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**TERRITORIAL COHESION
OF POLISH BORDER AREAS
– SPATIAL PLANNING ASPECT**

Abstract: Strategic territorial development planning could support a more harmonious development of the cross-border territory. The variety of strategic documents and a large number of resulting investments require a holistic and systemised approach to the issue of sustainable development and territorial cohesion of border regions, and working out new planistic tools for the purpose of implementation of such objectives. The following paper summarises Polish experiences related to current cross-border co-operation in the scope of spatial planning, and presents results of planistic works conducted for border regions. The paper is composed of two parts. The first part includes the history of cross-border co-operation in the field of spatial development planning and the legal basis of cross-border co-operation. The second part presents planistic documents developed so far, particularly the *Study of spatial development* and a new auxiliary tool of decision-making authorities for co-ordination of cross-border planistic works, *i.e.* the *Map of investment projects*. The findings indicate important achievements in the scope of spatial planning co-operation. I conclude the paper by arguing that especially the *Map of investment projects* can be useful for improvement of other spatial planning co-operation projects involving cross-border areas. The work out of *the Map* constitutes not only an example of the implementation of the EU Territorial Agenda, but it is also an important part of the debate on the European cohesion policy and territorial co-operation with neighbouring countries.

Key words: Spatial planning, cross-border co-operation, planistic documents, territorial cohesion, Poland.

Introduction

The Madrid Convention (1980) definition characterizes cross-border co-operation as „*any concerted action designed to reinforce and foster neighbourly relations between territorial communities or authorities within the jurisdiction of two or more Contracting Parties and the conclusion of any agreement and arrangement necessary for this purpose*”.

Cross-border co-operation in the EU has usually been analysed in terms of tasks implemented within the framework of the INTERREG programmes [Gaubert, Yann 2010; Medeiros 2010; Waterhout, Stead 2007; Zaucha, Szydarowski 2005] or Euroregions [Perkmann 2003]. The co-operation is particularly aimed at strengthening the social-economic cohesion of border regions, and development of cross-border co-operation networks in the context of functioning of a common market, promoting the rules of sustainable development, provision of safety, bringing cultures closer together, development of tourist industry, *etc.* [ESPON INTERACT 2007].

Enlargement of the EU by new member states from the former communist block located in Central-Eastern Europe, and opening of borders in those countries due to their accession to the Schengen Area on the one hand changed the geopolitical location and social-economic and legal situation of the countries [Scott, Matzeit 2006]. On the other hand, it created new possibilities and development challenges, particularly due to new infrastructure investments co-funded from the European Union funds [Dołzbłasz, Raczyk 2007].

The occurring situation also forced changes in the approach to issues related to co-operation in border regions, particularly in the scope of sustainable spatial planning [Böhme 2002; Dühr *et al.* 2010; Fritsch 2009; Janin Rivolin, Faludi 2005; Leibenath *et al.* 2008]. As Stumm and Robert [2006] said: *“one major aspect that motivated joint spatial development planning activities had been the growing awareness that policy consequences do not stop at borders of the respective neighbouring countries and that legal as well as organizational measures in the field of spatial planning could support a more harmonious development of the cross-border territory”*.

Whereas the EU itself generally supports international co-operation in the scope of spatial planning [Albrechts *et al.* 2003; Böhme, Waterhout 2008; Faludi 2002], the situation behind the eastern border of the EU looks somewhat different [Fritsch 2009]. The social-political situation, particularly of Ukraine and Belarus, affected by the economic and political crisis, economically dependent on Russia, and stuck in a system of centrally-steered economy abandoned by the remaining countries of Central-Eastern Europe a decade ago, presents new challenges for their neighbour countries [Krok, Smętkowski 2006; Scott, Matzeit 2006], particularly in the scope of development of cross-border co-operation mechanisms and tools, also planistic, enabling such co-operation.

Poland has a very specific situation. It borders both with the “old” (the Federal Republic of Germany) and “new” EU member states (the Czech Republic and Slovakia), and with countries from outside the EU and Schengen Area (Belarus, Ukraine, and Kaliningrad District). Out of 16 Polish voivodeships, as many as 11 borders with another country. Therefore, it is extremely important for Poland to implement sensible and multidimensional cross-border co-operation based on integrated activities necessary for the accurate functioning and sustainable development of border regions, particularly in the scope of transport, technical, and environmental protection in-

frastructure. Numerous strategic documents (programmes, development strategies, operational programmes) prepared for border regions and a large number of resulting investments require a holistic and systemised approach to the issue of development of the regions in the context of their accurate spatial planning. It is also necessary to elaborate strategic and planistic documents considering the social, economic, and territorial cohesion of the border regions, and to develop planistic tools for the purpose of implementation of such objectives.

1. History of cross-border co-operation in the field of spatial planning

Cross-border co-operation between European states, regions and local authorities in the field of strategic territorial development planning began in the mid-1950s. In all history of this co-operation we can identify 3 development phases [Stumm, Robert 2006]. Throughout these phases, 3 major co-operation types have developed in the context strategic territorial development planning: “European-wide spatial development planning”, “transnational spatial development planning” and “cross-border spatial development planning”.

1.1. „Start-up phase” (mid-1950s – end of 1980s)

Transnational spatial development planning covering larger areas has started quite early, especially in North-West Europe. The very first initiative was the “Conference of the Regions of North-West Europe” (CRENWE), which was structured from its foundation in 1955 as a network of planning officials and scientists. The second initiative is the Benelux Economic Union (Union économique Benelux), which brought co-operative spatial development planning within the sphere of activity outlined in the Union Treaty in 1969.

Cross-border co-operation in the field of spatial development planning has started already during a very early phase from the 1970s to end of 1980s, mostly in areas located at a commonly shared border and in the context of specific intergovernmental structures. During the 1970s, bilateral inter-state agreements on co-operation in the field of spatial planning were concluded between Germany and its neighbouring countries Belgium, France, the Netherlands, Austria and Switzerland. On ground of these agreements, specific inter-state co-operation structures were established in form of inter-governmental spatial planning commissions and/or regional commissions and sub-commissions. Although these structures normally lack of a legally binding decision making authority, they have carried out fruitful cross-border spatial development planning activities within the confines of their limited possibilities over the past 30 years.

1.2. „Intensification and innovation phase” (1990-2000)

The joint elaboration of strategic spatial planning documents has become more widespread and intense only during the 1990s especially since the introduction of the INTERREG programme, as the main funding instrument for territorial co-operation.

The influence of European support in stimulating new cross-border ventures causes of signing the inter-state agreements on co-operation in the field of regional planning in countries from Central and Eastern Europe: Austria-Hungary (1985), Germany-Poland (1992), Slovak Republic-Poland (1994), Slovak Republic-Hungary (1995) and Czech Republic-Poland (1995). Joint work within these inter-governmental commissions has led to an elaboration of planistic documents titled *Cross-border spatial development concepts/studies/perspectives* for the respective mandate areas covered by these structures.

Comprehensive transnational spatial development planning and an elaboration of the first transnational spatial development visions was launched around the beginning of 1990s. “*VASAB2010. Vision and strategies around the Baltic Sea 2010*” report, adopted in 1994, was the first transnational vision for spatial development worldwide and laid the foundation for joint action of the participating countries and regions.

During the INTERREG IIC running period (1997-1999) new transnational spatial visioning activities were launched and finalised under the overall control and guidance of national/regional governments¹.

Although a quite long tradition exists with respect to large-scale cross-border co-operation among various regions that began in the 1950s and 1960s just in this period Euroregions or “Working Communities” realised joint activities in the field of spatial development planning. Many Euroregions elaborated strategic documents titled *Cross-border development concepts/perspectives*².

1.3. „Consolidation, expansion, professionalisation phase” (2000-)

After 2000, the above-mentioned transnational spatial visioning processes have partly achieved to translate mutual co-operation into jointly agreed and/or formally

1 For example within the INTERREG IIC Programme Central European, Adriatic, Danubian and South-Eastern European Space (CADSES), was elaborated the document entitled “*Strategies for Integrated Spatial Development of the Central European, Danubian, and Adriatic Area*”. INTERREG IIC Programme for the North Sea Region, effected spatial visioning document entitled “*A Spatial Perspective for the North Sea Region*” (NorVision). In the INTERREG IIC Programme North-Western Metropolitan Area (NWMA), a document entitled “*A Spatial Vision for the North-West Europe – Building Co-operation*” was elaborated.

2 EUREGIO (D/NL): “*Cross-border spatial development perspectives of the EUREGIO*” with a time horizon up to 2015, elaborated between 1997 and 1998; Euroregion POMMERANIA (D/PL/S): “*Cross-border development and action concept of the Euroregion POMMERANIA*” (1993) updated in 1999; Euroregion Pro Europa Viadrina (D/PL): “*Development and action concept of the Euroregion Viadrina*” (1999), which is a revision/up-dating of a previously existing cross-border development concept elaborated in 1993.

adopted strategic planning documents that are specifically drawn up with a view to providing building blocks for a transnational spatial development policy agenda in the EU.

During the Structural Funds programming periods 2000-2006 and 2007-2013, the continuing support to transnational co-operation in the context INTERREG IIIB/IVB has strongly favoured a further consolidation and expansion of transnational spatial development planning (up-dating and up-grading activities)³.

In the wider context of European Spatial Development Planning (ESDP), prospective territorial research and spatial scenarios adopting a multi-country perspective play an increasingly important role. In 2000 was set up the European Spatial Planning Observation Network (ESPON) according to the assumptions to monitoring of realisation ESDP within the UE policy and member states policies. The ESPON 2006 Programme – *Research on the Spatial Development of an Enlarging European Union* under INTERREG III B purposes: (1) Support to policy development; (2) A scientific network platform for applied European territorial research. With the adoption of the ESPON 2006 Programme and the subsequent launching of numerous research projects, an important step towards increasing the level of professionalisation in European-wide spatial development planning has been made. In the ESPON 2007-2013 Programme “*The European Observation Network for Territorial Development and Cohesion*” under Structural Funds, Objective 3, Mission the most important objective is „*Support policy development in relation to the aim of territorial cohesion and a harmonious development of the European territory*”.

2. Objectives of cross-border co-operation in the field of spatial planning

In accordance with the European Spatial Development Perspective (1999) and the Territorial Agenda (2007), EU Member States should be expected to:

create and regularly adjust cross-border spatial planning models and concepts (spatial development concepts) and take these into consideration in national spatial development and sectoral plans (*e.g.* settlement structure, infrastructure, economy, education);

regularly co-ordinate all spatial planning activities;

set up joint cross-border regional – and where useful – land use plans as the most advanced form of cross-border spatial development policy.

This trend reflects the growing importance of co-operation at different scales for improving territorial development [Böhme, Waterhout 2008]. The absence of a clear institutional and political framework for European spatial planning implies that the dis-

³ Continuation: Baltic Sea Region (BSR) – VASAB-process, INTERREG IIIB Programme North-West Europe, for the North Sea Region; new programmes: Atlantic Space, Western Mediterranean (MEDOCC), divisions: III B CADSES into Central Europe (CE) and South-East Europe (SEE).

semination and application of spatial policies as expressed in the ESDP and the Territorial Agenda relies on the perceived need or benefit of actors at national, regional and local levels to engage in supranational territorial co-operation [Dühr *et al.* 2007].

3. Legal basis of cross-border co-operation and strategic-planistic documentation

3.1. Legal basis of cross-border co-operation in the EU

The main legal act that constitutes the cross-border co-operation in the EU is *the European Outline Convention on Transfrontier Co-operation between Territorial Communities or Authorities* (the Madrid Convention) accepted by the members States of the Council of Europe on 21 May 1980 during the 4th Conference of European Ministers responsible for Local Government. Very important role play also documents worked out by Association of European Border Regions (AEBR). Those are: *European Charter of Border and Cross-border Regions* adopted on 20 November 1981; *European Charter of Local Self-Government* signed in Strasbourg on 15 October 1985, entered into force on 1 September 1988 and *European Charter of Regional Self-government* accepted on 5 June 1997. New legal instruments such as the European Grouping for Territorial Cooperation (EGTC) that was introduced in 2007 are not yet used widely.

3.2. Legal basis of cross-border co-operation in Poland

In 1993, the Republic of Poland as the first state in Central and Eastern Europe, accepted the Madrid Convention and *the European Charter of Local Self-Government*. This provided the legal basis for development of international co-operation in border regions.

In further years, Poland signed intergovernmental agreements and arrangements with all its neighbouring countries. They stipulate that government and local self-government administration authorities will contact each other directly on all levels, and conclude relevant arrangements, in accordance with their competences and internal laws of their countries.

On all Polish land borders, Intergovernmental Commissions or Councils for Cross-Border Cooperation were established, including specialised working groups dealing with among others spatial planning issues. Those are:

- the Committee for Spatial Management in the Polish-German Intergovernmental Commission for Regional and Border Cooperation;
- the Working Group for Border Regions Development and Support Programmes in the Polish-Czech Intergovernmental Commission for Cross-border Cooperation;

- the Working Group for Spatial Planning and Construction in the Polish-Slovakian Intergovernmental Commission for Cross-border Cooperation;
- the Commission for Spatial Planning in the Polish-Ukrainian Intergovernmental Coordination Council for Cross-regional Cooperation;
- the Sub-commission for Spatial Management in the Polish-Belarusian Intergovernmental Coordination Commission for Cross-border Cooperation;
- the Working Group for Spatial Management Cooperation in the Polish-Lithuanian Intergovernmental Commission for Cross-border Cooperation;
- the Commission for Spatial Management in the Polish-Russian Council for Cooperation of the Regions of the Republic of Poland with the Kaliningrad District of the Russian Federation.

The legal basis of cross-border co-operation in the scope of spatial planning constitutes Art. 46 of the act of 27 March 2003 on spatial planning and management, stipulating that “*the Minister in charge of spatial planning and construction co-ordinates the conformity of spatial development plans of voivodeships with the country’s spatial development concept, conducts cross-border and border cooperation in the scope of spatial planning in cooperation with the minister in charge of regional development, and prepares periodic reports on the state of the countries spatial development*”.

4. Selected planistic documents

4.1. Study of spatial development (*Studium zagospodarowania przestrzennego*)

4.1.1. Documents from the years 1991-2001

The basic planistic document prepared by working teams for spatial planning is the cross-border study of spatial development (hereinafter referred to as *the Study*). The decision on preparing *the Study* for each of the border regions is taken by the relevant Intergovernmental Commission/Council. The technical scope of the document is arranged within the working group. Boundaries of the area included in *the Study* usually correspond with the area of support of the European Territorial Cooperation (ETC) or the European Neighbourhood and Partnership Instrument (ENPI). Planistic services of border voivodeships participate in the works, which allows for accurate consideration of results of analytical and study documents prepared by them, including voivodeship development strategies and voivodeship spatial management plans. *The Study* is prepared separately for both Sides, and further as a *Synthesis of the national documents*, constituting the final product of the works. The objectives of *the Study* included preparing border regions for applying for relief funds from the EU (among others within the framework of PHARE CBC, SAPARD, and ISPA financial instruments).

In the years 1991-2001, *the Studies* were prepared, in chronological order, for the following border regions: Polish-Czech, Polish-German, Polish-Belarussian, Polish-Russian (only in the Polish part), Polish-Ukrainian, Polish-Lithuanian, and Polish-Slovakian. In relation to the new administrative division of Poland in 1999 (decrease in the number of voivodeships from 49 to 16), the documents prepared were updated (Tab. 1).

Table 1

Studies of spatial development elaborated from the years 1991-2001
(own compilation based on the database
of the Ministry of Infrastructure of the Republic of Poland)

Border region	Title of document	Date of preparing	Date of approval
Polish-Czech	<i>Co-ordination Study on the development of the Polish-Czech border region (Studium koordynacyjne rozwoju pogranicza polsko-czeskiego)</i>	1991-1993	1997 (updated)
	<i>Development Strategy for the Polish-Czech Border Region (Strategia rozwoju pogranicza polsko-czeskiego)</i>	2000	2000
	<i>Study of Spatial Development of the Polish-Czech Border Region (Studium zagospodarowania przestrzennego pogranicza polsko-czeskiego)</i>	2002 works started	
Polish-Slovakian	<i>„Co-ordination Study on the Development of the Polish-Slovakian Border Areas” (Studium Koordynacyjne rozwoju polsko-słowackich obszarów przygranicznych)</i>	1993-1994	1997
	<i>Polish Side – Direction Study of Spatial Development of the Area alongside the Polish-Slovakian Border. Specification of Development Objectives and Directions of Action (Studium kierunkowe zagospodarowania przestrzennego obszaru wzdłuż granicy polsko-słowackiej. Określenie Celów Rozwoju i Kierunków Działania)</i> <i>Slovakian Side – Project of Spatial Development of the Slovakian-Polish Border Region (Projekt územného rozvoja prihraničia Slovenskej republiky a Poľskej republiky)</i>	2000	2000
	<i>Direction Study of Spatial Development alongside the Polish-Slovakian Border. Synthesis of National Documents (Studium kierunkowe zagospodarowania przestrzennego obszaru wzdłuż granicy polsko-słowackiej. Synteza dokumentów krajowych)</i>	2001	2001
Polish-German	<i>Guideline Study of Spatial Development alongside the Polish-German Border (Studium kierunkowego zagospodarowania przestrzennego obszaru wzdłuż granicy polsko-niemieckiej)</i>	1994-1995	1995 (2002 updated)
Polish-Russian	<i>Polish Side – Study of Spatial Development of the Area alongside the Polish-Russian Border (Studium zagospodarowania przestrzennego obszaru wzdłuż granicy polsko-rosyjskiej)</i>	1995	1995

Polish-Belarusian	<i>Basics of Spatial Development of the Polish-Belarusian Border Regions (Podstawy zagospodarowania przestrzennego regionów przygranicznych Polski i Białorusi)</i> part I – <i>Report on Spatial Development of the Cross-border Regions (Raport o stanie zagospodarowania przestrzennego regionów przygranicznych)</i>	1995	2000
	<i>Guideline Study of Spatial Development alongside the Polish-Belarusian Border (Studium kierunkowe zagospodarowania przestrzennego wzdłuż granicy polsko-białoruskiej)</i> part II – <i>Objectives and Development Directions (Cele i kierunki rozwoju)</i>	1998	2000 (updated and aprovaed)
Polish-Ukrainian	<i>Study of Spatial Developmet of the Areas alongside the Polish-Ukrainian Border (Studium zagospodarowania przestrzennego obszarów wzdłuż granicy polsko-ukraińskiej)</i> I part – <i>Report of the state of spatial development (Raport o stanie zagospodarowania przestrzennego)</i>	1997	1999
	II part – <i>Objectives and Development Directions (Cele i kierunki rozwoju)</i>	1998	1999 (2001 updated)
Polish-Lithuanian	<i>Study of Spatial Development of the Polish-Lithuanian Crossborder Region (Studium zagospodarowania przestrzennego pogranicza polsko-litewskiego)</i> I part – <i>Status of Spatial Development and Possibilities for Development of the Border Region (Stan zagospodarowania przestrzennego i możliwości rozwoju obszaru pogranicza)</i>	1997	1998
	Schedule of II part: <i>Objectives and Development Directions (Cele i kierunki rozwoju)</i>	1998	1998

Source: Own elaboration (Tables 1, 2).

4.1.2. After 2004 – new approach

After accession of Poland to the European Union in 2004, the approach to preparing *the Study* changed due to the necessity of execution of the cohesion policy. More emphasis was placed on the issues of cohesive spatial planning of border regions. According to the assumptions of *the Study*, it is to constitute an auxiliary tool in the decision process of regional and interregional administration. The objective of provisions of *the Study* is to facilitate conducting of co-ordination activities by authorities in the scope of design cohesive policy of sustainable functional-spatial development of the border regions, preparing planistic documents and creating development programmes, and solving ecological cross-border problems (e.g. floods, pollution movement).

Due to lack of specific guidelines and legal regulations concerning cross-border spatial planning, works on *the Study* are aimed at: 1. Elaborate of a common spatial development policy for border regions and rules of interregional cooperation in the scope of spatial planning; 2. Development of instruments supporting formulation of planistic and programme documents for further financial perspectives of the EU; 3. Creation the standard of planistic notation and system of information on spatial planning.

In order to increase the efficiency of planistic works, among others the necessity is stipulated of introducing a statutory obligation of arrangement with the neighbouring countries of provisions of strategic and planistic documents, which would allow for better co-ordination of planning and conducting investments in the scope of transport, technical, social infrastructure, and improve the efficiency of environmental protection.

Implementation of provisions of *the Study* is aimed at not only integration of planistic activities on both sides of the border, but also preparing of the border regions for using relief funds allocated for execution of the policy of the European Union in the scope of cross-border co-operation in the field of economy, culture, tourist industry, environmental protection, *etc.* (among others from INTERREG IIIA, TACIS CBC, EQUAL, LEADER, URBAN).

Due to the extensive scope of the analysed materials and strategic-planistic documents, as well as institutional-legal issues, the procedure of preparing *the Study* on both Sides is conducted in stages, based on a common task. Partial technical coordination occurs during common meetings of relevant Intergovernmental Commissions/Councils or/Working Groups.

So far *the Studies* were prepared, in chronological order, for the following border regions: Polish-Czech, Polish-German and Polish-Russian which analyses the Polish-Lithuanian border region on the Polish side. Commencement of works on a new edition of *the Study* of the Polish-Slovakian border region was planned for 2011 (Tab. 2).

In 2011, implementation of *the Study of Spatial Integration of the Polish Part of the Polish-German Border Region (Studium integracji przestrzennej polskiej części pogranicza Polski i Niemiec)* was commenced. The document is to precede preparing *the Development Strategy of the Polish-German Border Region (Strategia rozwoju obszaru pogranicza polsko-niemieckiego)* (decision about works on this document was taken in 2006). This common project is aimed at creating a cohesive functional area located between the agglomerations of Berlin, Poznań, Szczecin, Wrocław, Dresden, and potentially Prague, which is to contribute to future enhancing the competitiveness of this area in Europe. One of the elements of preparation of *the Strategy* was development of a mutual Polish-German agreement on infrastructure investments in the Polish-German border region, which resulted in the map edited in 2010, entitled: "*Development of supra-regional transport infrastructure in the area of the Oder Partnership*" (*Rozwój ponadregionalnej infrastruktury transportowej w obszarze*

Table 2

Studies of spatial development elaborated after 2001
(own compilation based on the database of the Ministry of Infrastructure
of the Republic of Poland)

Border region	Title of document	Date of preparing	Date of approval
Polish-Czech	<i>Polish Side – Study of Spatial Development of the Polish-Czech Border Region. Polish Part (Studium zagospodarowania przestrzennego pogranicza polsko-czeskiego. Część Polska)</i> <i>Czech Side – Study of Spatial Development of the Czech-Polish Border Region. Synthesis Part - Czech Part (Studie rozvoje česko-polského přhraničí. Syntetická část – česká část)</i>	2004	2004
	<i>Study of Spatial Development of the Polish-Czech Border Region. Synthesis of National Documents (Studium zagospodarowania przestrzennego pogranicza polsko-czeskiego. Synteza dokumentów krajowych)</i>	2006	2006
Polish-German	<i>Guideline Study of Spatial Development alongside the Polish-German Border (Studium kierunkowe zagospodarowania obszaru wzdłuż granicy polsko-niemieckiej)</i>	2005	2005
	<i>Development Strategy of the Polish-German Border Region (Strategia rozwoju obszaru pogranicza polsko-niemieckiego)</i>	2006 decision	
	<i>Study of Spatial Integration of the Polish Part of the Polish-German Border Region (Studium integracji przestrzennej polskiej części pogranicza Polski i Niemiec)</i>	2011 works started	
Polish-Russian	<i>Polish Side - Study of Spatial Development alongside the Polish-Russian Border (Studium zagospodarowania przestrzennego wzdłuż granicy polsko-rosyjskiej)</i> <i>part I - Development Conditions of the Polish Part of the Border Region (Uwarunkowania rozwoju polskiej części obszaru przygranicznego)</i>	2008	2008
Polish-Slovakian	<i>I stage – Assessment of the Topicality of the Study of Spatial Development of the Area alongside the Polish-Slovakian Border (Ocena aktualności Studium zagospodarowania przestrzennego obszaru wzdłuż granicy polsko-słowackiej)</i>	2009	2005
	<i>Study of Spatial Development of the Area alongside the Polish-Slovakian Border (Studium zagospodarowania przestrzennego obszaru wzdłuż granicy polsko-słowackiej)</i>	2011 planned	

Partnerstwa Odry) at a scale of 1:650,000, supplemented with a synthetic description of the investments. The map presents the position of the Polish-German Committee for Spatial Management on a document “*Eight regions – common transport area*”.

4.2. Map of the investment projects (*Mapa zamierzeń inwestycyjnych*)

After 2009, as the initial stage of planistic works in the border region, preparation of the so-called *the Map of the investment projects* (hereinafter referred to as *the Map*) was commenced. *The Map* is a graphic study with synthetic description, presenting priority investments in the scope of transport and technical infrastructure, and additionally issues related to nature conservation (as a separate map) within the Polish part of the border region. *The Map* is prepared based on inventory and analysis of all strategic and planistic documents accepted for implementation by government and local self-government administration authorities (mainly at the voivodeship level), as well as other available elaborations referring to the region subject to the study.

The Map is assumed on the one hand to have an informative function, and on the other hand to constitute a tool of arrangement of any investment projects between the Sides, because it gives partners from neighbouring countries clear guidelines for planning and designing common undertakings. *The Map* allow for the assessment of the space in terms of possible locations of economic and touristic activities, and border crossings. Moreover, *the Map* is to contribute to development by both Sides of a common standard qualification of tasks and projects in the scope of infrastructure investments and nature conservation. *The Map* is prepared in the GIS technology, in accordance with the INSPIRE Directive standards. The database ascribed to the maps is useful for updating planning documents; therefore it is a good auxiliary tool in the decision-making process. *The Map* is to constitute background material for further planistic works, including development of new valid documents (*the Study* along with the *Vision of border region development* or *Strategy*).

4.2.1. Map of the investment projects of the Polish border region alongside the Polish-German border, scale 1:300 000

The first map to be developed in 2009 was “*Map of the investment projects of the Polish border region alongside the Polish-German border*” (*Mapa zamierzeń inwestycyjnych polskiej części obszaru pogranicza położonego wzdłuż granicy polsko-niemieckiej*) at a scale of 1:300,000, including the following voivodeships: Lubuskie, Zachodniopomorskie, and Dolnośląskie. *The Map* presents the transport infrastructure of the aforementioned voivodeships (additionally, on three sheets, outlines of the following networks: TEN-T, AGR, and transport relations along the Polish-German border).

The German Side undertook to supplement the map with the German part of the border region (Mecklemburg-Vorpommern, Brandenburg, Sachsen), applying the

method used by the Polish Side. It was also arranged that the map, in addition to territorial expansion, would be supplemented with the remaining elements of spatial management, and that the data would be updated. It constitutes a significant element of implementation of provisions of the INSPIRE Directive.

**4.2.2. Map of the investment projects
of the Polish part of the Polish-Belarusian border region,
scale 1:500 000**

Another map prepared in 2009, entitled: “*Map of the investment projects of the Polish part of the Polish-Belarusian border region*” (*Mapa zamierzeń inwestycyjnych na terenie polskiej części pogranicza polsko-białoruskiego*), in addition to contents related to transport and technical infrastructure, presents also areas valuable in environmental terms and subject to protection (both maps at a scale 1:500,000). The delimitation of the area of the study corresponds with the area of support of the Cross-border Cooperation Programme Poland-Belarus-Ukraine 2007-2013 under the European Neighbourhood and Partnership Instrument (ENPI), and includes the entire Podlaskie and Lubelskie voivodeships, as well as a fragment of the Mazowieckie voivodeship, namely the Ostrołęcko-siedlecki subregion. The Belarusian team informed on preparation of spatial development plans of the following border regions: the Brest Oblast and Grodno Oblast. *The Map* is to constitute auxiliary material in planistic works of the Belarusian Side.

**4.2.3. Map of the investment projects
of the Polish part of the Polish-Ukrainian border region,
scale 1:250 000**

The latest map, prepared in 2011 entitled: “*Map of the investment projects of the Polish part of the Polish-Ukrainian border region*” (*Mapa zamierzeń inwestycyjnych na terenie polskiej części pogranicza polsko-ukraińskiego*) includes the area of the Polish part of the border region corresponding to the area of support of the ENPI CBC Programme 2007-2013, including the entire Lubelskie and Podkarpackie voivodeships. *The Map* was presented in the form of: two collective maps at a scale of 1: 250,000: 1. transport and technical infrastructure, 2. network of protected areas. Both maps present the network of settlement units, and the map presents the protected areas includes the main roads and railways. Complementary part constitutes a synthetic description with demonstrative maps. The descriptive part was determined to include the following issues: 1. The network of protected areas; 2. Network of settlement units; 3. Transport and technical infrastructure, 4. Public socio-economic investments; 5. Tasks resulting from the Water Directive; 6. Assumptions resulting from the concept of the Carpathians and Bug Euroregions.

The analogical *Map* is prepared by the Working Team from Ukraine. The Ukrainian Side *Map* includes Volyn Oblast, Lvov Oblast, and the Velykoberezhnianskyi region from the Zakarpattia Oblast. Pursuant to the schedule, the works of the Ukrainian Working Team will commence after completion works by the Polish Side. The Ukrainian *Map* was finished in the 1st quarter of 2012. At the further stage of the works, scheduled for 2012, is development of a common *Map* for the entire Polish-Ukrainian border region.

Conclusions

Cohesive and sustainable development of the EU requires co-operation of countries in the scope of spatial planning. Particularly over the last two decades the increasing integration of supranational and national territorial development policy ultimately led to the emergence of a common European discourse on spatial planning and policy [Böhme 2006; Faludi 2002]. Spatial planning at the European level requires intergovernmental co-operation between the EU member states, as the EU has no explicit mandate for spatial planning; spatial planning and territorial development are not the subject of a specific EU policy [Böhme 2006], although a number of initiatives, such as ESPON and the INTERREG Community Initiative, have certainly contributed to some form of institutionalisation. European spatial planning also describes the variety and diversity of national spatial planning concepts and systems within Europe [Böhme, Waterhout 2008; Dühr *et al.* 2010]. The different types of planning traditions and perspectives on planning in Europe play a role in differences between countries [Janin Rivolin, Faludi 2005].

It is particularly important in the case of border regions located both inside and outside of the European Union. Due to the lack of the all-European Union legal regulations or planistic procedures, international co-operation in the scope of spatial planning in border regions is usually based on agreements and arrangements, and the degree of advancement of works largely depends on the good will of each of the Sides.

An example of the case is Poland, whose geopolitical situation (former state of the communist block, member of the EU since 2004 and the Schengen Area since 2007, neighbouring with the Commonwealth of Independent States) requires conducting sensible planistic activities for border regions. Planistic works in each of the Polish border regions are conducted at various rates. They have lately been the most advanced in the Polish-German and Polish-Czech border regions. Cooperation with Slovakia, Ukraine, and Belarus has also been developing intensively, and co-operation with Russia and Lithuania has been temporarily suspended due to lack of financial resources for the works on the side of those countries.

The variety of strategic documents prepared for border areas, and a large number of resulting investments, entail the necessity of a systematized approach to the

issue of development of those areas in the context of their internal and external territorial cohesion. The basic planistic documents, namely *the Study of spatial development*, are updated or elaborated again in majority of the border regions. *The Study* is an auxiliary tool in the decision process of regional and interregional administration – the basis to updating of planistic documents. It is the tool to conducting of co-ordination activities by authorities in the scope of design cohesive policy as well as an instrument to supporting formulation of planistic and programme documents for further financial perspectives of the EU.

From the point of view of harmonious co-operation, particularly with the countries from behind the eastern border of Poland, it seems justified to edit *the Map of investment projects* as a document preceding development of *the Study*. *The Map* is a new planistic tool for conducting co-ordinated activities in the scope of cohesive policy of the development of border areas. The work out of the map constitutes not only an example of the implementation of the EU Territorial Agenda, but it is also an important part of the debate on the cohesion policy. Moreover, the study can be useful for the improvement of other spatial planning co-operation projects involving cross border areas, and is applicable to all types of border areas. The methodology elaborated by Poland and the graphic form of *the Map* constitutes exemplary material for the foreign partners, accelerating their work to a large degree. *The Map* prepared according to standards and procedures developed by Poland should be prepared in the remaining EU states, which would significantly contribute to increasing the quality of cross-border co-operation and efficiency of activities in the scope of cross-border spatial planning. It is of great importance for future planning solutions in the scope of designing trans-border areas. It also allows for the improvement of new planning tools for conducting co-ordinated activities in the scope of cohesive policy of the development of border areas.

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