

# **Territorial cohesion in BSR**

## **Evidence-based multi-level strategic planning in practice: Poland**

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## Towards the paradigm of territorial development

- Facing the global crisis, the public policies are confronted now to **efficiency and effectiveness check**.
- The whole Europe is trying to find a **modus vivendi** between different approaches, sometimes conflicting, as it seems.
- The **sectoral approach** focuses on objectives of a specific policy domain.
- The **integrated one** takes into consideration objectives of several policies' domains.

### Place-based approach

***There is no 'one-size fits all' policy solution, as place matters and context matters for all forms of development and growth.***

# Current territorial development trends

- **Europe's position in the world is changing:** Asia and the Americas; aging labour force and demographic change, energy supply and demand, and the possible impacts of climate change.
- **Europe's competitiveness depends greatly on its global cities and metropolitan regions:** agglomeration economies and networks.
- **Connectivity is important:** smart, attractive places, metropolitan regions, connections to hubs and urban centres.
- **Europe has many smart rural regions that are well connected to the global economy,**
- **Accessibility of regions and cities is increasing**
- **Vulnerability to climate change impacts is a concern**
- **Good governance and territorial co-operation are vital**



# What is territorial dimension?

- There is still a **gap** between theoretical background, analytical findings and political will.
- We need a **common understanding** of terms such as: local development, territorial cohesion, territorial dimension.
- We need **strategic programming** based on territorial approach principles for a relevant priority-setting.
- **Institutions** and **knowledge** are crucial for the best use of territorial potentials.

# How to make a policy territorial?

What is territorial dimension / territorial cohesion?

- No coherent definition, no operationalisation
- Political discourse on very high EU level
- Even ESPON research teams have problem understanding „what they mean by that”
- International experience: each country has their own understanding of : polycentric development, cross-border cooperation, cohesion and competitiveness.
- Selective understanding of these concepts: network approach in Nordic countries, corridor approach in Baltic states
- Interesting examples – macroregional territorial visions and strategies i.e. VASAB

## Challenges of Polish territorial strategic planning

Before mid 2000s / learning by „practicing” structural funds

1. Lack of cohesive **vision** of strategic development management
2. System did not define role of development policy and did not include territorial dimension
3. Lack of comprehensive **vision** of regional policy **on country-wide scale** (only the EU cohesion policy view)
4. Lack of central **entity responsible** for comprehensive development management in public administration
5. Monitoring and **evaluation**
6. Lack of tie between strategic **aims** and budgetary **allocations**

**The model of managing development as a strategic process is the result of a wider cultural shift.**

## Poland's principal development challenges

1. Growth and **competitiveness**
2. The **demographic** situation
3. High **professional activeness** and adaptability of labour resources
4. Appropriate potential of **infrastructure**
5. **Energy and climate** security
6. Economy based on **knowledge** and intellectual capital
7. Regional solidarity and **cohesion**
8. Improved **social cohesion**
9. Effective state and **governance**
10. **Social** capital

# New regional policy in Poland

- Supporting development potentials of all regions
- Supporting opportunities instead of reducing barriers
- Selectivity and concentration of interventions
- Multi-level management: from highly centralised (top-down) governance to multi-level governance
- Multisectoral (horizontal) territorial approach
- Implementation of partnership principle
- Focus on efficiency
- Coordination of public policies of significant territorial impact with the regional policy objectives specified for individual territories.

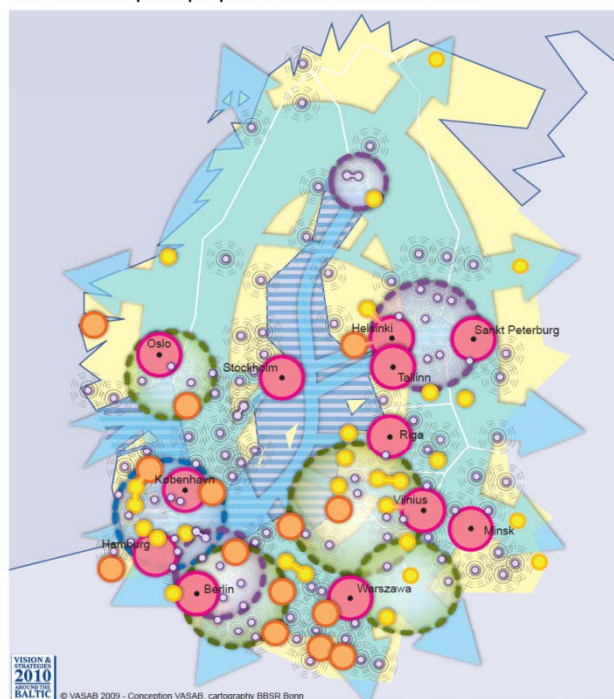


# Territorial positioning

**Conceptualising your positioning allows you to identify opportunities, comparative advantages and possibilities of new connections, relations and cooperation.**

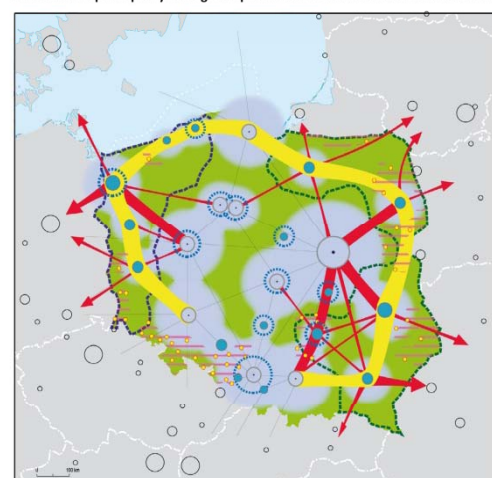
**Provides better understanding of relations with neighbourhood.**

Territorial development perspective of the Baltic Sea basin 2030



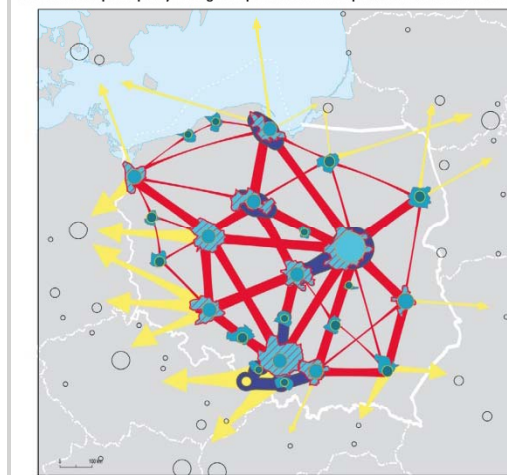
- Functional profile of urban regions and centres \***
- Global gateway with prominent R&D and knowledge intensive business services
  - BSR gateway with well developed R&D and knowledge intensive business services
  - Urban region in process of metropolisation with growing globally linked R&D and knowledge intensive services
  - Regional development centre providing high quality services to residents in the surrounding area
  - Bi-polar and multipolar urban development
- Cross-border cluster cooperation areas**
- Existing
  - Potential
  - Cross border global integration zone
  - Integrated transport system and international links
  - Integrated maritime spatial planning
- \* Urban regions as defined in the report "Towards an integrated Baltic Sea Region", Nordregio, Stockholm 2008

Directions of spatial policy aiming at improvement of territorial cohesion of Poland



- MAIN DIRECTIONS OF POLISH SPATIAL POLICY**
- Supporting the development of functional interlinkages fundamental for the development of peripheral cities and regions
  - Development of functional interlinkages between peripheral areas crucial for the territorial cohesion of Poland
  - Improvement of urbanisation processes, concentration of metropolitan functions and entrepreneurship
  - Support for the diffusion processes
  - Improvement of access to basic services including communication
  - Restructuring in areas experiencing depopulation of towns and rural areas
  - Concentration of revitalisation of cities and degraded areas
  - Western Poland and Central Pomerania - restructuring in cities, counteracting of losing their functions; spatial integration with central Poland, expanding development potential resulting from cross-border location
  - Eastern Poland - supporting urbanisation processes, concentration of activities in regional centres, restructuring of rural areas, exploiting territorial and political potentials resulting from cross-border location
- Metropolitan centres**
- capital city
  - other cities
- Regional centres**
- links

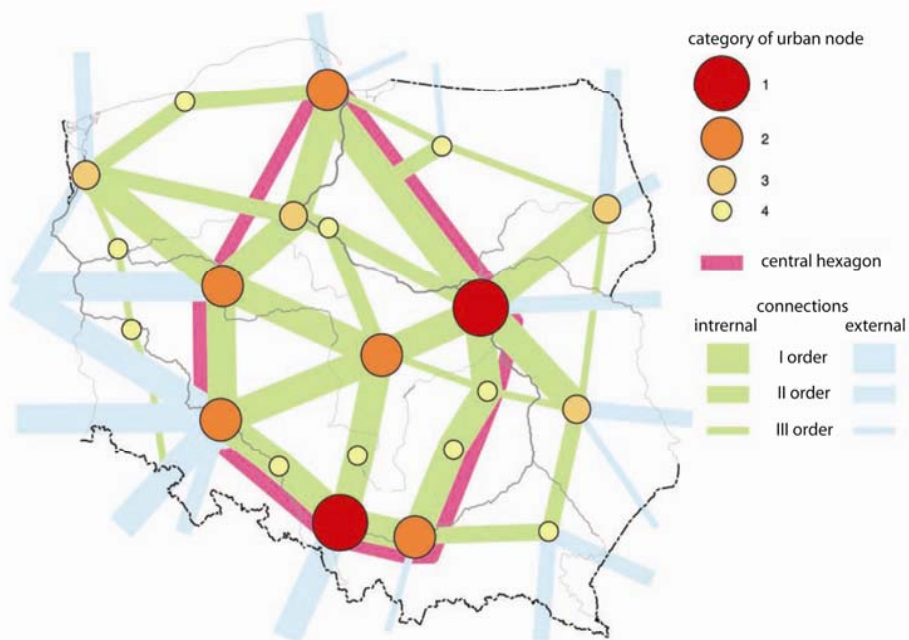
Directions of spatial policy aiming at improvement of competitiveness of main urban centres



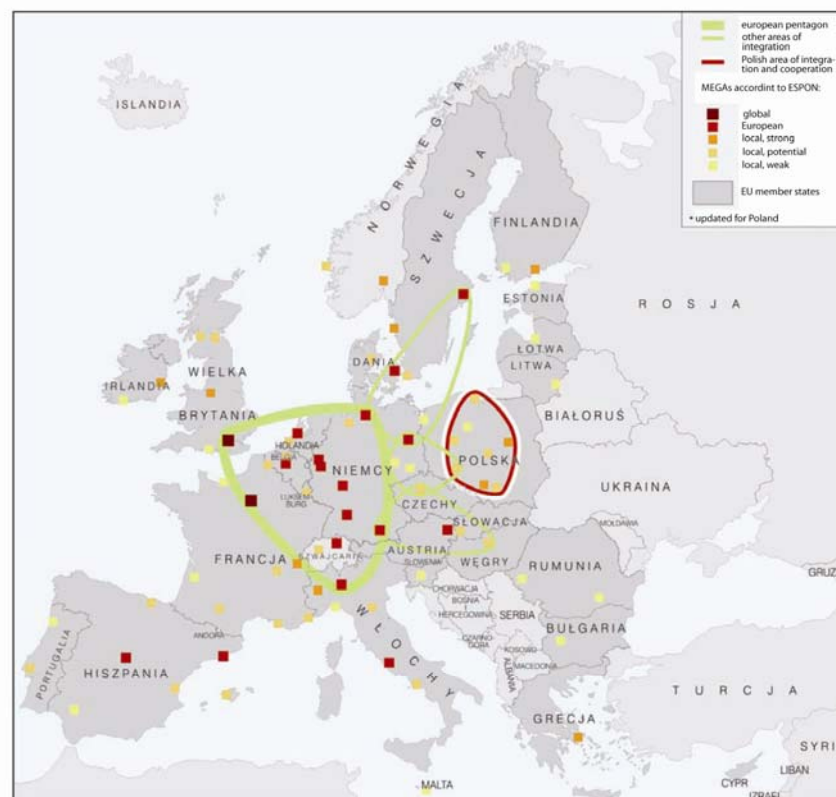
- MAIN DIRECTIONS OF POLISH SPATIAL POLICY**
- Improvement of metropolitan functions of a level of importance:
  - national, international and global economic, R&D, social, educational, symbolic, cultural
  - national, public services of higher order: R&D, economic, symbolic
  - regional: administrative, cultural, educational, expo, communication
  - Development of functional interlinkages of the network metropolis:
  - internal
  - other
  - national, international and global economic, R&D, social, educational, symbolic, cultural
  - obligatory spatial plan and development strategy for one metropolitan area
  - voluntary spatial plan and development strategy
  - improvement of functional links in multipolar areas
- Metropolitan centres**
- capital city
  - other cities
- Regional centres**
- links

# Polish Hexagon vs. European Pentagon

Hexagonal model of functional spatial connections in Poland  
P. Korcelli (Institute of Geography and Spatial Organization, PAS)



Hexagonal model in European context  
P. Korcelli (Institute of Geography and Spatial Organization, PAS)

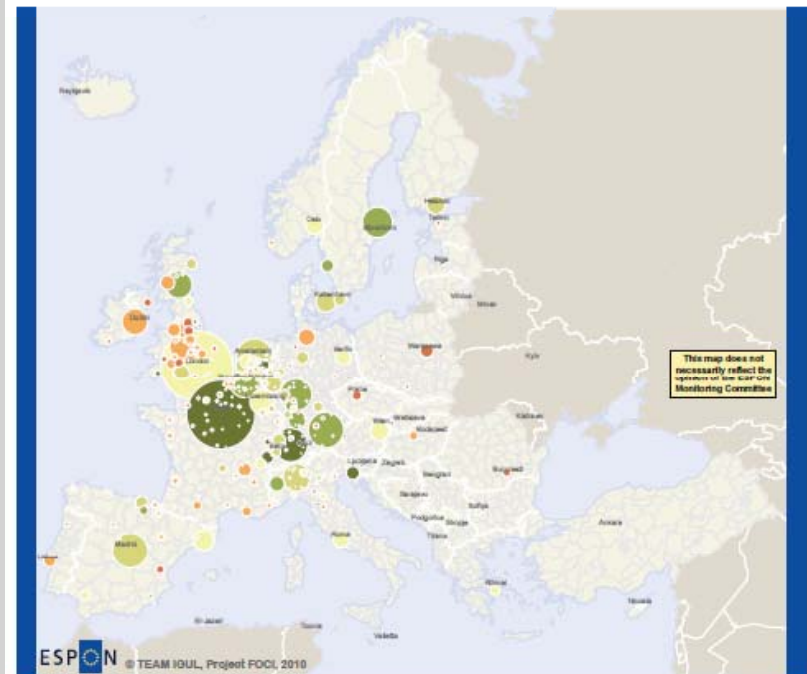


# FOCI: growing role of Warsaw

**Warsaw is the main location of multinational corporation branches**

- **Competitive advantage over other NMS capitals**
- **Branches controlled by companies from: Paris, Amsterdam, Zurich, Vienna and German cities**
- **Model of dependent metropolitan integration**

Map 5. Balance of internal and external subsidiaries by Functional Urban Area, 1986-2006

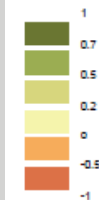


ESPON  
© TEAM IOUL, Project FOCI, 2010

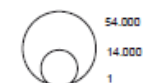
EUROPEAN UNION  
Part-financed by the European Regional Development Fund  
Investing in your future

Level: FUA  
Source: Rosenthal, K&S, Luxembourg, 2010  
Origin of data: OECD, BVD 2007  
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Controlled subsidiaries - subsidiaries from outside  
Controlled subsidiaries + subsidiaries from outside



Controlled subsidiaries + subsidiaries from outside\* by FUA (except local links)



\* In the sample of the 500,000 direct or indirect subsidiaries in the world of the first 3,000 first worldwide multinational firms

# Need of improving infrastructure:

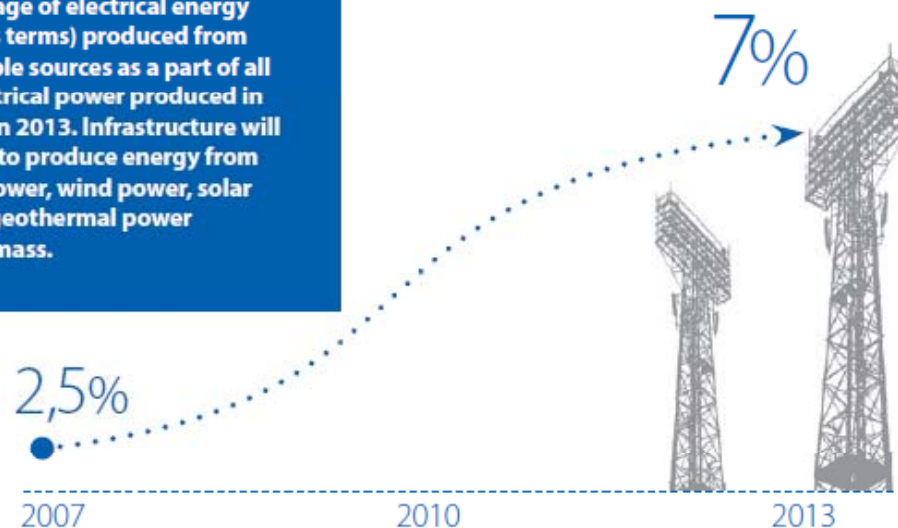
Infrastructure

## How do we know that?

**92,8 billion PLN**

Such is the value of the projects carried out until now as part of the Operational Programme Human Capital.

from **2,5% to 7%**  
The expected increase in the percentage of electrical energy (in gross terms) produced from renewable sources as a part of all the electrical power produced in Poland in 2013. Infrastructure will be built to produce energy from hydro power, wind power, solar power, geothermal power and biomass.

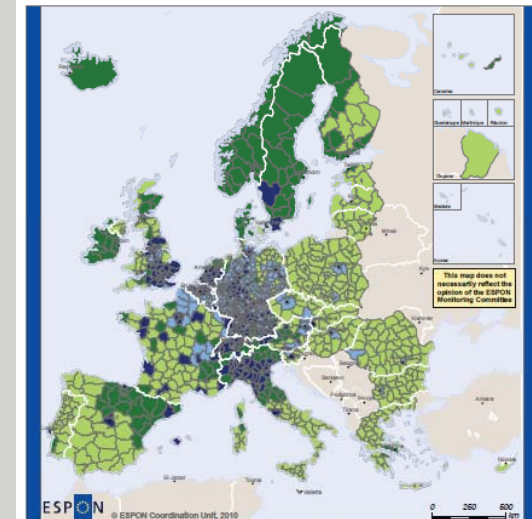




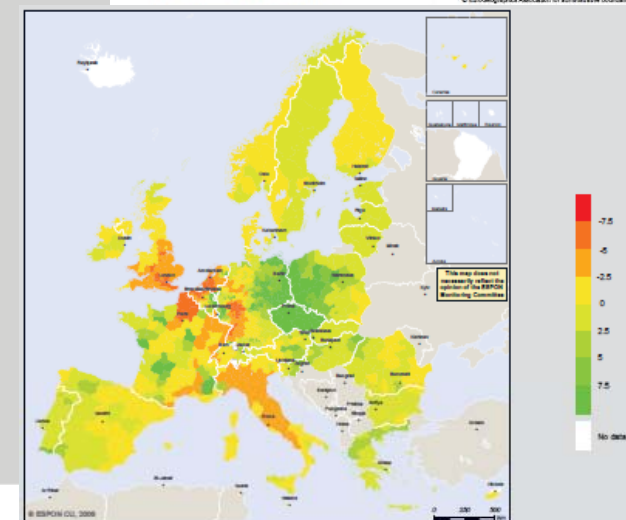
# TRACC: growing transport accessibility

- In 2001-2006, Poland (together with Czech Rep. And Greece) had highest growth in accessibility reates
- Among 50 units most improving territorial accessibility Polish regions were 20%
- Areas of Poznań and Konin have achieves EU average
- zasługa autostrad A2 i A4,
- Schengen
- Functional integration to transport network in Germany and Czech Rep.

Map 9. GDP per capita versus potential multimodal accessibility, 2006



Regional level: NUTS 3  
Source: ESPON 2010 Database  
Origin of data: Eurostat, 2008 (GDP); ESPON Accessibility model (Accessibility);  
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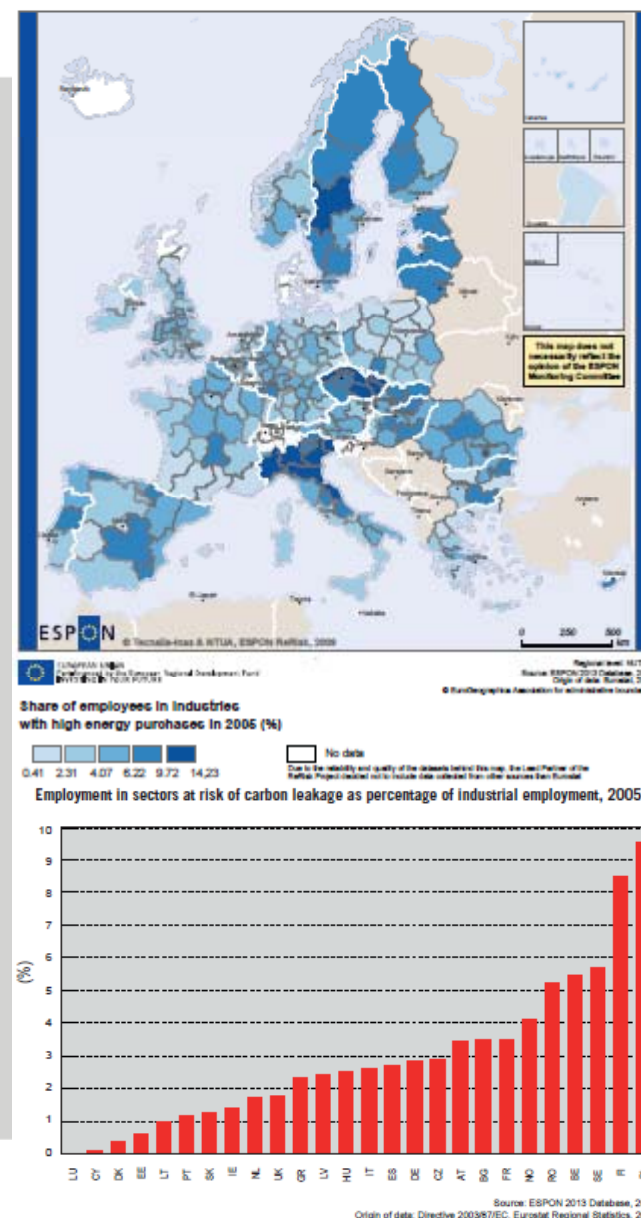
Change 2001-2006 (standardised index)

# Risk of carbon leakage

## carbon leakage

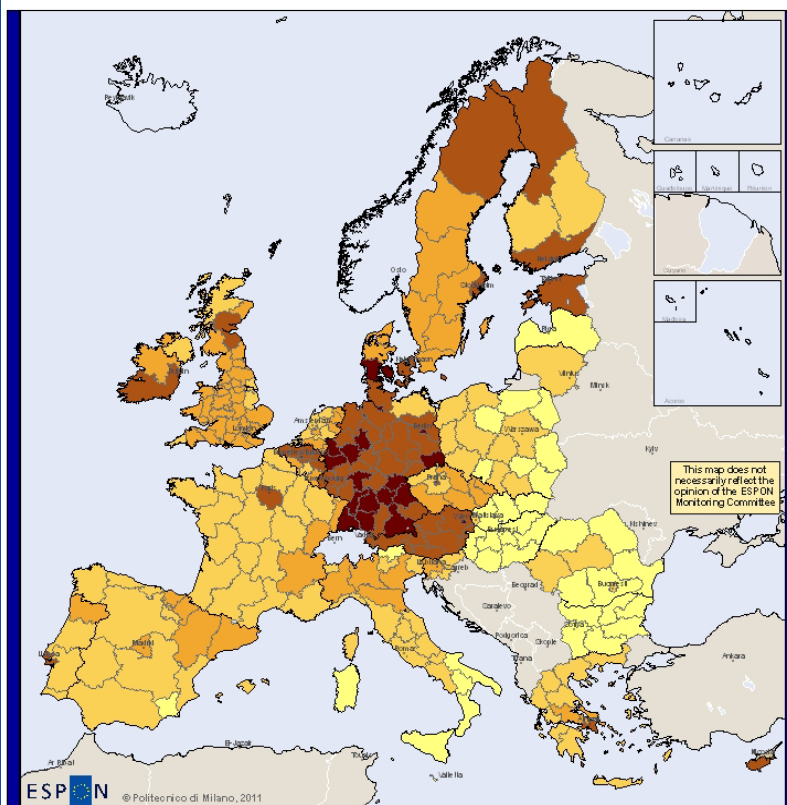
- possibility that companies decide to transfer their production facilities to countries outside the ESPON space if production costs rise as a result of carbon taxes
- Regional employment in sectors at risk for carbon leakage provides a first indication of where the possible future picture
- Regions affected:
  - energy-intensive regions, such as regions with industries with high energy purchases
  - regions with high unemployment rates and/or low disposable income.

Map 16. Proportion of employment in industries with high energy purchases, 2005



# KIT: policy implications

Territorial patterns of innovation in Europe



EUROPEAN UNION  
Part-financed by the European Regional Development Fund  
INVESTING IN YOUR FUTURE

Regional level: NUTS2

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## Legenda

- Creative imitation area
- Smart upgrading diversification area
- Smart specialisation area
- Knowledge diversification area
- European research area

Information → Knowledge → Innovation → Regional Performance

## TERRITORIAL PATTERNS OF INNOVATION IN POLAND:

### Smart upgrading diversification area (light orange):

- low degree of local specialized knowledge
- internal innovation capacity
- high degree of local competences
- high degree of creativity and entrepreneurship
- external knowledge embedded in technical and organizational capabilities

**Policy implication: R&D funding in specific knowledge fields**

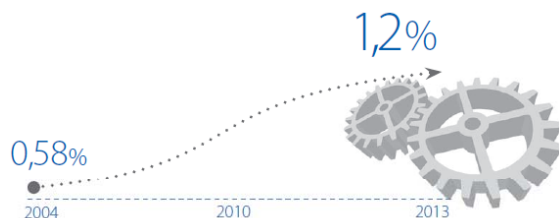
### Creative imitation area (yellow):

- low knowledge and innovation intensity
- entrepreneurship
- creativity
- attractiveness
- high innovation potentials

**Policy implication: funding to support local creative competences**

# KIT: policy implications

Innovation and entrepreneurship



1,200

The yearly average number of Polish enterprises expected to work with research and specialized laboratories within the framework of projects forming a part of the Operational Programme Innovative Economy.

from 0.58% to 1.2%  
This is how much research and development expenditures as a percentage of the Polish GDP are expected to grow by 2013 (from 0.58% in 2004, which was then one of the lowest in the EU).

Science

from 262 million PLN to 400 million PLN  
The increase in the amount that learning institutions in Eastern Poland can use for specialized equipment necessary for scientific research. This modern equipment is financed from Priority no. 1 – "A Modern Economy" of the Operational Programme Development of Eastern Poland.

9 million

The number of people who will gain access to public transportation thanks to various regional projects, which will make their commuting to work easier and support balanced development.

400 million PLN

138 million PLN



—the pathways towards innovation and modernization are differentiated among regions according to local specificities;

—a single overall strategy is likely to be unfit to provide the right stimuli and incentives in the different contexts;

—in order to increase its regional innovation capacity, Poland needs normative interventions towards thematically/regionally focused innovation policies.





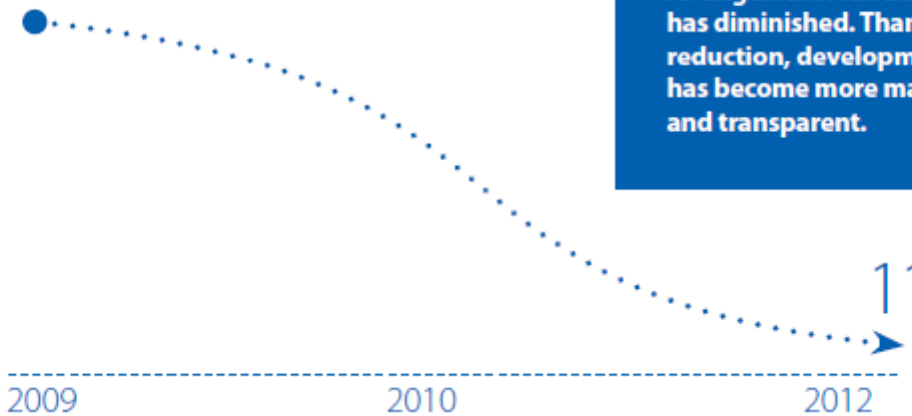
# Poland: towards integrated approach

- Polish development policy: a long road in the last 20 years.
- From redistributive model -> investing in the competitiveness of cities and regions.
- The “cohesion policy lesson” – learning from practice
- The *Polska 2030* report defines the country’s main development challenges
- New system of documents

# Integration of strategies

Strategy

42

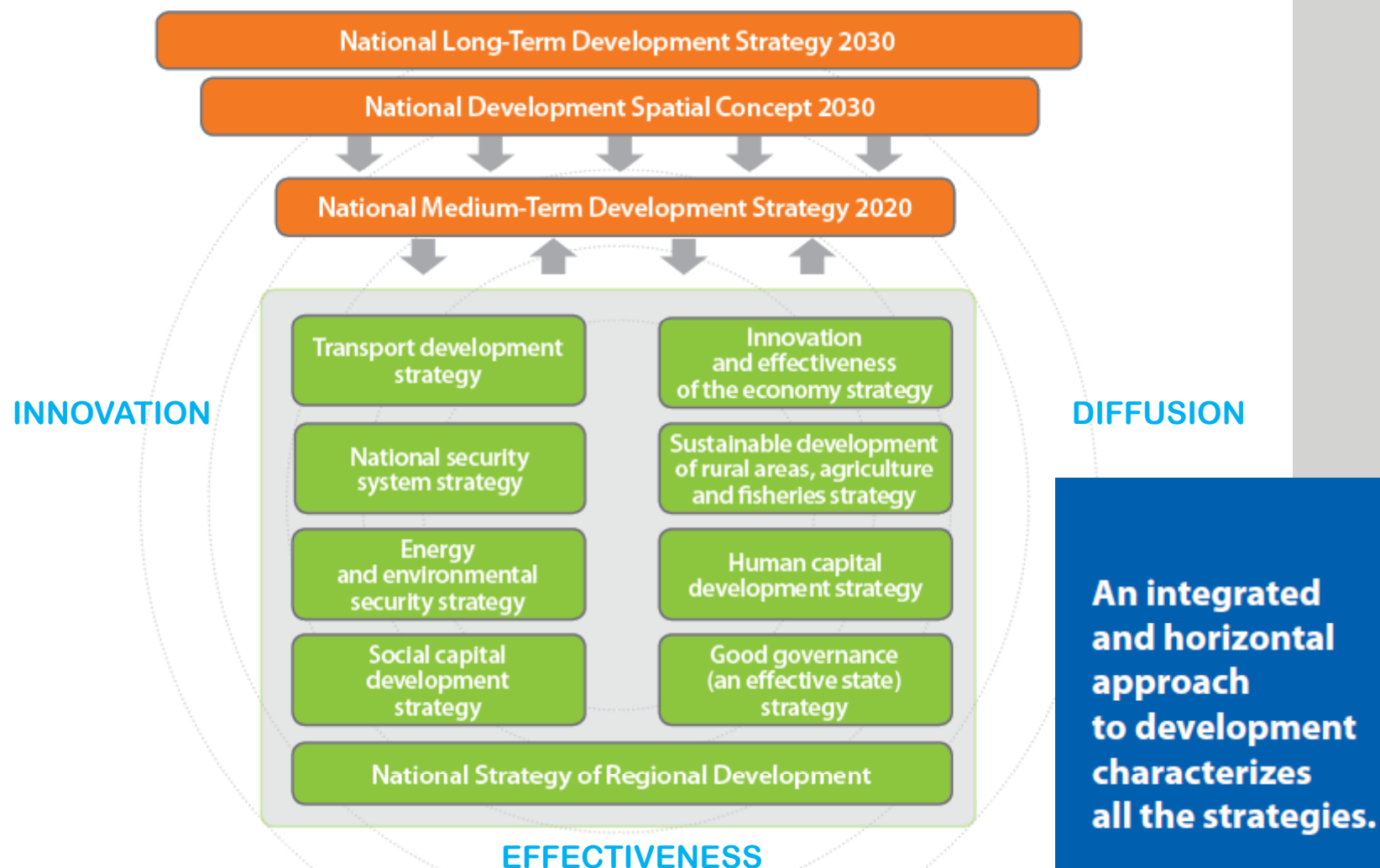


from **42** to **11**

This is how much the number of adopted main strategies setting out development policy objectives (in keeping with the *Development Strategies Arrangement Plan 2009*) has diminished. Thanks to this reduction, development policy has become more manageable and transparent.



# Poland: towards integrated approach



**An integrated and horizontal approach to development characterizes all the strategies.**

# Poland: towards integrated approach

- Common goals with the development priorities set out by the EU
- Crucial role of evaluation!
- Orientation towards creating **conditions for growth** and building a **competitive advantage** on a global scale rather than equalizing the development chances and potentials
- Supporter of EU cohesion policy - financial transfers, know-how, **pressure to modernize**

Thnak you for your attention!

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