

# Common Future Vision for the German-Polish Interaction Area Horizon 2030

Wspólna Koncepcja Przyszłości dla polsko-niemieckiego obszaru powiązań Wizja 2030



The way to implementation –  
ESPON peer-learning workshop in Szczecin

Droga do implementacji – Warsztaty ESPON w Szczecinie





In times when places and economies are more interconnected than ever, social and economic developments in one place – like new infrastructure, increased labour needs, changes in legislation – have a direct impact to the development perspectives of the neighboring areas. Administrative borders become less important and digital revolution adds another layer of connections even among distanced places. The speed of change in Europe in economic and social terms is accelerating.

To address the challenges of this new reality, policymakers have to work together and change their way of development planning. But in this effort they need data tools and methodologies to understand the flows and interconnections of places and transform this information into concrete policy measures.

Our mission in ESPON is to develop research to support policymakers and bridge academic knowledge with policymaking. Through a number of projects – Applied Research and Targeted Analyses – we have built a knowledge database that gives shape to a new way of developing strategies, in a more human-centric approach. This is an approach that prioritizes connections instead of borders, solutions instead of problems.

And as more national and local authorities in Europe are now shifting towards this approach, we also created the “Peer Learning Workshops” to help them benefit from the knowledge acquired already in our projects and support exchange of know-how and networking. These workshops offer the opportunity to the interested authorities to select from a big variety of topics and invite the stakeholders of the project to discuss how these results can be applied in their case.

In this framework we offered the peer-learning workshop in Szczecin, to support the implementation of the “Common Future Vision for the Polish-German interaction area 2030” and identify key topics and activities that could speed up the implementation of the vision.

We used results from our projects ACTAREA, ReSSI, TIA CBC and TEVI to inspire the authors of the document in reflecting on the implementation of vision goals in the perspective of 2030, drawing from the experience of the representatives of Coventry City Council and the Federal State of Vorarlberg.

I hope that the results of this workshop, that presented successful examples from management practice in areas with similar problems and conditions, will stimulate further the debate for a closer cooperation and planning in the area of the Polish-German borders.

**Ilona Raugze** – ESPON EUWT Director



Leszek Jastrzębski

## The aim of the peer-learning workshop in Szczecin



The Common Future Concept for the Polish-German Interaction area - Vision 2030 was devised during 2014-2016 by the Committee for Spatial Management of the Polish-German Intergovernmental Commission for Regional and Border Cooperation for the development of priorities identified in strategic and planning documents at the European, national and regional level. The concept was also inspired by ongoing and previous initiatives such as the Oder Partnership, the map of investment intentions on the German-Polish border (2009/2012), a study of spatial integration of the Polish part of the Polish-German border (2013) and the Development concept of the Crossborder Metropolitan Region of Szczecin (2015).

The Vision 2030 provides a solution to the ongoing question of how significant will an open Europe in 2030 be to the border regions between Poland and Germany, including the surrounding areas of the Oder River and its tributary - Nysa Łużycka, as well as the borders in the north (the Baltic coast) and in the south (Sudeten).

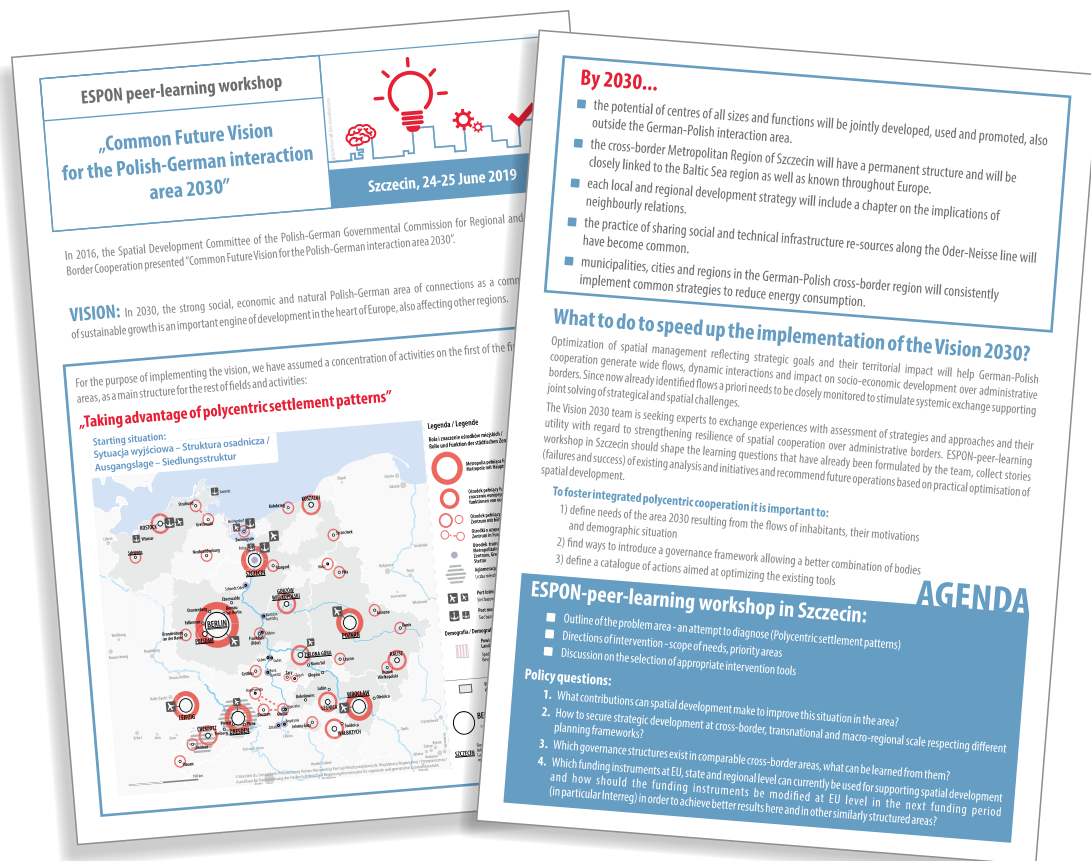
Effective implementation of the 2030 Vision requires an understanding of the needs of this area in addition to undertaking the appropriate, territorially-oriented actions aimed at fulfilling them, taking into account any changes in the dynamics of the development processes. The challenge

remains to correctly define these needs and development perspectives as well as to formulate the right policy which will match the right tools for the improvement of functional and spatial interactions. The use of scenario-based planning and forecasting can show in which direction the Vision 2030 linkage area will develop.

Co-creating the development policy of this area will help to combine the expectations and needs with the forecast trends and determine to what extent the forecast scenarios are realistic. The goal of the implementation activities should be to achieve a state in which the territorial dimensions of the 2030 Vision will guide the policy undertaken by each participating region. To achieve this, it is necessary to analyze the possibility of a combined use of resources and capabilities, provide support for the development of existing links and the creation of new ones, coordinate the cooperation process, involve local communities in implementation activities, formulate incentives for initiatives going beyond administrative boundaries, and support the visibility and efficiency of undertaken activities. The implementation of these activities, formulated by the participants of the workshop in Szczecin, will contribute to a better mutual identification of the area of connections of the Vision 2030 in Europe and increase its appeal.



# Inspirations from ESPON analyzes for the Vision 2030 area



## Assessment of the territorial impact of the planned intervention - synthetic and complex indicators

**Martyna Derszniak-Noirjean,**  
ÖIR GmbH (Austria)



The starting point for designing public intervention is to identify the problem that needs to be addressed. The implementation goals of the 2030 Vision should reflect and meet precise needs, be specific, and be suitable for territorial cooperation. Polish-German cooperation in the 2030 Vision area can be defined as intermediate in the context of forms of cooperation and its intensity. This means that it is based rather on the exchange of good practices, mutual learning and coordination of joint actions, but it much less often concerns joint cross-border public services, and the establishment of joint management entities and visible synergies, which are characteristic of high intensity cooperation.

Capturing the impact of cooperation is a tricky task, however new ESPON projects have developed tools and methodologies for measuring and assessing the impact in cooperation areas. Such tools can help monitor and assess the cooperation in the German-Polish interaction area and contribute to its further development. Synthetic indicators which are built in the ESPON TEVI tool help capture the impact of cross-border cooperation with higher precision by means of combining indicators that measure different effects. An interesting selection of parameters for one of the goals of the Vision 2030, "Promotion of sustainable growth", could be the synthetic indicator "Tourism + seasonality + natural areas in good condition + accommodation". For an ex-post territorial impact assessment (TIA) in cross-border cooperation areas, the ESPON TIA CBC has been developed with a special emphasis on identifying the net impact of the cooperation initiative. Moreover, The ESPON TIA Tool helps assess the potential territorial impact of a planned intervention. One of its modules focuses specifically on cross-border areas; the tool offers visualisations of potential impact on maps as well as charts and figures.



## Thinking and planning in areas of soft territorial cooperation

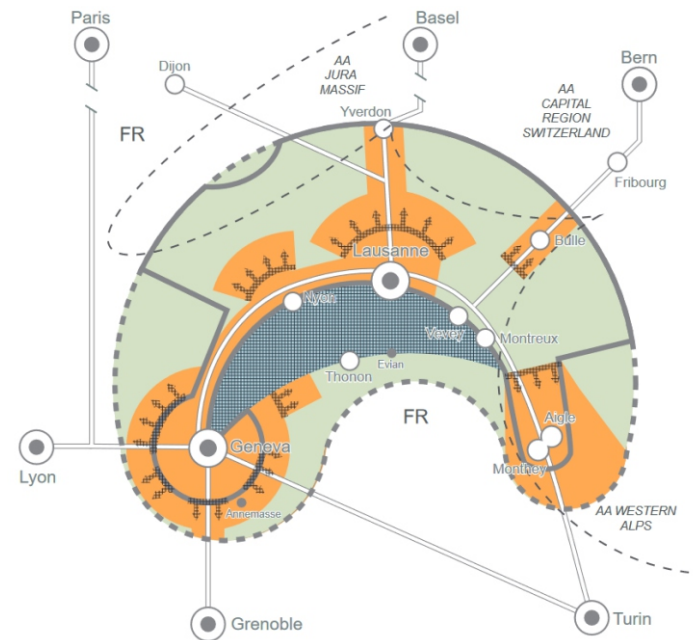
**Dr Stefan Obkircher,**  
Federal State of Vorarlberg  
Department for Spatial Planning  
(Austria)



The purpose of using soft territorial cooperation is to identify good management practices, and their implementation, as well as to formulate the long-term effects of cooperation. In the German-Polish area of interaction, you can already see different cooperations. An important question is how to further strengthen and support these cooperations.

What size of territorial cooperation can we manage and what is the best size for implementing projects? Who are the relevant promoters and facilitators? Institutional mapping can be a helpful tool to improve soft territorial cooperation. Institutional maps show in a highly simplified way how different cooperation areas in a region relate to one another geographically. It is an instrument for designing cooperation concerning other operating partnerships and alliances of institutions dealing with territorial development. Another interesting tool is mapshots, which conceptually presents the area of cooperation in the context of given geographical or socio-economic conditions and provide the expected dynamics of development. The information provided is based

on available quantitative data (national or regional statistics), as well as qualitative information and territorial trends from expert interviews or legal documents. In other words: Mapshots is a communicative mapping tool for enhancing the dialogue. Detailed recommendations on how to bridge the gap between territorial evidence and the implementation of soft cooperation are provided in the ACTAREA guide – Guide to developing soft territorial cooperation.



**Mapshot of the Lake Geneva Metropolitan Action Area**  
(ESPON ACTAREA 2017)

## Sustainable and inclusive territorial development - building alliances

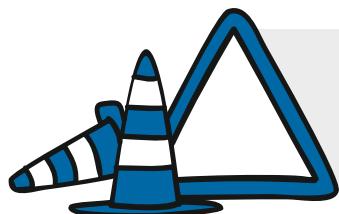
**David Hope,**  
Coventry City Council  
(United Kingdom)



An important aspect in the implementation of comprehensive strategies, such as Vision 2030, is building alliances through territorial communication. It is important in this process to adapt strategic planning and financing to previously identified implementation needs. Territorial implementation should go beyond the currently available financial and regulatory framework. Developing an evidence base demonstrating socio-economic need and opportunity, and forming partnerships involving relevant public and

private sector stakeholders, are crucial to ensuring resources are channelled towards a strong network of complementary strategic projects. Maintaining and enhancing these partnerships helps generate momentum for successor projects, and thereby address the challenges in a sustainable manner. Soft (communication) and hard (financial and regulatory) measures should be used in a complementary manner. The combination of these two aspects leads to four ideal types of cooperation: (1) sectoral communication, (2) sectoral implementation, (3) territorial communication and (4) territorial implementation: For more examples on sustainable territorial development, see ESPON ReSSI - Regional Strategies for Sustainable and Inclusive Territorial Development.

# Conclusions from the ESPON peer-learning workshop in Szczecin - needs, tools and proposals for actions in the implementation of the Common Future Concept for the German-Polish area of interactions



## IMPLEMENTATION CHALLENGE:

Stronger awareness of the benefits of a cooperative, polycentric structure in the 2030 Vision area.

### Tool suggestions:

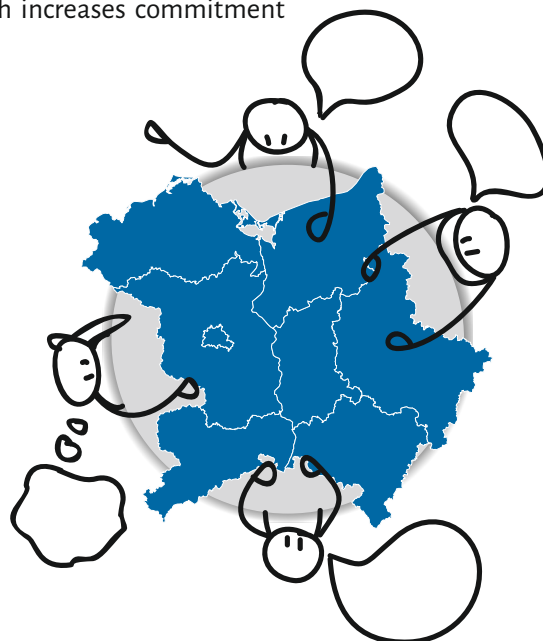
1. Soft territorial cooperation - gradual development and adaptation of activities to the variable conditions of cooperation.
2. Co-creation of new cooperative tools, solutions, an adequate cooperation and dialogue framework which facilitates collaboration and makes use of common resources.

### Possible actions:

- ☒ Regular and consecutive study of connections in the cross-border area.
- ☒ Continuous monitoring of social and economic flows and trends.
- ☒ Joint development of thematic cards and other legible information to present reliable data on selected connections and directions of cooperation.
- ☒ Collaboration with scientific centers in order to constantly diagnose the 2030 Vision area.

**The advantages of soft territorial cooperation are:** **Openness** to various levels of government and various stakeholders leading to multi-level governance which overcome the barriers to sectoral and institutional planning; **Flexibility** of the "optimal" scale of intervention; **Voluntary and participatory** nature of governance, which increases commitment and leads to more balanced planning results.

**Soft territorial cooperation**, which complements existing and institutionalized forms of cooperation, can fill a gap in management while preventing the actual transfer of competence. Soft territorial cooperation **is not a substitute for institutional spatial planning** as the democratic legitimacy of processes and results can be difficult to achieve, and the development of cooperation **can hinder the lack of continuity** and instability of cooperation. The voluntary nature of cooperation means that all partners must recognize the added value of cooperation.



## IMPLEMENTATION CHALLENGE:

More intensive support for cross-border relations are key to strengthening German-Polish interactions



### Tool suggestions:

Conduct ongoing diagnoses of joint cross-border problems in order to better understand specific challenges and undertaking tailored solutions to fulfil those needs

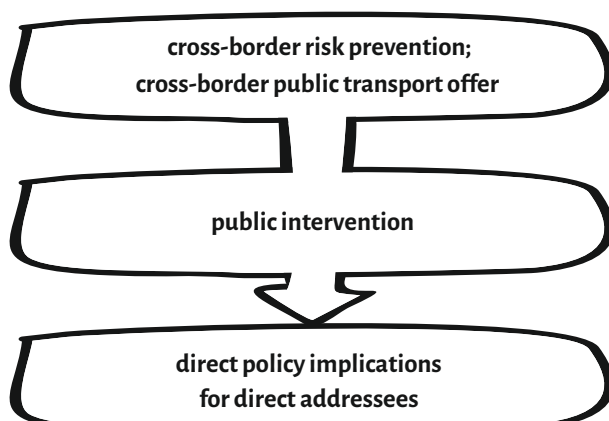
### Possible actions:

- ☑ Initiating a dialogue between the regional representatives of the Vision 2030 area in the field of exchange of experiences and presentation of the effects of projects

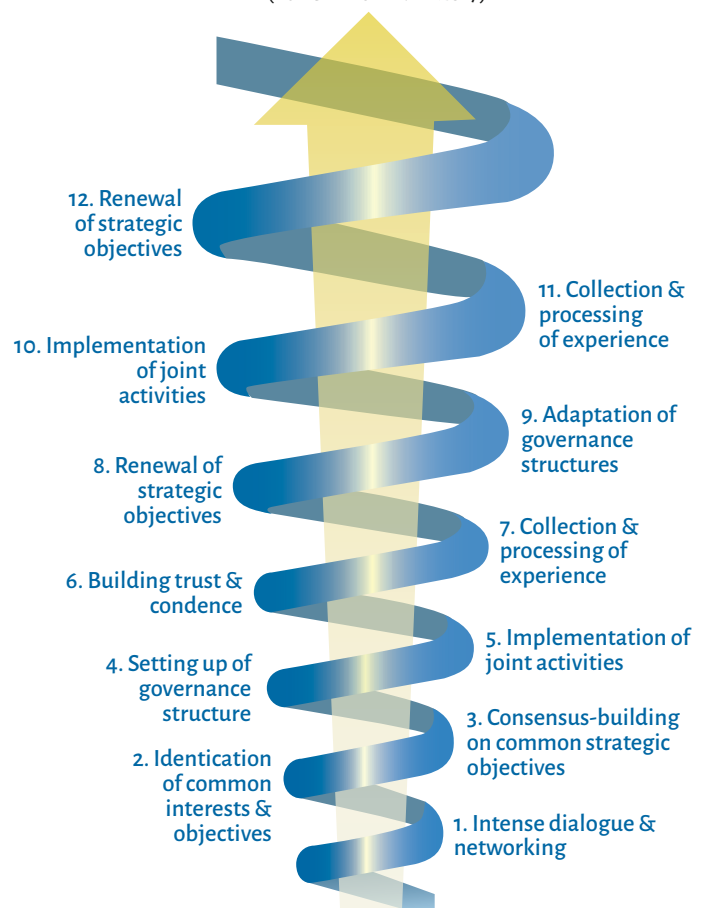
which have been implemented in the cross-border area

- ☑ Strengthening and intensifying administrative cooperation in the field of spatial and regional development of the Lower Silesian-Saxony borderland, particularly in regard to combating negative demographic changes and on the basis of the "Model of cross-border monitoring - innovative ways of obtaining data in the Szczecin Metropolitan Region" and others.
- ☑ Involvement and delegation of representatives of as experts in projects and cross-border activities (creation of a network).
- ☑ Additional ministerial support for projects implementing select elements of Vision 2030 (patronage, promotion, etc.).

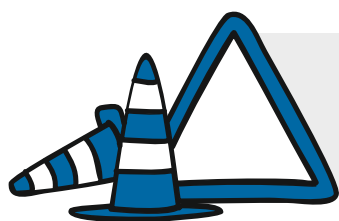
Cross-border cooperation in the area of Polish-German relations is important for the implementation of the goals in the 2030 Vision. The document identifies a number of actions aimed at intensifying cross-border exchange on all levels - from civil society contacts to administrative cooperation. For the purposes of ongoing diagnosis, it is important that the selected indicators constitute a cause-and-effect chain - from the identified need (e.g. cross-border risk prevention or cross-border public transport offer) through public intervention to the direct policy implications for direct addressees.



### Spiral of growth in cooperation (ESPON ACTAREA 2017)







## IMPLEMENTATION CHALLENGE:

Deeper mutual understanding of cultures and operating conditions

### Tool suggestions:

Building trust between partners and institutions - supporting informal, flexible, cooperative structures and information exchange

### Possible actions:

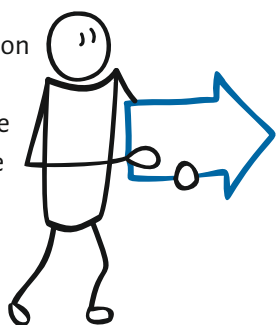
- ☒ Supporting and publicizing flagship projects and other projects that particularly contribute to building trust and understanding between partners
- ☒ Organization and supporting of workshops for intercultural communication in spatial planning issues and territorial branding
- ☒ Building alliances and good territorial cooperation

One of the implementation barriers of Vision 2030 is the difficulty of mutual understanding of the Polish and German cultural and operational conditions. In order to build trust between the partners and institutions, it is worth distinguishing the groups to which activities are directed.

**In the area of Polish-German relations, there are three groups of stakeholders and people involved, to whom a variety of messages should be directed:**

#### Promoters of territorial cooperation -

people who are the engine of cooperation, setting the agenda of activities, guarding the implementation of important solutions. Most often these are individuals who can influence organizations and cooperation networks and are usually the first to see the needs and opportunities for change.



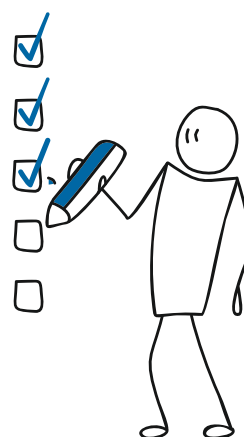
#### Persons facilitating cooperation -

individual persons and organizations involved in supporting and moderating the cooperation process through regular and ongoing cooperation management. They set a cooperation schedule, raise new topics, and prepare for launching specific cooperative activities.



#### Cooperation partners -

individuals from the public and private sectors, or representatives of civil society involved in cooperation.



Institutional and territorial contexts	Knowledge transfer
Closely related contexts	Transplantation
Semi related contexts	Learning
Different contexts	Inspiration

## IMPLEMENTATION CHALLENGE:

Better visibility of the effects of cooperation



### Tool suggestions:

1. Building awareness to the existence of a common area of interactions - broader involvement of partners supporting the implementation of the 2030 Vision (allies).
2. Necessity of staging cooperation - from quick-win and visible effects to joint investments in the 2030 Vision area.
3. Ensuring a regular flow of information for activities and initiatives regarding the area of German-Polish interaction.

### Possible actions:

- ☒ Implementation of flagship projects to ensure the visibility of effects - securing subsequent support for flagship projects after their implementation (e.g. mentoring program, expert support for the implementation of projects).
- ☒ Developing the organigram / structure of contact persons in the Vision 2030 area.

There are three types of soft territorial cooperation:

#### STRATEGIC COOPERATION

focuses on the definition of specific cooperation goals without defining the outcome of the cooperation process in advance. Typical activities are coordination, meetings and the development of a common strategy or vision.

#### COOPERATION IN THE IMPLEMENTATION

focuses on facilitating the implementation of territorial development, e.g. through the implementation of joint spatial development plans or action plans.

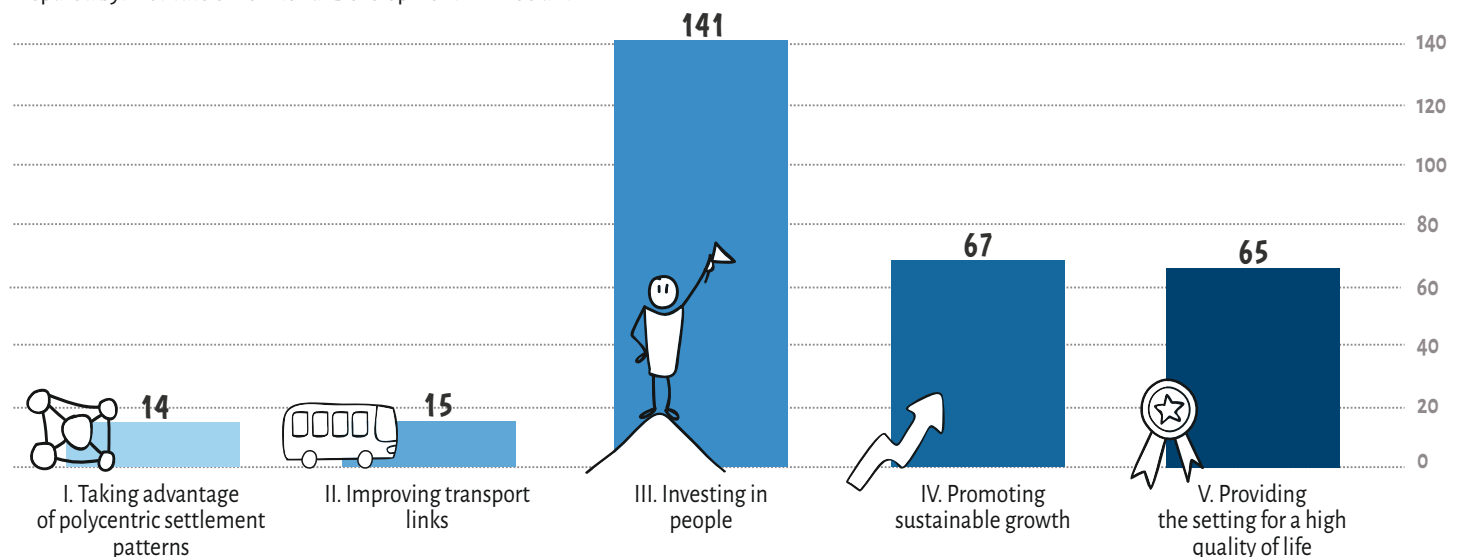
#### INSTRUMENTAL COOPERATION

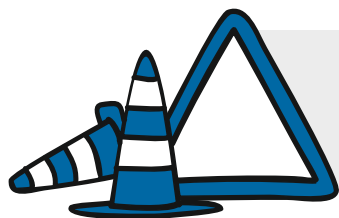
concerns a narrow topic and usually refers to a specific sector or territorial objective to be achieved through the implementation of joint actions.

**In order to ensure good visibility of the effects of cooperation, all three elements should be combined as elements of cooperation in project chains focused on bringing about changes in a mid to long term timeframe.**

Interreg A program projects implemented on the Polish-German border in the years 2014-2020 divided into areas of Vision 2030,

Prepared by: Institute of Territorial Development in Wrocław.





## IMPLEMENTATION CHALLENGE:

Engaged national and European lobbying and political support

### Tool suggestions:

1. Constant and active communication of activities to decision-makers
2. Vertical (regional-local) cooperation to actively involve entities
3. Engaging European level contacts to promote the demands of Vision 2030

### Possible actions:

- ☒ Promotion of the goals of the Vision 2030 in broader public
- ☒ Extending information with data from the neighboring region when developing studies
- ☒ Joint memorandum regarding the inclusion 2030 Vision goals in territorial policy after 2020 (in particular the INTERREG program on the Polish-German border; linking the goals of the 2030 Vision with the EU Strategy for the BSR).

Common awareness of the conditions of territorial development can help entities involved in implementing the Vision 2030, determine development potential, goals of cooperation, its activities and resources. A helpful tool can be **preparation of institutional maps and spidergraph for the Polish-German area of interactions.**

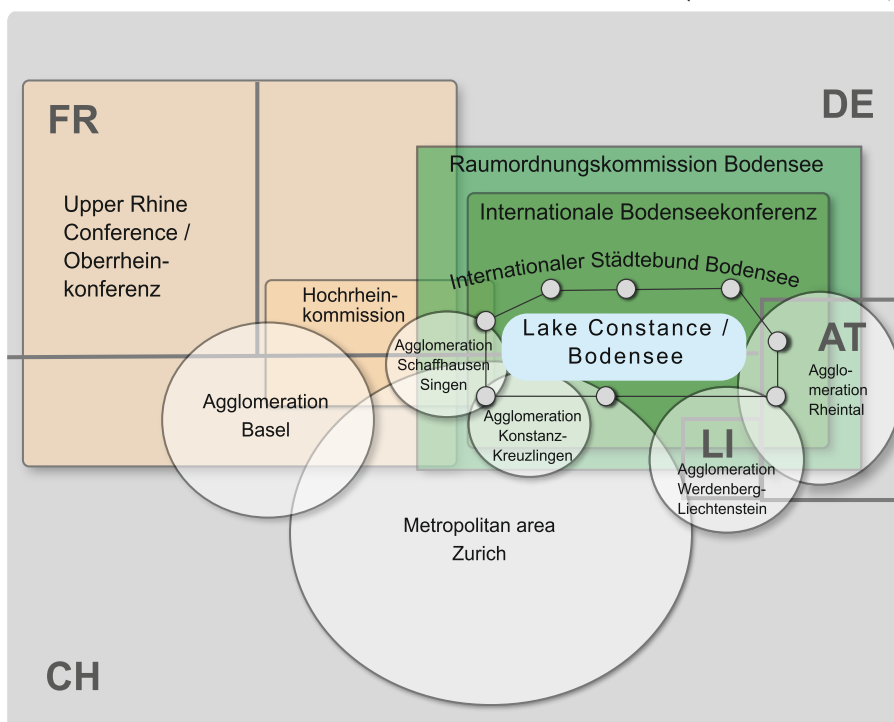
### Spidergraph

The values assigned to the interaction area can be translated into a graphical spidergraph of multidimensional soft territorial cooperation. Visualization can include a political dimension (strategy), institutional dimension (degree and type of formalisation), instrumental dimension (resources), territorial dimension (territorial coverage /geographical scale), temporal dimension (time frame historicity / continuity), participatory dimension (levels and actors) and activity dimension (types and scope of activities).

### Preparation of institutional maps of the Vision 2030 for the German-Polish area of interaction.

Maps synthesize the geographical overlap of administrative units and areas of cooperation relevant to its orientation. They help to understand the institutional context by displaying the territorial connections, cooperation resources and management methods in a simplified way.

**Institutional map of the Spatial Development Conference Lake Constance**  
(ESPON ACTAREA 2017)





## IMPLEMENTATION CHALLENGE:

### Further development of neighbours network



#### Tool suggestions:

1. Facilitation of information flow between administrative and other entities - development of flexible structures of territorial cooperation
2. Incorporation of new actors and allies who may benefit from cooperation
3. Development of contacts through the organization of joint cross-sectoral events and projects development
4. Successive transposition of 2030 Vision foundations into macro-regional, local and land (planning and strategic) documents

#### Possible actions:

- ☒ Development of a database and list of contact persons in the area of Vision 2030
- ☒ Establishment of a working group on the implementation of Vision 2030 with rotating chairmanship
- ☒ Stakeholder analyses of the costs and benefits of developing a cooperation network regarding the implementation of Vision 2030
- ☒ Providing financial resources for cooperation of stakeholders

Territorial cooperation in the area of German-Polish interactions should concern building and improving the dialogue of participation between various entities, levels and sectors. New forms of cooperation and dialogue between partners may include the following elements:

#### Sub-regional and regional strategies in interplay

– referring to the postulates of the 2030 Vision, focused on the "regional" dimension, but at the same time offering subregions and municipalities the perspective of joining forces and further adapting to national programs.



#### Focus on communicative means

– to facilitate the "transformation of knowledge into action", the context and significance of existing knowledge should be presented to aid in the development of the above-mentioned action perspectives.



#### Imageries and spatial development perspective

– conceptual imageries of planning principles and perspectives can support communication between key stakeholders and the public.



Form and intensity of territorial cooperation:

Form of cooperation:	INTENSITY:	
No cooperation	LOW	<input type="checkbox"/>
Information sharing		
Exchange of good practices	MEDIUM	<input type="checkbox"/>
Learning		
Coordination of actions	HIGH	<input type="checkbox"/>
Sharing markets – adding variety		
Synergies in the present state of the organization		
Reaching critical mass – common organization		

The content of the brochure is based on sources:

P.5. Mapshots, ESPON ACTAREA, p. 16.

Page 6. Soft territorial cooperation, ESPON ACTAREA, page 2.

Page 7. Spiral of growth in cooperation, ESPON ACTAREA, page 4.

P. 8 Stakeholder groups, ESPON ACTAREA, p. 1-2.

Page 8. Territorial and institutional context. ESPON ReSSI, p. 40.

Page 9. Types of soft territorial cooperation, ESPON ACTAREA, page 11.

P. 10. Institutional maps and spidergraphs, ESPON ACTAREA, pp. 12-20.

Page 11. New forms of cooperation and dialogue. ESPON ReSSI, pp. 55-56.

Page 11. Form of cooperation and intensity. ESPON TEVI.

The brochure summarizes the workshop of the European Observation Network for Territorial Development and Cohesion (ESPON), which took place in Szczecin on June 24-25 of 2019. The workshop was co-organized by the Regional Office for Spatial Planning of the Westpomeranian Voivodeship and its participants were members of the Spatial Management Committee of the German-Polish Intergovernmental Commission for Regional and Border Cooperation along with experts from ESPON. The aim of the workshop was to jointly develop directions for further actions related to the realization of the "Common Future Concept for the Polish-German Interaction Area - Vision 2030". Vision 2030 is a document adopted in December 2016 by the Committee for Spatial Management and is based on the spatial development concepts of both Poland and Germany, which are to be implemented on a regional and cross-border perspective. The creation of this document enabled institutions responsible for spatial management of voivodeships, federal states and at the government level in both countries to describe the specific challenges related to these area and agree upon a common direction for spatial development leading to the year 2030.

The content of the brochure cannot be identified as the official position of either party.

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