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Jacek Woźniak,

Strategic Planning Plenipotentiary at the Małoposka Voivodeship Board

STUDY on

*European Union's New Multiannual Financial Framework 2014-2020
from the Polish perspective*

I. Introduction *Grounds for the new generation of programming the European cohesion policy for the financial perspective 2014-2020.*

The adopted principle of concentrating on a limited number of thematic objectives, fitting into the priorities of the Europe 2020 strategy, implicates a set of 11 objectives¹ that are binding for all funds of the European cohesion policy²:

1. Strengthening research, technological development and innovation,
2. Enhancing access to information and communication technologies,
3. Enhancing the competitiveness of small and medium-sized enterprises,
4. Supporting the shift towards a low-carbon economy,
5. Promoting climate change adaptation,
6. Protecting the environment,
7. Promoting sustainable transport,

¹ Proposal of a package of cohesion policy regulations for 2014-2020 of 6.10.2011, published by the European Commission, containing:

- General Regulation repealing regulation 1083/2006;
- common provisions for ERDF, ESF, CF, EAFRD and EMFF covered by the Common Strategic Framework and establishing general provisions concerning the ERDF, ESF and CF;
- Fund specific regulations;
- detailed provisions for the ERDF and for objective “Investment for growth and jobs” ;
- detailed provisions concerning the ERDF in the scope of objective “European Territorial Cooperation”;
- detailed provisions for the ESF ;
- detailed provisions for the CF;
- provisions concerning the European Grouping of Territorial Cooperation (EGTC) in view of detailing, simplifying and streamlining the process of establishing such groupings and their functioning.

² Ministry of Regional Development, 2012, *Stanowiska Rządu Rzeczypospolitej Polskiej do pakietu propozycji legislacyjnych Komisji Europejskiej dla polityki spójności 2014-2020* [Stances of the Government of the Republic of Poland regarding the legislative proposal package of the European Commission for the cohesion policy 2014-2020], Warsaw,

http://www.mrr.gov.pl/fundusze/fundusze_europejskie_2014_2020/negocjacje_2014_2020/stanowiska_rzadu_rp/strony/glowna.aspx

8. Promoting employment and supporting labour mobility,
9. Promoting social inclusion,
10. Investing in education, skills and lifelong learning,
11. Enhancing institutional capacity and efficient public administration.

One of the key tendencies in the new financial perspective is a place-based approach³. Its main objective is to better adapt interventions to the needs and potentials of specific territories. This is to be ensured through coordination of objectives and actions assigned in individual sectors.

The place-based approach means a return to the sources of regional policy, which has always been characterised by a strong territorial reference.

Attention should also be drawn to the high treaty rank of the place-based approach (supplementation of social and economic cohesion with the territorial dimension since 2009)⁴.

Attempts are currently being made at territorialising the Europe 2020⁵ Strategy, which nevertheless favours a sector-based approach.

II. Territorial development instruments

Among the proposed new solutions, it is recommended to pay particular attention to territorial development instruments, whose main objective is to better adapt interventions to the needs and potentials of specific territories⁶:

- Integrated Territorial Investments,
- Community-Led Local Development

Integrated Territorial Investments (ITIs) are to serve the purpose of increasing the involvement of cities and their functional areas in managing EU structural funds. The minimum scope of tasks delegated to city authorities is to select projects to be implemented. Although ITIs are not planned as an obligatory instrument for member states, it is recommended to include it in operational planning, as it will allow for a better organisation of cooperation, particularly between public administration entities, and integration of cities with their urban functional areas.

Actions aimed at sustainable urban development assume the introduction of a minimum ERDF allocation share of 5% for integrated actions in favour of urban development and the creation of an urban development platform. This solution is obligatory for Member States.

A Community-Led Local Development (CLLD) strategy is focused on implementing certain actions, which can or should be implemented by local communities, within the framework of local development. CLLD is a continuation and development of the LEADER approach. The key novelty is greater involvement of cohesion policy funds – ERDF and ESF.

The result of implementing the above-mentioned solutions and instruments should be an improvement in the quality and effects of the development policy conducted by the state,

³ Barca F., *An Agenda For A Reformed Cohesion Policy. A place-based approach to meeting European Union challenges and expectations*, Brussels, 2009.

Boni M. (ed.), *Polska 2030. Wyzwania rozwojowe*. [Poland 2030. Development challenges] The Chancellery of the Prime Minister, Warsaw, 2009.

⁴ Articles 174-178 of the Lisbon Treaty (...) "In order to promote its overall harmonious development, the Union shall develop and pursue its actions leading to the strengthening of its economic, social and territorial cohesion. In particular, the Union shall aim at reducing disparities between the levels of development of the various regions and the backwardness of the least favoured regions".

⁵ *Territorial Dimension of Development Policies. Post-seminar publication*. Ministry of Regional Development, Warsaw, 2011.

⁶ *Programowanie perspektywy finansowej 2014-2020. Zintegrowane Inwestycje Terytorialne. Materiał Problemowy* [Programming financial perspective 2014-2020. Integrated Territorial Investments. Reference materials], Ministry of Regional Development, Warsaw, 2012.

including improvement of the effectiveness of public interventions. This will contribute at the same time to building a model of development management oriented towards more effective implementation of development policy objectives, based on an active social dialogue, thus fitting in with the concept of multi-level governance. It seems that this will contribute in an optimal manner to the achievement of the Europe 2020 objectives through operational planning⁷.

III. The Polish system of programming and managing regional development policy

In the last years, the system of programming social and economic development in Poland has been reorganised⁸. As a result of a drastic reduction in the number of planning documents and their integration, the system at the national level now has a compact, hierarchical structure and includes a limited number of programming documents with precisely defined interrelations. The system comprises the Long-Term National Development Strategy, consisting of the social, economic and spatial development part, mid-term documents – the Mid-Term National Development Strategy and the National Spatial Development Concept, and eight sector strategies. A special role is played by the National Regional Development Strategy for 2010-2020. Regions, Cities, Rural Areas, whose scope goes far beyond the regional dimension⁹.

The above system offers a clear framework for programming development in territorial arrangements. In Poland, it is formed by Voivodeship Development Strategies and Voivodeship Spatial Development Plans¹⁰.

Accordingly, eight national operational programmes, together with European Territorial Cooperation programmes, will be implemented in Poland in 2014-2020, within the framework of the European Cohesion Policy, whose backbone is formed by the Common Strategic Framework. All the programmes will be implemented within the framework of Objective 1 of the European Cohesion Policy: “Investment for growth and jobs”. They are, respectively¹¹:

- Innovation and scientific research operational programme;
- Low-carbon economy and environmental protection operational programme;
- Development of competence and good governance operational programme;
- Digital development operational programme;
- Rural development operational programme;
- Operational programme for development of maritime and fisheries areas;

⁷ Woźniak J., *Oczekiwania polskich województw wobec przyszłej europejskiej polityki spójności*, [Expectations of Polish voivodeships with regard to the future European cohesion policy], in: Olbrycht J., Grosse T.G., Kozak M.W., Kuźnik F., Palmen L., Sapała M., Woźniak J., *Ramy prawne europejskiej polityki spójności na lata 2014-2020 w opiniach ekspertów*, [Legal framework of the European cohesion policy 2014-2020 in experts' opinions], Gliwice: Published by “Wokół Nas”, 2012,

⁸ More on this subject: Szlachta J., Woźniak J. (ed.), *Krajowa Strategia Rozwoju Regionalnego do roku 2020 a strategię rozwoju społeczno-gospodarczego województw*, [The National Regional Development Strategy until 2020 and strategies of social and economic development of voivodeships], Studia KPZK PAN [Committee for Spatial Economy and Regional Planning, Polish Academy of Sciences], vol. CXXXVII, Warsaw 2012.

⁹ *Krajowa Strategia Rozwoju Regionalnego 2010-2020: Regiony, Miasta, Obszary wiejskie*, [National Regional Development Strategy for 2010-2020: Regions, Cities, Rural Areas], Ministry of Regional Development, Warsaw, 2010.

¹⁰ Woźniak J., *Legal System of Polish Regions – Implications for the Regional Policy*, [in:] *Regional Development And Regional Policy in Poland: First Experiences and New Challenges of the European Union Membership*, P. Churski, W. Ratajczak (ed.). Studia Regionalia KPZK PAN [Committee for Spatial Economy and Regional Planning, Polish Academy of Sciences], Vol. 27, Warsaw, 2010.

¹¹ *Programowanie perspektywy finansowej 2014 -2020 - Założenia Umowy Partnerstwa* [Programming the financial perspective 2014-2020 – Assumptions of the Partnership Contract] – Ministry of Regional Development, Warsaw, 2012 and *Programowanie perspektywy finansowej 2014 -2020 - Założenia Umowy Partnerstwa (załączniki)* [Programming the financial perspective 2014 -2020 – Assumptions of the Partnership Contracts (appendices)], Ministry of Regional Development, Warsaw, 2012.

- Technical assistance operational programme;
- Eastern Poland operational programme.

The above structure of operational programmes is based on the principle of integrated approach and departure from sector planning. This is reflected *i.a.* in combining support areas, which enables in particular programming development objectives rather than individual funds of the European cohesion policy.

At the voivodeship level, 16 regional operational programmes will be implemented, as in the current programming period. Polish voivodeships will fulfil the function of Managing Authorities, as they have been doing so far. It is expected that ca. 60% of all financial resources, including 55% of the European Regional Development Fund and 75% of the European Social Fund will be managed at the regional level.

One of the specifics of the Polish cohesion policy management system is advanced decentralisation of both competences and resources. This is due to the fact that the Polish state encompasses a large, strongly diversified area, and the development policy is oriented to stimulate endogenous potentials of territories. Another reason for the decentralisation is the accepted general philosophy of managing development, based on the principle of subsidiarity and a strong conviction that the regional level is most suitable to conduct the development policy with respect to all those tasks which, for functionality reasons, cannot and should not be performed below the national level.

IV. Role of the Territorial Contract in operational programming in Poland

The key element of managing the development policy in Poland should be the Territorial Contract (TC). It is firmly rooted in the idea of multi-level governance and based on the principle of conditionality. One of the key conditions for the success of Territorial Contracts will be the ability to coordinate the activities of various entities, both at the intraregional and national (Council of Ministers) level. The Contract is intended to indicate how to undertake interventions which are focused on fields of strategic importance for the country and at the same time are crucial for the competitiveness of regions in the long term.

The TC has been designed to introduce order into strategic thinking in Poland and, more broadly, into the development policy management system. It fits well into the multi-level governance concept, relevant for the current approach to development policy, by integrating the involved entities, both in vertical (central government – voivodeship local governments) and in horizontal (between local government units) arrangements.

The new TC should be a response to such deficiencies of the development policy in Poland as its sector-orientation, lack of territorial approach, lack of strategic approach, paucity of cooperation and the related issue of squandering public funds¹². The TC is to provide an incentive for more rational decisions concerning the allocation of public funds for the development of a specific area. Consequently, it may bring considerable savings by eliminating such phenomena as overlapping of similar projects or implementing lower-priority projects. It is expected to strengthen the partnership and cooperation between the government and voivodeship local government, to enable gaining mutual influence on projects implemented by parties to the contract in the region, to force greater cohesion between objectives set by the government and those indicated by the voivodeship local government.

¹² More on this subject: Matczak R., Mikołajczyk A., Sobolew M., *Zasady zawierania i konstrukcja kontraktu wojewódzkiego w Polsce od roku 2010. Zarys koncepcji*. [Rules for concluding a voivodeship contract and its structure in Poland since 2010. Outline of the concept.] http://www.mrr.gov.pl/rozwoj_regionalny/poziom_regionalny/ekspertyzy/Documents/Kontrakt_koncepcja_280209_v5_final_5.pdf

The TC is going to be an agreement concluded between the government and the voivodeship local government, whereby the government undertakes to support the list of the most important projects in the region, agreed during bilateral negotiations, following from the government's policy toward that region and the voivodeship development strategy.

According to the National Regional Development Strategy, the TC is to be the most important planning instrument, ensuring the implementation of public policies with territorial impact in Poland, including operational programming. It specifies the objectives and tasks of individual signatories and instruments for their achievement. The TC is intended to coordinate pro-growth activities undertaken by the government and by the voivodeship local government, aimed at achieving common objectives set for a specific territory. The TC should ensure that state interventions are better suited to regional needs by reconciling national priorities with the expectations and specific situation of regions.

The TC fits well in the current system of conducting the development policy. The framework for this system was determined in November 2010 by the Polish government, which adopted the "Plan of activities to be undertaken by the Council of Ministers and other public entities ensuring the implementation of the National Regional Development Strategy 2010-2020: Regions, Cities and Rural Areas adopted on 13 July 2010"¹³.

It should be pointed out that proposals for new regulations concerning the European cohesion policy in 2014-2020, including the Community Strategic Framework, provide for a similar solution, based on negotiating and concluding agreements between a Member State and the European Commission. The Partnership Contract proposed by these regulations will encompass several sources of financing, i.e. the European Regional Development Fund, the European Social Fund, the Cohesion Fund, the European Agricultural Fund for Rural Development and the European Maritime and Fisheries Fund¹⁴.

Consequently, TC provisions will have to be reflected both in national and regional operational programmes. It is worth mentioning that the TC is also included in the provisions of the applicable Act on the principles of conducting the development policy of 6 December 2006. Currently, work on amending this act is being carried out, with a view to adapting its provisions to the current concept of the TC.

In its simplest form, the TC is an agreement establishing a relation between the government and a voivodeship local government. Parties to this agreement are, therefore, the government – represented by the minister responsible for regional development, and the voivodeship local government – represented by the marshal or members of the voivodeship board. Other ministries and central institutions will also be involved in preparing a TC and their work will be coordinated by the Minister of Regional Development. By the same token, the voivodeship board will have to work out a common stance with other local government entities. This is important, as the voivodeship board will have to mobilise not only its own resources, but also those of other partners from the region in order to implement the projects that are the most important from the perspective of the regional development policy. The Polish political model does not provide for hierarchical planning and management of development policy in territorial arrangements¹⁵. Consequently, the voivodeship board will first need to negotiate the objectives,

¹³ http://www.premier.gov.pl/rzad/decyzje_rzadu/decyzje_z_dnia/plan_dzialan_informacja_w_spr,5570/ (date of access: 30.11.2012).

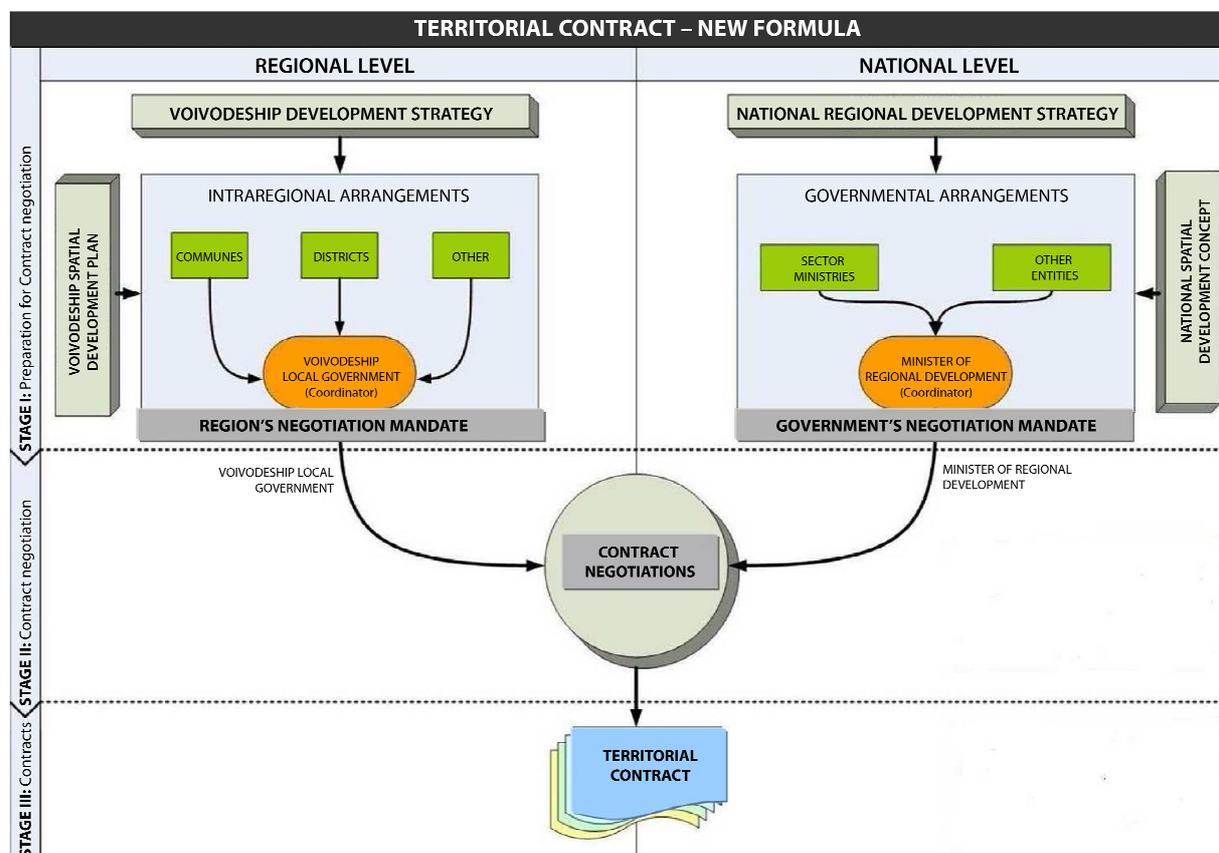
¹⁴ *The Partnership Contracts - how to implement multi-level governance and to guarantee the flexibility of Cohesion Policy*, Study, The European Parliament. Directorate-General for Internal Policies, 2011.

¹⁵ More on this subject: Noworól A., „Kierunki i zmiany niezbędne do stworzenia docelowego systemu zarządzania polityką rozwoju na poziomie regionalnym” [Directions and changes necessary to create the target system of managing development policy at the regional level], an expert opinion prepared for the Ministry of Regional Development, Cracow 2011.

http://www.mrr.gov.pl/rozwoj_regionalny/Polityka_regionalna/KSRR_2010_2020/Ekspertyzy/Documents/Noworol_System_zarzadzania_rozwojem_kierunki%20i%20zmiany.pdf

principles and a catalogue of key projects with other local government entities, and only then negotiate support for them with the government.

Fig. 1. Place of the Territorial Contract in the operational programming system.



Source: own work.

The idea of extending the scope of possible parties to the TC to include important regional entities other than the voivodeship local government, in particular local governments of cities, was once discussed in Poland. This discussion, however, ended with the conclusion that such extension would not be beneficial for the cohesion and integrity of planning development policy in the regional arrangement and as such would not be effective. A separate issue is the possibility of concluding TCs in structures extending beyond one region. It is possible to imagine why preparing TCs in macroregional arrangements would be desirable. It would be a rational answer to a new phenomenon observed in Poland in recent years, namely preparing macroregional strategies. They may be governmental (central) strategies, like the Strategy for Eastern Poland, or have the form of grassroots regional initiatives, as in the Strategy for Western Poland and the Cooperation Strategy for Southern Poland. In such cases, TCs could also be used for supraregional projects which could not be carried out independently by any of the voivodeships involved.

In principle, the TC should only cover such projects which neither of the parties to the contract is able to implement effectively on its own. Following the principle of subsidiarity, if a project may be successfully implemented by the voivodeship local government, there is no need to include it in the TC. Such an approach emphasises the added value of the TC, understood as generating synergy based on combining governmental and regional resources to enhance the effectiveness of development policy interventions.

The TC may cover both joint projects, i.e. projects carried out jointly by at least two entities, as well as agreed (i.e. complementary) projects whose impact covers at least two entities, which refrain from carrying out similar projects for that reason. The TC may include intervention types focused on various objectives:

- pro-growth objectives, i.e. economic growth drivers
- compensatory objectives, i.e. focused on levelling development opportunities of less developed areas,
- aimed at ensuring equal access to public services, etc.

Of course, selecting the type of intervention in a specific TC will be the consequence of strategic decisions and should therefore correspond to the priorities of the key programming documents of the partners involved, including operational programmes. Experience from previous years shows that such choices are never easy to make¹⁶, they are always a compromise between various visions of development policy¹⁷. In this context, the unknown factor will be the proposals submitted by local governments of individual voivodeships, as the government's development policy is quite precisely and clearly formulated in the National Regional Development Strategy.

One may assume that TC may encompass such areas of intervention as:

- entrepreneurship,
- innovation, labour market,
- education,
- transport, including public transport,
- environmental infrastructure,
- renewable energy,
- rehabilitation of cities and degraded areas,
- tourism, culture,
- health protection,
- social exclusion.

The above list is not definitive. It also indicates that the point of reference for the TC should be individual policies rather than single projects. If we assume that the catalogue of public interventions does not contain fields which can clearly be classified as belonging to the exclusive competence of the government or local government, it seems that all types of projects in line with TC principles and objectives should be acceptable.

The TC will contain¹⁸:

- specification of the territory it concerns (in the first edition – the relevant voivodeship),

¹⁶ T. Geodecki, G. Gorzelak, J. Górniak, J. Hausner, S. Mazur, J. Szlachta, J. Zaleski, 2012, *Kurs na innowacje. Jak wyprowadzić Polskę z rozwojowego dryfu?* [Heading for innovation. How to lead Poland out of a development drift?], Cracow

¹⁷ Szlachta J., *Polityka regionalna Polski w kontekście nowej perspektywy budżetowej UE*, [Poland's regional policy in the context of the new EU budget perspective] [in:] *Perspektywy rozwoju regionalnego Polski w okresie programowania po 2013 r.* [Poland's regional development perspectives in the programming period after 2013], A. Harańczyk (ed.) Studia KPZK PAN [Committee for Spatial Economy and Regional Planning, Polish Academy of Sciences], Vol. CXL, Warsaw, 2012.

¹⁸ *Kontrakt terytorialny. W kierunku negocjacyjnego systemu programowania działań rozwojowych ukierunkowanych terytorialnie. Zasady funkcjonowania kontraktu terytorialnego w latach 2014-2020* [Territorial Contract. Towards a negotiation system of programming territorially oriented development activities. Operating principles of the Territorial Contract in 2014-2020], Ministry of Regional Development, Warsaw, 2012

- list of priority projects and conditions of their performance (including justification of choice, institutions responsible for the implementation, approximate cost and sources of financing),
- expected results of the intervention, including indicators,
- sources of financing,
- reporting scope and requirements,
- manner and scope of contract supervision and monitoring by the Minister of Regional Development, procedure of resolving disputes, amending the contract and its termination.

For the new TC to achieve success, it is essential for its partners, particularly the government party (ministers, central institutions), to develop a conviction that being bound by a contract, and therefore engaging their own resources, particularly funds from the budget administered by them, will bring them more benefits than independent implementation of individual policies. This conviction should regard the fact that, thanks to cooperation and coordination, the new TC offers greater added value to all parties involved than other modes of action. However, for this to happen, the whole development policy regulatory system must be conducive to efficient implementation of the new TC. This purpose is to be served by the new regional policy model, currently under preparation, which may be called a coordination and negotiation model¹⁹.

V. Principles accompanying operational planning

- The principle of concentration and strategic approach. The selection of objectives and projects to be implemented should be limited to a list of the most important items of strategic character. The national operational programme should cover only those government objectives which are necessary on account of the effectiveness criterion or in view of the strategic interests of the state. At the regional level, the TC should enforce cooperation processes aimed at integrating internal resources and ensuring the cohesion of regional space. It should be noted that concentration may be of thematic nature and cover selected scopes (problem areas), or of geographic nature, and focus on selected areas of strategic intervention (ASI)
- The principle of coordination. It is to enable the coordination of public interventions, which in the Polish context are often characterised by a sectoral, non-systemic and incidental approach. This concerns the national level, where the TC may be a perfect tool to harmonise interdepartmental relations as well as to coordinate and negotiate those policies of individual ministries which have a territorial impact. It is assumed, therefore, that upon entering into TC negotiations, the Minister of Regional Development and the heads of individual departments will agree on a common, i.e. governmental, policy covering individual voivodeships. The minimum agreed variant should indicate which part of a given department's work is of territorial-oriented character and may be covered by a TC. The negotiation formula should ensure cohesion, in terms of programme and implementation, with policies conducted on the regional level. Such an approach means a significant quality change, as regional policy at the national level will become the domain of the entire government. By the same token, at the regional level, the TC formula will enable different entities, mainly local government units, to coordinate their actions – and ultimately, also other entities (universities, significant non-governmental organisations, the business sector).

¹⁹ Woźniak J., *Polskie województwa jako potencjalne ośrodki regionalnej myśli strategicznej*, (w) *Transformacja sceny europejskiej i globalnej XXI wieku. Strategie dla Polski* [Polish voivodeships as potential centres of regional strategic thinking, (in) *Transformation of the 21st century European and global scene. Strategies for Poland*], Kukliński A., Woźniak J. (ed.) Cracow, 2012

- The principle of place-based approach. This corresponds with the currently binding paradigm of development policy, which should be targeted at specific needs of a given territory. Its most important element are areas of strategic intervention – governmental and regional.
- The principle of subsidiarity. This constitutional principle should be employed whenever local government units are able to independently (or in cooperation with each other) demonstrate responsibility for actions entrusted to them and capacity to implement them in accordance with their competencies and possibilities (organisational, financial, etc.). It follows that the new contract formula should be based on negative delimitation, i.e. the assumption that TC will cover all projects which, in terms of the public interest, require government intervention on account of the insufficient potential of the local government.
- The principle of effectiveness. The agreed wording of a given TC should give a precise answer to the following question: what are the benefits (added value) of an intervention in such a formula as compared with other support options (e.g. through a regional operational programme)? TC's added value should be better, that is more effective, intervention management, thanks to integrated and coordinated actions. That is why the selection of objectives and projects should be focused on and targeted at achieving the synergy effect, in particular through actions ensuring a significant influence on the social and economic development of the region.

VI. Operational programmes and areas of strategic intervention (ASI)

Area of strategic intervention (ASI) is a key term in the new approach to shaping and implementing development policy and TC. In the new development policy model, ASI is a territory, where certain problematic issues are present in a particularly intensive manner. Such areas are designated pursuant to objectified criteria and indicators, and they do not have to reflect administrative borders. On account of the above, ASIs are beneficiaries of selected and focused public interventions of regional policy character, which are meant to eliminate the existent problems in a structural manner. Support under TC may only be directed to such projects which result from the agreed ASIs.

The National Regional Development Strategy as well as the National Spatial Development Concept 2030²⁰ provide for the following ASIs:

- voivodeship capitals and their functional areas,
- cities and city districts requiring rehabilitation,
- areas (in particular rural areas) with the lowest level of citizen access to goods and services which condition development possibilities,
- border areas,
- Eastern Poland.

It should be stressed that the ASI list is open. In the course of TC negotiations, additional areas of intervention may be introduced. All the more so, since voivodeship local governments also can – and even should – define their own specific ASIs in the drafted regional development strategies²¹, in the Voivodeship Spatial Development Plan and other documents of strategic nature. For example, these could be the following regional ASIs:

²⁰ *National Spatial Development Concept 2030. Resolution No 239/2011 of the Council of Ministers of 13.12.2011. Ministry of Regional Development, Warsaw, 2011.*

²¹ Domański, B., *Czy regiony słabo rozwinięte potrzebują wyrównania nierówności regionalnych?* [Do less-developed regions need assistance in compensating regional inequalities?] [in:] *Budowanie spójności terytorialnej i przeciwdziałanie marginalizacji obszarów problemowych* [Creating territorial cohesion and counteracting the marginalisation of problem areas], Ministry of Regional Development, Warsaw, 2011. http://ec.europa.eu/regional_policy/archive/policy/future/pdf/report_barca_v0306.pdf

- areas with the lowest availability of transport to voivodeship centres,
- mountainous areas,
- areas in danger of flood in the catchment area scale,
- cities and other areas which are losing their current social and economic functions,
- macro-regional areas which result from strategies encompassing more than one voivodeship,
- and others.

Based on the analysis of government and regional areas of strategic intervention, quoted above as an example, we may imagine three ASI categories:

- designated at the government and regional level – fully overlapping (identical),
- designated at the government and regional level – divergent (without any overlaps),
- designated at the government and regional level – partially overlapping.