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## CROSS-BORDER COOPERATION – THE BARRIERS ANALYSIS AND THE RECOMMENDATIONS

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**Abstract:** The issue concerns the barriers limiting the process of cross-border cooperation (CBC) in Euroregions. There are two identified kinds of barriers coming out from the cross-border environment and the specific CBC circumstances in Euroregions. These barriers are identified and analysed with reference to the strategic goals of Cieszyn Silesia Euroregion, located on the Polish-Czech border. The goal of this paper is to point out the possible ways to limit the key barriers hindering the achievement of Euroregion goals, thanks to the commitment of the three key CBC stakeholders. The results of the research are analysed in comparison with other research concerning EUROACE Euroregion, located between the Portuguese and Spanish territories. Research shows that in both Euroregions similar ‘external’ barriers to the development of cross-border cooperation are identified, which are characteristics of peripheral regions, distant from national and regional decision centres. At the same time, the study identified ‘internal’ barriers to the development of cross-border cooperation, which most strongly affect the social objectives of cooperation and can be reduced at the local level by a skilful policy of local governments that should create the development of Euroregions and mobilize non-governmental organizations and entrepreneurs for cooperation.

**Key words:** Cross-border Cooperation (CBC), Euroregions, Inter-organizational Cooperation, Sustainable Development, Territorial Cohesion

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### Introduction

Territorial partnerships, including cooperation in Euroregions, are alliances that change the functioning of not only the cooperating organizations but also their surroundings, as well as the region in which they operate. What is more, in the specific type of cooperation, the goals of the co-operating organizations should be part of the broadly understood objectives of cross-border cooperation (CBC), which has a decisive impact on building the socio-economic cohesion of the

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Euroregion, in accordance with the interests of the area in which it is located (Howaniec and Kurowska-Pysz, 2014). In this process, there are usually disruptions that are caused, among other factors, by the occurrence of numerous barriers of different origins. They are contrasted with the defined objectives of the CBC, and the key CBC stakeholders play an important role in overcoming at least some of these barriers.

In this study, the authors have analysed the barriers to the CBC development in the Czech-Polish Euroregion called Cieszyn Silesia. The studied barriers have been assessed in the 'internal – external' system in relation to the key CBC objectives, namely social, economic and environmental, defined in the Euroregion strategy (Cieszyn Silesia Euroregion Strategy, 1998). Moreover, the authors have used the methodology of data assessment implemented in the OTALEX-C Project in EUROACE Euroregion located between the Portuguese and Spanish territories (Batista et al., 2013).

### **The Key Barriers to Cross-border Cooperation in Euroregions - Theoretical Background**

The CBC plays a major and relevant role within the integration process of the European territories (Guo, 2018, Castanho et al., 2016; 2017; 2018). The CBC consists in creating a network of connections that help develop socio-economic cooperation (Kurowska-Pysz, 2015) and gives way to dispose of the cultural and social barriers in local communities on borderlands (Perkowski, 2010; Kurowska-Pysz, 2016b). A special CBC component is Euroregionalisation. The essence of Euroregionalisation is the realization of common interests across the borders by local communities as well as understanding the need to solve problems in the institutionalized dimension (Kurowska-Pysz, 2016a, Kurowska-Pysz, 2016b).

The Euroregion is a region located on the edges of two or more states, whose existence is based on a formalized CBC, common objectives of governments as well as other institutions and entities operating on its territory. The aim of the Euroregion is the CBC implementation, treated as jointly taken measures to strengthen and foster neighbourly relations between territorial communities or authorities of two or more contracting parties, as well as the conclusion of agreements and arrangements necessary for the adoption of implementation of such plans. The Euroregion is established and accepted by the European Union, which may financially support its activities. The effectiveness of the CBC in Euroregions is conditioned by many favourable and unfavourable factors (Scott, 2012). The scope and dynamics of the CBC is mainly affected by cultural, social and economic barriers, which may concern partners to a varying extent (Bufon et al., 2014; Jakubiec et al., 2013). Moreover, it is affected by the cooperation process or the area of cooperation (Sousa, 2013; Szczepańska-Woszczyna, 2014). The source of barriers can also be the surroundings (Prokkola, 2008; Svensson, 2015). Barriers can be classified in many ways, among others with respect to: limitations, type, area, nature of impact (Maik and Parysek, 1978). Another barrier classification

identifies the following negative groups of factors: economical, geographical, institutional, political and international, socio-cultural and linguistic factors (Szul, 2014).

The success of CBC also requires the involvement of the media reducing psychological and social barriers (Jóskowiak, 2003; Wróblewski, 2015; Wróblewski, 2017a). In accordance with the European Charter of Border and Cross-border Regions (Kundera and Szmyt, 2008; Wróblewski, 2014; Wróblewski et al., 2017b), active CBC must be based, among others, on removing barriers in the cross-border flow of production factors as well as environmental conditions. The authors have analysed different factors affecting the CBC in Euroregions in a negative way and have divided them into two groups:

- ‘internal’ barriers resulting from the specific and individual CBC circumstances connect with the CBC process in Euroregions as well as those connect with the CBC partners. These circumstances include the method of communication between partners in the Euroregion, availability of resources and potentials for the CBC development, knowledge of the CBC conditions and potential benefits flowing from it.
- ‘external’ barriers, generally independent of Euroregions and CBC partners, relate to the cross-border environment (e.g. legal regulations, the rules of functioning of administration, the economic and social situation, the development directions of the European Union's cohesion policy, the availability of European funds for the needs of the CBC development etc.).

The assessment of the possibility of achieving the objectives of cross-border cooperation in Euroregions should be linked to the analysis of all barriers that hinder cooperation. However, at the level of Euroregions, it is possible to exert an impact primarily on the elimination of ‘internal’ barriers. Unfortunately, ‘external’ barriers are not possible to be effectively eliminated in a short period of time. Therefore, in the context of the effectiveness of cross-border cooperation in a short period of time they should be treated as permanent ones.

### **Methodology**

The research problem of the issue concerns the barriers limiting the process of CBC in Euroregions. Based on the theoretical background discussed in the previous chapter there are identified ‘external’ barriers coming out from the cross-border environment and the individual environment of the CBC actors, as well as the ‘internal’ barriers related to the specific CBC circumstances in Euroregions and CBC actors’ level. These barriers are identified and analysed with reference to the strategic goals included in the Euroregions strategies, implemented by key actors in the CBC process. They are: regional and local governments, non-governmental organizations and entrepreneurs. In order to solve the research problem, the example of CBC in Euroregion Cieszyn Silesia (Polish-Czech) has been used.

The goal of this paper is to point out the possible ways in which the three key CBC actors can limit the barriers hindering the achievement of Euroregion goals. It is

also necessary to define their individual tasks in the CBC process in the scope of implementing solutions for reduction of these negative factors.

The research hypothesis was verified with the results of comparing the identified 'external' and 'internal' CBC barriers in Euroregion and its strategic CBC goals in the scope of the barriers coming out from the environment and the specific CBC circumstances. This hypothesis referred to the possibility of implementing some types of activities to reduce some of these barriers and to strengthen CBC with the involvement of key CBC actors. The authors sought to verify if it is 'more' possible to limit the 'internal' CBC barriers or 'external' CBC barriers and what should be the key actors' tasks in this process.

The authors have decided to evaluate the case of Cieszyn Silesia Euroregion (Polish-Czech) to answer the question concerning connections between the CBC goals and tasks with the CBC barriers in Euroregion. They also aimed to point out the individual tasks of main actors in the CBC process.

To answer the above question the authors used the studies and empirical research. Empirical research was realized using the desk research method as well as the IDI (Individual in Depth Interview) with representatives of managing team in Euroregion to verify the research thesis. Additionally, the authors used the methodology of data assessment implemented in the OTALEX-C Project in EUROACE Euroregion located between the Portuguese and Spanish territories. It covers two Portuguese regions and a Spanish region. OTALEX is a Territorial Observatory implemented in EUROACE Euroregion (Territorial and Environmental Observatory of Alentejo-Extremadura-Centro); which has enabled the collaboration and data exchange between both sides of the border.

### **CBC in Euroregion Cieszyn Silesia - Analysis of the Key CBC Barriers and CBC Goals**

The Silesia Cieszyn Euroregion is located in the border area of southern Poland and north-eastern Czech Republic, in the close vicinity of Slovakia. The area of the Euroregion is about 1,400 km<sup>2</sup> and the number of its residents is about 680,000 people. The Euroregion was established in 1998 as an agreement between the Czech representatives (municipalities from counties: Jablonek, Karwina and Trzyniec), the Polish representatives (municipalities from counties: Cieszyn, Bielsko-Biala, Wodzislaw Slaski). The members of the Euroregion are mainly self-governments, which with the participation of non-governmental organizations and the residents of the border, as well as entrepreneurs (Szczepanska-Woszczyna and Kurowska-Pysz, 2016; Wróblewski, 2016a) develop various CBC forms.

CBC in the Euroregion area results from the need to jointly balance the developmental differences of the borderland, build its territorial cohesion and undertake joint actions for sustainable spatial planning (Kurowska-Pysz and Szczepanska-Woszczyna, 2017; Wróblewski, 2016b). The second reason is the common desire to overcome the still dominant post-communist stereotype of the border, as an institutional and natural barrier to the integration of the neighbouring

communities, creating an artificial sense of separation. Another reason is the identified different common problems.

In the regional cooperation agreement, the strategic goal of cooperation within the Euroregion was formulated, i.e. balanced development of border areas and strategic tasks to achieve this goal, among others: a) the exchange of experiences regarding the development of the region and the labour market; b) the cooperation in spatial planning; c) solving common problems in the field of transport, communication and connectivity as well as the security of citizens, ecology and the environment; d) the cooperation in the prevention and elimination of consequences of natural disasters; e) the cooperation in the economic and commercial field; f) the development of tourism, culture, education and sport; g) the cooperation between schools and youth in the Euroregion. In reference to the above-defined goal concerning the sustainable development of the borderlands, the previously established tasks are analysed. Asymmetry has been noticed, which indicates the dominance of social tasks (e.g. development of the region, exchange of information and experience, culture, tourism, education and public safety). The share of economic tasks (labour market, transport and communication, economy and trade) is slightly smaller and environmental tasks are much less developed. At the same time, the adopted set of tasks determines the involvement of particular groups of stakeholders in their implementation. Social tasks are implemented mainly by self-governments and non-governmental organizations, which results from their statutory activities or missions. These two groups of stakeholders together with the borderland residents carry out the tasks related to the environment to the greatest extent. In turn, enterprises are engaged mainly in economic activities that bring them profits. However, as part of corporate social responsibility, their participation in the implementation of social and environmental tasks also increases.

**Table 1. The Impact of ‘internal’ Barriers on Strategic Tasks in Cieszyn Silesia Euroregion**

The name of the barrier	Impact assessment on strategic tasks included in the cooperation agreement (L- low, A – average, H – high) carried out separately for each of the key stakeholder groups (LG – local governments, NGO – non-governmental organizations, E – entrepreneurs)									Assessment of the impact of barriers on achieving the strategic objective
	Social tasks			Economic tasks			Environmental tasks			
	LG	NGO	E	LG	NGO	E	LG	NGO	E	
1.Lack of knowledge about the CBC and its benefits;	H	H	H	H	H	H	H	H	H	H
2.Lack of mutual trust;	H	H	A	A	A	H	A	A	A	A
3. Insufficient	A	A	L	A	L	H	A	A	L	A

knowledge of the partner's language and communication problems										
4.Differences in individual partners' interests	H	H	H	A	A	H	H	H	H	H
5.Lack of potential and resources for CBC development	H	H	H	H	H	H	H	H	H	H

The various types of factors, including barriers to the CBC development, were identified on the basis of previously carried out research, in the Cieszyn Silesia Euroregion (Table 1 and Table 2).

The impact of barriers was assessed using a 3-grade rating scale. The real impact of these barriers on the ability of these groups to carry out the strategic tasks indicated in the cooperation agreement was primarily taken into consideration with reference to key interest groups.

**Table 2. The Impact of 'external' Barriers on Strategic Tasks in Cieszyn Silesia Euroregion**

The name of the barrier	Impact assessment on strategic tasks included in the cooperation agreement (L- low, A – average, H – high) carried out separately for each of the key stakeholder groups (LG – local governments, NGO-non-governmental organizations, E – entrepreneurs)									Assessment of the impact of barriers on achieving the strategic objective
	Social tasks			Economic tasks			Environmental tasks			
	LG	NGO	E	LG	NGO	E	LG	NGO	E	
1.Cultural differences and differences in the mentality of partners	H	H	L	L	L	H	L	L	L	A
2.Differences in the legal and administrative conditions (society, economy, environment)	H	H	H	H	H	H	H	H	H	H
3.Poor connectivity and accessibility (transport)	A	A	A	H	H	H	L	L	L	A
4. Lack of public and private funds for CBC development	H	H	A	L	L	H	H	H	H	H

5.Competition as well as different interests in economy and entrepreneurship development	L	L	L	H	H	H	L	L	L	A
6. Lack of political commitment and different interests of regions and countries	H	L	L	H	H	H	H	H	H	H
7.Differences in environmental protections and environment management conditions.	H	H	H	A	A	A	H	H	H	H

### Discussion and Conclusions

It is evident that both internal and external barriers affect the CBC development. However, the impact is diversified in terms of the types of barriers and their intensity. Research conducted in the Euroregion Cieszyn Silesia proves that 'internal' barriers have the greatest impact on the implementation of social tasks that dominate the cooperation agreements between partners. The most susceptible are self-governments and non-governmental organizations. Economic tasks are mainly carried out by entrepreneurs. Therefore, the results highlight that these factors have a significant influence on them. In relation to environmental tasks, all barriers affect each target group almost to the same extent. In general, among the 'internal' barriers of the highest impact the following are considered: lack of knowledge about the CBC and its benefits; differences in individual partners' interests and lack of potential and resources for the CBC development. These three factors play a fundamental role in the development of cross-border cooperation and to a large extent, determine its effectiveness. Lack of knowledge about the CBC and its benefits in principle mainly concern non-governmental organizations and to an even greater extent, enterprises. The largest access to knowledge about CBC is held by local governments, which as a rule formally develop cross-border cooperation. However, it does not have a real dimension in each case. In order to minimize the impact of this barrier on cross-border cooperation, it is important to educate the other target groups through the Euroregion and local governments. This can be done by raising awareness of conditions for undertaking cross-border cooperation, its development models and the benefits they can derive from this cooperation in the aspect of their own activity. This last element is of key importance above all for entrepreneurs who establish contacts with a view to make profit, and therefore the profit criterion may in their case determining the profitability of cross-border cooperation. This barrier is directly connected with

another limitation identified in the research, i.e. differences in the individual interests of the partners. Although, as a rule, the development of the borderland is based on common goals and expectations of the representatives of cooperating areas, and this principle is not always transferred to the level of individual cooperation actors. Striving for effective cross-border cooperation must therefore be based on mobilizing partners who really share similar values and have mutually complementary expectations, which as a result of cross-border cooperation can allow each of them to achieve their goals. The role of the Euroregion itself is extremely important in this respect, as it should recognize the needs of individual stakeholders and associate partners for cooperation based on a community of their interests. It is worth noting that this barrier has a strong impact, both in terms of social and environmental goals, but it is less important when it comes to economic goals. These goals are implemented almost exclusively by enterprises, whereas local governments and non-governmental organizations avoid such activities, due to the threat of public aid, especially felt in the case of using the EU financial support. The third most-felt internal factor limiting cooperation is the lack of potential and resources. This problem may affect each of the key actors of cooperation, but it is most noticeable in the case of non-governmental organizations. It is worth noting that local governments usually have the budget resources that enable them to start and develop cooperation, while enterprises are able to allocate funds and resources for cross-border cooperation if they see economic profit in it.

In the case of non-governmental organizations, mobilizing potentials and resources for cross-border cooperation, in a generally non-profit business model, is quite difficult to attain.

‘External’ barriers have the greatest impact on economic and environmental tasks. These barriers are based on supra-local regulations (law, administration, political and economic interests and competition) to a large extent and affect the social sphere, where local activities such as ‘people for people’ dominate, to a smaller extent. The barriers most strongly limiting implementation of strategic tasks include: differences in the legal and administrative conditions (society, economy and environment); lack of public and private funds for the CBC development; lack of political commitment and different interests of regions and countries as well as differences in environmental protections and environment management conditions. In the case of ‘external’ barriers, it is difficult to talk about their real and effective elimination at the local level with the involvement of local governments, non-governmental organizations or entrepreneurs. The source of these restrictions is in fact, regulations and factors perceived at least on a regional or national scale. They affect all partners of cross-border cooperation. However, their negative individual impact depends on the cooperation model, the status of partners, experience in cooperation and the scope of cooperation. These are conditions strictly related to the preparation of partners for cross-border cooperation, resulting from the ability to overcome the ‘internal’ barriers to cooperation.



While the partners understand their needs and expectations in terms of cooperation better, they are able to jointly implement the cooperation model and are the least susceptible to administrative and legal differences. If the partners treat cross-border cooperation as an opportunity to achieve their individual and shared goals, then the funds devoted to this cooperation will be treated as a profitable investment. Such regularity concerns not only projects implemented jointly by local governments or non-governmental organizations from public or social funds, but also commercial projects developed by enterprises in the model of cross-border cooperation.

The most difficult barriers to overcome are problems related to the lack of involvement in cooperation at the level of regions or countries. While cross-border cooperation does not occupy a significant place in development strategies, it is difficult to obtain public funds for such activities. For this reason, the number of entities interested in cross-border cooperation is limited. These are usually public institutions, mainly local government, which in this way implement the mission of cross-border cooperation at the local level. At the same time, the lack of favourable conditions for cooperation, primarily financial, is discouraging for NGOs and even more for enterprises. They have difficult access to many projects due to the fear of using public aid.

Environmental problems remain the most niche area of cross-border cooperation. Although environmental pollution knows no boundaries and it is a common problem of the neighbouring regions, differences in environmental law and environmental policy effectively hinder cross-border cooperation in this field. The divergent interests of entrepreneurs, social organizations and local governments often overlap with this problem. It is hereby difficult to compromise, which is very important in cross-border cooperation. Minimizing this environmental barrier, as well as the issue of increasing involvement in cross-border cooperation at the level of regions and countries requires actions that go beyond the capabilities of the main actors of this cooperation. In this respect, good conditions for the development of cross-border cooperation at the local level can be stimulated only by limiting 'internal' barriers and investing in strengthening social relations, which are the foundation for the development of bottom-up initiatives.

The barriers to specific objectives of cooperation diagnosed in the Euroregion Cieszyn Silesia are compared with the results of research in the Euroregion EUROACE located between the Portuguese and Spanish territories. In this Euroregion, analysis of barriers and objectives of cross-border cooperation is carried out as part of the OTALEX-C project. Several studies have been developed in the last few years including Nunes da Silva et al. (2007), which analyses and assesses the region development opportunities; Dominguez et al., (2015), which assesses the sustainability of the South Portuguese and Spanish regions where they have been studied and questioned; Decoville et al. (2015), which identifies opportunities for CBC; Medeiros (2015), assessing the territorial impact of CBC; Castanho et al. (2016) identifying critical factors for success in CBC areas; Castanho et al. (2017) analysing and assessing the CBC Project of the Euro-City

Elvas-Badajoz. Thus, based on the above-mentioned documents it has been possible to identify and update the key ‘internal’ barriers EUROACE Euroregion divided into three parts: socio-economic, political-strategic and environmental.

**Table 3. Key CBC Barriers Identified in the EUROACE Euroregion**

Themes		
socio-economic	political-strategic	environmental
1.Lack of entrepreneurship 2.Poor connectivity and accessibility – movement between cities 3.Weak economy 4.Different systems of social security, pension and taxes	1.Lack of political commitment 2.Territorial governance disparities 3.Disarticulated planning 4.Bureaucratic barriers	1.Conservation and protection strategies differences 2.Gap in the environmental assessment

Research also confirms that ‘external’ barriers to the development of CBC include factors such as:

- the physical barrier: this area is located in a peripheral territory of the Spanish peninsular region, and also the Portuguese area away from its capital – Lisbon,
- political barriers materialized by the lack of interest of the public authorities to develop common work: Madrid and Lisbon are still far from the problems that they suffer on both sides of the border (Boehnke et al., 2015, Junta de Extremadura, 2015),
- the low competitiveness of enterprises within EUROACE territories and absence of cross-pollination between the different market sectors, public and social (Junta de Extremadura, 2016),
- the international lack of an entrepreneurial business and technology.

The comparison of these barriers indicates similar factors hampering the development of borderlands, even in such distant Euroregions as Cieszyn Silesia and Euroace (CCDRC, 2017). This proves the influence of universal mechanisms limiting the development of peripheral areas, which occur at various levels on the borderlands. The factors resulting from the functions of areas and from the behaviour and attitudes of actors of cross-border cooperation prevail. However, these factors can be modelled in a specific way, while limiting the occurrence of ‘internal’ barriers to cross-border cooperation. External barriers are particularly difficult to overcome. However, research in the Euroregion of Cieszyn Silesia indicates that it is possible to limit the impact of ‘internal’ barriers to cooperation at the local level, which are largely responsible for social objectives of cooperation.

The ‘internal’ barriers mostly concern non-governmental organizations and enterprises, although each of these groups is affected by their impact for other reasons. Among the actors of cross-border cooperation, the implementation of social goals is the closest to self-governments, which have these tasks included in their mission and are best prepared for that. Most often, it is the local governments who are members of the Euroregions and have the best access to knowledge about

cross-border cooperation. Therefore, it is self-governments, which implement social goals as security provision for the needs of local communities that should engage in promoting cross-border cooperation among non-governmental organizations and entrepreneurs, based on information about: the essence of this cooperation and its models, as well as resources and potentials for cooperation and benefits of cooperation.

This can be done through activities such as:

- extending cross-border administrative cooperation between local governments to other areas: education (schools), culture (cultural centres), tourism (tourist information centres)
- providing non-governmental organizations with periodic financial support for own contributions to European projects (CBC seed money funds)
- development of cross-border thematic clusters, among others in the fields of entrepreneurship, culture and art and transport
- organization of partnership exchanges for non-governmental organizations and entrepreneurs interested in cross-border cooperation
- promoting good practices from cross-border cooperation among organizations that have not been in contact with it so far.

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#### WSPÓLPRACA TRANSGRANICZNA - ANALIZA BARIER I ZALECENIA

**Streszczenie:** Kwestia dotyczy barier ograniczających proces współpracy transgranicznej (CBC) w euroregionach. Istnieją dwa zidentyfikowane rodzaje barier wychodzących ze środowiska transgranicznego oraz szczególne okoliczności związane z CBC w euroregionach. Bariery te są identyfikowane i analizowane w odniesieniu do celów strategicznych Euroregionu Śląsk Cieszyński, położonego na granicy polsko-czeskiej. Celem tego artykułu jest wskazanie możliwych sposobów ograniczenia kluczowych barier utrudniających osiągnięcie celów euroregionu, dzięki zaangażowaniu trzech kluczowych interesariuszy CBC. Wyniki badań są analizowane w porównaniu z innymi badaniami dotyczącymi Euroregionu EUROACE, zlokalizowanego między regionami portugalskimi i hiszpańskimi. Badania pokazują, że w obu euroregionach zidentyfikowano podobne "zewnętrzne" bariery rozwoju współpracy transgranicznej, które są cechami regionów

peryferyjnych, odległych od krajowych i regionalnych ośrodków decyzyjnych. Jednocześnie w badaniu zidentyfikowano "wewnętrzne" bariery rozwoju współpracy transgranicznej, które najsilniej wpływają na społeczne cele współpracy i mogą zostać zredukowane na poziomie lokalnym dzięki umiejętnej polityce samorządów lokalnych, które powinny przyczynić się do rozwoju Euroregionów i zmobilizować organizacje pozarządowe i przedsiębiorców do współpracy.

**Słowa-klucze:** współpraca transgraniczna (CBC), euroregiony, współpraca międzyorganizacyjna, zrównoważony rozwój, spójność terytorialna

#### 跨境合作 - 障碍分析和建议

**摘要：**这个问题涉及限制Euroregions跨境合作进程的障碍。来自跨境环境的两种确定的障碍以及Euroregions中具体的CBC情况。参照位于波兰 - 捷克边界的Cieszyn SilesiaEuroregion的战略目标，对这些障碍进行了识别和分析。本文的目标是指出可能的方式来限制妨碍实现Euroregion目标的关键障碍，这得益于CBC三大利益相关方的承诺。该研究的结果与其他关于位于葡萄牙和西班牙领土之间的EUROACE Euroregion的研究相比较进行了分析。研究表明，在两个欧洲区域中，确定了跨境合作发展过程中类似的“外部”障碍，这些障碍是远离国家和区域决策中心的边缘地区的特征。同时，该研究确定了跨境合作发展的“内部”障碍，这些障碍最有力地影响了合作的社会目标，并且可以通过地方政府的适当政策降低地方政府的应对能力的Euroregions，并动员非政府组织和企业家进行合作。

**关键词：**跨境合作（CBC），欧盟区域，组织间合作，可持续发展，领土内聚力