region than those for the country at large (14% in Russia and 14.8% in Poland). Human capital measured by formal education is visibly concentrated in the largest cities (Tricity, Olsztyn, Kaliningrad). It

should be emphasised, however, that the concentration of the population with the highest educational attainment in metropolises and large cities is a typical phenomenon, and not a unique feature of cross-border areas.

The development of the non-governmental sector (associations, foundations, etc.) in Russia and in Poland showed two opposing trends since in the recent years, since the number of NGOs grew in Poland and decreased in Russia. The trends observable in the Polish-Russian cross-border region were similar to those discernible nationally. In 2004-2012, the number of NGOs in the Kaliningrad oblast decreased from 2500 to 1600, whereas in the Polish part of the cross-border region there was a visible increase in the number of third sector organisations, from 7000 to 10 800. In effect, the number of NGOs in comparison to the demographic potential also changed significantly. In 2004, there were 25.8 NGOs per 10 000 population in the Kaliningrad oblast, as compared to 20.6 in the Polish part of the cross-border region. On the other hand, in 2012 the situation had reversed: there were 30.7 NGOs per 10 000 population in the Polish part of the eligible area, and only 16.9 in the Kaliningrad oblast. It should be noted that while the penetration rate of NGOs in the Polish part of the eligible area does not differ much from the national average (in 2004 – 19.5, and in 2012 - 30 NGOs per 10 000 population), this rate in the Kaliningrad oblast is much higher than the average for the whole of Russia (16.9 as compared to 10.4 NGOs per 10 000 population in 2012).

In terms of registered crime rate, the situation in the Kaliningrad oblast was better than in the Polish part of the cross-border region, with 16.1 crimes per 1000 population recorded in the oblast in 2011. In contrast, on the Polish side of the border, the crime rate per 1000 population was visibly higher, at a level of 30.3. However, in interpreting these data, we should bear in mind that they reflect only reported crimes and offenses, which were recorded in the police statistics. Nevertheless, one positive phenomenon was a decrease in these figures on both sides of the border. In 2004-2011, the number of registered crimes the Kaliningrad oblast fell by 37%, and in the Polish part of the cross-border region – by nearly 30%.

Natural capital

The area in question is characterised by diverse and relatively well-preserved natural environment. It hosts three national parks (two on the Polish side and one on the Russian side of the border), which together occupy, respectively, 1.9% and 0.4% of these two areas. In addition, 15 landscape parks and seven areas enjoying a similar status in the Russian part can be found here. The outstanding value of the environmental assets under protection is confirmed by the internationally awarded status of several parks and reserves situated on the Polish side of the border: six of them were inscribed on The Ramsar List of Wetlands of International Importance (of 13 such locations in Poland), and two were identified as biosphere reserves under the UNESCO *Man and Biosphere* programme (of 10 such locations in Poland). The afforestation rate on the Polish side of the border is 30.2% (as compared to

the national average of 29.3%), and 19.5% on the Russian side. The data for the Polish part indicate that the area occupied by forests in the period 2007-2012 on average increased by 0.3% per year.

The Baltic Sea is the major ecosystem having a cross-border nature. It is unique owing to a low level of salinisation, poor water exchange with the Atlantic Ocean and a high level of pollution and human pressure. In order to ensure comprehensive protection of the Baltic Sea environment, the Helsinki Convention was adopted and signed by all the Baltic states, including Poland and Russia. The most pressing problems include water eutrophication, pollution with hazardous substances and overfishing. The volume of nitrogen and phosphorus compounds supplied by the rivers is gradually decreasing, but this process is accompanied by an increasing volume of nitrogen from air pollutants, produced e.g. by increased movement of ships. Hazardous substances come from rivers but also from fuel leaks and disrupted sea bottom deposits as a result of construction works. Trawling is mainly responsible for overfishing.

The cross-border aspect is also important in connection with the Romincka Forest complex and the Pregoła drainage basin. The Romincka Forest occupies some 350 km², with two-thirds of its area located with Russia, and the remaining part in Poland. The Polish part is under protection as the Romincka Forest Landscape Park, whilst the Russian part has been protected only since 2012. There are several animal species found in the Forest that are included in The Polish Red List of Threatened Species, such as wolf, lynx and a few species of birds – i.e. animals requiring a transboundary conservation approach. The area of the Pregoła drainage basin in Poland is 7500 km² and comprises, among others, Olsztyn and Giżycko, and its main tributaries include the Łyna, Guber and Węgorapa. 74% residents of this area are served by waste treatment plants. The water quality in Pregoła is moderate in the Polish part of the river but it is heavily polluted in its lower reach.

The main sources of pollution with cross-border significance are water and air pollutants. Emission of air pollutants per capita remains at a relatively low level (based on statistics for main stationary emission sources) and ranges from 20% of the national average in the Kaliningrad oblast, to 30% in the Polish part of the eligible area.

Water quality poses a more serious concern. According to HELCOM 2012 data, there were 9 *hot-spots* in the Kaliningrad oblast, out of which 5 were labelled as ‘priority problems’, i.e. pulp factories in Sovetsk and Neman, lack of effective transboundary management programmes for the Vistula lagoon and Curonian lagoon, and municipal and industrial pollution from the city of Kaliningrad. However, a review conducted in 2013 recommends exclusion of both pulp factories from the list, due to restructuring and limiting the amount of discharged wastewater. On the Polish side three *hot-spots* have been already deleted from the list, but the remaining two – the Vistula lagoon transboundary management programme mentioned above and the agricultural runoff in the Vistula river basin – are considered as priority problems.

The volume of untreated sewage shows a falling trend, both in the Polish and Russian parts of the eligible area. In 2007, yearly amount of the untreated sewage per capita equalled 4m³ and 124m³ in Polish and Russian part of the eligible area, respectively (however, differences in methodology limits the validity of international comparison). By 2011 it decreased by 96% and 22% respectively. 71% residents of the Polish part of the eligible area and 91% of the Russian part have access to a sewage network. The relevant values are increasing on both sides of the border, but the rate of increase on the Polish side is considerably faster (2.4pp in the period 2007-2011, the length of the sewage network increased by almost 2800 km). Thus, the sewage treatment remains a crucial environmental challenge, especially for the Kaliningrad city. The wastewater treatment plant located there is highly ineffective, and a new plant is still under construction (to be finished until 2014, but the time of putting the plant into operation has been shifted several times). Lack of proper water management infrastructure causes pollution and severe eutrophication of the Vistula lagoon. However, a number of projects aiming at improving the wastewater treatment are being implemented in the Russian part of the eligible area, e.g. reconstruction of the treatment facilities serving a group of resort towns (Swetlogorsk, Zelenogradsk and Pionersk).

Capital expenditure on fixed assets for environmental protection is definitely higher in the Polish part of the eligible area, at a level of EUR 94 per capita in 2011. In 2007-2011, its value increased twofold, whilst the relation to the national average also improved and grew from 71% to 98%. The relevant capital expenditure in the Kaliningrad oblast oscillated from EUR 1 to EUR 7 per capita, which was 86% of the national average for Russia (ranging from 194% in 2007 to 34% in 2009).

Other environmental hazards in the area concerned include the oil drilling platform on the Russian sea waters, at a distance of only 22 kilometres from the national park protecting the vulnerable ecosystem of the Curonian Spit. On the Polish side of the border, shale gas investments being implemented in the environs of Wejherowo could potentially have a negative impact on the natural environment. Another threat, but dispersed in character, is the increasing human pressure on areas with notable environmental assets, particularly along the sea coast and around lakes. Examples here include uncontrolled coastline development and unregulated tourist traffic.

Electric power generation is an important activity in terms of environmental impact. In 2010, the Kaliningrad oblast became self-sufficient in this regard, thanks to the launch of a new, natural gas-fired 500 MW power plant. In the Polish part of the area concerned, power is transmitted from other parts of the country, especially across the Warmińsko-Mazurskie and Podlaskie voivodships. The challenge involved here is increasing the efficiency of energy transmission. In parallel, over the last five years, renewable energy sources, mostly wind power, have been developed in the region. Currently, more than 70% of power generated in the Warmińsko-Mazurskie voivodship (ca. 200 MW) comes from renewable sources. The renewable energy sector is also developed in the Russian part of the area concerned, mainly

hydro-plants (with about 150 MW of installed power), but also wind power stations (ca. 5 MW).

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-Russian border was far from fully tapping the potential in all the three spheres under analysis, i.e. economic, socio-cultural and institutional (Appendix 2). This was particularly well visible in the economic sphere which, according to the respondents, was far from fully embracing the existing opportunities. Some deficiencies could also be observed in the socio-cultural sphere, although in this particular respect the Russian respondents expressed satisfaction with the way it had developed in relation to the cross-border region potential. In contrast, institutional cooperation was assessed as average on both sides of the border, although good opinions prevailed overall.

The **legislative and institutional system** was viewed as the most serious obstacle hindering economic and institutional cooperation, in particular the dissimilar arrangements in force on both sides of the border. In case of economic cooperation, difficulties associated with the frequently changing regulations, impeding trade dealings and joint investments, were most often emphasised. In case of institutional cooperation, respondents pointed to a high level of centralisation on the Russian side of the border and the resulting limited decision-making capacity of the cooperation partners, lengthy administrative procedures and a weak NGO sector, which operates in the conditions that make it impossible or difficult to receive funding from abroad.

At the same time, it should be observed that this barrier, in terms of the difficulties posed, was found to be much less problematic than the **border regime**, which was regarded as a major obstacle, particularly for the development of socio-cultural cooperation. This applied to difficulties with obtaining a visa (availability, price) as well as the operation and infrastructure of the border crossings (long waiting time to cross the border). This is especially noticeable in comparison to EU internal borders (esp. between Schengen countries).

Cultural differences were regarded as the third most common (although not as distressing) problem encountered in cross-border cooperation. The impact of mutual prejudices and stereotypes, and the resultant lack of mutual trust in cooperation were strongly emphasised. This issue is also quite well illustrated by other research, e.g. a study involving students from Gdańsk and Kaliningrad, which showed the durability of the prevalent stereotypes. However, in the context of the CBC Programme, difficulties connected with using English as the working language were also pointed out.

Infrastructure problems were as frequently mentioned, although they were regarded as causing only some nuisance – especially for economic cooperation. Respondents underlined the existing deficiencies, particularly in the transport infrastructure, connected e.g. with the

lack of railway connections and difficulties with crossing the sea border in the Vistula Lagoon. However, attention was drawn to easily visible shortages in the border crossing infrastructure.

Differences in the level of economic development were regarded as the least noticeable barrier. In addition, some respondents considered them as favourable in terms of shopping tourism, an activity pursued primarily by residents of the Kaliningrad oblast.

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

- Modernisation of the border crossing infrastructure, which should foster economic cooperation;
- Expanding the scope of local border traffic, which should also include the sea border, as this is likely to boost socio-cultural cooperation;
- Increasing funds for socio-cultural cooperation, aimed among others to strengthen the NGO sector on the Russian side of the border (e.g. by exempting this sphere of cooperation from the regulations governing the conditions for receiving foreign funding);
- Developing contacts between the authorities and institutions, with the aim of building mutual trust.

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 be arise in the external environment, viz. (weights in brackets – 100 in each category, representing the relative significance of the given issue):

STRENGTHS:

- Well-developed socio-cultural cooperation, largely reflecting the potential of the border regions in this sphere (30),
- Local border traffic agreement, which gave a boost to the development of tourism and socio-cultural interactions (30),
- Interest in developing institutional cooperation, expressed by partners on both sides of the border (20),
- Cross-border ecosystems with significant environmental assets (20).

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 (30),
- Differences in the legislative and institutional systems, which hinders the development of cross-border cooperation (30),
- Noticeable cultural barriers (including negative stereotypes), which obstruct the development of cross-border cooperation (15),
- Underdevelopment of technical infrastructure (transport and border crossings), which poses a barrier to the development of cross-border interactions (15),
- Cross-border environmental pollution, especially in the Vistula Lagoon and the Bay of Gdańsk (10).

POSSIBILITIES:

- Existence of large cities in the eligible area, which opens up possibilities for endogenous development based on stimulating enterprise and innovation (25),
- Existence of higher education institutions, which opens up possibilities for the development of academic and research cooperation and student exchange (20),
- Potential for the development of tourism, including inbound tourism, in the border region (20),
- Well-developed SME sector, providing the basis for the development of economic interactions (15),
- Similarities of the economic structures, facilitating the development of trade exchange (10),

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

LIMITATIONS:

- High unemployment rate, including long-term unemployment, which fosters propensity for operation in the grey zone of the economy (30),
- Pollution of water bodies, which hinders the development of tourism (30),
- Impeded transit traffic and in consequence the region's crippled attractiveness for investments in the logistics sector (20),
- Restricted access zones and considerable militarisation of the Kaliningrad oblast, hampering social and economic interactions (15),
- Population ageing, particularly in the Kaliningrad oblast (5).

OPPORTUNITIES:

- Development of trade exchange between the European Union and the Kaliningrad oblast (80),
- Alignment of the legislative and institutional systems of the European Union and Russia (20).

THREATS:

- Unfavourable geopolitical situation (40),
- Complex relations between the Kaliningrad oblast and the central authorities in Moscow (30),
- Limitations in access to external resources for Russian NGOs (30).

4.2.4 TOWS analysis

Based on the factors identified in the SWOT analysis, a TOWS/SWOT (**Appendix 4**) 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, Polish-Russian cross-border cooperation.

SWOT			TOWS		
	O	T		O	T
S	3,7	0,4	S	5,2	3,3
W	4,2	2,8	W	1,8	3,3

TOWS/SWOT		
	O	T
S	8,9	3,8
W	6,1	6,1

Source: own elaboration.

The results of the TOWS/SWOT analysis suggest that the aggressive strategy should be adopted. 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. It should be noted that the high value of the sum of interactions between the strengths and possibilities is produced by the potential impact of the opportunities on the strengths (5.2) rather than by the impact of the strengths on the opportunities. This should be taken into account while defining the scope of support to be offered under the Programme, so that it focuses first and foremost on taking advantage of the opportunities, leaving the strengths to be reinforced later on.

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).

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graph TD; D[Diagnosis] --> SO[Strategic objectives]; SD[Strategic documents] --> SO; SO <--> P[Priorities]; P <--> A[Actions]; A <--> SP[Strategic projects]; A <--> CP[Competition projects]; B[Beneficiaries] --> SP; B --> CP; SP --> GPG[Good practices at least 5 for each priority]; CP --> AC[Assessment criteria]; SO --> I[Indicators]; P --> I; A --> I; SCPP[Supporting creating partnership projects] --> B;
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The flowchart illustrates the Strategic Planning Process. It begins with 'Diagnosis' and 'Strategic documents' leading to 'Strategic objectives'. 'Strategic objectives' are linked to 'Priorities' and 'Actions' via double-headed arrows. 'Priorities' and 'Actions' are also linked by a double-headed arrow. 'Actions' lead to 'Strategic projects' and 'Competition projects', which are also linked by a double-headed arrow. 'Beneficiaries' lead to both 'Strategic projects' and 'Competition projects'. 'Strategic projects' lead to 'Good practices (at least 5 for each priority)'. 'Competition projects' lead to 'Assessment criteria'. 'Strategic objectives', 'Priorities', and 'Actions' all lead to 'Indicators'. 'Supporting creating partnership projects' leads to 'Beneficiaries'.

5.2 Strategic objectives and thematic scope of the Poland-Russia Programme

5.2.1 Objectives of the Poland-Russia CBC Programme

The main objective of the Programme is to support **cross-border cooperation in the economic, social, environmental and institutional sphere**. Essentially, the Programme is designed in such a way that the implementation of measures in the aforementioned spheres should produce results both within those particular spheres but should also lay the foundations for building and developing cross-border cooperation and good neighbourly relations in the cross-border region. In the long-term, such activities are expected to foster integration of the eligible area. For this to happen, it is necessary both to reduce barriers obstructing development and to tap the existing potentials and development opportunities. On the basis of the results of SWOT and SWOT/TOWS analyses, it can be argued that the measures undertaken as part of the Programme should focus, first and foremost, on how to reinforce and make use of the region's strengths and to create conditions in which the development opportunities can be taken advantage of. It should be borne in mind, however, that this is a cross-border, and not purely developmental, programme, and therefore activities promoting development should always visibly include an aspect of building and strengthening cooperation between institutions and individuals from both sides of the border. Based on such assumptions, three priorities were defined for the Programme:

1. Supporting socio-economic integration of the border areas
2. Improving competitiveness 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 global competitiveness, a situation which calls for improving the conditions to develop SMEs and innovative use of local resources;
- 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

The main barrier hindering the development of cross-border cooperation between Poland and the Kaliningrad oblast is the presence of the state border. In case of this particular border, the border regime can be described as ‘hard’ – crossing the border poses a serious obstacle to a free flow of individuals, goods and services. The local (visa-free) border traffic agreement streamlines border checks only to a limited degree. All-out activities aimed to facilitate crossing the border, also including development of the relevant infrastructure, are of key importance for both establishing and reinforcing cross-border cooperation. Streamlining border traffic should go hand in hand with measures fostering collaboration between institutions and residents of the border region. Initiatives supporting such collaboration should also help build good neighbourly relations and promote understanding between partners from both sides of the border, regardless of the existing cultural, social, administrative, legislative or economic differences or dissimilarities. Measures aimed to eliminate negative stereotypes, preconceptions and prejudices will be particularly welcome.

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. However, no substantial investments should be made solely in order to improve security of external border, as this falls within the domain of activities financed from the External Borders Fund. Nevertheless, the security investments should be considered as eligible in case of building new or modernisation of border-crossing points as well as in case of investments in Kaliningrad oblast. .

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, businesspeople, 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 areas . 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 projects should be possible for implementation.

PRIORITY 2: Improving competitiveness of the economy in the border region

Improving the quality of life and socio-economic development largely relies on the competitiveness of a given economy, whilst the growth of competitiveness depends primarily on innovation. Therefore, in order to secure a lasting foundation facilitating the development of the functional cross-border area, the innovativeness of institutions and residents from a given area should be supported and stimulated. The relevant activities should be all-encompassing and include both increasing the innovativeness of enterprises and development of business-environment institutions. Developing businesses in the tourism sector is yet another important opportunity for the area under consideration

Measure 2.1. Creating and improving conditions for the development of entrepreneurship

Measure 2.1. should support the promotion of enterprise in the eligible area while increasing the role of cross-border economic interactions. It should not include assistance addressed directly to enterprises but should facilitate creating start-ups and developing the existing businesses, being targeted at supporting cross-border economic interactions. It should be expected that the development of cross-border interactions will have a positive impact on the development of innovation since both the suppliers and clients alike are key sources of information about innovations. Additionally, cross-border investments may foster the transfer of know-how and enhance the competences of employees.

The following initiatives should be undertaken in particular under the measure in question: 1) creating business-environment institutions, incl. business incubators, 2) supporting business-environment institutions.

The first type of projects should be strongly oriented to providing assistance to those SMEs which are involved in cross-border economic cooperation, i.e. those which either plan capital investments abroad or the neighbouring region has a considerable share in their sale or supply markets. In addition, start-ups should receive supports, in the form of premises needed to run their business and the necessary business-environment services in the field of information, training and consulting. Business-environment institutions should be engaged in the provision of such services. Moreover, these institutions should participate in projects aimed to foster cross-border economic cooperation (through e.g. business forums, fairs and conferences, databases, investor services, etc.). For projects implemented under this measure, special attention should be drawn to the evaluation of their cross-border character. In parallel, the development of physical infrastructure should be supported simultaneously, so as assisting institutions offering services to the SME sector on both sides of the border.

Measure 2.2. Development of cross-border tourism

The aim of Measure 2.2 is to strengthen and tap the potential for tourism in the area in question. This includes both the potential for organising various events (formerly described as MICE: Meeting, Incentives, Conferences and Exhibitions), the natural environment assets as well as the cultural heritage, both tangible and intangible, of this region, which at the moment is not fully used due to serious deficiencies in the tourism (or para-tourism) infrastructure, shortage of cross-border tourist products and the poorly developed brand of the region as a whole. It should be emphasised that the distribution of tourist activities varies across the region, which means that especially projects offering the relatively greatest long-term effect will need to be selected. This objective will be fulfilled first and foremost by reinforcing the cooperation of actors on both sides of the border, improving the quality of tourist services (products), in association with the cultural and environmental assets as well as regional events, development and promotion of the existing and recognised tourist centres and their offer. In proposing the basic measures under this priority, it was assumed that the paucity of funds basically precludes the financing of 'hard' physical infrastructure (in tourism and para-tourism). Additionally, according to the UNWTO approach, the notion of 'tourists' denotes not only people who spend their leisure time (recreation, sightseeing, active leisure), but also all those who stay up to 365 days outside of their usual place of residence for any main purpose other than to be employed by a resident entity in the place or country visited. In such a sense, also trips for business or professional purposes are also counted as tourism.

Based on these assumptions, emphasis was placed on the optimisation of the existing potential for tourism, which also includes consumer attractiveness (shopping, festivals, meetings, conferences, etc.), in the belief that it has not been sufficiently tapped so far, and its better use does not call for huge infrastructure investments that are not within the financial reach of the Programme.

The following initiatives should be particularly pursued under this measure: 1) creating cooperation networks grouping tourist businesses, with the aim of facilitating mutual tourist exchange but also attracting tourists from outside the eligible area; 2) improving the quality of tourist services (products), including realization of small-scale infrastructure projects; 3) providing supports to the development and promotion of existing tourist centres.

The first type of activities involves the creation of tourists products (services) that draw on the existing, active tourist businesses operating in the eligible area and launching cooperation to promote strong, which are determined to undertake development cooperation, also on a cross-border basis. The natural, endogenous basis for such activities can be found in the culture assets (tangible, intangible and event-related), bringing together the areas intersected by the border. This should lead to a better use of the potential of the cross-border region both in terms of its environmental assets, common cultural heritage and event-related activities. It should be emphasised that facilities streamlining cross-border tourist traffic would come as a huge support to the development of this type of cooperation, such as small border crossings and the arrangements allowing to obtain a visa at the border. The second type of initiatives stipulates large-scale activities aimed to improve the quality of tourist service provision in order to fulfil the needs of more diverse and demanding groups or tourists (whether local, domestic or foreign), and thereby to expand the range of offered products and targeted tourist groups. The third type involves providing supports to the development and promotion of existing, reputable tourist centres to help them expand and upgrade their products (whether individual or complex) through mutual cooperation and become the drivers of tourism development in their direct vicinity. This is not only the snowball concept but also an opportunity to make use of other varied – if demonstrated – potentials, from leisure to shopping, conferences or other specialised products (e.g. bird watching, culture, event, culinary tourism). Such activities would embrace both the place- and evidence-based approach, but also an innovative approach that would help build the desirable (though still weak as a rule) competitive advantages for the eligible area in the field of tourism.

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

A clean natural environment is a necessary prerequisite for ensuring a suitable quality of life for the region's residents. Environmental problems are specifically cross-border in nature, as pollutants easily cross the administrative borders. The environmental dimension is well visible and significant at the border between Poland and the Kaliningrad oblast, an area which encompasses sensitive and important ecosystems such as the Vistula Lagoon, the Vistula Spit or the Masurian Lakeland. Here, the protection of surface waters is of cardinal importance, also because its impact reaches far beyond the eligible area, i.e. it can seriously influence the condition of the Baltic Sea ecosystem.

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 waters of the Vistula Basin and the Bay of Gdańsk. In this particular case, it is also important to prevent diffuse pollution (e.g. in sea harbours) and measures to limit nutrient runoff from farmland, e.g. through semi-natural methods of water runoff retention. 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). For the area of the Vistula Lagoon, projects aimed to reduce the negative impact of human pressure are of particular significance, i.e. those involving sustainable tourism development and spatial planning in accordance with the landscape protection requirements. 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-Russia CBC Programme

The proposed allocation of funds to the priorities and measures takes into account both the needs and estimated project costs under the individual measures and the rationale for the concentration of funds to ensure a proper scale for the suggested programme products and outputs. The proposed allocation envisages placing a focus on four out of six measures, with these selected measures being awarded 80% of the aggregate programme funds. The concentration of funds is also anticipated at the level of priorities, with 60% of the total allocation planned for the implementation of Priority 1, *Supporting socio-economic integration of the border areas*. Placing so much weight on this particular priority is justified by the very nature of the programme and the key role that the building of infrastructural and social foundations has for good cooperation between partners from both sides of the border. The remaining 40% funds were allocated to Priorities 2, *Improving competitiveness of the economy in the border region* (20%) and 3, *Improving the quality of life in border areas* (20%). The technical assistance is excluded from this financial allocation

As part of Priority 1, *Supporting socio-economic integration of the border areas*, the bulk of the allocation is earmarked to two out of three measures. The most significant funds (25%) are planned for Measure 1.3, *Development of good neighbourly relations and local initiatives*, which will be implemented in the form of microprojects and projects supporting local initiatives. The considerable allocation to this measure is due to the important role of stimulating cooperation and creating opportunities for mutual interactions and improving mutual understanding between the residents from both sides of the border. Substantial allocation of the funds (20%) planned to be expended on the measure *Construction and streamlining of the operation of border crossings*. This is due to the results of the diagnosis of cross-border cooperation in the eligible area, which clearly demonstrated that the presence of the border and the way it operates poses a major obstacle to the development of cooperation. Streamlining border traffic will considerably facilitate cross-border interactions and in effect could generate wider interest in such cooperation. The other measure under Priority 1, *Improving transport accessibility of border crossings*, will receive 15% of the funds, i.e. a smaller allocation. This is because it has been intended as selective, complementary interventions.

Two measures under Priority 2, *Improving competitiveness of the economy in the border region*, Measure 2.1 *Creating and improving conditions for development of entrepreneurship* and 2.2. *Development of cross-border tourism* has been awarded equal portion of the funds (10%).

The whole of the allocation planned under Priority 3 is earmarked for one measure only, viz. Measure 3. 1. *Solving cross-border environmental problems*. Altogether, 20% of the funds available under the Programme will be expended under this priority/measure. This rather substantial allocation is due to the costs of infrastructure investments planned to be supported under the Programme. It should be noted, however, that some 'soft' projects are also envisaged for receiving support under this measure, but their costs will definitely be lower than those of investments in infrastructure.

Tab. 2. Indicative allocation of the funds available under the Poland-Russia 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 competitiveness of the economy in the border region	2.1. Creating and improving conditions for development of entrepreneurship	10
	2.2. Development of cross-border tourism	10
3. Improving the quality of life in the border areas	3. 1. Solving cross-border environmental problems	20

* Technical Assistance is excluded from indicative allocation

Source: own elaboration.

5.2.3 Monitoring indicators for the Poland-Russia CBC Programme

Tab. 3. Monitoring indicators proposed for the Poland-Russia CBC Programme

Measures	Product outputs		Result indicators	
	Name	Base rate	Name	Base rate
PRIORITY 1. Supporting socio-economic integration of the border areas				
1.1. Construction and streamlining of the operation of border crossings	Number of border crossings handling pedestrian and bicycle traffic	0	Number of / percentage of persons crossing the border by bike or on foot	0
	Number of border crossings allowing for accelerated border checks of travellers	0	Increase of the capacity of border crossings (new accelerated clearance lanes for cars)	0
	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 [four measurements]. Methodology of this indicator needs to be determined – in order to achieve this, a strategic project “Assessment of Poland-Russia 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 [four measurements]. Methodology of this indicator needs to be determined – in order to achieve this, a strategic project “Assessment of Poland-Russia borderland” has been proposed.</i>
	Number of border crossings with accompanying infrastructure created	0		
1.2. 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-Russia 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		

1.3. Development of good neighbourly relations local initiatives	Number of completed microprojects	0	Percentage of people with a positive attitude to the neighbours from the other side of the border	<i>This indicator is currently non available and thus requires further empirical research. In order to achieve this, a strategic project "Assessment of Poland-Russia borderland" has been proposed.</i>
	Number of completed local initiatives	0		
	Number of participants of microprojects	0	Number of cross-border partner agreements between municipalities (cities) from both sides of the border	<i>This indicator is currently non available and thus requires further empirical research. In order to achieve this, a strategic project "Assessment of Poland-Russia borderland" has been proposed.</i>
PRIORITY 2. Improving competitiveness of the economy in the border region				
2.1. Creating and improving conditions for development of entrepreneurship	Number of business environment organizations engaged in the cross-border cooperation	0	Share of neighboring country in overall foreign trade	PL: 12,9% RU: 18,1%
			Number of new foreign investment, in this – coming from the neighboring country	0
2.2 Development of cross-border tourism	Number of newly established networks of cooperation/ partnerships	0	Number/share of accommodated foreign tourists, coming from the neighboring country	RU->PL: 52 th. 12,6% PL->RU: 1-2 th. 2,0% (estimated)
	Number of tourism products of improved quality	0		
	Number of promoted tourist centres	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: 99,7% RU: 27,8% (2011)
	Number of modernised waste treatment plants	0	Percentage of treated waste with increased biogenic removal in total treated waste	PL: 62,5% <i>For the Russian part of the eligible area this indicator is currently not published and thus requires further research.</i>
	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: 71,9% [data for NUTS-2 level] <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.</i> <i>For the Russian 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: 39,3% [data for NUTS-2 level] <i>For the Russian 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		

Source: own elaboration.

5.2.4 Compliance of the Poland-Russia CBC Programme with other programmes and strategies

The Poland-Russia 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–Lithuania-Russia CBC 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 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 innovation 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 innovation of the economy, including the development of human capital and environmental protection in the border areas. In this context the program is also consistent with the Action Plan for the European Union Strategy for the Baltic Sea Region (2013).

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 ENI agree with the development priorities for Poland and Russia, 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.
- Russia (Kaliningrad Oblast): National socio-economic development strategy of the Russian Federation till 2020. Programme for socio-economic development of the Kaliningrad Oblast for the 2007-2016.

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

- Improving the competitiveness and innovation 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-Russia CBC Programme.

The Programme also takes into account the objectives set by regional and macroregional development strategies. The following objectives relates to cross-border cooperation: development of economic cooperation including activities focus on strengthening economic integration based on development of transport infrastructure; activities aimed at improving the quality of natural environment (Vistula/Kaliningrad Lagoon and Baltic See in particular); development of technical and social infrastructure in border areas; support for international tourist products. Programme address these objectives in relation to integration (PRIORITY 1), strengthening competitiveness by development of business infrastructure/institutions and tourism (PRIORITY 2) as well as protection of natural environment (PRIORITY 3).

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-RU 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-Russia Programme 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 10. investing in education, skills and lifelong learning 11. enhancing institutional capacity and an efficient public administration
2. Improving competitiveness of the economy in the border regions	2.1. Creating and improving conditions for the development of entrepreneurship	3. Enhancing the competitiveness of small and medium-sized enterprises, the agricultural sector (for the EAFRD) and the fisheries and aquaculture sector (for the EMFF)
	2.2. Development of cross-border tourism	3. Enhancing the competitiveness of small and medium-sized enterprises, the agricultural sector (for the EAFRD) and the fisheries and aquaculture sector (for the EMFF)
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 <u>Corresponds with:</u> STRATEGIC OBJECTIVE C. 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	10. Promotion of border management, and border security (Strategic objective: C)
	1.2. Improving transport accessibility of border crossings	7. Improvement of accessibility to the regions, development of transport and communication networks and systems (Strategic objective: C)
	1.3. Development of good neighbourly relations and local initiatives	Horizontal goal
2. Improving competitiveness of the economy in the border region <u>Corresponds with:</u> STRATEGIC OBJECTIVE A. Promote economic and social development in regions on both sides of common borders	2.1. Creating and improving conditions for the development of entrepreneurship	1. Business and SME development (Strategic objective: A)
	2.2. Development of cross-border tourism	1. Business and SME development (Strategic objective: A)
3. Improving the quality of life in the border areas <u>Corresponds with:</u> STRATEGIC OBJECTIVE B. Address common challenges in environment, public health, safety and security	3. 1. Solving cross-border environmental problems	6. Environmental protection, climate change adaptation and disasters prevention/management (Strategic objective: B)

Source: own elaboration.

5.2.7 Thematic concentration in the Programme

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 Microproject Fund

The lessons learnt from the Poland-Belarus-Ukraine Programme, both from the programming period which is now coming to an end (umbrella projects), 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 2014-2020 financial perspective. 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. The restrictions on the activity of NGOs could cripple the effectiveness of the Microproject Funds. 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:

- Cross-border environment protection programme for the area of the Vistula Lagoon
- Diagnosis of Poland-Russia cross-border area

Cross-border environment protection programme for the area of the Vistula Lagoon

The Vistula Lagoon is a unique and fragile transboundary ecosystem, which requires coordinated action to protect its environment. The current state of the Lagoon's environment is unsatisfactory, as indicated by both the results of scientific assessment and survey respondents themselves. In addition, there are a number of challenges that requires Polish-Russian cooperation in order to be effectively addressed.

Factors depicting the unique value of the Vistula Lagoon ecosystem are the following:

- the Polish part of the lagoon and the adjacent area is a part of the Natura 2000 network, and is protected both as a Special Protection Area for birds and a Special Area of Conservation. Two thirds of this area is considered a priority habitat, i.e. shallow coastal lagoons. The Lagoon is a birds breeding place of European importance, with 27 species listed in Annex I of the Birds Directive, with one of the largest black cormorant colony in Europe.
- the occurrence of 232 species of birds (including more than 200 breeding species) and 40 species of mammals (including Grey seal – an European priority species), indicates a high biodiversity of the area;
- this area is an ecological corridor for birds, of the national, regional and local importance,
- waters of the Lagoon hosts key spawning areas of many species of fish, including herring and perch, i.e. commercially important species.

At the same time, the environment of the Vistula Lagoon is exposed to various negative impacts of human activity. The main threats are:

- the planned construction of waterway connecting Elblag with the Baltic Sea, including the ditch in the Vistula Spit. The project will endanger the fragile ecological balance of the lagoon, as it may lead to the destruction of spawning grounds, coastal and benthic ecosystems, and it will also require an increase in the intensity of hydrotechnical operations;
- severe water pollution due to untreated municipal and industrial sewage (especially from the Russian part of the area), and runoff from agricultural areas (in particular in the Polish part) leading to eutrophication of the Lagoon waters;
- intensive anthropopressure in the coastal zone, including development of recreational infrastructure, illegal constructions, creation of artificial beaches, construction of wind farms, as well as the negative direct impact of tourism;
- intensive fishery, exploitation of reed.

The problems mentioned above result in the degradation of the coastal zone and affects water quality – marked as “bad” (according to 2010 data). Lack of the transboundary environmental management programme for the Vistula Lagoon is considered a priority hot-spot on the Polish-Russian border by HELCOM. Drawing on potentials and risks listed above, the following objectives are proposed for the strategic project:

- land use planning in the area of the Vistula Lagoon in accordance with the requirements of sustainable development
- promoting responsible tourism, minimizing the negative impact on the environment
- effective protection of key environmental resources

These objectives can be achieved through a series of measures requiring Polish-Russian cooperation, including in particular:

- diagnosis of the main risks and key environmental resources of the Lagoon
- developing and implementing a comprehensive programme for the protection of transboundary ecosystem of the Lagoon
- developing an environmental monitoring system of the Lagoon
- regulating the procedure for locating new buildings, including the requirement for an environmental impact assessment
- devising a plan for the modernization and development of the sewage treatment plants and sewage network, including rainwater drainage system
- supporting the regional environmental agencies, including those targeting illegal construction activities
- introducing measures aimed at reducing the impact of tourism on the environment, including e.g. the financial incentives in favour of public transport
- raising awareness about the importance of the Vistula Lagoon ecosystem and ways to protect it through education activities

The beneficiaries of the project should be the regional authorities of Pomorskie and Warmińsko-Mazurskie voivodships, and Kaliningrad Oblast. Additionally, the project should involve the environmental agencies (Regional Directorate for Environmental Protection in Gdańsk and Olsztyn, Service for Ecological Monitoring and Supervision of the Kaliningrad Oblast), water management bodies (Regional Board of Water Management in Gdańsk), environmental monitoring services (Regional Inspectorate of Environment Protection in Gdańsk and Olsztyn), as well as Maritime Office in Gdynia and R&D institutions such as the Institute of Oceanology of the Polish Academy of Science in Sopot and the Atlantic Division of the Institute of Oceanology of the Russian Academy of Science in Kaliningrad.

The cost of this programme is estimated as EUR 3 million.

Assessment of Poland-Russia 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-Russia borderland. The Poland-Russia 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 two countries (Poland, Russia) 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: University of Gdansk, Immanuel Kant Baltic Federal University in Kaliningrad.

Approximate project's budget: 1.4 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-RU 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

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 10th 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://przepisnadobrasz kola.edupage.org/>

Priority 2: Improving competitiveness of the economy in the border regions

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 Högskola.

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

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

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

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

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), as well as business organisations and business-environment institutions.

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 INTERACT¹. 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);

¹ INTERACT (2012) Project Application and Assessment in European Territorial Cooperation Programmes, Viborg: INTERACT.

- *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.

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 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

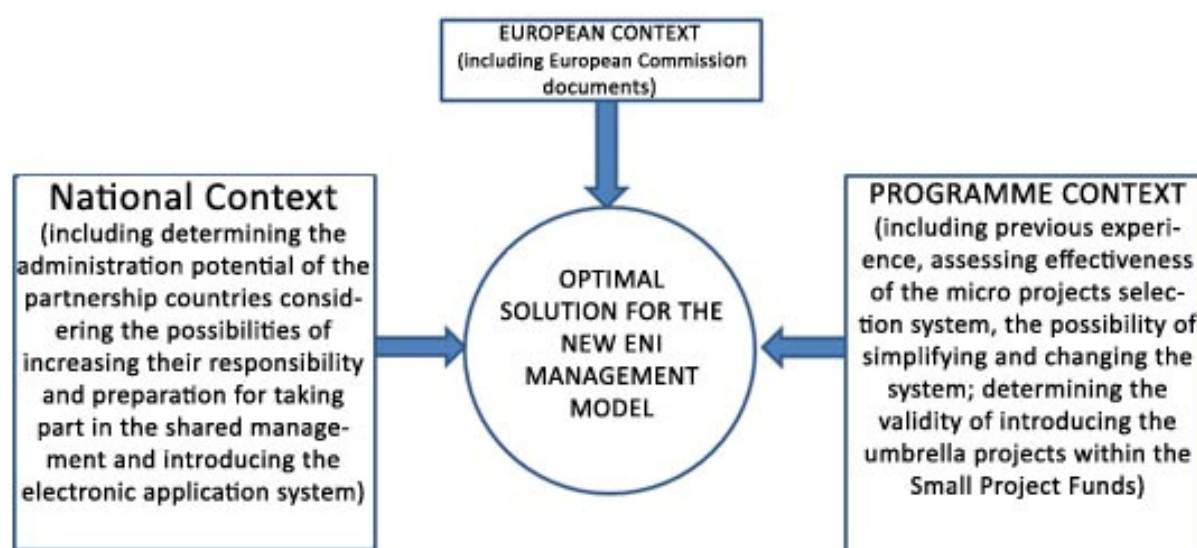
6.1 Introduction

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 1):

- 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 Policy for 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 CBC Programmes and conclusions drawn from it, 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.

Before we attempt to answer the key questions concerning the proposed management system for the ENP Poland-Russia programme, it is worth recalling that, particularly according to the Russian experts, it is difficult to evaluate the programme arrangements in place so far, especially in view of the fact that, until 2013, the Programme also included Lithuania, and its relatively slow start was due to the need to agree the mutual expectations with the Russian Federation as it, quite unsurprisingly, looked for special treatment as a partner not of Poland or Lithuania, but of the European Union as such. Nonetheless, the cooperation programme was ultimately launched, and its implementation brought many meaningful lessons for both parties concerned. Unlike in the PL-BY-UA programme, the survey questionnaire and IDI data will be used on a wider scale.

Without reiterating the detailed arrangements adopted for the PL-RU programme, it should be emphasised that in this case, too, its objectives are consistent both with the national documents (of Poland² and Russia³) and with wider EU objectives.⁴

²National Regional Development Strategy 2010-2020(2010); Long Term National Development Strategy(2013) and Medium Term National Development Strategy (2012), National Spatial Development Concept 2030 (2011).

³Concept of Long Term Socio-Economic Development of the Russian Federation Until 2020 (approved in 2008). See also the remarks to this document (CSIS and IFRI, 2008).

⁴European Neighbourhood Instrument Cross-Border Cooperation Strategy Paper 2014-2020; Europe 2020.

6.2 Optimal solutions within the new programme implementation system

Generally speaking, despite the sometimes opposing opinions voiced by experts, relatively few critical remarks can be said about the programme's management system to date. Therefore, it can be justifiably argued that, in seeking ways to simplify and shorten the procedures, the basic components of the system can be preserved (however with the addition of the microproject fund, as discussed below). Such a view is clearly supported by the survey respondents. Despite a relatively small number of the respondents (46), for the sake of clarity we will divert from the statistical rule and show the distribution of answers as a percentage. Thus, the opinion that the management system well served attaining the Programme objectives was expressed by the following percentage of respondents: 8.3% ('definitely yes'), 23.9% ('yes'), and 28.3% ('rather yes'). The remaining answers were the following: 'difficult to say' (21.7%), 'rather no' (6.5%), 'no' (6.5%) and 'definitely no' (4.3%). Therefore, the overall opinion is definitely positive. At the same time, the experts who gave their answers in the IDI interviews hardly expressed any downright critical opinion, although there was a difference of opinion in some detailed matters, discussed below. At the general level, there can be no doubt that the system ultimately worked and should be maintained (using the formula similar to that proposed for the PL-BY-UA programme). It should be noted, however, that in the broadest (cultural) dimension, the dissimilarities of the organisational cultures called for adjustments on both sides, which was particularly well visible in the sluggish start of the programme implementation. In other words, cooperation and analysis concerning possibilities for making changes, particularly in the PL-RU programme, cannot be merely reduced to technical issues.

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

Generally speaking, the majority of respondents (both with regard to questionnaire surveys and IDI) are of the opinion that the administrative potential of Poland and Russia is sufficient to successfully deliver the ENI programme, although there were more such respondents in Poland than in Russia. In the case of Poland, the survey respondents (N=46) regarded such potential as very high (17.4%), high (28.3%), average (34.8%), difficult to say (11.5%) and low (4.3%). No respondents assessed it as very low. The relevant data for Russia and its administrative potential were as follows (N= 46): very high (4.3%), high (11.5%), average (23.9%), difficult to say (23.9%), low (26.1%) and very low (6.5%). As we can see, the difference is quite substantial, caused – as we can conclude on the basis of the IDI – by the doubts concerning the quality of this potential at the low level, close to the beneficiaries, or the limitations imposed by the concern for the security of information, as expressly indicated by one of the Polish experts. Were it to turn out that the problem is in fact wholly technical in character (accessibility of the hardware and software for some of the beneficiaries, such as NGOs), it should be resolved quite easily. If, however, this proved a result of a broader policy of rationing the access of some entities to broadband Internet, then the overall

potential could turn out to be high, but not for the beneficiaries at all the levels. Ultimately, this will all depend on how making further arrangements with the Russian partners will continue, and will certainly be bounded by the applicable Russian regulations.

Taking into account all the available data on the national differences between the institutional systems and administrative potentials of all the countries involved (for asymmetries see: EGO 2012), the possibility of increasing the scope of those countries' responsibilities in the 2013-2020 Programme cannot be assessed as very high at the moment. Since it largely depends on the national institutional systems and organisational (administrative) cultures, the differences between Poland and Russia (Kaliningrad Oblast) suggest that decisions should be made slowly in order to avoid possible difficulties in the programme implementation. The question of shared management is among the more complex issues, proposed to be introduced post 2013. Just as with the evaluation of the administrative potential and possibilities for implementing new solutions and arrangements, some caution is advised as it is only practice that can give an answer to the question whether both sides are ready to adopt this mechanism, let alone what form it could ultimately assume. That is why, despite all benefits that can potentially be associated with the introduction of the shared management principle, the impact it could have on the pace and efficiency of the programme launch should be taken into account.

Generally it is proposed that with few changes that may stem from the final (not project) management suggestions, the programme as much as possible should be based on the system applied in 2007-2013 (with possible resignation from Umbrella projects), as best known to managers and beneficiaries and thus ensuring fast start of the programme. For obvious reasons there is no need to describe the system, which proved to be able to cope with all projects typical for three objectives for ENI CBC and selected thematic objectives. The final management and control system should be in line with CBC Rules, which, however, at the moment is nothing but a project, with clearly points waiting for solution (as Finnish comments).

According to most Polish experts interviewed (representing three voivodships involved up to now in PL-RU CBC activities, the JST should be located in eligible area to ensure accessibility of (and for) beneficiaries and projects.

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

The microproject system may have elicited such varying responses from the experts due to the delayed launch of all the priorities of the 2007-2013 programme, and the differences of opinion did not coincide with the state borders. While basically everyone agreed that microprojects were an essential component of the programme implementation, experts, particularly those from Poland, who were familiar with the Umbrella Project system used in ETC, stressed that how they are organised (whether as a grant or Umbrella fund) is of

secondary importance. This was often accompanied by a view that the ENI and ETC procedures should be unified (in favour of ETC, it goes without saying). However, since this view was not expressed by a majority of experts, it seems that, just as in the case of the PL-BY-UA programme, the idea to entrust the management of microprojects to the Euroregions should be revisited. One advantage of such an arrangement would be reducing the workload of the JST (which, according to the Polish experts representing the three Polish voivodships included in the Programme, should definitely be located in their particular voivodships). Also, thanks to the placement of the Euroregions and their well-developed local contacts, it would be easier to reach out to potential beneficiaries from outside the circle of the strongest local and regional authorities. As regards the question of the location of the JST, given the contemporary means of communication, this is certainly not an issue of cardinal importance for the programme implementation. It should also be borne in mind, as one of the IDI experts clearly indicates, that the Umbrella system is more complicated and difficult, even 'horrendously' difficult. Should the final regulations on ENI (up to now there are only projects of certain solutions) or praxis on the Russian Federation side exclude institutions like Euroregions from implementation of the microprojects, the Managing Institution should either manage it itself or delegate implementation of microprojects to most appropriate other institution (beneficiary in charge).

In general, probably the system of project selection and assessment can be based on the screened and adjusted selection criteria for the 2004-2006 period (adjusted to the ENI 2014-2020 objectives and priorities selected for the PL-RU Programme).

As mentioned above, some interviewed experts were in favour of merging the ETC and the ENI procedures, which would mean that, post 2013, a microproject implementation system in what is known as the Umbrella form would be introduced. In one case, it was pointed out that, in such a situation, it would be necessary to provide strong training and advisory support to the Russian partners, to help them faster master the quite difficult procedural requirements. However, the majority either did not address this issue at all or was in favour of the Microproject Fund or strongly opposed the Umbrella system. For reasons outlined above, the idea to use the Euroregions once more for microproject management via a microgrant fund should be considered. This is an option that should not be wholly ignored by those managing the Programme, not only because it is an example of decentralisation and multi-level governance. It is experience that matters. In case such a solution will be finally excluded (project of ENI Rules does not refer to this question), the responsibility for microprojects should be taken by MA or other appropriate institution selected.

6.2.3 Analysis of the possibility of an electronic submission of applications

The decision on the potential implementation of an electronic submission of applications is of cardinal technical importance for the programme implementation. Advantages of such an arrangement include streamlined, time-saving procedures, in addition to their improved transparency, as one of the experts emphasised. As a rule, the experts were generally in favour of such a system, and saw no serious obstacles that could hamper or preclude the process. However, another point of view looks not only at potential benefits but also takes into account the evaluation of the situation at hand. This is probably how considerable differences in evaluating the possibility for introducing an electronic submission system by the survey respondents can be explained. While 64.5% of a pool of 31 respondents clearly answered 'yes' in the case of Poland (while the remaining answers were 'difficult to say'), in the case of Russia (n=15), only 4 respondents answered 'yes', and the others – 'difficult to say'. Naturally, the small size of the samples calls for some caution in interpreting the data. However, there can be no doubt that, as regards the overall tenor of the respondents' opinions, they were completely different for the two countries (and in Poland's favour). On the other hand, however, the percentage of respondents with no firm opinion of their own is quite considerable also in Poland. However, since the introduction of an electronic system into the programme should be simultaneously launched on both sides of the border, it is a matter of common sense to exercise caution and not underestimate the problem. There is no clear evidence that the introduction of an electronic submission system would actually improve the quality of actions, especially in the early stages of the process.

As mentioned above, the change involving the introduction of electronic circulation of documents (particularly submission of applications) has not met with widespread resistance, but, particularly with regard to the Russian partners, it is clearly visible that there are serious concerns about the readiness to make such a change. As regards potential benefits, these would certainly include shorter document circulation time, theoretical savings in paper and improved transparency of the application procedures, and to prevent errors resulting from the transfer spreadsheet data from paper applications to electronic databases. As it is planned to complete the work on the database for the current program LT-PL-RU, it may allow for faster development of such a database for the EN-RU 2014-2020. On the other hand, just as with any change, this could mean that the programme's operation would be initially slowed down (due to the time needed to prepare the personnel and technologies and make an effective delivery of the change). At the same time, if the need for caution in evaluating the readiness for electronic circulation of documents (particularly the applications) proved to be justified, such a delay could bring about consequences that make it difficult to implement the planned programme measures effectively and on time. This could turn out to be a serious problem, especially in the case of NGOs (particularly in Russia). Therefore, special emphasis should be placed on disseminating and population electronic communication as part of the Programme, although the decision on its potential

introduction into the key components of the system should rest on solid and clear proof, which as yet is absent.

For obvious reasons, however, all the efforts should be made to introduce electronic application system from the very beginning of 2014-2020 period, ensuring training if needed.

6.2.4 Conclusions

To sum up, most of the arguments that were voiced suggest that no serious changes should be made in the management/implementation system of the PL-RU programme. The only exception would be the Microproject Fund, the responsibility for which – given the present options – should be entrusted to the Euroregions, due to their expertise and organisational potential. As regards other issues discussed above, there is no sufficient evidence corroborating the need to introduce changes, which would certainly improve the programme implementation. The planned enhancements to the management system should definitely be preceded by meaningful activities aimed to disseminate knowledge about the goal, functions and mode of implementation of specific improvements. The recommended caution in making changes is particularly well-founded in view of the fact that there is a multi-dimensional asymmetry between the two collaborating countries.

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8 Appendices

Appendix 1. Analysis of foreign trade

Aim:

The purpose of the analysis was to investigate the spatial extent of economic cross-border interactions taking place between Poland and Russia, 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 Russia per capita, in EUR
- Share of Russia 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 Russia, the data used came from Federal State Statistics Service for the Kaliningrad oblast and from a publication by J. Zieliński entitled: *Cros-border co-operation between The Kaliningrad Oblast and Poland in the context of Polish-Russian relations in 2004–2011*.

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.

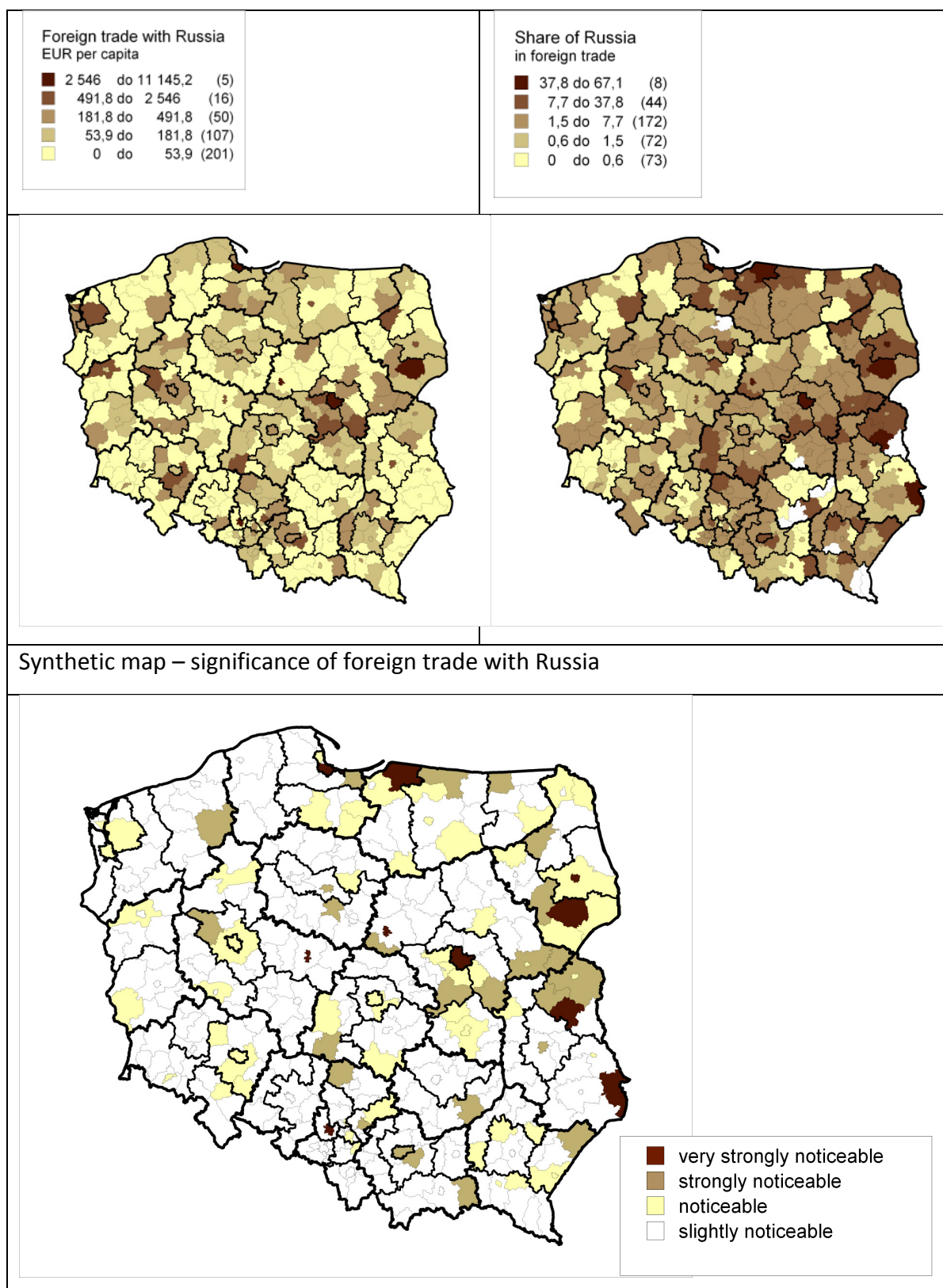
Second, **tabular presentations** were prepared, based on the values selected for the indicator analysis in (a) the eligible area (b) the adjacent areas (c) large cities (for Poland, regional capitals) (d) the remaining regions of a given country.

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 Russia in 2011



Note: The significance of foreign trade with Russia was on the one hand the greatest in selected districts – particularly those located on the border (the Braniewo district in particular), i.e. the Warmińsko-Mazurskie and Pomorskie voivodships, and on the other hand – in the districts of the Podlaskie and Lubelskie voivodships. This can be viewed as proof of the existence of two main directions of trade interactions, one with Kaliningrad and one - with Moscow and Saint Petersburg. In addition, the intensity of trade exchange with Russia was particularly well visible in the case of Warsaw, Płock as well as Konin and Gliwice, in the latter three cases due to interactions with individual industrial plants.

b) Tables

Tab. 1. Foreign trade between Poland and Russia in 2011

	Foreign trade with Russia [MEUR]	Foreign trade with Russia per capita [EUR]	Share of Russia in foreign trade (%)
Total	9 296	241	6.3
Eligible area PL	1 566	483	12.9
Adjacent areas PL	524	168	4.7
Large cities (outside eligible and adjacent areas)	1 643	242	7.5
Remaining regions	5 564	219	5.4

Note: The concentration of foreign trade with Russia was distinctly visible in the eligible area (17% of overall trade exchange between Poland and Russia), which resulted in over twice as high per capita values and its share in overall trade exchange. The significance of the adjacent areas was much smaller (5.5%), reaching lower-than-average values in relation both to the population and trade turnover. The remaining areas played a dominant role (60%), although the role of large cities was relatively insignificant (18%), which produced values close to the national average in relation to the demographic potential and share in foreign trade exchange.

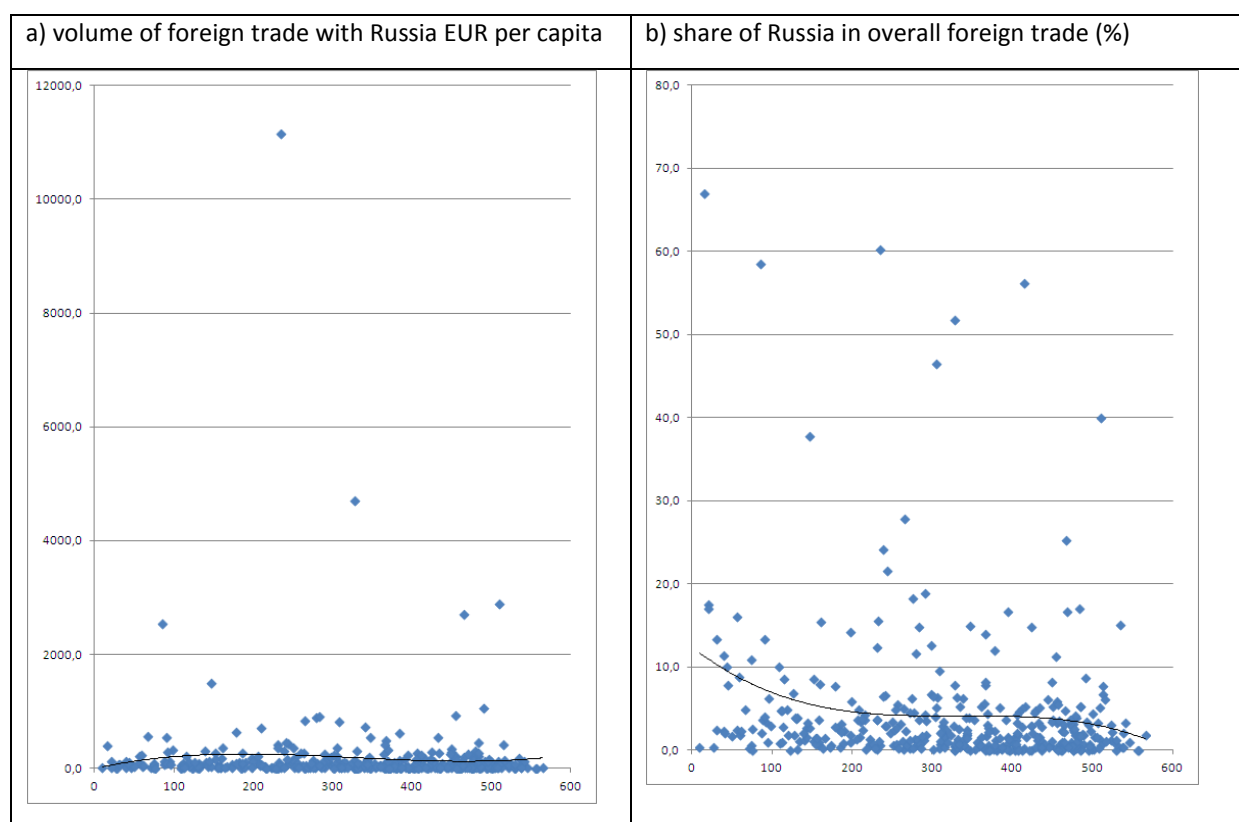
Tab. 2. Foreign trade of Russia with Poland in 2011

	Foreign trade with Poland [USD m]	Foreign trade per capita [USD]	Share of Poland in foreign trade (%)
Total	21 873	156	3.4
Eligible area RU	881	923	18.1

Note: The Kaliningrad oblast had a relatively small share in the trade exchange between Poland and Russia, of ca. 4%. However, taking into account the size of the region's population, this exchange was approximately six times more intensive than the national average, with the share of Poland reaching 18% of overall trade exchange, and with an observable prevalence of export from Poland. Moreover, the value of shopping done by foreigners (mostly Russians) who crossed the Polish border in 2011 was PLN 188 000 000, whereas Poles purchased goods in the oblast with a value of PLN 114 000 000. It can also be expected that the data for 2012 will show a strong increase in these figures due to the introduction of the local border traffic regime.

c) Spatial analysis

Fig. 2. Foreign trade with Russia in powiats and distance from the border (horizontal axis in kilometres)



Note: In terms of the per capita values of foreign trade with Russia, no impact of the factor of distance from the Kaliningrad oblast can be observed; moreover, some increase with distance can even be seen, due to the dominant direction of trade exchange via Belarus. In terms of its share in overall trade exchange, the significance of the distance from the Kaliningrad oblast does play a minor role: it slowly becomes weaker up to ca. 150 km.

CONCLUSIONS

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

- Trade exchange with Russia is well developed, although only partly concentrated in the eligible area, primarily due to the bi-directional nature of trade with Russia (Moscow and Saint Petersburg), which affects the trade interactions of the districts situated in the Podlaskie and Lubelskievoivodships, and in the Mazowieckievoivodship. In contrast, the adjacent areas have no strong trade linkages with Russia.
- The Kaliningrad oblast is a notable centre of trade exchange with Poland, and a major shopping tourism centre between Poland and Russia, the latter being particularly well visible since 2012 and the introduction of the (LBT) arrangements.

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 and Russia, 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 Russia per 1000 population,
- Number of Russians 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 Russia, the data of the Federal State Statistics Service for the Kaliningrad oblast and for Saint Petersburg and the Kaliningrad oblast were used, as provided in the publication entitled *GDAŃSK - SANKT PETERSBURG – KALININGRAD. LICZBY I FAKTY dotyczące turystów zagranicznych korzystających z noclegów* [Gdańsk – Saint Petersburg – Kaliningrad. Facts and figures on accommodated foreign tourists].

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.: 0 – very weakly noticeable phenomenon; 1 noticeable phenomenon; 2 strongly noticeable phenomenon, and 3 very strongly noticeable phenomenon.

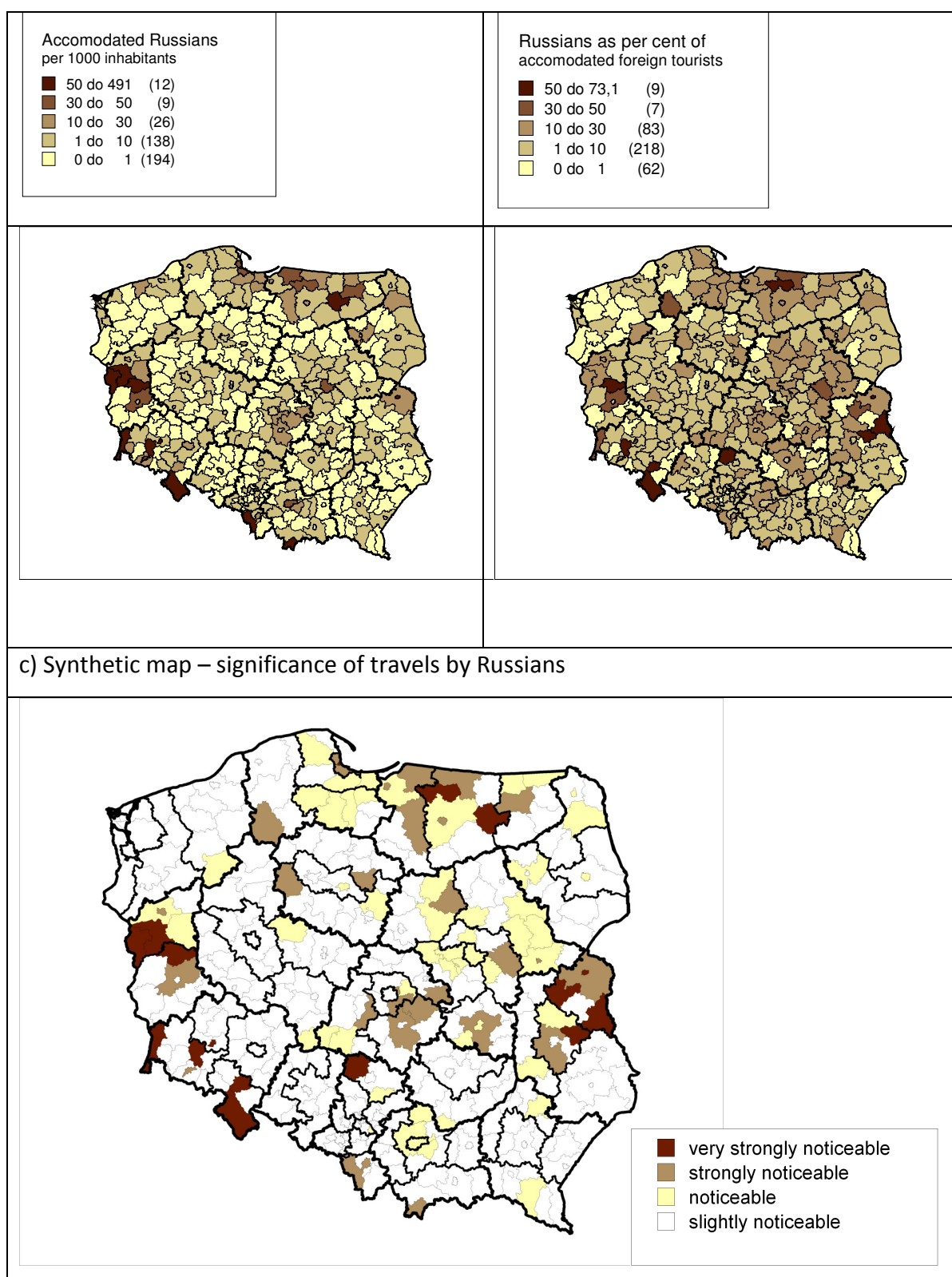
Second, **tabular presentations** were prepared, based on the values selected for the indicator analysis in (a) the eligible area (b) the adjacent areas (c) large cities (for Poland, regional capitals) (d) the remaining regions of a given country

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. Russians in Poland



Note: The main destinations for travels of Russian tourists to Poland include the Warmińsko-Mazurskie and Lubelskie voivodships, in particular their districts situated in the border belt (ie. those directly on the border and the neighbouring ones). Other major destinations include Tricity and most districts in the Pomorskie voivodship. Some significance of travels by Russian tourists is also observable in selected districts of the Mazowieckie, Łódzkie and Kujawsko-Pomorskie voivodships. In contrast, the considerable concentration of such accommodation in some of the districts along the western border of Poland is associated with transit accommodation.

b) Tabular presentations

Tab. 1. Russians accommodated in Poland in 2012

	Accommodated Russians	Accommodated Russians per 1000 population	Russians as percentage of foreign tourists
Total	280 975	7.3	6.4
Eligible area - PL	52 413	16.1	12.6
Adjacent areas - PL	4 525	1.5	5.6
Large cities (outside eligible and adjacent areas)	87 374	12.4	3.4
Remaining regions	136 663	5.4	10.3

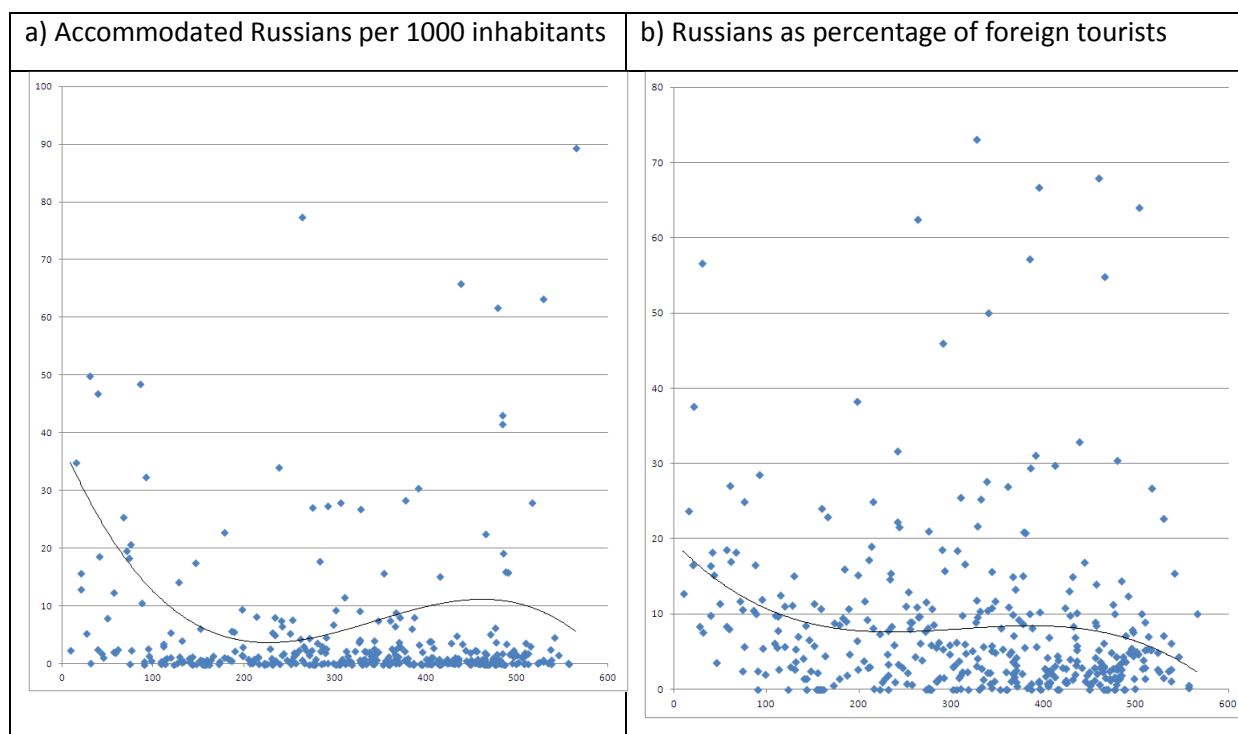
Note: The concentration of the accommodation of Russian citizens in the Programme eligible area was moderately high, reaching 19%. However, taking into account the influx of Russian citizens from two different directions, i.e. the Kaliningrad oblast and transit through Belarus, this rate of concentration should be regarded as very high, considering the large number of accommodated Russians per 1000 population and their significant share in the overall number of foreign tourists. In this context, the role of the adjacent areas was very small.

Polish tourists in Kaliningrad in 2011 (estimations)

Note: According to official statistics, in 2009 Kaliningrad was visited by 48 000 foreign tourists with accommodation. There are no statistics as to the percentage of Poles in this number, but earlier surveys demonstrated that it was very low, at a level of approximately 2%. On the other hand, 9.4% Poles crossing the border with the Kaliningrad oblast declared that they were planning a tourist stay; this corresponds to 46 000 people, given such a volume of traffic. In comparison with the number of tourists visiting Saint Petersburg, which was 1 751 000 in 2009 (i.e. 35 000, with an estimated 2% share of tourists from Poland), it can be said that the cross-border traffic from Poland to the Kaliningrad oblast is of relatively minor significance.

c) Spatial analysis

Fig. 2. Travels of tourists from Russia in powiats and distance from the border (horizontal axis in kilometres)



Note: Tourist traffic from Russia is of considerable significance for districts situated less than 100 km from the border, and the number of such tourists is the smallest at a distance of 225 km from the border. They play a relatively significant role for the local economy, although on the other hand their share in the overall number of tourists is rather modest, ranging between 10%-20% within 100 km from the border.

CONCLUSIONS:

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

- In case of tourists from Russia, there is a visible concentration of incoming traffic in the eligible area, whereas the significance of the adjacent areas is relatively small both in absolute numbers and in respect of their relative significance. The role of large cities is quite prominent, although this could be due to the fact that the survey was conducted in 2012, i.e. the year when Poland hosted the UEFA European Championship.
- Poles relatively seldom visit the Kaliningrad oblast, and the central city is chosen as place of accommodation most frequently.

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 Russia, 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:

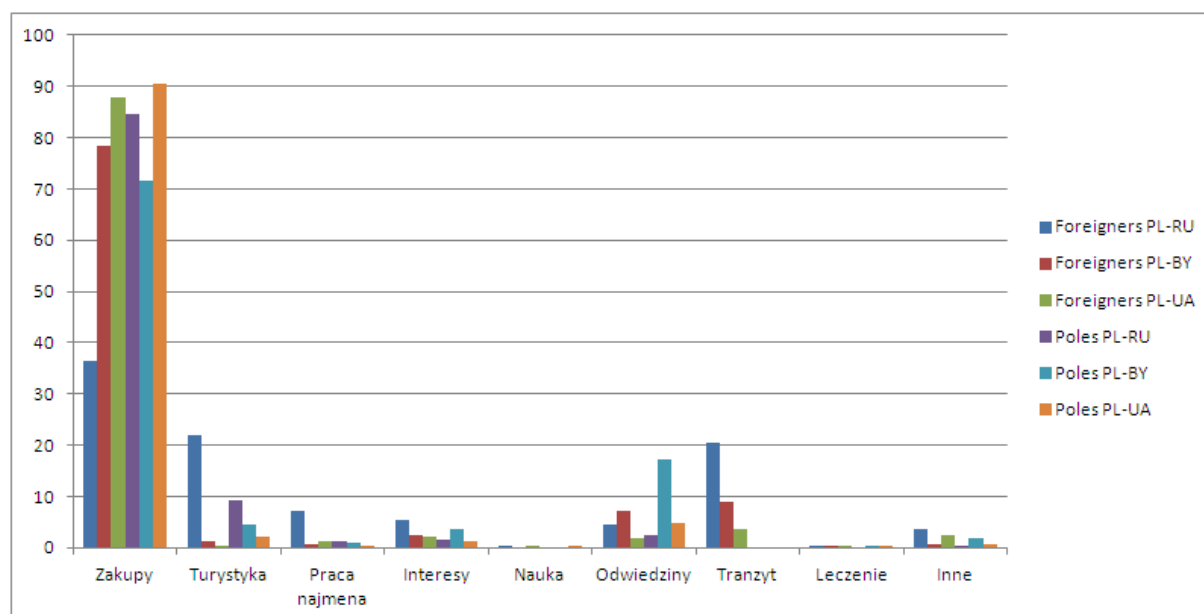
The distances were analysed depending on the availability of statistical data, i.e. for the intervals: 0-30 km, 30-50 km, 50-100 km, 100 or more km.

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 at least 100 km from the Polish-Russian borders.

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 border, whereas at the Polish-Russian border they were not in place until 2012 (but they had no impact on the analysed data as these were from 2011).

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-Russian border by place of accommodation and purpose of travel (%)

Distance from the border (km)	0-30 km	30-50 km	50-100 km	Over 100 km
- foreigners accommodation (RU)	49.3	21.9	20.5	8.3
- foreigners shopping (PL)	33.8	13.6	12.7	40.0
- Poles accommodation (PL)	41.5	26.0	28.4	4.1
- Poles shopping (RU)	91.8	6.3	1.5	0.4

Note: Poles crossing the border with the Kaliningrad oblast in very few cases stayed at a distance of over 100 km from the border (4%), and did their shopping mainly in the direct vicinity of the border (92%). About half of foreigners (Russians) stayed close to the border,

but the largest group (40%) did shopping further than 100 km from the border. This, however, could be due to a considerable share of transit in the overall traffic and does not necessarily mean that they did shopping in the adjacent area.

CONCLUSIONS:

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

- Based on the available statistics, it is difficult to estimate the adequacy of the delimitation of the eligible area on the Polish side of the Polish-Russian border, particularly the adjacent areas, due to a huge share of transit traffic. It should be noted, however, that Poles who go to Russia for shopping purposes mainly originate from areas situated up to 30 km from the border.

Appendix 4. Analysis of cross-border ecosystems

Aim:

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

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:

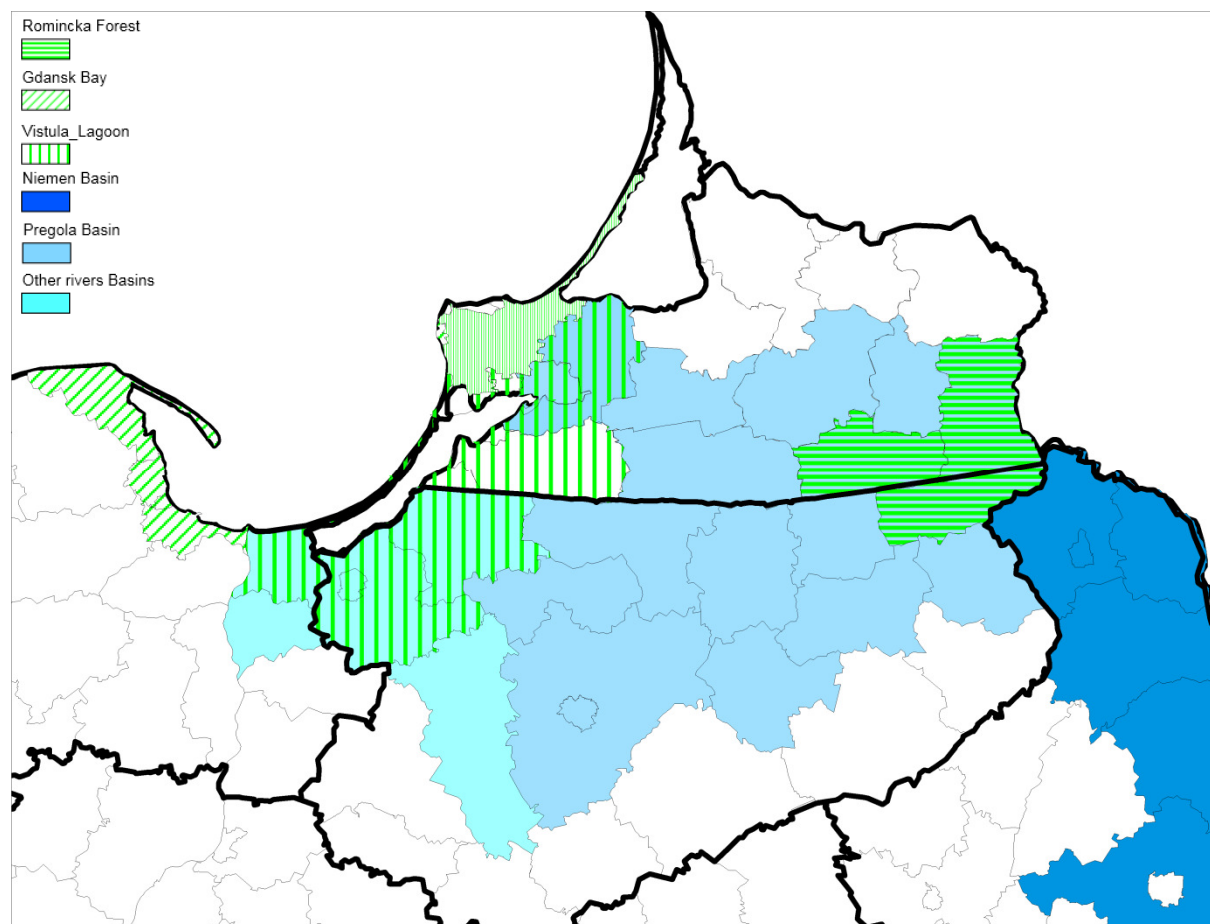
The following study was used as main sources of cross-border ecosystem *Koncepcja Przestrzennego Zagospodarowania Kraju* [The national spatial development concept], Ministry of Regional Development, 2011.

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-Russian border and the administrative division



Note: The Vistula Lagoon is the major cross-border ecosystem at the Polish-Russian border, on the Polish side fed with the waters of the Nogat, the Pasłęka, several smaller rivers and the Ostróda-Elbląg Canal, and by the Pregola on the Russian side. The cross-border impact of the Pregola tributaries on the Polish side (including the rivers: Łyna, Węgorapa, Gołdapa) and those of the Neman, although to a lesser extent (e.g. the Czarna Hańcza), is also significant. This can equally be said about the districts located directly on the Bay of Gdańsk. The Romincka Forest is also an area with a significant cross-border impact. On the basis of the developed map, we can see that, on the Polish side, cross-border impacts are visible mainly in the districts located in the Warmińsko-Mazurskie and Pomorskie voivodships, and in the latter, particularly in those situated on the Bay of Gdańsk. We can also talk about some impacts in the case of districts situated in the Podlaskie voivodship, in the drainage basin of the Neman river.

CONCLUSIONS:

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

- On the Polish-Russian border, practically the entire current eligible area constitute transborder ecosystem. However, the cross-border impact in that regard only indirectly affects the current adjacent areas lying in the basin of the Vistula, which drains into the Bay of Gdańsk (and in case of the Słupsk subregion - directly into the Baltic Sea).

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-Russian borders.

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:

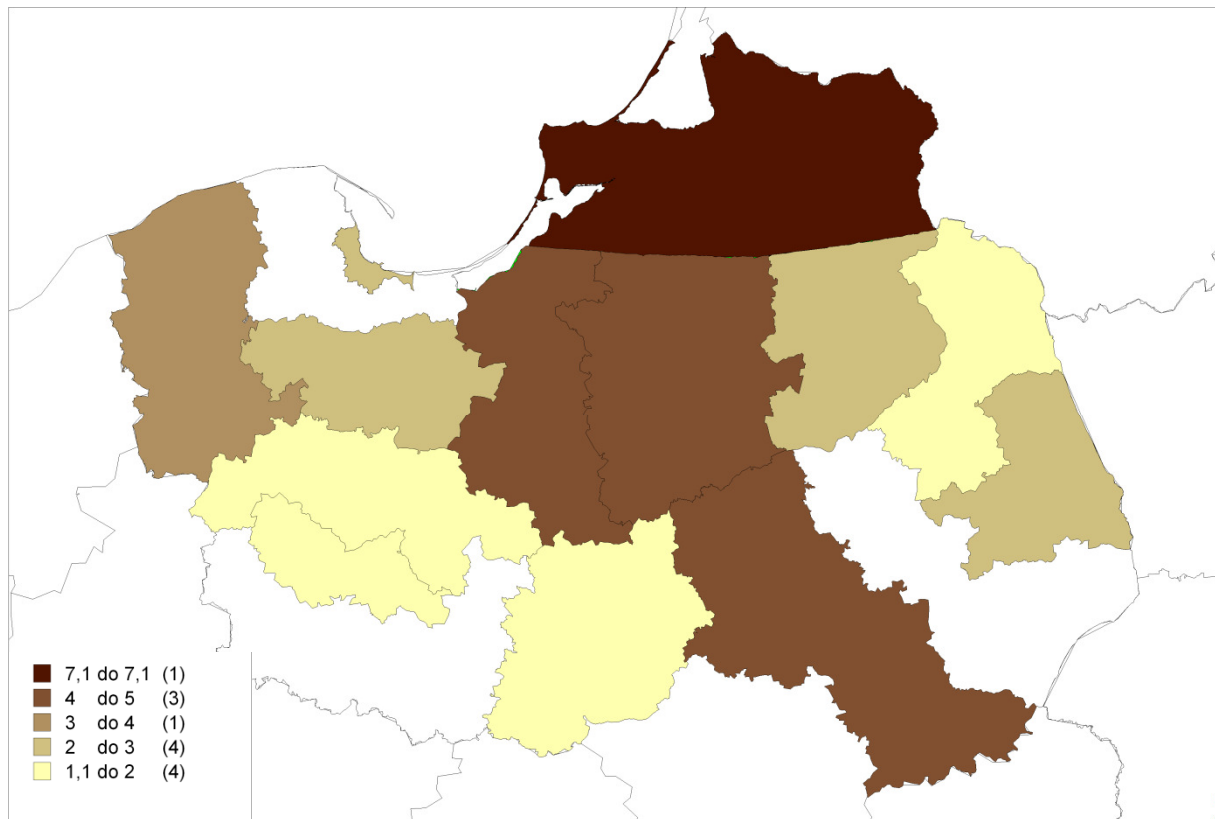
The data on twinning cities were collected in the framework of ESPON TERCO project⁵. More information can be found in the publication: A. Płoszaj (2013) *Two Faces of Territorial Cooperation in Europe: Twinning Cities and European Territorial Cooperation Programmes* [in:] Gorzelak Grzegorz, Zawalińska 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.

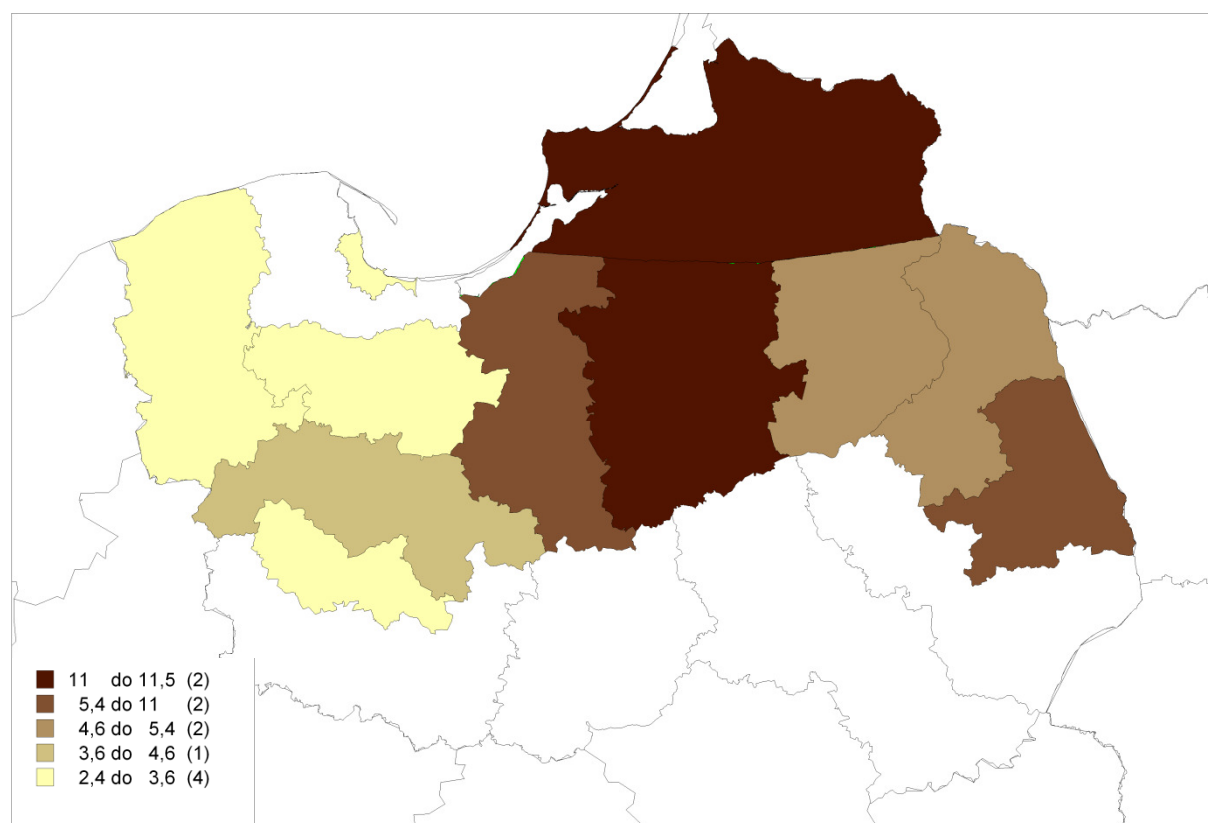
⁵ www.esponterco.eu

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



Note: Cities and communes in the Kaliningrad oblast relatively often participate in cooperation with Polish partners in the framework of twinning cities agreements. High value of the location quotient (LQ) suggest that the role of this type of cooperation with Poland is much more important for the Kaliningrad oblast than for other Russian regions. In the Polish side of the cross-border area the situation is diversified. However most of subregions in the Polish part of the programme have LQ values higher than 1 what suggest that cities and communities located in the area are more actively involved in twinning cities cooperation with Russia as a whole and Kaliningrad Oblast in particular.

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



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. Especially in the case of Kaliningrad oblast LQ value is very high. It means that twinning cities agreements with Polish partners located in the programme area are extremely important for cities and communes from Kaliningrad oblast. In Polish side of the cross-border area twinning cities agreements with Kaliningrad oblast are particularly crucial for cities and communes from Olsztyn subregion, as well as Elbląg and Białystok subregions. For subregions of Pomorskie, Warmińsko-mazurskie this form cooperation is also important but to significantly lower extent.

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 Poland in the case of Poland-Russia cross-border area).

Appendix 6. Analysis of Programme beneficiaries

Aim:

The aim of the analysis was to discuss the spatial extent of cross-border cooperation between Poland and Russia based on the Contracting Authority's database of the beneficiaries of the INTERREG 2004-2006 and CBC 2007-2013 Programmes.

Indicators:

The following indicators were selected for analysis:

- Number of beneficiaries of projects in the Neighbourhood Programme LT-BY-RU INTERREG IIIA 2004-2006 (Microprojects Fund excluded) on Polish side of the border and Programme CBC 2007-2013 ;
- Estimated value of projects implemented under Programme CBC 2007-2013 per 1000 population.

Data sources:

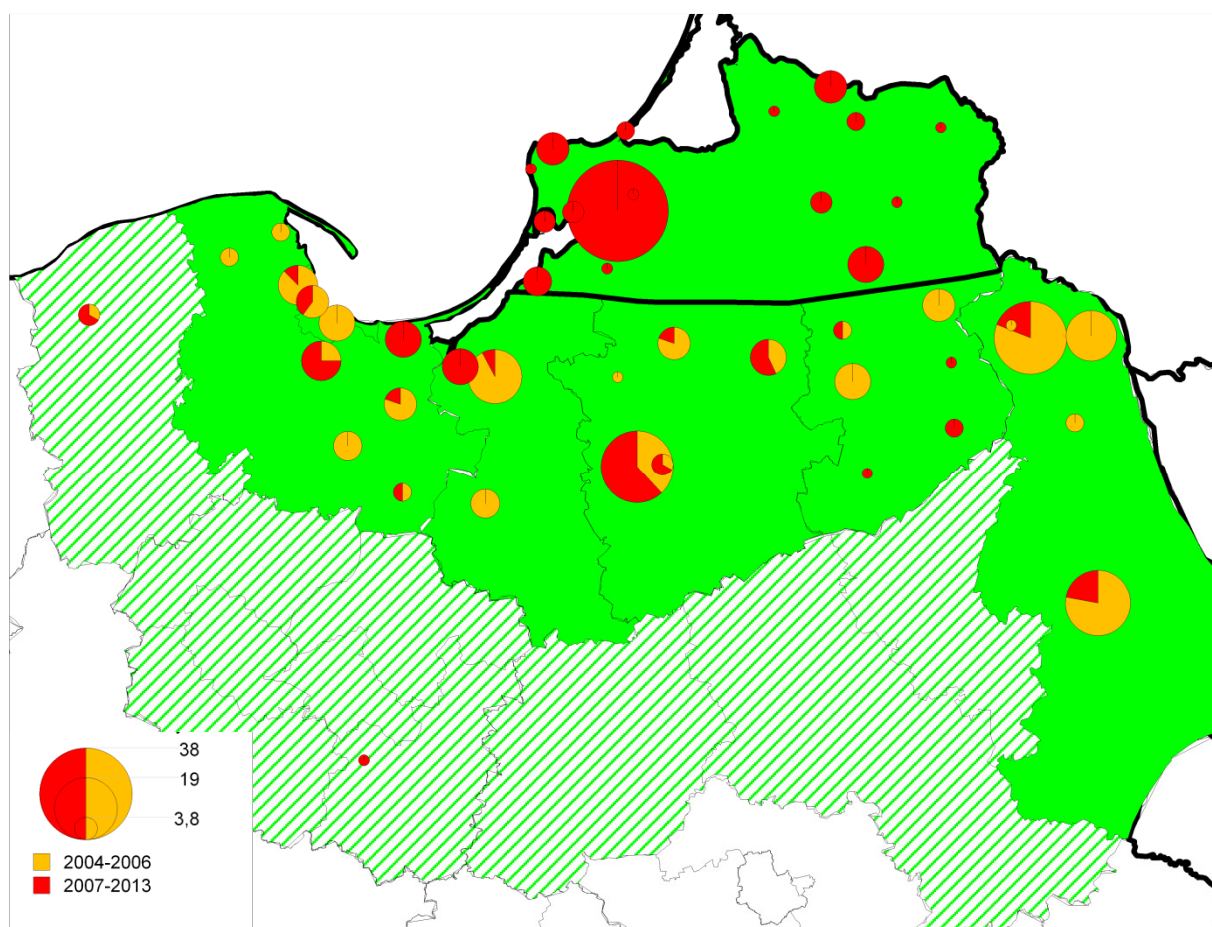
The data sources included the databases of beneficiaries and projects in the 2007-2013 Programmes, made available by the Contracting Authority. For Poland, the period 2004-2006 financed under INTERREG IIIA was also taken into account. However, this period was left out of the analysis in case of the Eastern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

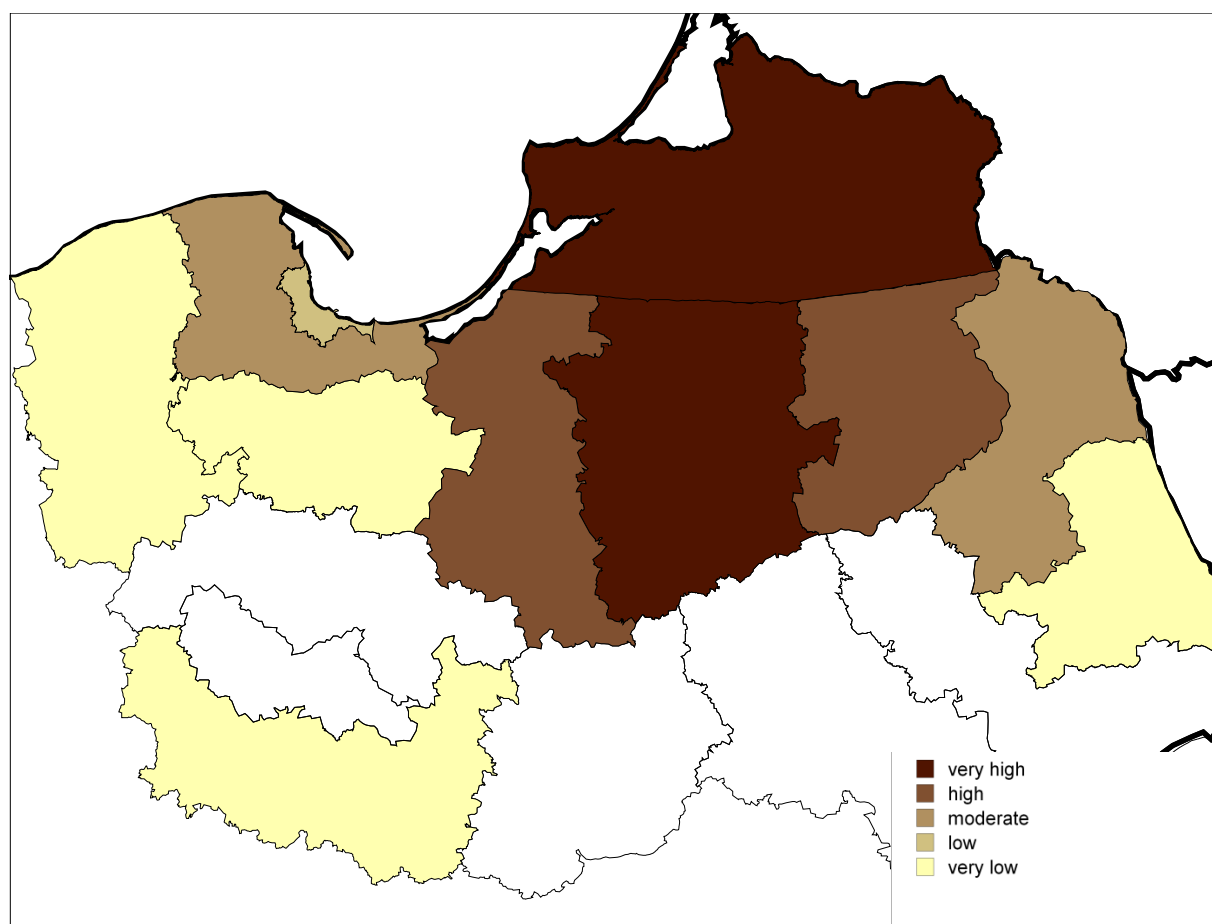
Products:

Fig. 1. Number of beneficiaries in the Poland-Lithuania-Russia CBC Programme 2007-2013, by district (for Poland also Neighbourhood Programme 2004-2006 was included)



Note: The major beneficiaries' locations in Poland were the cities of Olsztyn, Elbląg and Suwałki (in the latter case, the prevalent type of cooperation was that with Lithuanian partners). The Tricity (Gdańsk-Gdynia-Sopot) also played an important role, particularly in the period 2004-2006, as well as Białystok (cooperation mainly with Lithuanian partners). Few beneficiaries were located in the adjacent areas: Słupsk, and one in the Kujawsko-Pomorskie voivodship, with no beneficiaries in Mazowieckie's subregions or in the Łomża subregion. In the Russian part of the eligible area, a strong concentration of beneficiaries' locations could be observed in Kaliningrad on the one hand, but on the other the remaining beneficiaries were quite evenly distributed across the entire oblast, both in its coastal part and in the raions situated in the eastern part of the exclave.

Fig. 2. Estimated value of projects under Poland-Lithuania-Russia CBC Programme by NUTS3/oblast in 2007-2013 (in categories based on natural break method)



Note: In addition to the Kaliningrad oblast, the bulk of the funds made available under the Lithuania-Poland-Russia CBC Programme was concentrated in the Olsztyn subregion, and, to a lesser extent, in the remaining two subregions of the Warmińsko-Mazurskie voivodship. Smaller funds per capita were expended in the Gdańsk and Suwałki subregions and in Tricity. The role of the Programme funds in the development of the adjacent areas was next to none, and there were some areas where no projects were implemented at all.

CONCLUSIONS:

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

- In the Lithuania-Poland-Russia cooperation programmes, both in the 2004-2006 and in 2007-2013 periods, practically all the beneficiaries were situated in the eligible area, with some isolated projects being implemented in the adjacent areas. In effect, most of the funds were allocated within the eligible area, albeit with some differences across regions in per capita values. In consequence, the Programme was of marginal importance in relation to the adjacent areas. In some of them any project

has been founded (including Kujawko-pomorskie voivodship, in which the beneficiary involved backed out although the project had been approved for implementation).

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 in programming periods 2004-2006 and 2007-2013.

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 470 questionnaires sent to the email addresses provided in the LT-PL-RU Programme database, 46 questionnaires were returned, this translates into a 10% rate of return for the former (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

PL	Number	N	Russia	Number	
Total	31	100.0	Total	15	53.3
Kujawsko-Pomorskie	0	0.0	Kaliningrad	8	46.7
Mazowieckie	0	0.0	Other raions	7	53.3
Podlaskie	6	19.4			
Pomorskie	9	29.0			
Warmińsko-Mazurskie	16	51.6			

Note: Polish respondents originated solely from the Programme eligible area, mostly Warmińsko-Mazurskie voivodship. In case of the Kaliningrad oblast, interviewees were evenly split between Kaliningrad and the remaining cities of the oblast.

Tab. 2. Location of Polish partners for Russians respondents

RU → PL	Number	%
Total	38	100.0
Kujawsko-Pomorskie	0	0.0
Mazowieckie	1	2.6
Podlaskie	4	10.5
Pomorskie	10	26.3
Warmińsko-Mazurskie	23	60.5

Comments: Most partners of Russian institutions were mainly situated in the Warmińsko-Mazurskie voivodship, and to a lesser extent in the Pomorskie voivodship, whereas only few partners were mentioned in the Podlaskie and Mazowieckie voivodships.

Tab. 3. Do you think that the Poland-Russia (PL-RU) CBC Programme 2014-2020 should still allow projects to be implemented by beneficiaries from the so-called adjacent areas? (%)

	Poland		Russia	
	N	%	N	%
Total	30	100.0	15	100.0
Definitely yes	2	6.7	7	46.7
Yes	5	16.7	0	0.0
Rather yes	10	33.3	6	40.0
Hard to say	5	16.7	0	0.0
Rather no	3	10.0	1	6.7
No	2	6.7	1	6.7
Definitely no	3	10.0	0	0.0
Yes - total	17	56.7	13	86.7
No - total	8	26.7	2	13.3
Weighted average* [average (1-7) – 4]	0.3		1.6	

Note: Russian respondents, and to a lesser extent Polish respondents, were of the opinion that it should still be possible for beneficiaries situated in the adjacent areas to deliver projects under the Programme. The Polish interviewees had more doubts in that regard, whereas the Russian interviewees rather consistently opted for this possibility to be continued in the new Programme round.

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

	Poland		Russia	
	N	%	N	%
Total	31	100.0	15	100,0
Definitely yes	1	3.2	2	13,3
Yes	7	22.6	1	6,7
Rather yes	7	22.6	6	40,0
Hard to say	5	16.1	3	20,0
Rather no	5	16.1	1	6,7
No	2	6.5	2	13,3
Definitely no	4	12.9	0	0,0
Yes - total	15	48.4	9	60,0
No - total	11	35.5	3	20,0
Weighted average* [average (1-7) – 3]	0.1		0.6	

Note: The possibility for beneficiaries situated outside the eligible area and the adjacent areas to implement projects caused a great deal of controversy both in Poland and Russia. In Poland, the proponents slightly prevailed over the opponents, while in the Kaliningrad oblast this concept was acceptable to a larger number of respondents.

CONCLUSIONS:

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

- In respect of the Poland-Russia Programme - and rather surprisingly, given the marginal role the institutions from the adjacent areas play in institutional cooperation between Poland and the Kaliningrad oblast, quite considerable support was expressed for continued possibility to implement projects in adjacent areas; such an opinion was more frequently expressed by respondents on the Russian side of the border.
- In respect of the Poland-Russia Programme, there was no immediate acceptance for allowing beneficiaries from outside of the eligible and adjacent areas to take part in the Programme. Such a possibility was more frequently approved by respondents on the Russian side of the border, while the Polish interviewees were rather more sceptical in that regard.

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 and Russian partners.

Products:

1. In your opinion, what should be the eligible area in the Poland-Russia 2014-2020 Neighbourhood Programme?

In case of the Poland-Russia Programme, respondents relatively seldom raised the issue of the adjacent areas by themselves, although there were few opinions in favour of e.g. leaving the Słupsk subregion as one of the adjacent areas. On the other hand, given the answers provided to the following question on the adjacent areas, this was probably related to the prevalent opinion on the lack of any significance of such areas for cross-border cooperation.

2. Do you think that the current so-called adjacent areas PL-RU (PL – NUTS Słupsk, Kujawsko-Pomorskie voivodship, Ciechanów-Płock subregion, Ostrołęka-Siedlce subregion, Łomża subregion) play a significant role in cross-border cooperation between Poland and Russia?

Practically all respondents stressed the lack of significance of the adjacent areas for cross-border cooperation, quoting as an example e.g. the project from Aleksandrów Kujawski (Kujawsko-Pomorskie voivodship), in which the beneficiary involved backed out although the project had been approved for implementation. In effect, most respondents opted for not distinguishing any adjacent areas in the Poland-Russia Neighbourhood Programme. It should also be noted that some respondents drew their attention to the rather unique situation of the Podlaskie voivodship with the Suwałki subregion where three borders can be found, between Poland, Lithuania and Russia. For this reason, in their opinion, it should be regarded as one that meets the border location criterion. However, the Białystok subregion raises a greater deal of controversy since it does manifest some signs of such cooperation, but the interactions are neither strong nor intensive. In some cases, proposals were made to include

the Słupsk subregion, a part of the Pomorskie voivodship, as an adjacent area of the Programme.

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?

The idea to incorporate other units into the eligible area found no proponents among the respondents, who particularly stressed the considerable distance between the Kaliningrad oblast and the remaining regions of Russia.

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

The concept to concentrate more of the funding in the strictly border districts divided respondents into those who saw greater potential for developing cooperation in such an arrangement and those who defended the existing cooperation networks between organisations situated further from the border.

Appendix 9. Socio-economic indicators

Tab. 1. Basic characteristic of Programme CBC PL-RU 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	2010	2008	2012	2010	2010	2012	2012	2012	2010	2010	2010
PL – eligible area	36 092	3 444	3 529	8 069	86.9	100.5	7.8	5.0	32.7	62.3	
RU – eligible area	15 096	935	947	5 964	77.0	54.9	3.9	2.1	40.5	57.4	

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

Indicator	Area covered by National Parks (%)/ no. of National Parks	Afforestation rate (%)			Emission of air pollutants (w/o CO2) from main stationary sources per capita (kg)			Number of hot-spots according to HELCOM		Volume of untreated sewage per capita (m3)		Access to a sewage network		Sewage network put into operation (total km)	Capital expenditure on fixed assets for environmental protection and water management (€ per capita)	
Year	2012	2007	2012	2007	2012	2012	2007	2010	2007	2011	2007-2011	2007	2011	2007-2011	2007	2011
PL – eligible area	1.9/ 4	29.7	30.2	15.9	13.4	2	4.0	0.2	68.8	71.1	2792.4	48.2	94.5			
RU – eligible area	0.4/ 1	-	19.5	38.1	26.5	9	12.4	9.4	89.5	90.9 (2010)	-	6.9	2.6			

Tab. 3. Basic characteristic of Programme CBC PL-RU 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		2012		2011	
PL – eligible area	19,7		64,5		15,8		40	15,6		30,7		30,3	
RU – eligible area	15,4		62,4		22,1		45	16,5		16,9		16,1	

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 in the programming periods 2004-2006 and 2007-2013 in eligible areas.

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

Sphere	Polish-Russian cooperation	
	Average (1 – very bad 5- very good)	Standard deviation
All respondents (N=45)		
Economic	2.8	0.8
Socio-cultural	3.4	0.8
Institutional	3.4	0.8
Polish respondents (N=30)		
Economic	2.7	0.7
Socio-cultural	3.2	0.7
Institutional	3.4	0.9
Russian respondents (N=15)		
Economic	3.1	1.0
Socio-cultural	4.0	0.4
Institutional	3.4	0.7

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

Barriers	Polish-Russian cooperation		
	Barrier (yes)	% of N	Significance (1-small 5-large)
Economic cooperation			
Legislative and institutional	42	89.4	3.6
Border regime	38	80.9	4.1
Infrastructural	36	76.6	3.4
Economic	35	74.5	3.1
Cultural	37	78.7	2.3
Socio-cultural cooperation			
Legislative and institutional	35	74.5	2.9
Border regime	38	80.9	3.8
Infrastructural	34	72.3	3.1
Economic	30	63.8	2.7
Cultural	37	78.7	2.4
Institutional cooperation			
Legislative and institutional	41	87.2	3.5
Border regime	35	74.5	3.8
Infrastructural	34	72.3	3.0
Economic	29	61.7	2.6
Cultural	35	74.5	2.3

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

	Present		Future (Strategic Horizon)	
Internal factors	Strengths	Weaknesses	Possibilities	Limitations
External factors	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

	Opportunities/possibilities	Threats/limitations
Strengths	Aggressive strategy	Conservative strategy
Weaknesses	Competitive strategy	Defensive strategy

Source: Obłój 2007, p. 337.