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Social effects of cross-border cooperation

Summary: Activities carried out in the framework of cross-border cooperation have a considerable impact on various fields of people life in cooperating countries. Cross-border projects encourage cooperation in economic, innovation, ecological and social spheres. The activities under consideration could lead to direct or indirect social effect. Social efficiency based cross-border cooperation could be considered the basis of successful policy-building between border countries. Priority areas of transnational cooperation are deeply integrated in social sphere. A social effect could enlarge the results of cross-border projects.

Key words: social effect, social effectiveness, cross-border cooperation, social effect measurement, social effect indicators, Balanced Scorecard

Introduction

The modern society and government should aim to achieve effective social development. The development of a society based on the values indicated above is the foundation of a sustainable and harmonious situation in all spheres of social life. As a rule, the state is responsible for creating positive social development. It has to guarantee efficient coordination of all the institutions, build up effective cooperation with commercial organizations, delegate authorities and divide the responsibility for the achievement of social results among the economic agents. The market as a rule has no interest in supporting and developing unprofitable economic sectors. But these fields should be supported as they ensure the possibility of social development itself.

Social effect on a cross-national level

In a rapidly globalised world a social effect could be considered not only on a state-level but on a international level as well. The role and significance of border territories has changed greatly in recent years.

Their importance could be emphasized by the Euro-Institute data:

- approx. 40% of the European Union is made up of border territories;
- 32% of European population lives in border regions;
- approx. 550.000 cross-border workers live in Europe (cmp. [1]).

Emblematic recommendations, which were generated during the European conference on “Cross-border territories: day-to-day Europe” held in Lille on November 8 – 9, 2007) concern the social sphere and stipulate its significance in the framework of cross-border development:

1. Cross-border territories.

Encourage the establishment and networking of local statistical monitoring bodies on the scale of the cross-border territory.

2. Cross-border conurbations.

Make cross-border conurbations places of convergence of national and European policies within the framework of European strategic implementations and network them at a European level.

3. Cross-border rural and natural territories.

Organise the governance of cross-border rural territories and natural spaces to manage biodiversity and natural resources on the cross-border scale and to develop human activities, in particular by pooling public services.

4. Maritime cooperation.

Develop assistance for the definition and implementation of joint local maritime cooperation projects.

5. Economic development.

Encourage the setting-up of cross-border development agencies involving local authorities, businesses and research centres.

6. Employment and training.

Develop the Eures-T system (involving employers, trade unions and public employment services) on all internal borders of the EU to facilitate worker mobility and encourage the development of businesses in cross-border living areas.

7. Health.

Contribute to the emergence of true cross-border health communities linked with cross-border territory projects.

8. Environment.

Encourage joint management of the cross-border environment with regard to pollution, waste, and prevention of natural and technological risks (flooding, fire, water quality, etc.).

9. Public transport.

Organise dialogue and cross-border governance of local cross-border transport, and create an awareness of its issues and the necessity for funding at local, national and European levels.

10. Culture and territorial integration.

Encourage the emergence of lean cross-border cultural cooperation platforms able to bring together local authorities and the actors concerned to implement cultural action programmes, components of the territory project in their own right.

11. Legal instruments of cooperation.

Develop operational assistance for the setting-up of cross-border projects and in particular for the governance structures of cross-border territory projects, and network their users to encourage exchange of good practices and transfer of know-how.

12. Training in cross-border professions.

Promote the establishment and development of training and consultancy bodies such as “Euro Institutes”; network them to introduce a “EUROMOT” label certifying the quality of training courses in and on cross-border topics” (cmp. [2]).

Alain Lamassoure, a vice-president of the MOT, underlines that “borders are becoming the principal melting pot in which the citizens themselves are inventing the Europe of tomorrow” (cmp. [3]).

He also emphasized that “many cross-border areas still lack strategic and operational vision. But everywhere, at grassroots level, the demand of civil society is growing. After the first initiatives taken in western Europe, central Europe should be the epicentre of the most innovative projects: there history has sometimes left still-painful wounds, resentments, memories of nightmares that are difficult to set aside. By organizing daily life together, on both sides of what is no longer a border but a common space, the ghosts can be warded off for good. Europe is not being built solely, or even principally, by agreement between the leaders but at the grass roots, through reconciliation between the peoples” (cmp. [3]).

It should be mentioned that the role of non-governmental organizations in the framework of cross-border cooperation is growing: more cross-border cooperation projects are prepared by the NGOs, they try to implement the basic principles and guidelines for NGO cooperation and to work under one strategic umbrella.

More attention nowadays is put on defending the interests of border workers, cross-border mobility of students and researchers, financial support for civil society cross-border initiatives, media role in the construction of a cross-border identity and in the emergence of a feeling of belonging to the territory. It’s obvious that the barrier function of cross-border territories is passing step-by-step and is replaced by the function promoting social and economic development.

Social aspects of cross-border cooperation should be emphasized as they stipulate effective communication and efficient partnership coordination taking into account social focus. Attention should be drawn to the fact that the sense of cross-border cooperation itself lays in achieving social effect and results.

The Republic of Belarus has been developing cross-border contacts since 1995 when the first euroregion of the territory of our country was established. Since 2004 the Republic of Belarus borders the European Union.

Nowadays four euroregions on the EU border with Byelorussian participation can be named, these are the: Bug euroregion, Byelovezhskaya Puscha euroregion, Neman euroregion and Ozernyj Kraj euroregion. In 2007 the EU implemented a new instrument for reinforcing cross-border cooperation along the external border – European Neighbourhood and Partnership Instrument (ENPI). This instrument includes a component targeted at cross-border cooperation. The CBC strategy emphasized four key objectives:

- promote economic and social development in regions on both sides of common borders;
- address common challenges, in fields as the environment, public health and the prevention of and fight against organised crime;
- ensure efficient and secure borders;
- promote local cross-border “people-to-people” actions (cmp. [4]).

Most of them are aimed at social efficiency of cross-border contacts.

Social orientation of the EU instrument in this sphere could be supported by the content of the ENPI Cross-border Cooperation Strategy Paper 2007–2013 and Indicative programme 2007–2010. Where it’s stipulated that: “in relation to the four key objectives, as an illustration, it is expected that the programmes, in the border areas, could provide for, strengthened sustainable economic and social development, increased focus on the importance of administrative practices and good governance, identification of and sustainable remedy to environmental challenges, joint measures in the areas of emergency prevention and fight against organised crime as well as social and health issues, improved border passage and border operability, enhanced involvement of civil society and NGOs in regional development and general governance aspects, increased cross-border people-to-people contacts” (cmp. [4]).

In this connection it’s important to consider the programmes being implemented on border territories in the view of social efficiency and to underline their social orientation.

The Republic of Belarus participates in the following ENPI CBC Programmes for the period 2007–2013:

- the Latvia-Lithuania-Belarus Programme;
- the Baltic Sea Region Programme;
- the Poland-Belarus-Ukraine Programme.

The table shows programmes’ priorities which are socially oriented.

Table 1. Priorities of ENPI CBC Programmes in social sphere

ENPI-CBC Programmes	Priorities of the Programmes
Latvia-Lithuania-Belarus Programme	1. Promoting sustainable economic and social development: encouraging co-operation by connecting people, organisations of regions and sectors, for creating the opportunity to develop the region's strengths. 2. Addressing common challenges: the priority is aiming to improve environmental conditions, solve various issues in social, educational and health spheres (cmp. [5])
Poland-Belarus-Ukraine Programme	1. Increasing the competitiveness of the border area. The priority is aimed at better conditions for entrepreneurship; tourism development and improving access to the region. 2. Improving the quality of life is aimed at natural environment protection in the borderland and efficient and secure borders. 3. Networking and people-to-people cooperation includes Regional and local cross-border cooperation capacity building and local communities' initiatives (cmp. [6])
Baltic Sea Region Programme	1/ Internal and external accessibility The priority addresses transport imbalances, and will minimise the impact of barriers for smooth transport of goods and passengers 2. Baltic Sea as a common resource The objective is to improve the management of Baltic Sea resources in order to achieve a better environmental state. It focuses on joint transnational solutions declining the pollution of the Baltic Sea and improving sustainable management of the sea as a common resource. 3. Attractive and competitive cities and regions The priority targets the policy making for sustainable urban and regional development. It concentrates on making the Baltic Sea region cities and regions more competitive on a European scale (cmp. [7])

Source: own research.

All the programmes under consideration are aimed at facilitating the sustainable socio-economic development and cohesion of the border regions.

Nowadays world is a complex system where many different forces influence social outcomes and it is difficult to assess the influence of particular programme, project or person.

Basic terms and definitions of social effect in cross-border cooperation

A universal definition for "social effect" does not exist. This term requires an integrated approach. As a rule a social effect is defined as a result of activity which could be positive or negative, planned or unplanned.

In the context of cross-border cooperation social effect is considered as a main or additional (extra, bonus) result of state-to-state relations while carrying out transfrontier activities, projects or programmes. Social efficiency in cross-border cooperation is the basis and guarantee for successful policy in the field of state-to-state partnership. The areas of top priority in international cooperation are closely connected with the social sphere.

The social aspect of cross-border cooperation consists in its aim to develop the social fabric of border territories, improving of living conditions in the euroregions, minimizing of negative consequences and stimulating activities of socially orientated organizations'.

The social effect could be classified depending on the initiating party, the time of its appearance (immediate, postponed), duration of influence (short-term, long-term), strength of impact, impact type (direct, indirect), impact direction (on people or institutions of different patterns of ownership), response direction of society (positive, negative), schedule (scheduled and unscheduled) and on the area of genesis

Achieving social effect presupposes the following factors:

- contribution (resources, investments, costs);
- result (achieved measured material);
- changes in social environment;
- effects (impact).

Social effects could be classified by the area of genesis.

Table 2. Social Effects Classification

Area of social effect genesis	Social effect type
1. Labour market	<ul style="list-style-type: none"> – improvement of working conditions – decline in unemployment – employment level increase among the economically active population – job creation (reconstruction)
2. Social sphere development	<ul style="list-style-type: none"> – improving the supply of social services to the population (transport, health care service, education, physical training and sport, culture, housing and communal services) – improving of the quality of social services – improving of accessibility of social services – developing the social infrastructure
3. Demographics	<ul style="list-style-type: none"> – improving demographics – increasing life expectancy – reducing untimely preventable causes of death – rising birthrate – increase in population – optimization of the flow of migration

Table 2. Social Effects Classification (cont.)

Area of social effect genesis	Social effect type
4. Standard of living	<ul style="list-style-type: none"> – improving the standard of living – improving of standard of well-being – consumer affluence increasing – health improvement – decline in morbidity rate and infection rate – increase educational level – increase qualification levels – increase in housing provision
5. Environment	<ul style="list-style-type: none"> – improvement the ecological situation – improvement of environmental conditions
6. Changes in subjective perception of reality	<ul style="list-style-type: none"> – increase in cultural level – opportunities for self-realization – meet the aesthetics needs – increase in life satisfaction – decrease in social tensions

Source: own research.

The most typical for cross-border cooperation social effects which are in full conformity with the EU programmes' and measures' priorities are indicated in the following table.

Table 3. Social Effects in Cross-border Cooperation

Area of social effect genesis	Social effect type
1. Labour market	– improvement of working conditions
2. Social sphere development	<ul style="list-style-type: none"> – improvement of the supply of social services to the population (transport, health care service, education, physical training and sport, culture, housing and communal services) – improving of social services quality – improving the accessibility of social services – development of social infrastructure
3. Demographics	– optimization of the flow of migration
4. Standard of living	<ul style="list-style-type: none"> – improving the standard of living – increase qualification levels
5. Environment	<ul style="list-style-type: none"> – improving the ecological situation – improving of environmental conditions
6. Changes in subjective perception of reality	<ul style="list-style-type: none"> – increase in cultural level – opportunities for self-realization – meet the aesthetics needs – increase in life satisfaction – decrease in social tensions

Source: own research.

Basically the considered effects belong to the following groups: “Social sphere development” and “Changes in reality subjective perception”. Nevertheless the impact and importance of the remaining effects in cross-border cooperation shouldn’t be underestimated.

The European Commission stipulates objectives of cross-border cooperation. They could be considered in the contexts of social efficiency. The emphasis has been done on three areas of social effect genesis: demographics, subjective perception of reality and standard of living

Table 4. Social Effects according to EU objectives

Main objectives of cross-border cooperation according to EU (cmp. [8]).	Area of social effect genesis	Final (resulting) social effect
Ensure efficient and secure borders	Demographics	Migration flows’ optimization
Overcoming historically embedded stereotypes and prejudices of people on border territories	Changes in reality subjective perception	Decrease in social tensions
Promoting democracy and increasing of state regional and local authorities efficiency	Standard of living	Improving standard of living
Overcoming of border location and isolation consequences		
Promotion of economic and social development		
Assisting of border territories involved in the processes of European integration		

Source: own research.

The most significant characteristics of social effect could be indicated the following:

- integration into culture;
- time lag;
- irreversible character;
- integration and dependance on the external environment;
- difficulties/ complication in measuring efficiency, planning and prediction;
- broad influence and deep impact.

The requirements for social effect in cross-border cooperation are the same as the requirements for social effect obtained in any other sphere. They include correlation, relationship, dependency, coherence, time expenditures, completeness, procedure, levels and availability.

The particular features of social effect in cross-border cooperation are the following: meeting the EU priorities in the field of cross-border cooperation, involvement of the territory of at least one of the neighbor-states, transboundary widespread (or distribution).

The interest in social efficiency of the framework of cross-border cooperation is increasing nowadays. This subject is deeply studied in the editions of the following scientists: John F. Bobbitt, K. Van Dender, K. Nash, B. Metuse, Ch. Peters, S. Prust, D. Snedden, R. Finny, U. Charters, A.V. Alexandrova, S.G. Egorov, R. Kaplan, D. Norton, O.V. Prjadko, S.N. Rastvortseva, M.P. Safiullin, E.E. Tatarkin, N.A. Flud and others.

The problems of social and economic efficiency in cross-border cooperation are considered in the works of Arbotolevskij S.S., Grinchel B.M., Danakin N.S., Datchenko L.J., Znamenskaja K.N., Ivanov V.I., Kostyleva N.E., Kotelnikov G.A., Kuznetsova A.V., Larin V.L., Litovsky O.P., Mezhevich N.M., Pavlov K.V., Patrushev V.I., Rokhchin V.E., etc.

Management of border territories and social efficiency obtaining

Management of border territories is quite a new direction for the external economic relations of the Republic of Belarus. It requires additional thorough study. Increasing the social efficiency of cross-border cooperation is an actual issue of regional management. The following steps for increasing the social orientation of cross-border cooperation could be suggested:

1. Analysis of cross-border cooperation experience from the position of social efficiency.
2. Detecting the main directions of cross-border cooperation influencing and promoting social efficiency.
3. Developing and proving a model of socially effective cross-border cooperation.
4. Developing an evaluation method for present situations in the social sphere of the euroregions on the basis of a special indicators' system.

The issues of the evaluation of social effect, including quantitative evaluation, are of special interest nowadays. The question of evaluating the opportunity for social processes and the practicality of carrying it out is actual. The matter of the activities carried out in this field aim to achieve a positive social impact or to prevent negative social effects and consequences. It is easier to evaluate the results than to explore the effectiveness of the measures of prevention and analyze possible alternative society development scenarios.

Implementing the following methods of evaluation of social effect is appropriate for cross-border cooperation:

- internal estimate;
- judgement method;

- external advisory assistance;
- logical model development;
- Theory of Change (T of C);
- complex (integrated) assessment;
- outcome mapping;
- social audit;
- transferring social effect in financial indicators;
- benchmarking.

These methods seem to be adequate for evaluating social efficiency in the framework of cross-border cooperation as they are focused not only on the results but on processes and practices as well. It's also necessary to underline that the larger the scale of the implemented activity the more difficult it is to evaluate it.

The process of developing a system measuring social efficiency could be divided into several stages:

Stage 1:

1. Problem identification.
2. Identification of the aim of the project / measures.
3. Determinating the area of influence.
4. Defining the target group.
5. Determinating the aim's accessibility and evaluation of the current situation.
6. Finding out processes which influence the current situation/ existing environment (direct and indirect impact).
7. Name the aimed/predicted results.

Stage 2:

1. Data analysis on the results of analogous/ similar projects.
2. Determinating the project's influence limits (minimum and maximum effect).
3. Analysis of possible positive and negative results of the project.
4. Scientific prognostication of the changes in the environment taking into account project influence and without it.
5. Implementing of a judgement analysis in relation to the future project.

Stage 3:

1. Estimation of the resources necessary for the project.
2. Consideration of alternative projects.
3. Comparative analysis of the alternative projects.
4. Simulation analysis.

Quantitative measures of social effect evaluation in cross-border cooperation are limited and are not widely applied. Analytical methods are mainly used in this field of social life. What's more the same indicators can't be used for cross-border projects implemented in various spheres.

The following factors should be taken into account while carrying out evaluation of social efficiency of cross-border projects.



Fig. 1. Social Efficiency evaluating factors

Source: own research.

Before carrying out an evaluation of the social effectiveness of cross-border cooperation it is logical to develop a special system of indicators for evaluating the social potential of a particular border territory. This system could be used for estimating the social development level and evaluating the social potential of the region. The implemented indicators should present an overall estimation of the current social situation. The judgement method is the most appropriate for their quantitative comparison

Adopted Balanced score card (BSC) could be used for increasing social results of cross-border cooperation as it unites strategic objectives, current activities and monitors the consequences arising from these actions. Adopted Balanced score card (BSC) is a perfect management tool which is widely spread in the countries of the Middle East and Asia. It has proved its efficiency on local, national and regional level.

So an Adopted Balanced score card (BSC) is a perfect management tool which provides an opportunity to transform strategic objectives into day-to-day operations and provides a perfect tool for evaluating social results using key indicators of social efficiency.

Implementing a balanced score card (BSC) adapted to cross-border cooperation will increase the efficiency of cross-border projects and joint international activities, emphasize the social aspect of the euroregions' long-term strategy.

The table shows the comparison of indicators belonging to the classical balanced score card and to the balanced score card adapted for cross-border cooperation purposes.

Table 5. Indicators of classical BSC and BSC adapted to purposes

Groups of factors in classical BSC	Indicators of classical BSC	Groups of factors in adopted BSC	Indicators of adopted BSC
Traditional financial indicators	describe market approach and financial results (profit, income)	qualitative efficiency indicators	decrease in solid and liquid discharge, increase in co-operation links/contacts, the quantity of joint start-up companies, positive results of joint research programmes, etc.
External company environment	Customer relations, clients relations, (new account development, need-satisfaction approach, keeping clients), market size, total consumer market, market share, brand share, market ratio, etc.	External environment of euroregion	EU policy, priorities, co-operation programmes, instruments, states' policy in cross-border cooperation, euroregion's position, etc.
Internal business processes	Innovation process, product development, preparation of production, manufacturing resources planning, production process, sales network, aftersales service, etc.	Internal environment of euroregion	level of production and consumption within the cross-border territory, agricultural and industrial development level, dependence on the government policy, resource potential, regional GDP, regional import/export, disproportions in development, etc.
Learning and growth	Human potential, information systems, organizational procedures, etc.	Conditions for development and growth/ Experience and knowledge assimilating	Innovation development, IT and communication technologies development, human development, business activity, government assistance, favorable public policy in the field of cross-border cooperation, etc.

Source: own research.

Methodology of balanced score card (BSC) presupposes 6 obligatory elements. The following table contains the comparison of the considered elements on the company level and on the euroregional level as well.

Table 6. BSC elements

BSC elements	BSC element's content on the company level	BSC element's content on the euroregional level/ on the border territory level
1. Perspectives – the basis for the strategy development	Finance (receiving of constantly increasing profit – the company from the point of view of its stockholders)	Efficiency (effectiveness, output) on the constant basis, regional image improving, regional impact developing and significance increasing
	Clients (raising awareness of each client – the company from the point of view of its clients)	Inhabitants of the euroregion / of border territories (increase of awareness of euroregion, EU policy in respect of the border territories among the population)
	Processes (interior processes of the company – what stands the company out from the competitors)	Processes (developing of effective interior network in the framework of euroregion, increase in euroregion competitiveness)
	Personnel (education and development) and innovation (the way we build and increase the value for our clients)	Management in euroregion (effective system of development, changes implementing, adaptation) and innovation approach
2. Strategic objectives – lines of the strategy implementation	Lines of the company development	Lines of border territories/euroregion development, priorities, measures, activities carrying out in the framework of euroregion
3. Measures – adopted system for indicators of meeting a goal objective	Indicators of change in company's situation	Indicators of change in the border territories/euroregion situation
4. Targets – quantitative level of an indicator	Targets for change in company's situation	Targets for change in the border territories/euroregion situation
5. Cause and effect linkages	Link together the strategic objectives of the company as achieving of one of them stipulates progress in achieving another.	Link together the strategic objectives of the EU upon euroregions' development, objectives of states border territories of which form a part of euroregions and euroregion government objectives as achieving of one of them stipulates progress in achieving another.
6. Strategic initiatives	activities facilitating achieving of the strategic objectives	Projects or programmes promoting achieving of the strategic objectives

Source: own research.

Each of the BSC elements is to be described in details. Measures and targets could be specified with the help of formulas, measuring objects, data sources,

data report periods, target dates, etc. While building up a BSC for a euroregion the following elements should be taken into account:

- The map of strategic objectives, which are in full conformity with the strategic goals,
- The map of a balanced scorecard (quantitatively measuring effectiveness of business-processes, «target point» and terms which the target results should meet),
- Target projects (investment, learning, etc.), promoting implementation of necessary changes.
- «Control panel» for managers of various levels for the purpose of activities' control and evaluating.

These approaches to the management of the development of the framework of the euroregion's strategy could be combined and taken as a basis for achieving social sustainability in border territories. These methods and instruments of implementation could help to obtain the optimal social outcome of cooperation. Social orientation is extremely important in today's world as it could help foster economic development. Further research and elaboration are to be carried out in the fields under consideration as socially effective management of cross-border territories could lead to economic and social sustainability and territorial cohesion.

Conclusions

The development of a society based on effective social development guarantees sustainable and harmonious situations in all spheres of social life.

In a rapidly globalised world a social effect could be considered not only on a state-level but on an international level as well. In addition the role and significance of border territories has changed greatly in recent years.

A universal definition for "social effect" doesn't exist. This term requires integrated approach. As a rule a social effect is defined as a result of an activity which could be positive or negative, planned or unplanned. In the context of cross-border cooperation social effect is considered as a main or additional (extra, bonus) result of state-to-state relations while carrying out transfrontier activities, projects or programmes. Social efficiency in cross-border cooperation is the basis for successful policy in the field of state-to-state partnership. The fields of top priority in international cooperation are closely connected with social spheres. The requirements for social effect in cross-border cooperation are the same as the requirements for social effect obtained in any other sphere. Increasing the social efficiency of cross-border cooperation is an actual issue of regional management.

Quantitative measures of social effect evaluation in cross-border cooperation are limited and are not widely applied. Analytical methods are mainly used in this field of social life. An Adopted Balanced score card (BSC) could be used for increasing social results of cross-border cooperation as it unites strategic objectives, current activities and monitor the consequences arising from these actions. It has proved its efficiency on local, national and regional level. This approach could help to obtain the optimal social outcome of cooperation.

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Efekty społeczne współpracy przygranicznej

Synopsis: Działania przeprowadzone w ramach współpracy przygranicznej mają znaczny wpływ na różne obszary życia społecznego w krajach współpracujących. Projekty przygraniczne zachęcają do współpracy w sferach gospodarczej, innowacyjnej, ekologicznej i społecznej. Rozważane działania mogłyby mieć bezpośredni lub pośredni wpływ na społeczeństwo. Współpraca przygraniczna oparta na efektywności społecznej mogłaby być uważana za podstawę skutecznej strategii politycznej między państwami graniczącymi. Obszary priorytetowe współpracy międzynarodowej są głęboko powiązane ze sferą społeczną. Efekt społeczny mógłby polepszyć rezultaty projektów przygranicznych.

Słowa kluczowe: efekt społeczny, efektywność społeczna, współpraca przygraniczna, pomiar efektu społecznego, wskaźniki efektu społecznego, zrównoważona karta wyników