

Regional Science Dialogues for Peace and Sustainable Development

Terceira Island, Azores, Portugal & Virtual Event

26-30 August 2024



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Internal peripheries in Poland -why cohesion policy does not always work

Maciej Pietrzykowski, Paweł Churski,
Czesław Adamiak, Anna Dubownik, Barbara Szyda

Agenda

Deficits of Contemporary Cohesion Policy

Inner Peripheries in the Context of Cohesion Policy

The TIPERICO project: Objectives, Stages and Research Outcomes

Recommendations for Cohesion Policy after 2027



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Deficits of Contemporary Cohesion Policy



The trajectories and challenges
of the development of inner peripheries
in the new conditions of cohesion post SARS-CoV-2

Deficits of the Cohesion Policy

Failure to Narrow
Regional Disparities

Unequal Impact of
Global Shocks

Limited Success in
Addressing
Productivity Gaps

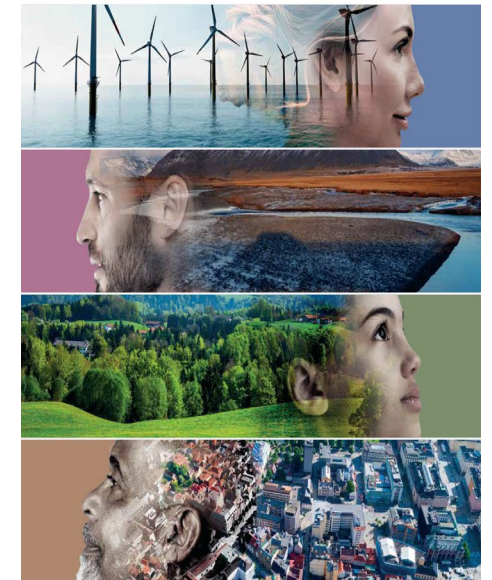
Insufficient Response
to Demographic and
Service Disparities

Rising Costs of
Inequalities

Inadequate Preparation
for Future Challenges



**Ninth report on economic,
social and territorial cohesion**



Deficits of the Cohesion Policy

**Fragmentation
and Inequalities**

**Institutional
Weaknesses**

**Economic
Costs of
Inaction**

**The failure of multi-
level governance
systems**

**The current cohesion policies may not be sufficient to
address the deep-rooted and evolving regional
disparities, requiring more robust and innovative
approaches to regional development.**



OECD Regional Outlook 2023
THE LONGSTANDING GEOGRAPHY OF INEQUALITIES



Deficits of the Cohesion Policy

Increased Complexity and Administrative Burden

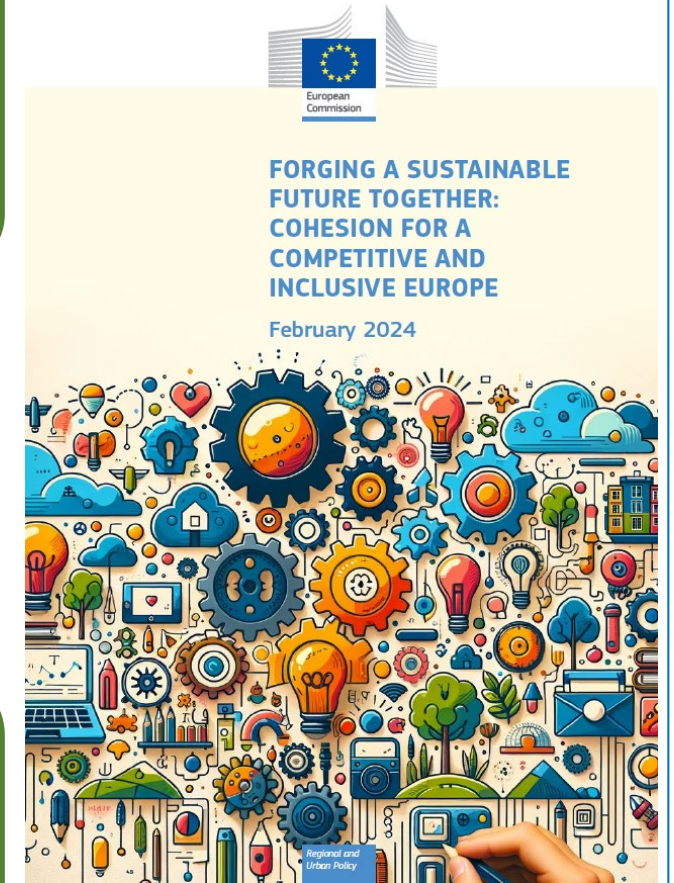
Perception as a Support Mechanism

Economic Divergence and Development Traps

Limited Success in Addressing Structural Challenges

Insufficient Response to Territorial Polarization

Inadequate Addressing of Social and Political Discontent



Deficits of the Cohesion Policy

**Regional
Disparities
Persist**

**Insufficient Focus
on Performance and
Results**

**Inadequate
Addressing of
Demographic
Challenges**

**Complex
Administrative
Procedures**

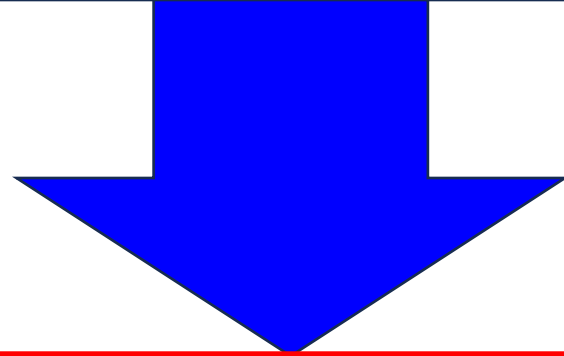
Dependency on EU Funds

**Limited Flexibility in
Responding to Crises**

COMMISSION STAFF WORKING DOCUMENT

**Cohesion 2021-2027: forging an ever stronger Union
Report on the outcome of 2021-2027 cohesion policy programming**

Deficits of the Cohesion Policy



intensify discussions surrounding the origins of „left behind places” (McCann, 2019); "forgotten locales," "lagging regions" (Pike et al. 2023), which frequently manifest as "inner peripheries" (Servillo et al. 2016; Copus et al. 2017), areas characterized more by their lack of relational connections with growth centers than by their physical distance

Inner Peripheries in Terms of Spatial Inequalities

remote areas
(Ardener 1987)
anthropological approach

periphery areas
(Hall et al. 2013)
geographical approach

periphery and semi-periphery
(Connell et al. 2005)
sociological approach

low-growth regions
(European Commission 2015)

lagging regions
(European Commission 2015)

low-income regions
(European Commission 2015)

left behind places
(McCann 2019)

INNER PERIPHERIES
(Servillo et al. 2016)

left behind people and places
(Dijkstra et al. 2020)



Co-financed by the European Regional Development Fund
Inspire Policy Making with Territorial Evidence

places that don't matter
(Rodríguez-Pose 2018)

places as loci of discontent
(Florida 2021; Martin 2021)



PROFECY – Processes, Features and Cycles of IP in Europe



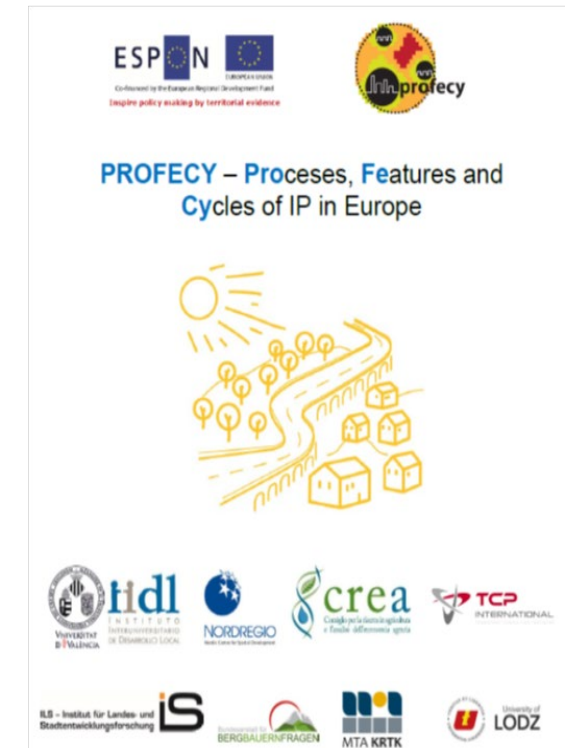
Inner Peripheries in Terms of Spatial Inequalities

Peripheralness should be considered taking into account both **spatial and non-spatial (relational) remoteness**.

The concept of inner periphery draws **more attention to relational distance (disconnection)**.

The inner periphery is characterized by (ESPON, 2017) :

- Worse overall performance,
- Lower level of development,
- Poorer access to public services,
- Worse quality of life of the population
- Than, in neighbouring territories.



Inner Peripheries for us

In our way of thinking, we understand the internal peripheries as areas with dormant or lost development potentials, due to their social or economic peripherality, caused in particular by low communication accessibility and a relatively long-time distance to economic centers, a limited range of functional connections and the lack of abilities or difficulties in establishing them permanently.

Their characteristic features are:

- Relatively low efficiency of the territorial socio-economic system,
- Relatively low access to public goods and services,
- Relatively low quality of life (wellbeing).



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How ineffectiveness of the Cohesion Policy impacts inner peripheries?



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TIPERICO

The trajectories and challenges
of the development of inner peripheries
in the new conditions of cohesion post SARS-CoV-2

Spatial Disparities

There is a growing divergence within regional and sub-regional levels, which is not adequately addressed by current cohesion policies. This exacerbates the development issues in inner peripheries, which are already "characterized by their lack of relational connections with growth centers



Developmental Challenges

Inner peripheries are particularly prone to economic stagnation, demographic decline, and low productivity. These areas face a "dangerous increase in the number of areas falling into a development trap and experiencing economic stagnation" due to the inefficiency of cohesion policies that fail to address their unique needs



Accessibility Issues

Inner peripheries suffer from poor external and internal accessibility, which is crucial for economic and social integration. The deterioration of public transport and lack of infrastructure exacerbate these issues, leading to increased transportation exclusion and limited economic opportunities



Population Decline and Economic Pressures

The inner peripheries are experiencing demographic depression, particularly due to the outflow of young populations. This, combined with stagnant job markets and inadequate public services, contributes to the regions' developmental decline. The cohesion policy has not been effective in reversing these trends, leading to continued economic and social challenges



Institutional Barriers

There are institutional obstacles that limit the effectiveness of cohesion policy in these areas. The lack of cooperation among local governments within functional areas further complicates the implementation of policies designed to improve internal cohesion and economic development



Ineffectiveness of the Cohesion Policy

The urban-centric focus exacerbates the challenges faced by 'left-behind' locales, as it neglects the unique needs of inner peripheries, thereby highlighting the ineffectiveness of the Cohesion Policy in addressing regional disparities (Rauhut & Humer, 2020)

There is a significant mismatch between policy intentions and the realities on the ground, where urban-centric competitiveness goals overshadow the pressing needs of 'left-behind' locales, thereby exacerbating their marginalization and highlighting the shortcomings of cohesion policy in addressing regional disparities (Gruber et al. 2019)

A 'dominant narrative' of agglomeration derived from urban economics and 'New Economic Geography' (NEG) has privileged 'superstar' cities as the places best able to prosper in the knowledge economy (Rodríguez-Pose, 2018).

The developmental interventions aimed at peripheral regions must cultivate their long-term resilience, leveraging their inherent resources to gain new competitive advantages (Lange et al. 2021).

The 'left behind' places have been neglected by spatial policy over the past couple of decades (Martin, 2021).

Strengthening local capabilities to respond to developmental challenges becomes essential, which is apparent not only in peripheral areas with deficiencies in territorial capital and a lack of 'critical mass' for local development, but also in economically stronger areas that fall into developmental traps (Diemer et al. 2022).

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The Tiperico Project – Objectives, Phases and Outcomes



Tiperico objectives

The objective of the project is to **identify the regularities of changes to the socio-economic development in selected inner peripheries in Poland with special attention given to their sensitivity and resilience to the consequences of the SARS-CoV-2 crisis**, and the resulting recommendations for the changes in the development policy interventions. The main goal of the project has been broken down to specific objectives of cognitive, methodological and application-related nature.

The application-related goal of the project refers to recommendations on the **direction and ways of making developmental intervention (including the choice of instruments) in inner peripheries in Poland** with special emphasis placed on the importance of the local cities to creating conditions for networking and diffusion of developmental processes.

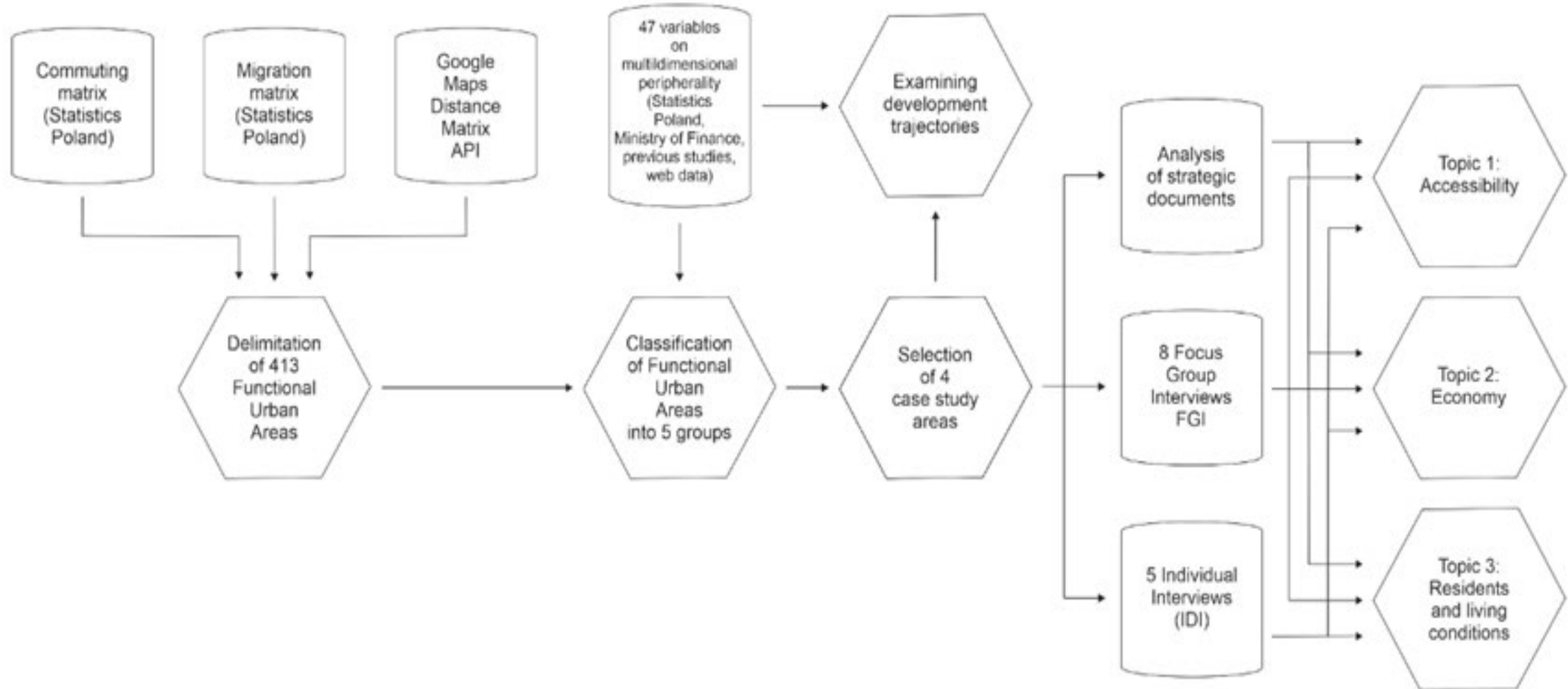
Tiperico Phases

Delimitation and typology of the inner peripheries among
the new system of functional urban areas in Poland

Case studies of four selected inner peripheral functional urban
areas and their main cities

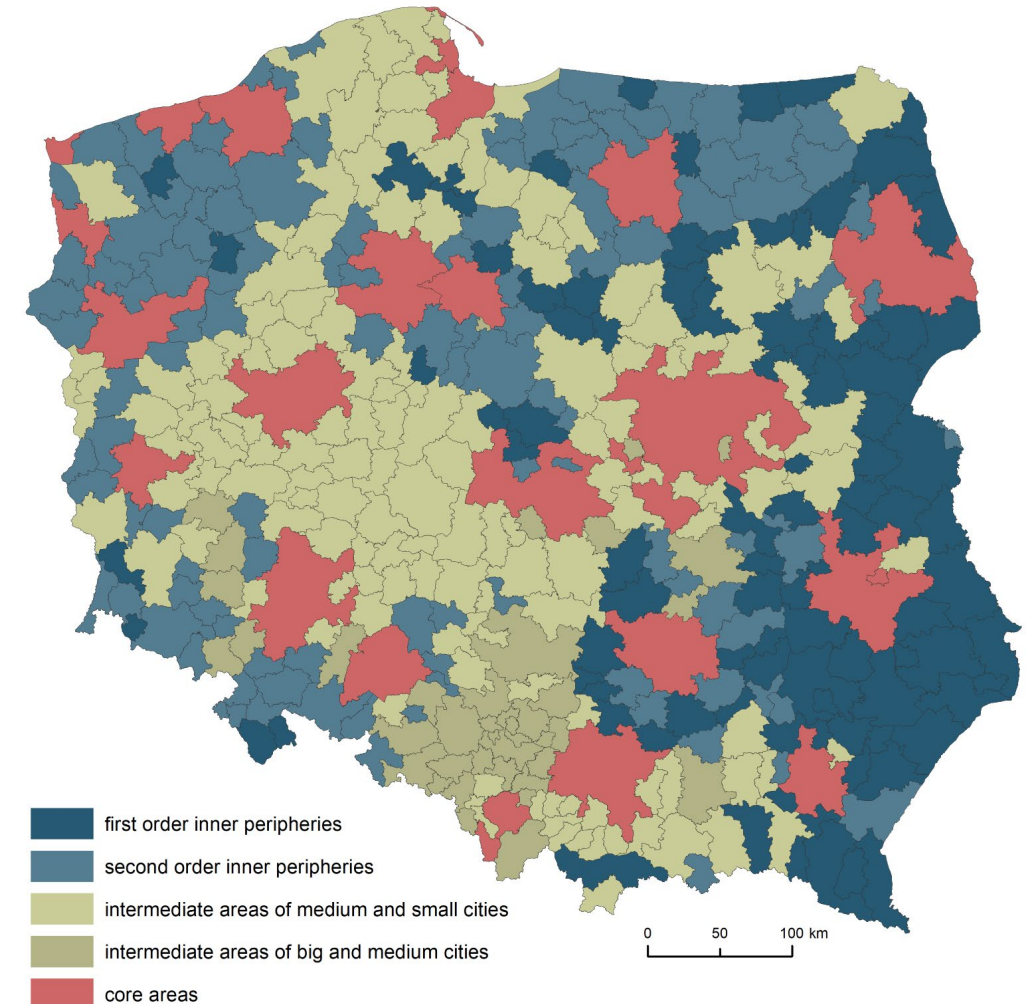
Development of systemic tool for monitoring the dynamics
of transformations of the inner peripheries during crisis

Research procedure



Delimitation and typology of inner peripheries in Poland in the FUA system

Class	Number of FUAs	Avg. personal income (thous. PLN)	Avg. new apartments per 1000 inh.	Avg. intermodal transport accessibility indicator	Avg. natural growth (per 1000 inh.)
Core areas	25	43.8	8.06	33.1	-1.05
Transition areas of large and middle cities	39	39.5	2.87	52.7	-3.60
Transition areas of middle and small cities	141	35.2	4.19	32.3	-0.34
Second order inner peripheries	112	30.0	2.29	21.7	-3.50
First order inner peripheries	96	26.7	2.26	20.6	-3.48



Case Studies of four Selected Inner Peripheral FUAs

1. 4 case study areas:

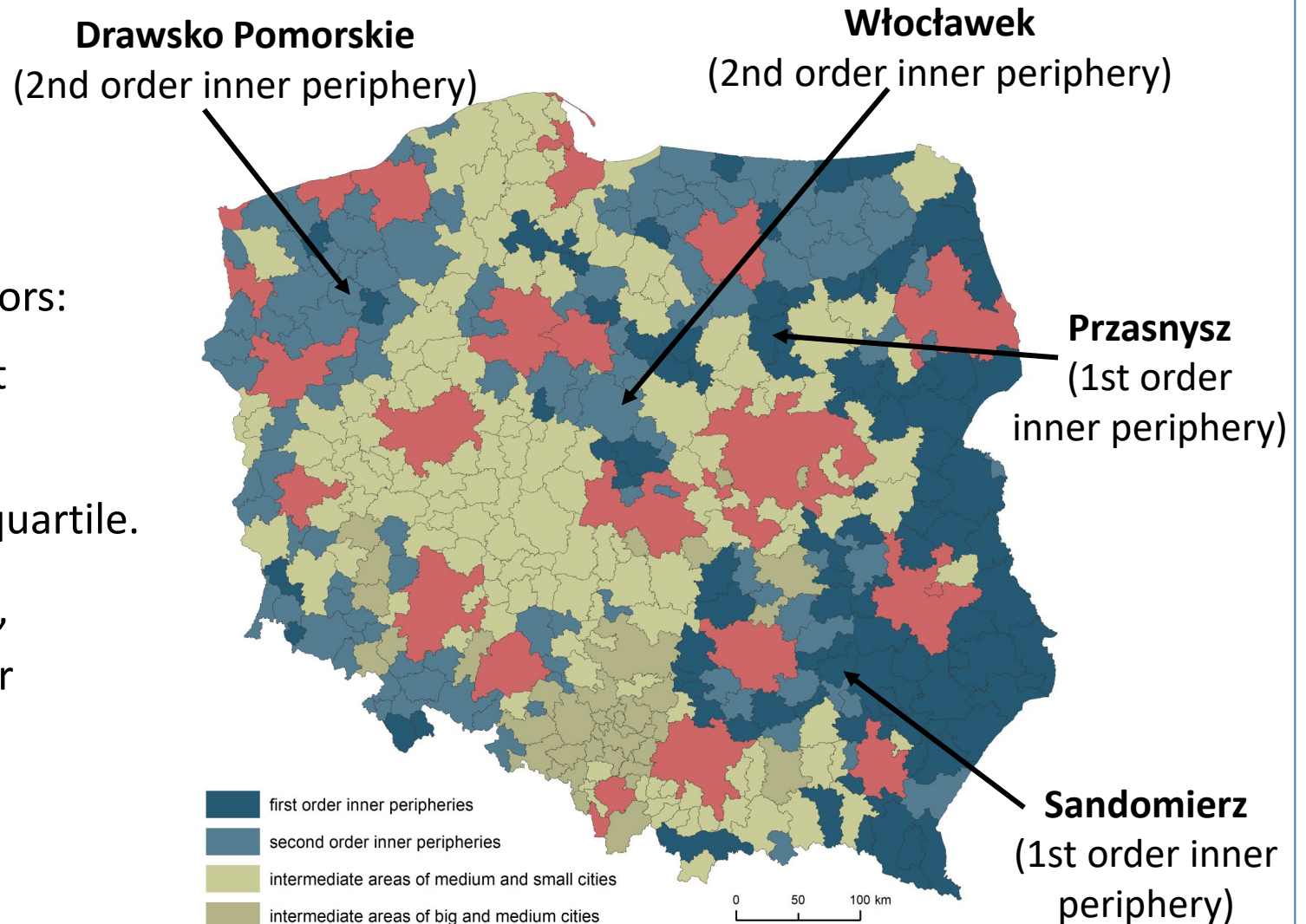
- 2 of 1st order inner peripheries,
- 2 of 2nd order inner peripheries.

2. Typical values of peripherality indicators:

- 1st order inner peripheries – lowest quartile,
- 2nd order inner peripheries – 2nd quartile.

3. From different regions of the country, representative for large areas of inner peripheries in Poland.

4. Diverse size of central city.



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Trends of Development and Recommendation for the Cohesion Policy (based on qualitative research results)



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TIPERICO Project: Qualitative Research

1. **8 Focus Group Interviews (FGI)** - were conducted in each of the examined Functional Urban Areas (FUAs), with participation from entrepreneurs, activists, local authorities, and non-governmental organization representatives. The number of FGIs conducted varied depending on the size of the FUA: 3 in FUA Włocławek, 2 in FUA Przasnysz, 2 in FUA Sandomierz, and 1 in FUA Drawsko Pomorskie.
2. **4 Individual In-Depth Interviews (IDI)** - were also conducted in each of the examined FUAs with either the presidents or mayors of the urban centers that serve as the capitals of the FUAs.
3. The FGIs and IDIs covered three main topics: **accessibility, economy, the inhabitants and living conditions**. The discussions aimed to identify and evaluate developmental changes within these areas, especially focusing on the period **following the COVID-19 pandemic**. Respondents were also queried about effective practices in addressing identified **developmental challenges**.



Territorially-Oriented Approach

- **Enhanced Place-Based Interventions:** Shift the focus towards more territorially specific, place-based policies that consider the unique challenges of different regions, particularly inner peripheries. This involves customizing interventions to the local context to address specific development deficits effectively.
- **Functional Urban Areas (FUAs) as Units of Intervention:** Consider FUAs as the primary units for policy intervention rather than traditional administrative boundaries. This approach acknowledges the functional relationships between urban centers and their surrounding areas, allowing for more cohesive and integrated development strategies.

Improving Accessibility and Infrastructure

- **Restoration of Public Transport:** Prioritize the restoration and enhancement of public transport systems to address transportation exclusion in inner peripheries. This includes integrating various modes of transport, implementing innovative solutions like demand-driven transport, and promoting sustainable transportation options.
- **Digital Infrastructure Development:** Improve digital infrastructure to ensure that inner peripheries have access to e-services and digital connectivity, which is critical for reducing isolation and enhancing access to services.

Economic Diversification and Resilience

- **Support for Economic Diversification:** Encourage the diversification of local economies by supporting industries with high multiplier effects and leveraging local resources. This can help reduce the vulnerability of inner peripheries to economic shocks and foster long-term economic resilience.
- **Energy Transition Initiatives:** Implement territorial programs focused on energy efficiency and decarbonization, particularly in less-developed areas like inner peripheries. This can help these regions adapt to the European Union's Green Deal and mitigate the impacts of rising energy costs.

Social Inclusion and Quality of Life

- **Housing Policy Reform:** Address housing deficits by promoting the development of rental housing and other alternative housing solutions that can improve the residential attractiveness of inner peripheries. This is essential for countering depopulation and improving living conditions.
- **Access to Basic Services:** Ensure that all residents have access to a minimum basket of basic services within a socially acceptable travel time. This could involve the development of a "spatial social minimum" that defines the essential services that must be accessible to all residents.

Strengthening Institutional Capabilities

- **Local and Supra-Local Cooperation:** Promote institutional cooperation at both local and supra-local levels. This includes encouraging joint planning and implementation of development projects across municipal boundaries within FUAs to avoid competition and maximize resource utilization.
- **Decentralization of Competencies:** Restore significant decentralization of competencies and financial resources to local governments to enhance their capacity to respond to local challenges. This decentralization is crucial for fostering multi-level governance, which is vital for the effective implementation of cohesion policies.

Long-Term Monitoring and Adaptation

Continuous Monitoring and Evaluation: Establish systems for the continuous monitoring of the impacts of cohesion policy interventions and the resilience of regions to external shocks. This will help in adapting policies to changing circumstances and ensuring their long-term effectiveness.

See also:



Publications

Working Paper 03/2024: What doesn't work in European Cohesion Policy? Development challenges of the inner periphery after the COVID-19 pandemic

Churski P., Adamiak C., Dubownik A., Pietrzykowski M., Szyda B., 2024. WHAT DOESN'T WORK IN EUROPEAN COHESION POLICY? DEVELOPMENT CHALLENGES OF THE INENER PERIPHERY AFTER THE COVID-19 PANDEMIC. 03/2014 - Working Paper of TIPERICO Project. Faculty of Human Geography and Planning, Adam Mickiewicz University Poznań.

<https://tiperico.web.amu.edu.pl/en/publications>

DOI:10.13140/RG.2.2.17572.90249

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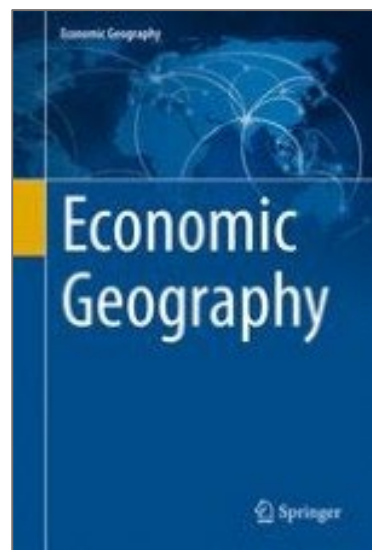


Next steps





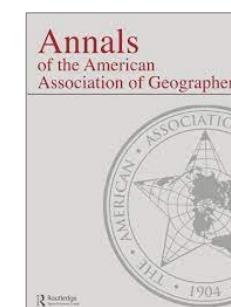
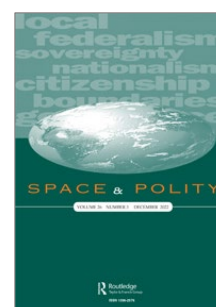
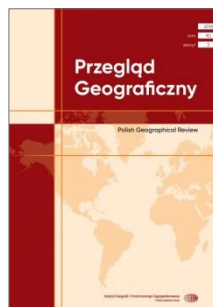
Dissemination of results



A new book in the Economic Geography series
by SPRINGER publishing house:

***Churski P., Adamiak C., Dubownik A., Pietrzykowski M., Szyda B., 2025.
Inner Peripheries in the New Conditions of Cohesion post-SARS-CoV-2
- recommendations for European Cohesion Policy. Economic Geography. Springer.***

and articles in journals e.g.:



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Thank You for Your Attention



NATIONAL SCIENCE CENTRE
POLAND

PROJECT -2020/37/B/HS4/01034



TIPERICO
The trajectories and challenges
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Set of 47 indicators to delimit and classify peripheral FUAs

Dimension	Indicator	Data source	Included in grouping
Accessibility	Average time travel car from all gminas to FUA central city	Google Maps Distance Matrix API	Included
Accessibility	Average distance of pupil homes to primary schools	Śleszyński, Statistics Poland	
Accessibility	Passanger cars per 1,000 inhabitants	Adam Mickiewicz University	Included
Accessibility	Intermodal transport accessibiliy indicator	Komornicki, IGIpZ PAN	Included
Accessibility	Car travel time from FUA central city to nearest regional city	Komornicki, IGIpZ PAN	
Accessibility	Car travel time from FUA central city to nearest 100k+ city	Komornicki, IGIpZ PAN	Included
Accessibility	Number of public transport connections from FUA central city to regional city	e-Podroznik.pl	
Accessibility	Share of population with access to broadband internet	Śleszyński, UKE	
Accessibility	Indicator of internet access points without access to broadband	Śleszyński, UKE	Included
Accessibility	Share of population with access to mobile LTE network	Śleszyński, UKE	
Economy	Urbanized area per 1,000 inhabitants	CORINE Land Cover	
Economy	Business environment institutions per 10,000 businesses	Statistics Poland	
Economy	All-year tourist accommodation sites per 1,000 inhabitants	Statistics Poland	Included
Economy	Share of new businesses in creative sector among all new businesses	Statistics Poland	
Economy	Number of businesses per 1,000 population inproductive age	Statistics Poland	
Economy	Number of large (>49 employees) busiesses per 10,000 inhabitants	Statistics Poland	
Economy	Share of unemployed in population in productive age	Statistics Poland	Included
Economy	Share of population in productive age employed as contract workers	Ministry of Finance	
Economy	Share of population in productive age running personal businesses	Ministry of Finance	Included
Finances	Own income of local governments per inhabitant	Statistics Poland	
Finances	Investment expenditures of local governments per inhabitant	Statistics Poland	Included
Finances	Net operational surplus of local governments	Statistics Poland	Included
Finances	Personal income per adult inhabitant	Ministry of Finance	Included
Finances	Businesses income per one taxpayer	Ministry of Finance	
Demographics	Population in post-productive age per 100 inhabitants in productive age	Statistics Poland	Included
Demographics	Share of population in pre-productive age	Statistics Poland	
Demographics	Rate of natural increase per 1000 population	Statistics Poland	Included
Demographics	Net migration increase per 1000 population	Statistics Poland	
Housing	New apartments built per 1000 inhabitants	Statistics Poland	Included
Housing	Share of population with central heating	Statistics Poland	Included
Housing	Share of housing buildings connested to sewerage system	Statistics Poland	
Housing	Apartment area per inhabitant	Statistics Poland	
Health and security	Numer of outpatients using healt care advices per 10,000 population	Statistics Poland	
Health and security	Identified crimes per 10,000 inhabitants	Śleszyński, Police	Included
Health and security	Car accidents and collisions per 10,000 inhabitants	Śleszyński, Police	Included
Education	Places in kindergartens per 1,000 childs 3-6 years old	Statistics Poland	Included
Education	Number of pupils per 1 class in primary schools	Statistics Poland	
Education	Average result of matura exam in mathematics	Central Examination Board	Included
Education	Average result of matura exam in English	Central Examination Board	
Leisure and social activity	Non-governmental organisations per 10,000 inhabitants	National Court Register	
Leisure and social activity	Graduates of courses organised by culture institutions per 10,000 inhabitants	Statistics Poland	Included
Leisure and social activity	Sport and recreation businesses per 10,000 inhabitants	Statistics Poland	
Leisure and social activity	Attendees of sport and cultural events per 10,000 inhabitants	Statistics Poland	
Ecosystem services	Share of population with large (>25 ha) green areas within 1 km of home	Śleszyński	Included
Ecosystem services	Share of protected areas in gmina area	Statistics Poland	
Ecosystem services	Deviation from the norm of atmospheric pollution (mean of BaP, PM10, PM25)	Śleszyński	
Ecosystem services	Number of applications to "Pure Air" programme per 1,000 single-family homes	National Fund for Environmental Protection and Water Management	Included