

Sustainable development of coastal areas – Polish experience following accession to the European Union based on the example of Fisheries Local Action Groups (FLAGs) during 2007-2013

Krystyna KUROWSKA*, Hubert KRYSZK and Marta GWIAŹDZIŃSKA-GORAJ

Faculty of Geodesy and Land Management, Department of Planning and Spatial Engineering, Prawocheńskiego Str. 15, 10-724 Olsztyn, Poland

**Corresponding author, e-mail: krystyna.kurowska@uwm.edu.pl*

The objective of the Common Fisheries Policy (CFP) of the European Union is to assure sustainable exploitation of the live aquatic resources and aquaculture in the context of sustainable development considering in a balanced way the environmental, economic and social considerations. Poland as a Member State of the European Union has access to structural funds. Activities financed by the EU through the Fisheries Local Action Groups (FLAGs), i.e. entities associating representatives of widely understood fisheries sector, communes and other public and civic sector entities, that is voluntary associations operating in the areas dependent on fisheries have the largest opportunities for implementing the assumptions of the Common Fisheries Policy.

The Fisheries Local Action Groups in Poland are the operators of the Operational Programme “Sustainable Development of the Fisheries Sector and Coastal Fishing Areas 2007-2013” [OP FISH 2007 – 2013] within the framework of priority axis 4 “Sustainable development of fisheries areas”. In the country 48 Fisheries Local Action Groups operate of which 9 are based on access to the Baltic Sea. The amount of over EUR 313 million has been allocated for implementation of priority axis 4 of the OP FISH 2007-2013. This represents ca. 32% of the funds allocated for financing of the entire Operational Programme “Sustainable Development of the Fisheries Sector and Coastal Fishing Areas 2007-2013”.

According to the assumptions, the activities of FLAGs are to contribute to stimulation of the communities in areas dependent on fisheries by including social and economic partners from the defined area in planning and implementation of local initiatives. The paper presents the outcomes and Polish experiences from operation of the FLAGs (FLAG operation principles, projects implemented, absorption of funds allocated to financing individual types of activities within the activities of sea coast FLAGs). An attempt will also be undertaken at evaluating the outcomes from implementation of individual actions and Union funds absorption in the maritime fisheries sector resulting from activities of the Fisheries Local Action Groups. The analysis covers the years of the current financial perspective 2007-2013.

The results of studies presented in the paper concerning the outcomes from implementation of the individual projects by the FLAGs will be based on the data obtained from the Ministry of Agriculture and Rural Development originating directly from selected Fisheries Local Action Groups and

own field studies. Analysis covers the current financial perspective, i.e. the period of 2007-2013. Within the framework of the studies an attempt was also undertaken at determining whether a correlation exists between implementation of operations within the priority axis 4 of the OP FISH and the improvement of socioeconomic situation of the population covered by the Fisheries Local Action Groups. The Hellwig method (1968) was applied to determine the level of socioeconomic development. Indicators concerning the demographic-social, economic and related to technical and social infrastructure domains elaborated based on the data of the Central Statistical Office for the years 2004 and 2012 were applied.

Key words: Baltic Sea, Fisheries Local Action Groups, EU structural funds, sea fishing, sustainable development of coastal areas

INTRODUCTION

Common Fisheries Policy was established formally in 1983, however, the beginnings of its operation are dated for 1970-s when fisheries represented an aspect of common agricultural policy (THE COMMON FISHERIES POLICY, 2009). Fisheries areas across the EU face many similar challenges: the need to ensure a more sustainable management of fisheries resources, the need to create new economic development and employment opportunities and the need to better integrate the fisheries sector into local and regional development processes (RAAKJAER, 2012; FARNET, Guide 2, 2010).

According to the Council Regulation (EC) No 1083/2006 of 11 July 2006, the entire area of the Republic of Poland is covered by the “convergence” goal. The area of Poland is 322,575 km² of which the land area including the inland waters is 311,888 km², internal marine waters represent 2,005 km² and the territorial sea (the Baltic Sea) is 8,682 km². Two voivodships – Western Pomeranian, Pomeranian have access to the Baltic Sea and Warmińsko-Mazurskie voivodship has connection by Vistula Lagoon. The length of the Polish coast is 528 km, including Szczecin Lagoon and Vistula Lagoon is 775 km.

In Poland, the fishing industry is an important part of the economy of coastal regions and the inland regions. We observe the continual decrease of employment in the fisheries sector. In 2011, the estimated employment in the Baltic fishing fleet was ca. 2,200 people while in 1995 that employment was ca. 9,400 people. This is

also confirmed by BARTŁOMIEJSKI (2011) in his studies. According to him limitation of maritime fishing to guarantee sustainable development of maritime communities, restoration and protection to human environment of fisheries areas, preservation of diverse socio-economic structure and increase quality of life by contribution of jobs outside the fisheries sector. The situation is not just a Polish phenomenon, but concerns majority of EU Member States (BARTŁOMIEJSKI, 2011).

Poland as a Member of the European Union has access to the Structural Funds. Hence it must observe the principles and requirements of the Common Fisheries Policy (CFP). It is important to find an alternative for the local community by establishing new jobs that are frequently not related to the fisheries sector directly. Poland, being a Member State of the European Union, has access to Structural Funds which, among others, contribute significantly to accomplishment of the above objective while considering observation of the principles and requirements resulting from the Union related commitments, including the Common Fisheries Policy (CFP). The common fisheries policy implements sustainable development with care for environmental resources, social and economic issues and with particular consideration for sustainable exploitation of live aquatic resources and aquaculture (WAKEFIELD, 2012). The European Fisheries Fund (EFF) is the instrument allowing implementation of the CFP 2007-2013.

We already know the assumptions of the third Operational Programme “Fisheries and Sea” [OP FS] financed from the European

Maritime and Fisheries Fund (EMFF) for the years 2014-2020. The draft OP FS is consistent with the current strategic goals defined in the Common Fisheries Policy. The new perspective projects also providing funds for operation of already existing FLAGs and for establishment of new ones.

REVIEW AND DISCUSSION

Common Fisheries Policy

Common fisheries policy encompasses protection, management and exploitation of live aquatic resources and aquaculture as well as processing of and trade in products of fisheries and aquaculture to the extent such activities are conducted within the territory of Member States, Community waters, by Community fishing vessels or citizens of Member States (COUNCIL REGULATION (EC) No. 1198/2006).

The European Fisheries Fund (EFF) is the tool of the Common Fisheries Policy focused on sustainable economic development of the fisheries sector. EFF has been in operation as a structural fund since 1993. Its task is to improve the competitiveness of that sector and aid in transformations into the sector that is more sustainable in the environmental, economic and social aspects. The funding covers all the segments of fisheries: maritime and inland fisheries, aquaculture as well as processing of and trade in products of fisheries. Within the framework of the EFF 2007 – 2013, Poland received EUR 734 million representing 17% of the entire available amount of the EFF. Poland is the second largest beneficiary of the EFF fund just after Spain that received over EUR 1.1 billion representing one fourth of the EFF budget for the years 2007-2013.

The principle for providing financial support from the EFF funds for the years 2007-2013 have been defined in the Council Regulation (EC) No. 1198/2006. Priority axes 1, 2 and 3 cover sectoral activities in the fisheries sector. Priority axis 5 covers the activities aimed at effective management and assuring efficient operation of administration involved in execution of Common Fisheries Policy.

The aid within the CFP aims at:

- a) supporting common fisheries policy to secure exploitation of live aquatic resources and support to aquaculture to secure sustainability in the economic, environmental and social sense;
- b) supporting permanent balance between the resources and the fishing capacity of the Community fishing fleet;
- c) supporting sustainable development of inland fisheries;
- d) strengthening the competitiveness of the functioning structures and development of economically viable enterprises in the fisheries sector;
- e) supporting protection and improvement of the environment condition and natural resources related to the fisheries sector;
- f) supporting sustainable development and improvement of the life quality in areas where fisheries sector activities are carried out;
- g) promoting equality of women and men in the process of fisheries development and areas dependent mainly on fisheries (Art. 4. COUNCIL REGULATION (EC) No. 1198/2006).

OP Fish 2007-2013

The Operational Programme “Sustainable Development of the Fisheries Sector and Coastal Fishing Areas 2007-2013” (OP FISH) was elaborated for accomplishment of four major goals. The first of them concerned rational management of live aquatic resources and efficiency improvement in fisheries sector. The second objective concerned improving the competitiveness of Polish maritime fisheries. The third objective covered promotion of sustainable development and improvement of living quality in fisheries dependent areas. The fourth objective aims at implementation of an efficient method of OP management and control as well as improvement of the general administrative capacity for implementation of the Common Fisheries Policy (OPERATIONAL PROGRAMME “Sustainable...” 2008).

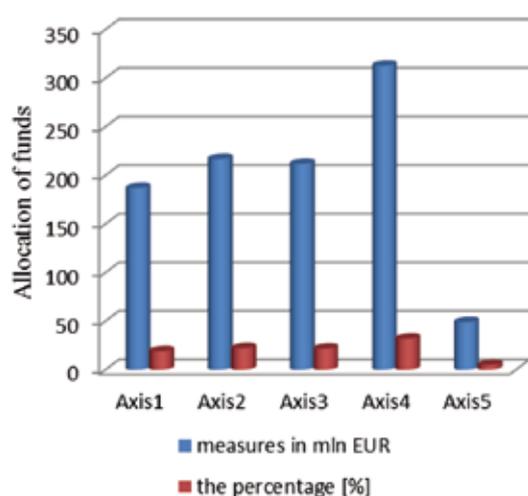


Fig. 1. Allocation of the OP FISH 2007-2013 funds to priority axes

Within the framework of the OP FISH 2007-2013, 5 priority axes are implemented. According to art. 3 of the Act of 3 April 2009 on supporting sustainable development of fisheries sector with participation of the European Fisheries Fund (Dz. U. No 72, item 619 as amended) the priority axes cover:

- 1) priority axis 1 – Measures for the adaptation of the fishing fleet,
- 2) priority axis 2 - Aquaculture, inland fishing, processing and marketing of fishery and aquaculture products,
- 3) priority axis 3 - Measures of common interest;
- 4) priority axis 4 - Sustainable development of fisheries areas,
- 5) priority axis 5 - Technical assistance, which covers the technical assistance measure.

The total budget of the OP FISH 2007-2013 amounts to almost EUR 979 million. The amount projected for operations within the framework of Priority axis 4 is EUR 313 million. That amount represents 32% of the funds of the OP FISH 2007-2013 (Fig. 1). The allocation of funds within the framework of Priority axis 4 in Poland is the highest among the EU countries next to EUR 75 million within the framework of the Rumanian operational programme.

Source: Own work based on the Regulation by the Minister of Agriculture and Rural Development on the allocation of the funds to

implementation of the operational programme „Sustainable Development of the Fisheries Sector and Coastal Fishing Areas 2007-2013” for the years 2007-2013 (Dz. U. No 147, item 1192 as amended).

National regulations govern the detailed conditions and procedures for award, disbursement and reimbursement of financial aid for implementation of measures covered by the priority axis 4 - Sustainable development of fisheries areas, includes in the Operational Programme “Sustainable Development of the Fisheries Sector and Coastal Fishing Areas 2007-2013”. Axis 4 covers funds for the following measures:

- 1) development of fisheries areas, within the framework of which operations can be implemented that concern:
 - a) strengthening competitiveness and maintaining attractiveness of fisheries areas,
 - b) restructuring or reorientation of business activity or diversification of employment of people performing work related to the fisheries sector by creating additional jobs outside that sector,
 - c) increasing the value of fisheries products, development of services for the community residing in fisheries dependent areas,
 - d) protection of environment or natural heritage in fisheries areas to maintain their attractiveness or restore the production potential of fisheries sector in case of its damage as a result of a natural disaster,
 - e) functioning of the Fisheries Local Action Group, further referred to as the FLAG and acquisition of skills and activation of local community;
- 2) support for inter-regional and transnational cooperation, within which the operations involving promotion of interregional and international cooperation between FLAGs can be implemented.

The main objectives of Priority Axis 4 are to minimise the decline of the fisheries sector, reconvert the areas affected by changes in this sector and improve the quality of life in fishing communities. Spending the funds of the European Fisheries Fund (EFF) within the framework of priority axis 4 is characterised by

the fact that operations projected for financing from the EFF are implemented by associations possessing the status of Fisheries Local Action

Groups (FLAGs). The FLAG and its decision-taking body consist of representatives of the civic sector, economic sector and public sector.

Table 1. List of operations possible for implementation within the Priority axis 4

ACTION CODE OP FISH 2007-2013		MEASURE	FORM OF SUPPORT
4.1		development of fisheries areas	
	4.1.1	aid in implementation of operations of strengthening competitiveness and maintaining attractiveness of fisheries areas	Reimbursement of up to 85% of the eligible costs but not more than PLN 3 million for a single beneficiary during the programme implementation period where the amount of PLN 1.5 million per a single operation cannot be exceeded
	4.1.2	aid in implementation of operations of restructuring or reorienting the economic activity or diversification of employment of people whose work is linked to the fisheries sector by creating additional jobs outside that sector	Reimbursement of up to 60% of the eligible costs but not more than PLN 900,000 for a single beneficiary during the programme implementation period where the amount of PLN 450,000 per a single operation cannot be exceeded
	4.1.3	aid in implementation of operations of increasing the value of the products of fisheries, development of services for the community living in the fisheries area	Reimbursement of up to 60% of the eligible costs but not more than PLN 600,000 for a single beneficiary during the programme implementation period where the amount of PLN 300,000 per a single operation cannot be exceeded
	4.1.4	aid in implementation of operations of protection of the environment or natural heritage in fisheries areas to maintain their attractiveness or to restore the fisheries sector production potential in case of its damage by a natural disaster	Reimbursement of up to 85% of the eligible costs but not more than PLN 2 million for a single beneficiary during the programme implementation period where the amount of PLN 1 million per a single operation cannot be exceeded
	4.1.5	aid in implementation of operations of Fisheries Local Action Group operational support and support to acquisition of skills and activation of the local community	Reimbursement of up to 100% of the eligible costs; the costs may not exceed 10% of funds actually spent on measure 4.1 period and the maximum projected in the LSDFA
4.2		Support to interregional and international cooperation	Reimbursement of up to 100% of the eligible costs; the costs may not exceed the maximum costs projected in the budget of the LSDFA

Priority Axis 4 represents a new departure for the European Fisheries Fund (EFF) in that it focuses on the sustainable development of fisheries areas. This area-based approach was introduced into the EFF Regulation for the first time in the period 2007–2013 and reflects the Commission's recognition that the complex and rapidly-changing forces affecting fisheries areas and communities cannot be dealt with by traditional policies and tools on their own (FARNET, 2010, guide 1). Its purpose is to enable fisheries communities to create new and sustainable sources of income and to improve their quality of life. Assistance under Axis 4 is designed to form part of an integrated local approach centred on a local development strategy which is adapted to the local situation. Its design and implementation should be as decentralised as possible, preferably coordinated by a partnership of local actors from the public, private and community sectors that have come together to form a FLAG (HEGLAND, 2009).

The use of funds allocated to EFF Axis 4 requires three basic conditions to be fulfilled:

1. A local area must be selected, in conformity with EU and national requirements;
2. A local partnership or group must be created (the Fisheries Local Action Group or FLAG), involving key actors in the given local fisheries area;
3. The partnership, together with the wider community, must prepare and implement a local development strategy for the fisheries area (FARNET, 2010, guide 1).

As concerns the chosen Programme implementation methodology and spending the funds, Priority axis 4 is closed to LEADER (THUESEN, 2010) axis implemented during the years 2007-2013 and financed from the European Agricultural Fund for Rural Development (EAFRD).

Fisheries areas

Fisheries area is an area with sea or lake shore or including ponds or a river estuary and with a significant level of employment in the fisheries sector (Art. 3.e COUNCIL Regulation (EC) No. 1198/2006).

The EFF may provide assistance, complementary to the other Community instruments, for the sustainable development and improvement of the quality of life in fisheries areas eligible as part of an overall strategy which seeks to support the implementation of the objectives of the common fisheries policy, in particular taking account of its socio-economic effects (Art. 43.1 COUNCIL REGULATION (EC) No. 1198/2006). Funds available within the priority axis 4 allow development of the structure necessary for building the social capital in fisheries areas and rural areas. The possibility of obtaining funds for current operation of a non-government organisation is particularly important for accomplishment of the Programme objectives.

In selecting and defining fisheries areas, at least the following factors should be taken into account: the size of the area; the common characteristics of the area and its coherence; the sense of local identity and the development potential of the area (FARNET, 2010, guide 1).

Fisheries Local Action Groups (FLAGs) in the European Union

Fisheries Local Action Groups (FLAGs), i.e. entities associating representatives of widely understood fisheries sector, communes and other public entities as well as civic sector are voluntary associations operating in fisheries areas.

Measures to support sustainable development of fisheries areas shall be implemented on a given territory by local entities or groups (the group) representing public and private partners from the various local relevant socio economic sectors and, according to the principle of proportionality, with adequate administrative and financial capacity to administer the assistance and ensure that the operations are completed successfully. The group should, whenever possible, be based on existing experienced organisations (Art. 45.1 COUNCIL REGULATION (EC) No. 1198/2006). The territory covered by one group should be coherent and have sufficient critical mass in terms of human, financial and economic resources to support a viable local development strategy (Art. 45.3 COUNCIL REGULATION (EC) No. 1198/2006).



Fig. 2. Fisheries local action groups in EU (FLAGs).
Source: *European Atlas of the Seas*

In EU countries, most of Fisheries Local Action Groups operating in Poland. Commercial inland fisheries develop in Poland as well as 19 other Member States of the European Union (ERNST& YOUNG, 2011). Only one FLAG operates in Belgium, Cyprus and Slovenia. There are 2 FLAGs in Ireland. There are more than twenty FLAGs in Germany, the United Kingdom, Latvia, Spain and Italy. The other countries have from 6 to 18 FLAGs each.

Fisheries Local Action Groups in Poland

Fisheries Local Action Groups have been established across the entire territory of Poland. This results from the fact that the entire country is covered by the “convergence” priority according to the provision of the Council Regulation (EC) No 1083/2006 of 11 July 2006. There are 48 Fisheries Local Action Groups in the country, of which only 9 situated in West Pomeranian (4), Pomeranian (3) and Warmińsko-Mazurskie (2) voivodships by Vistula Lagoon have access to the Baltic Sea.

Implementation of Priority axis 4 assumes participation of local partners in taking decisions concerning the strategy and choice of priorities for implementation in their own area. Within the framework of the local strategy developed by the FLAG investment projects and initiatives are implemented concerning, among others, diversi-



Fig. 3. Location of the Fisheries Local Action Groups in Poland; source: <http://www.minrol.gov.pl/pol/Wsparcie-rolnictwa-i-rybolowstwa/PO-RYBY-2007-2013/Mapa>

fication of business activity and investments in small fisheries infrastructure (SALMI, 2012).

Characteristic of the area of studies

Administratively, Poland is divided into 16 voivodships (NUTS II). The Baltic Sea coastal zone covers 36 communes (NUTS V) within the areas of 18 counties (NUTS IV) in three voivodships: Pomeranian, Western Pomeranian and Warmińsko-Mazurskie (part of the Vistula River Lagoon). For analysis of sustainable development of coastal areas the Fisheries Local Action Groups with access to the Baltic Sea from the area of Western Pomeranian (4), Pomeranian (4) and Warmińsko-Mazurskie (1) voivodships.

The area covered by the analyses in 2012 has populated by ca 677 thousand people and their distribution within the individual Fisheries Local Action Groups is not homogeneous (Fig. 5). The largest population belongs to the Północno-kaszubska Fisheries Local Action Group, which is a consequence of location of the urban centres (Wejherowo, Puck, Hel, Jastarnia) while the Zalew Wiślany Lagoon Fisheries Local Action Group has the smallest population as a consequence of the specific features of the region that is characterised by low population density.

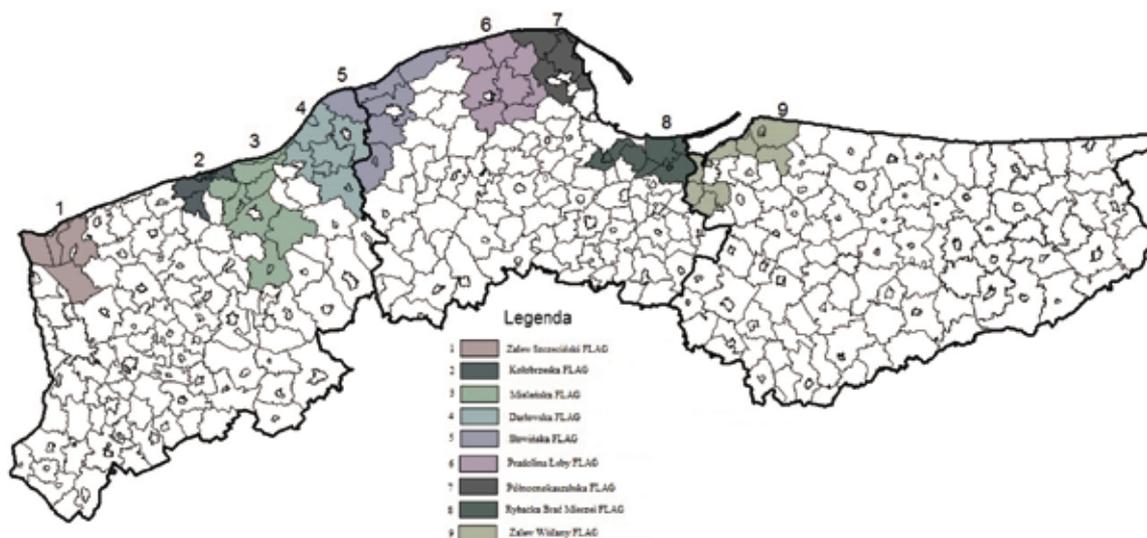


Fig. 4. Fisheries Local Action Groups with access to the Baltic Sea in the area of Western Pomeranian, Pomeranian and Warmińsko-Mazurskie voivodships

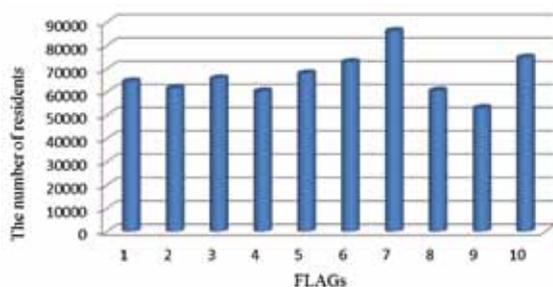


Fig. 5. Number of residents within the functional areas of the coastal FLAGs

Names of FLAGs: 1 - Zalew Szczeciński FLAG, 2 - Kolobrzeska FLAG, 3 - Mieleńska FLAG, 4 - Darłowska FLAG, 5 - Słowińska FLAG, 6 - Pradolina Łeby FLAG, 7 - Północno-kaszubska FLAG, 8 - Rybacka Brać Mierzei FLAG, 9 - Zalew Wiślany FLAG; 10 - The average for all FLAGs in Poland

Methodology of studies

According to the definition, sustainable development is defined as the process of socio-economic development that integrates political, economic and social measures maintaining balance in the entire world of the nature and sustainability of basic natural processes for the purpose of satisfying the basic needs of the local communities and individuals in the current and future generations (ACT ENVIRONMENT PROTECTION LAW, 2001, No 62, item 627). This means that occurrence of negative social and economic processes in development may make their sus-

tainable development impossible. In particular, the Code of Conduct for Responsible Fisheries was adopted by the UN's Food and agriculture Organization (FAO) stressed that "in order to ensure the sustainable management of fisheries and to enable social and economic objectives to be achieved, sufficient knowledge of social, economic and institutional factors should be developed through data gathering, analysis and research" (FAO, 1995; ISEGHEM *et al.*, 2011).

Hence the first stage of work involved determination of the socioeconomic development level within the Fisheries Local Action Groups covered areas, which indicates appropriate development of the area using the existing endogenous potential (BLOUNT, 2012). For that purpose, indicators were assumed from the demographic-social, economic as well as technical and social infrastructure related domains.

Demographic-social indicators: population density, birth rate per 1000 residents, balance of migrations per 1000 residents, share of population in post-production age group in the total population, share of the unemployed in the population in the productive age group.

Economic indicators: business entities per 10,000 residents, per capita income of communes;

Indicators related to technical and social infrastructure: water supply network density per

100 km², sewers network density per 100 km², average usable area of a residential unit per 1 person, students per 1 computer with access to the Internet for use by students of elementary schools, excluding special schools, population per 1 health care facility;

The Hellwig's taxonomic method (HELLWIG, 1968) of differences index was assumed for the purpose of determining the level of socioeconomic development based on which it is possible to determine the level of membership of individual communes in the established classes. It is represented by the formula:

$$d_i = \frac{C_{ij}}{C_o}$$

where:

C_{ij} – distance of every point P_i from P_o .

The distance of every P_i from P_o is computed according to the formula:

$$C_{ij} = \sum_{k=1}^m [(X_{ik} - X_{jk})^2]^{\frac{1}{2}} \quad i=1,2,\dots,n$$

$$C_o = \bar{C}_{ij} + 2S_o$$

$$\bar{C}_{ij} = \frac{1}{n} \sum_{i=1}^n C_{ij}$$

$$S_o = \left[\frac{1}{n} \sum_{i=1}^n (c_{ij} - \bar{c}_j)^2 \right]^{\frac{1}{2}}$$

Intervals of the development measure values developed based on the arithmetic average and standard deviation are the base for identification of classes. Based on the assumed classification, the FLAGs could be classified to four groups according to the level of socioeconomic development where class I represented the highest level that the analysed unit could accomplish while class IV the lowest level. The level of socioeconomic development was computed for the FLAGs as in 2004 when in May Poland became a Member State of the European Union and as in 2012 when it had been benefiting from the Union funds for some years. The aim of

analysis is to verify whether correlation exists between performance of operations within the framework of Priority axis 4 of OP FISH and improvement of socioeconomic situation of people living in towns and communes associated in the analysed Fisheries Local Action Groups in Western Pomeranian, Pomeranian and Warmińsko-Mazurskie voivodships as sustainable development of fisheries areas is the main goal of Priority axis4.

Outcomes of activities of the Fisheries Local Action Groups positioned along the sea coast

From the organisational perspective concerning implementation of assumptions of Priority Axis 4 as well as from the perspective of organisational and financial responsibility, the Fisheries Local Action Groups operating in the form of associations are responsible for the process of formal selection of the projects and their consistency with the Local Strategies for the Development of Fisheries Areas (LSDFA).

Sustainable development of fisheries areas is the main objective of Priority axis 4. The Hellwig method (1968) was applied for evaluation of the level of socioeconomic development of the area taking into account the existing endogenous potential and use of the Union funds in the years 2004 and 2012. The analysis used indicators concerning the demographic-social, economic and technical and social infrastructure related domains. Based on the classification assumed, the FLAGs were allocated to one of four groups characterising the level of socioeconomic development where class I represents the highest level that the analysed FLAG could accomplish while class IV is the lowest level.

Based on the conducted studies it was established that between 2004 and 2012 an improvement in socioeconomic development level occurred in the functional areas of the FLAGs. In both 2004 and 2012 the highest level of development compared to the other Fisheries Local Action Groups was accomplished by Słowińska Fisheries Local Action Group. The Północno-kaszubska Fisheries Local Action Group was characterised by the lowest level of

Table 2. Socioeconomic development level – comparison of results

Classes of socioeconomic development	Number of qualified FLAGs		
	2004	2012	comparison
Class I – high development	1	2	increase
Class II – average development	3	3	no change
Class III – low development	4	3	decrease
Class IV – very low development	1	1	no change

Source: Own work

socioeconomic development. Considering the funds available within the framework of Priority axis 4 of the OP FISH (Fig. 6) the highest limit of funds was projected for that group according to the framework contracts.

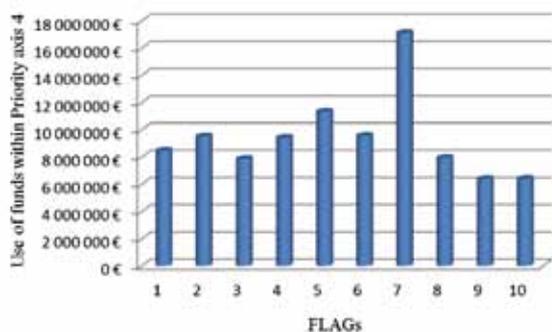


Fig. 6. Limit of found under Axis 4 OP FISH 2007-2013
Names of FLAGs: 1 - Zalew Szczeciński FLAG, 2 - Kolobrzaska FLAG, 3 - Mieleńska FLAG, 4 - Darłowska FLAG, 5 - Słowińska FLAG, 6 - Pradolina Łeby FLAG, 7 - Północno-kaszubska FLAG, 8 - Rybacka Brać Mierzei FLAG, 9 - Zalew Wiślany FLAG; 10 - The average for all FLAGs in Poland

According to the data from June 2012, within the framework of OP FISH 2007-2013, the highest pressure on use of funds within Priority axis 4 was focused on residents living quality improvement in the FLAG covered area, tourism development, protection of environment and business activity (Fig. 7).

Mielno Fisheries Local Action Group within which the level of socioeconomic development changes so much between 2004 and 2012 that it moved from class II to class I representing the highest level of development obtained the highest amount of funding. This does not mean, however, that within the area of the other administrative units associated in Fisheries Local Action Groups there had been no improvement of socioeconomic situation between 2004 and 2012. Considering indicators such as the share

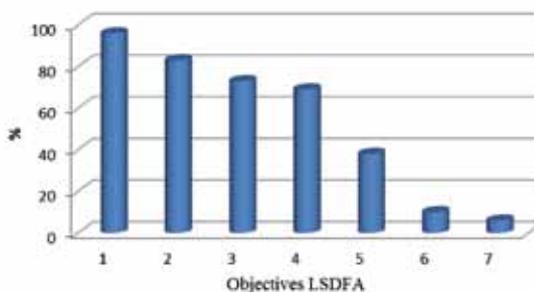


Fig. 7. Evaluation of performance and progress of implementation of priority axis 4

Legend: 1 - Increase of social capital and residents living quality improvement in the FLAG covered area; 2 - Tourism development and cultural potential use; 3 - Protection of environment and natural heritage; 4 - Creating conditions for effective and profitable business activity and diversification of incomes of the residents; 5 - Increase in the value of fisheries sector products; 6 - Strengthening of the FLAG activity; 7 - Development of interregional and international cooperation of the FLAG

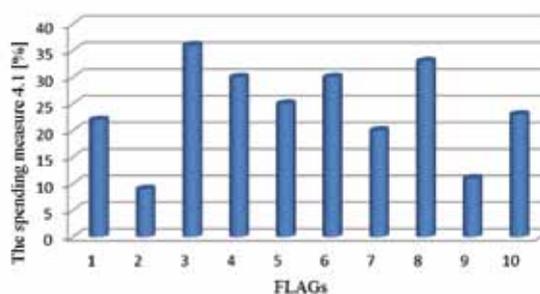


Fig. 8. Spending of funds for development of fisheries areas within the framework of measure 4.1 at the level of contracts for co-financing for the years 2010-2011 (status as at 30 June 2012)

Names of FLAGs: 1 - Zalew Szczeciński FLAG, 2 - Kolobrzaska FLAG, 3 - Mieleńska FLAG, 4 - Darłowska FLAG, 5 - Słowińska FLAG, 6 - Pradolina Łeby FLAG, 7 - Północno-kaszubska FLAG, 8 - Rybacka Brać Mierzei FLAG, 9 - Zalew Wiślany FLAG; 10 - The average for all FLAGs in Poland

of the unemployed in the production age population, number of business entities per 10,000 residents and per capita income improvement of the indicators occurred in all the Fisheries Local Action Groups in 2012 as compared to 2004.

It is difficult to determine unequivocally the influence of using the Priority axis 4 on the socioeconomic development of studied areas within the areas of influence of the FLAGs. This is a consequence of the internal diversification of the units belonging to the FLAG, their number and nature (town, village). Nevertheless, there is no doubt that the funds originating from the EFF contributed to the improvement of socioeconomic situation in the individual areas. Within the financial perspective of 2007-2013, there was, in average ca. EUR 6 million per one FLAG in Poland. In the sea coast FLAGs the average amount was over EUR 8 million.

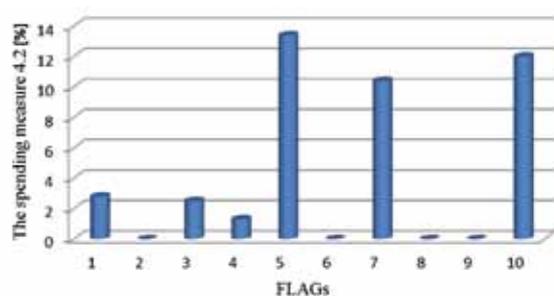


Fig. 9. Spending of funds for development of fisheries areas within the framework of measure 4.2 the level of contracts for co-financing for the years 2010-2011 (status as at 30 June 2012)

Names of FLAGs: 1 - Zalew Szczeciński FLAG, 2 - Kołobrzaska FLAG, 3 - Mieleńska FLAG, 4 - Darłowska FLAG, 5 - Słowińska FLAG, 6 - Pradolina Łeby FLAG, 7 - Północno-kaszubska FLAG, 8 - Rybacka Brać Mierzei FLAG, 9 - Zalew Wiślany FLAG, 10 - The average for all FLAGs in Poland.

Based on Fig. 9 it can be concluded that until now the funds of the subject measure have not been used to a significant extent; four as of nine analysed FLAGs, until 2012 had not applied at all for the funds for interregional or international cooperation between fisheries areas. Axis 4 of the European Fisheries Fund (EFF) includes a provision to support inter-regional and transnational cooperation between fisheries areas. This aspect of Axis 4 aims to encourage Fisheries Local Actions Groups (FLAGs) to share ideas and experiences and to engage in cooperative projects and initiatives that contribute to the sustainable development of fisheries areas (FARNET, 2010, guide 2).

A description of the projects under the funding LGR

Coastal fishing groups in the period 2007-2013 carried out many projects funded by the European Fisheries Fund. These activities have a positive impact on the development of fisheries areas and bring lasting socio-economic effects. Examples of major projects completed in the coastal areas in Poland are shown below.

Package 1

Undertakings for strengthening competitiveness and maintaining attractiveness of the area:

- adaptation and equipment of places in which Internet access services will be provided,
- public transport functionality improvement (construction, reconstruction, refurbishment or rehabilitation of objects of small architecture serving performance of activities related to that transport),
- revitalisation of the locality by implementation of the integrated project (involving rehabilitation of sidewalks, parking lots, squares, cycling paths, green areas, parks, public buildings and objects fulfilling social, cultural, sports and recreation functions or equipping them),
- refurbishment, reconstruction or adaptation of buildings registered in the register of monuments or included in the voivodship register of monuments,
- organisation of interest groups for children and youth,
- construction, refurbishment or reconstruction of small tourism infrastructure (marinas, baths, viewpoints recreation and camping, places, tourist routes, angling locations, tourist information points, paths and access roads to the locations of investment projects),
- adaptation of tourist and sports and recreation facilities to the needs of the disabled,
- establishment of museums, regional chambers, memorial chambers or open air museums in particular related to the fisheries traditions,
- promotion of the area covered by the LSDFA,
- Popularisation of fisheries related to the area covered by the LSDFA.

Package 2

Undertakings involving restructuring or reorientation of business activity or diversification of employment of people in positions related to the fisheries sector by creating additional jobs outside that sector:

- construction, reconstruction or demolition of objects in which business activity is or will be conducted or utilisation of waste originating from demolition,
- development of land on which business activity is or will be conducted,
- equipment of facilities in which business activity is or will be conducted to the extent necessary for conducting it,
- refurbishment or adaptation of a fishing vessel on which business activity is conducted or purchase or construction of a new vessel on which business activity is to be conducted,
- participation in training courses, trainings, internships and other forms of education aimed at vocational reskilling,
- purchase of machines, devices or means of transport intended for conducting business activity excluding purchase of cars.

Only entities conducting business within the area of communes covered by the LSDFA in the areas of: fish breeding or growing (those entities must be licensed for fisheries activity); processing, trade in products of fisheries or aquaculture or utilisation of waste produced in the fisheries sector related to providing services to fisheries sector, in particular production, maintenance or repair of equipment for fishing activities may apply for co-financing of projects within package 2.

Package 3

Undertakings increasing the value of fisheries products, development of services for the community from the area by establishment and development of alternative systems of direct sales of fisheries products:

- maintenance and repair of automotive vehicles, ships and boats,
- retail trade, excluding retail trade in automotive vehicles,

- service activities related to nutrition,
- activities related to software and IT as well as related activities,
- legal, accounting-bookkeeping and tax advisory activities,
- activities in architecture and engineering, technical studies and analyses,
- health care,
- sports, entertainment and recreation activities,
- repair and maintenance of computers, personal and household goods,
- finishing construction works,
- activities related to accommodation and gastronomy services.

Package 4

Undertakings in protection of the environment or natural heritage aiming at maintaining its attractiveness or restoring production potential of fisheries sector in case of its damage as a consequence of a natural disaster:

- melioration projects (reclamation including restoring the natural character and maintenance of water reservoirs, fire protection, control of retention capacity by implementation of small retention programme, shaping the course of coast line regulation),
- construction, reconstruction, extension or protection of waterways,
- retention of biodiversity and protected species of fish or other aquatic organisms,
- retention and protection of areas covered by special forms of nature protection, including Natura 2000 areas,
- renovation, protection and marking of bath sites,
- protection and marking of monuments of the nature,
- refurbishment or reconstruction of buildings and structures, replacement of installations and technical devices in those buildings and structures related to conducting fisheries activities,
- operations involved in repair of damages resulting from natural disasters in inland and maritime waters and restoring the original status of environment in those areas.

CONCLUSIONS

Poland has the largest number of the FLAGs among all the EU Member States. It is worth highlighting that it also has the largest EFF budget within the framework of the OP FISH. The operational funds available from Priority axis 4 allow strengthening competitiveness and retaining attractiveness of fisheries areas as well as diversification of employment by creating additional jobs outside the fisheries sector. The funds of measure 4.1, i.e. development of fisheries areas are of key importance for development of those areas. Based on the conducted analyses it can be concluded unequivocally that sustainable development of sea coastal areas is taking place. So far, operations of measure 4.2 have enjoyed little interest which allows concluding that there is need for improving operations and management in the Polish FLAGs. Those, nevertheless, are secondary operations that do not offer measurable socioeconomic benefits for the region. The possibility of obtaining funds for current operation of non-government organisations such as the FLAGs is particularly important for accomplishment of the Common Fisheries Policy goals.

Among the most important difficulties in Priority axis 4 was implementation of the following should be mentioned: diversified principles of operation of the FLAGs and the resulting difficulties in interpretation and irregularities; frequent changes in the LSDFA and multitude of intermediary institutions. It's also important to stress the lack of tools on the side of supervisory institutions and ineffective FLAG budget management.

We already know the assumptions of the next (third) Operational Programme "Fisheries and Sea" (OP FS) financed from the European Maritime and Fisheries Fund (EMFF) for the years 2014-2020. The draft OP MF is consistent with the strategic objectives defined in the reform of the CFP (draft Environmental impact projection of the Operational Programme "Fisheries and Sea" co-financed from the European Maritime and Fisheries Fund for the years 2014-2020, Ministry of Agriculture and Rural Development).

Use of the existing potential related to access to open waters may in a real and concrete way change into the better the economic standing of Europe and hence influence in the positive way the life of citizens, particularly those economically dependent on fisheries areas.

REFERENCES

- ACT ENVIRONMENT PROTECTION LAW. 2001. No 62, item 627.
- BARTŁOMIEJSKI, R. 2011. Fisheries Local Action Groups: A New Theme for Researching Maritime Communities. *Annals of Marine Sociology* vol. XX, pp. 46-55.
- BLOUNT, B. 2012. Editorial: Towards Regionalization of the Common Fisheries Policy? *Maritime Studies*, 11: 4.
- COUNCIL REGULATION (EC). No. 1083/2006 of 11 July 2006 laying down general provisions on the European Regional Development Fund, the European Social Fund and the Cohesion Fund and repealing Regulation (EC) No 1260/1999.
- COUNCIL REGULATION (EC). No. 1198/2006 of 27 July 2006 on the European Fisheries Fund.
- ERNST & YOUNG. 2011. EU wide report: EU Intervention in Inland Fisheries. Framework contract FISH/2006/09.
- FAO. 1995. Code of Conduct for responsible fisheries. Food and Agriculture Organization, Rome. 41 p.
- FARNET. 2010. guide 2. Working together for EU fisheries areas, Guide to starting Cooperation between Fisheries Local Action Groups.
- FARNET. 2010. Guide 1. Area-based Development in EU Fisheries Areas A Start-up Guide for Fisheries Local Action Groups (FLAGs). pp. 1-38.
- HEGLAND, T. J. 2009. The Common Fisheries Policy and Competing Perspectives on Inte-

- gration, Publication Series Department of Development and Planning, No. 2009-6, pp.1-18.
- HELLWIG, Z. 1968. Zastosowanie metody taksonomicznej do typologicznego podziału krajów ze względu na poziom ich rozwoju oraz zasoby i strukturę wykwalifikowanych kadr (Application of the taxonomic distribution of the typological countries due to their level of development and the structure of resources and qualified staff), *Przegląd Statystyczny* T.15 nr 4.
- ISEGHEM, S. V., E. QUILLEROU, C. BRIGAUDEAU, C. MACHER, O. GUYADER & F. DAURES. 2011. Ensuring representative economic data: survey data-collection methods in France for implementing the Common Fisheries Policy. *ICES J. Mar. Sci.*, 68(8): 1792-1799.
- OPERATIONAL PROGRAMME "Sustainable Development of the Fisheries Sector and Coastal Fishing Areas 2007-2013". 2008. Ministry of Agriculture and Rural Development, Warsaw.
- RAAKJAER, J. & T.J. HEGLAND. 2012. Introduction: regionalising the Common Fisheries Policy. *Maritime Studies*, 11(1):1-7.
- REGULATION by the Minister of Agriculture and Rural Development of 15 October 2009 on the specific conditions and procedure for award, disbursement and reimbursement of financial aid for implementation of measures covered by priority axis 4 – Sustainable development of fisheries areas in the Operational Programme "Sustainable Development of the Fisheries Sector and Coastal Fishing Areas 2007-2013 (Dz. U. No 177, item 1371 as amended).
- THE ACT of 3 April 2009 on supporting sustainable development of fisheries sector with participation of the European Fisheries Fund (Dz. U. No 72, item 619 as amended).
- THE COMMON FISHERIES POLICY. 2009. User's Guide, European Commission. Pages??
- THUESEN, A. A. 2010. Is Leader Elitist or Inclusive? Composition of Danish LAG Boards in the 2007-2013 Rural Development and Fisheries Programmes. *European Society for Rural Sociology. Sociologia Ruralis.*, 50(1): 31-45.
- SALMI, P. 2012. The social in change: property rights contradictions in Finland. *Maritime Studies*. 11:2.
- SYMES, D. 2012. Regionalizing the Common Fisheries Policy: context, content and controversy. *Maritime Studies*. 11:6.
- WAKEFIELD, J. 2012. Common Fisheries Policy Reform and Sustainability. *European Policy Analysis*, 6: 1-12.

Received: 26 November 2013

Accepted: 4 November 2014

Održivi razvoj obalnih područja - Poljska iskustva nakon ulaska u Europsku uniju temeljena na primjeru ribarskih lokalnih aktivnih skupina (FLAGs) u razdoblju od 2007. - 2013. godine

Krystyna KUROWSKA*, Hubert KRYSZK i Marta GWIAZDZIŃSKA-GORAJ

*Fakultet geodezije i upravljanja zemljištem, Odjel za planiranje i prostorno inženjerstvo,
Prawocheńskiego Str. 15, 10-724 Olsztyn, Poljska*

**Kontakt adresa, e-mail: krystyna.kurowska@uwm.edu.pl*

SAŽETAK

Cilj Zajedničke ribarstvene politike (CFP) Europske unije je osigurati održivo iskorištavanje živih vodenih resursa i akvakulture u kontekstu održivog razvoja uzimajući u obzir uravnoteženost ekoloških, ekonomskih i društvenih okolnosti. Poljska kao država članica Europske unije ima pristup strukturnim fondovima. Aktivnosti koje financira EU kroz ribarstvene lokalne aktivne grupe (FLAGs), odnosno osobe povezane s predstavnicima sveobuhvatnog sektora ribarstva, općina i drugih subjekata javnog i civilnog sektora. FLAGs su dobrovoljne udruge koje djeluju na područjima ovisnim o ribarstvu, te imaju najveće mogućnosti provedbe pretpostavki Zajedničke ribarstvene politike.

Ribarstvene lokalne aktivne grupe (FLAGs) u Poljskoj su nosioci izvršitelji programa „Održivi razvoj ribarstva i obalnim ribolovnim područjima 2007-2013” [OP FISH 2007 - 2013] u okviru Prioriteta 4 „Održivi razvoj ribolovnih područja”. U zemlji postoji 48 ribarstvenih lokalnih akcijskih skupina od kojih se 9 temelji na problematici pristupa Baltičkom moru.

Iznos od preko 313 milijuna eura je izdvojen za provedbu Prioriteta 4 od Operativnog Programa FISH 2007-2013. To predstavlja oko 32% od sredstava za financiranje cjelokupnog operativnog programa „Održivi razvoj ribarskog sektora i ribolovnih obalnih područja 2007-2013”.

Pretpostavlja se da će aktivnosti FLAGs pridonijeti poticanju zajednica u područjima ovisnih o ribarstvu, uključujući društvene i gospodarske partnere iz određenog područja, u planiranju i provedbi lokalnih inicijativa. Rad prikazuje rezultate iz poljskog iskustva rada FLAGs (načela rada FLAGs, projekte, povlačenje sredstava za financiranje pojedinih vrsta aktivnosti u sklopu aktivnosti obalnih zajednica). Pokušati će se vrednovati ishod od provedbe pojedinih radnji i povučenih sredstava iz Unije za sektor morskog ribarstva, a koji proizlazi iz aktivnosti Ribarstvenih lokalnih aktivnih grupa (FLAGs). Analiza obuhvaća godine u okviru sadašnje financijske perspektive za razdoblje 2007.-2013. g.

Rezultati istraživanja predstavljani u radu, a u svezi ishoda iz provedbe pojedinih projekata FLAGs, temelje se na podacima dobivenim iz Ministarstva poljoprivrede i ruralnog razvoja, koji potječu izravno od odabranih lokalnih ribarstvenih aktivnih grupa i vlastitih istraživanja na terenu. U okviru studije pokušalo se utvrditi postoji li povezanost između provedbe aktivnosti u okviru Prioritetne osi 4. OP FISH i poboljšanja društveno-ekonomske situacije stanovništva obuhvaćenog ribarstvenim lokalnim aktivnim grupama.

Primijenjena je Hellwig metoda (1968) kako bi se utvrdio stupanj socio-ekonomskog razvoja. Također su primijenjeni pokazatelji koji se odnose na demografske, društvene, ekonomske i odnose, te tehničke i društvene infrastrukture područja razrađene na temelju podataka Državnog zavoda za statistiku za 2004. i 2012. godinu.

Ključne riječi: Baltičko more, lokalne ribarstvene akcijske grupe, strukturni fondovi EU, morski ribolov, održivi razvoj obalnih područja

