

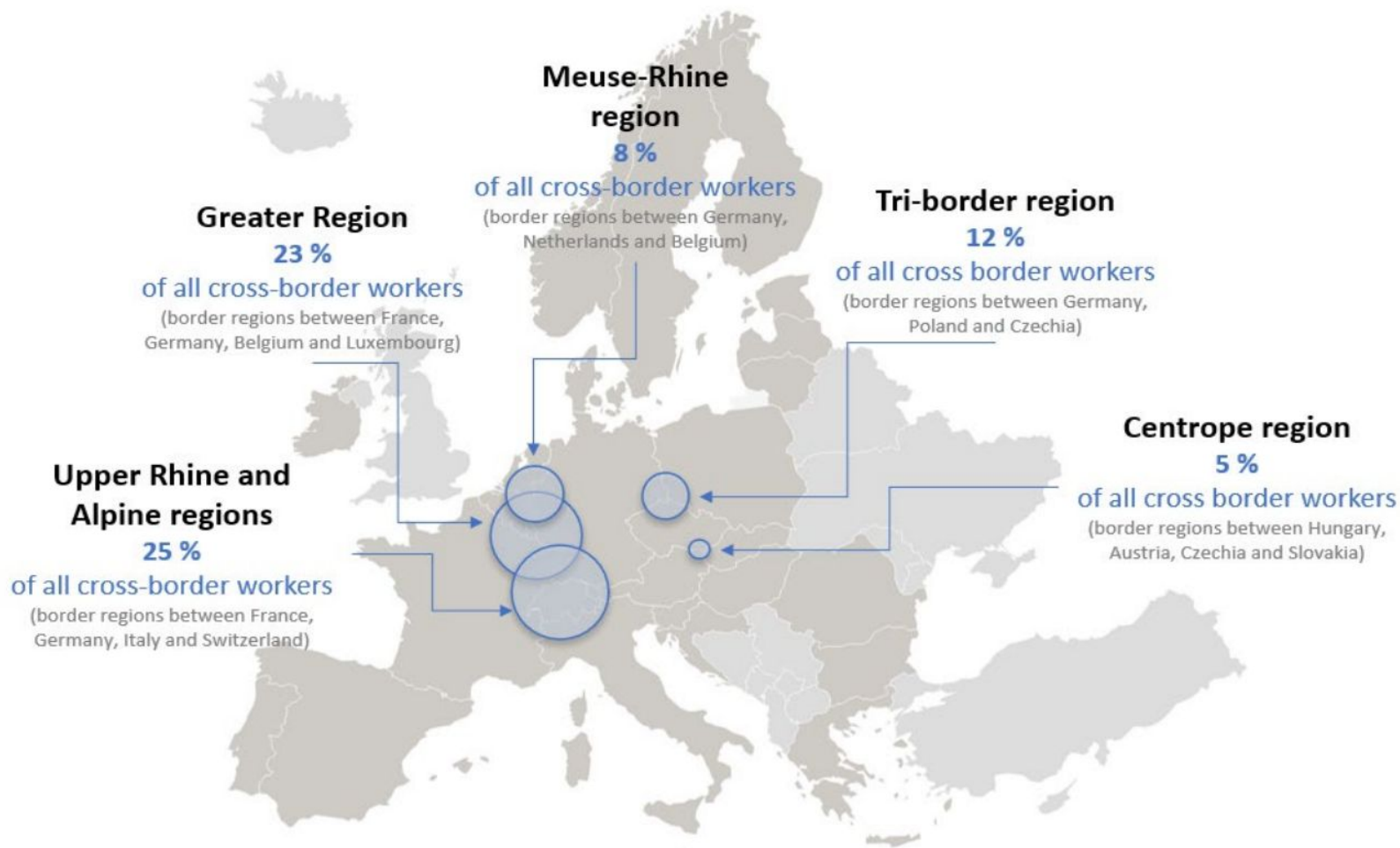
# Resilience in cross-border regions

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**Figure 3: Main macro-regions of cross-border work, 2021**



Ryc. 1. Polscy pracownicy transgraniczni w Niemczech i Czechach

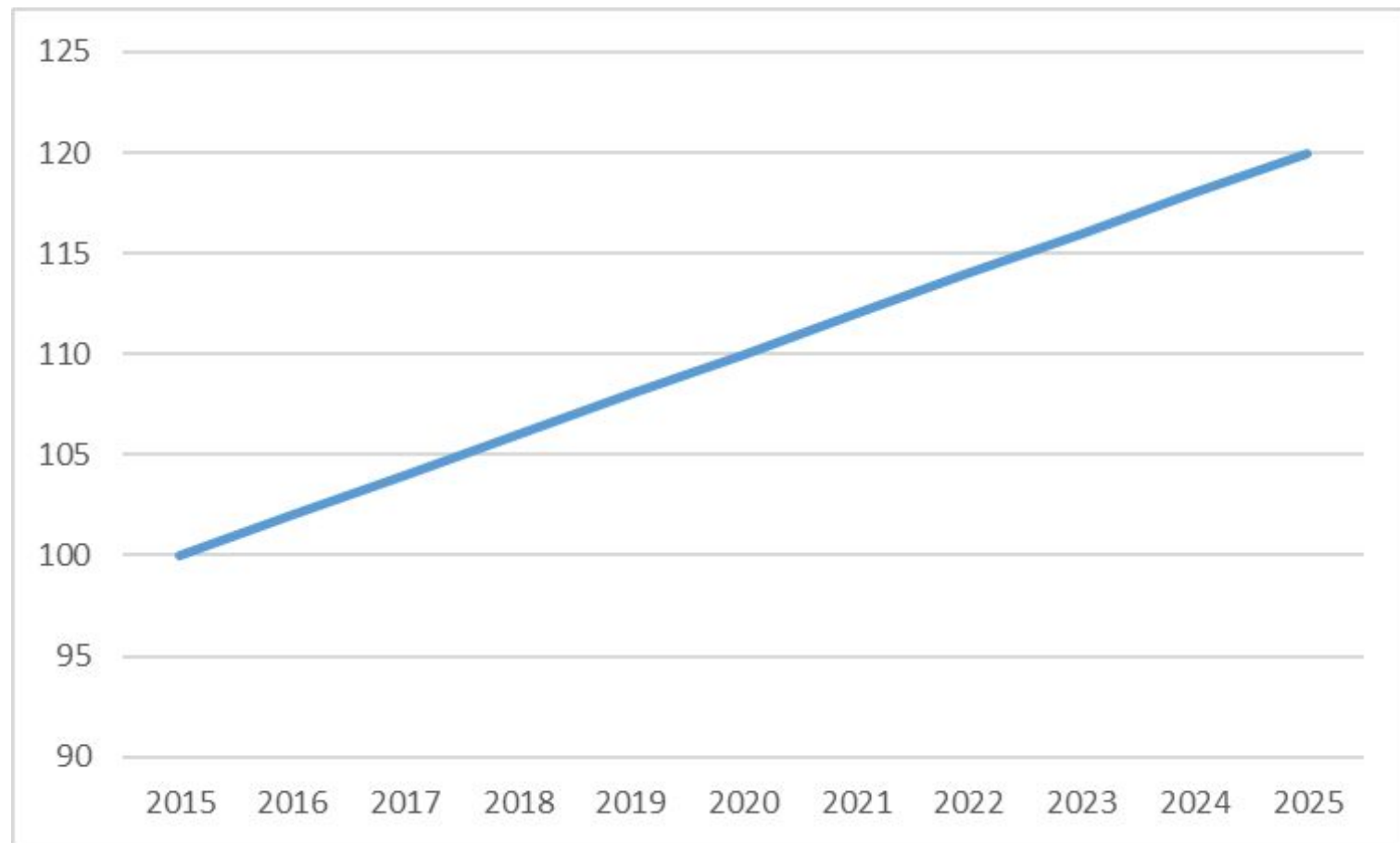


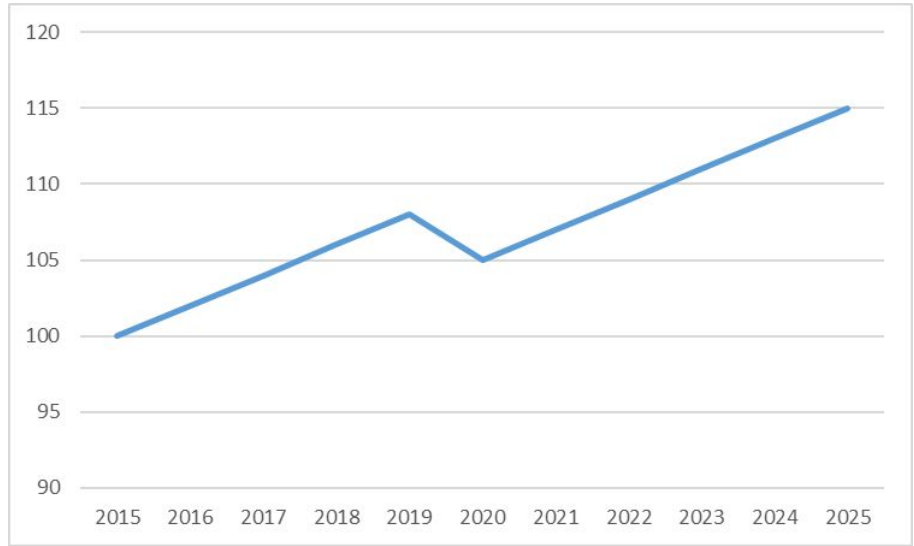
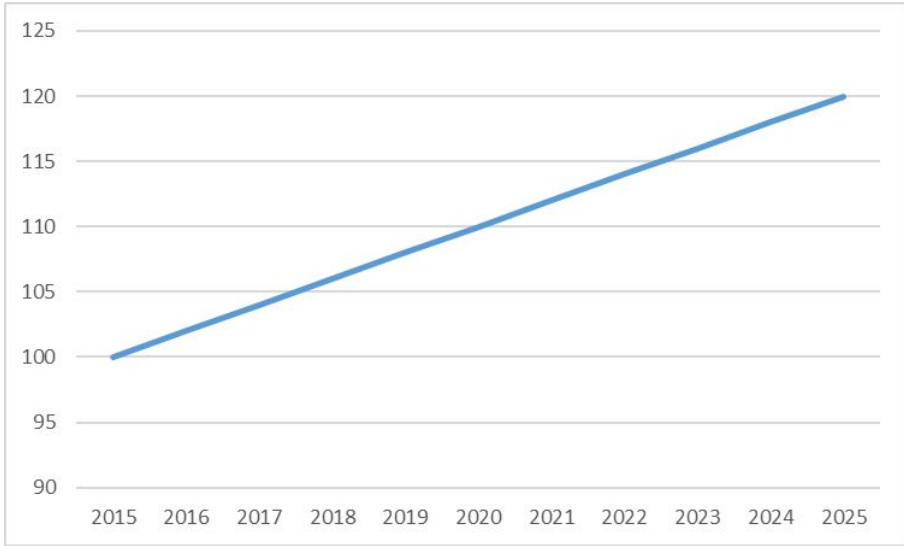
Źródło: Opiola & Bohm 2022

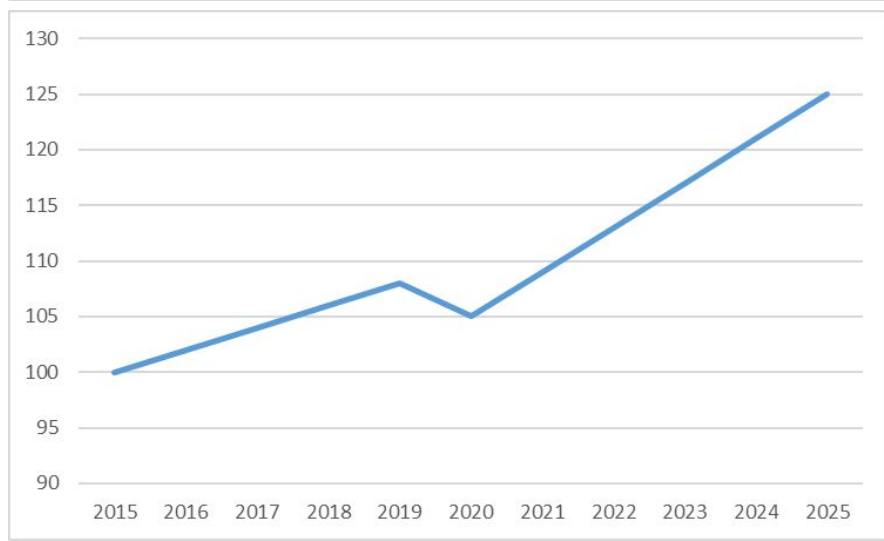
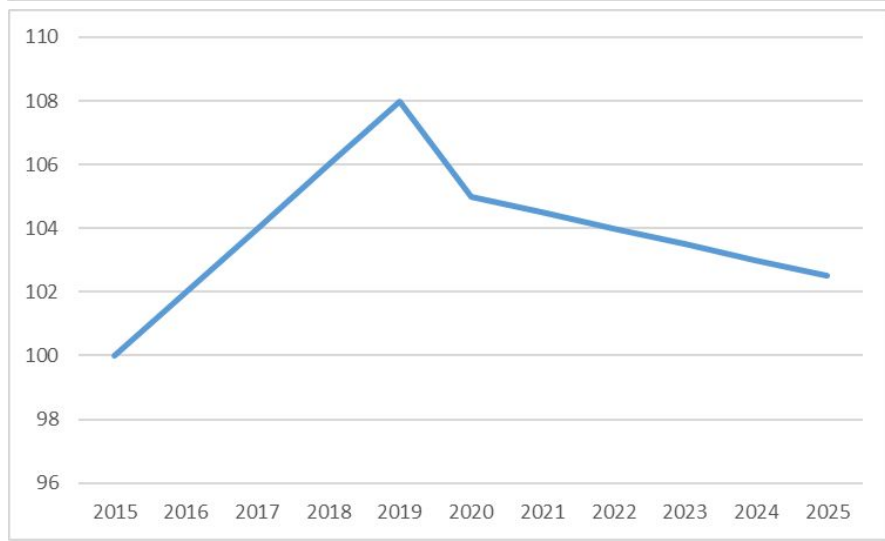
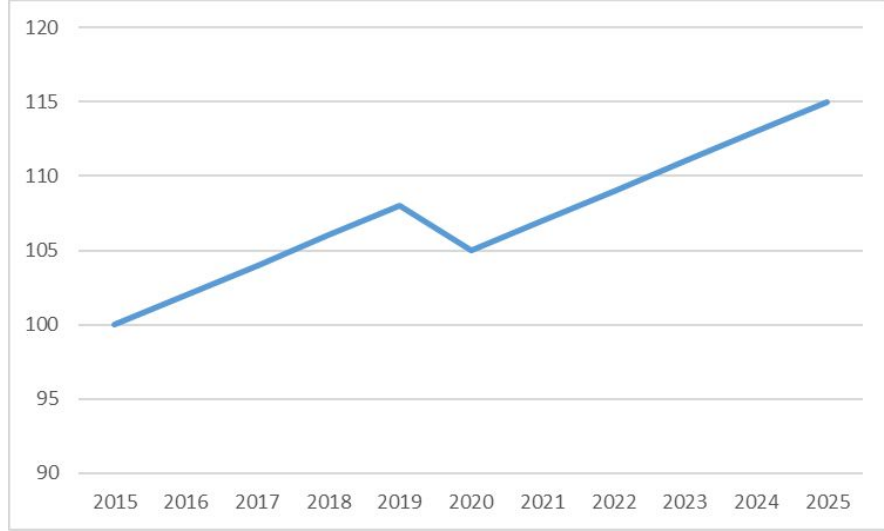
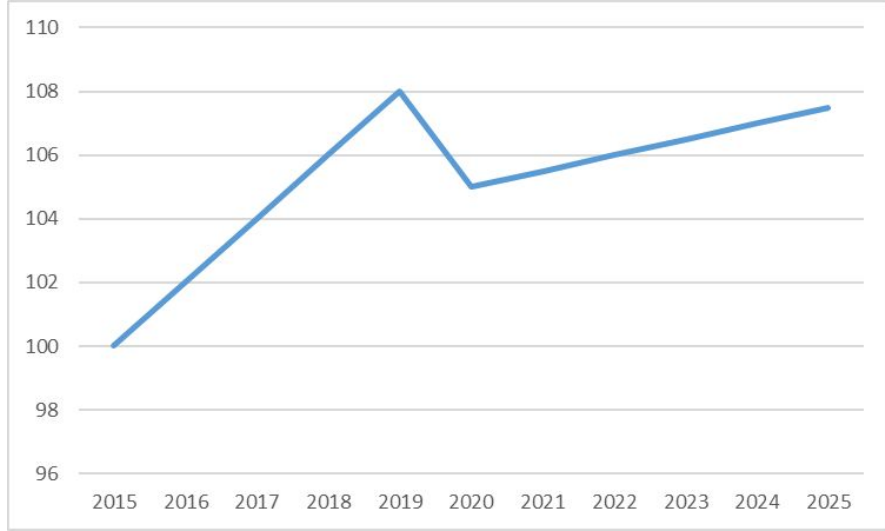
Resilience is the ability of  
cross-border community to  
recover, after the crisis

**'bouncing back' resilience**: return to a previous condition.

**'bouncing forward' resilience**: growth and positive change  
as a result of crisis.







# Covid-19 crisis and cross-border regions

Immediate 'border closures' (border permeabilities) as an anti-pandemic measure strongly affected cross-border flows, mainly the **cross-border labor market**, but also c-b residential mobility, c-b education, c-b family ties, and everyday c-b benefitting.



# Dimensions of cross-border integration

<b>Structural dimension</b> <ul style="list-style-type: none"><li>- transport infrastructure</li><li>- population by age, gender, etc.</li><li>- cross-border joint ventures</li></ul>	<b>Institutional dimension</b> <ul style="list-style-type: none"><li>- c-b spatial planning</li><li>- c-b- agreements, EU regulations</li><li>- Euroregions, EGTCs</li><li>- working groups</li></ul>
<b>Functional dimension</b> <ul style="list-style-type: none"><li>- c-b workers</li><li>- c-b students</li><li>- c-b leisure time activities</li><li>- c-b shopping</li><li>- c-b healthcare</li></ul>	<b>Ideational dimension</b> <ul style="list-style-type: none"><li>- mutual trust</li><li>- trust towards institutions</li><li>- c-b identity</li></ul>

# Dimensions of cross-border integration

## Structural dimension

- transport infrastructure
- population by age, gender, etc.
- cross-border joint ventures

## Institutional dimension

- c-b spatial planning
- c-b agreements, EU regulations
- Euroregions, EGTCs
- working groups

## Functional dimension

- c-b workers
- c-b students
- c-b leisure time activities
- c-b shopping
- c-b healthcare
- c-b residential mobility

## Ideational dimension

- mutual trust
- trust towards institutions
- c-b identity

# Functional dimension

**Table 31: Cross-border workers by main countries of origin and destination  
in the EU and EFTA, 2016-2021<sup>169</sup>**

	2016	2017	2018	2019	2020	2021	Trend
<b>Main countries of origin (1 000s)</b>							
<b>FR</b>	391	396	371	386	401	424	
<b>DE</b>	228	233	229	223	160	213	
<b>PL</b>	165	191	196	208	206	190	
<b>BE</b>	100	113	108	107	106	119	
<b>RO</b>	111	112	113	128	113	113	
<b>HU</b>	99	91	92	99	87	72	
<b>CZ</b>	48	57	59	62	65	64	
<b>Main countries of destination (1 000s)</b>							
<b>DE</b>	362	382	407	403	374	378	
<b>CH</b>	371	369	335	366	321	345	
<b>LU</b>	176	185	181	190	174	212	
<b>AT</b>	160	167	166	173	163	143	
<b>NL</b>	110	117	109	114	53	122	
<b>BE</b>	69	66	82	86	49	85	

Note: EU and EFTA citizenship included. Only countries with at least 50 000 cross-border workers in 2021 in either category are included.

Source: EU-LFS 2021, custom extraction by Milieu.

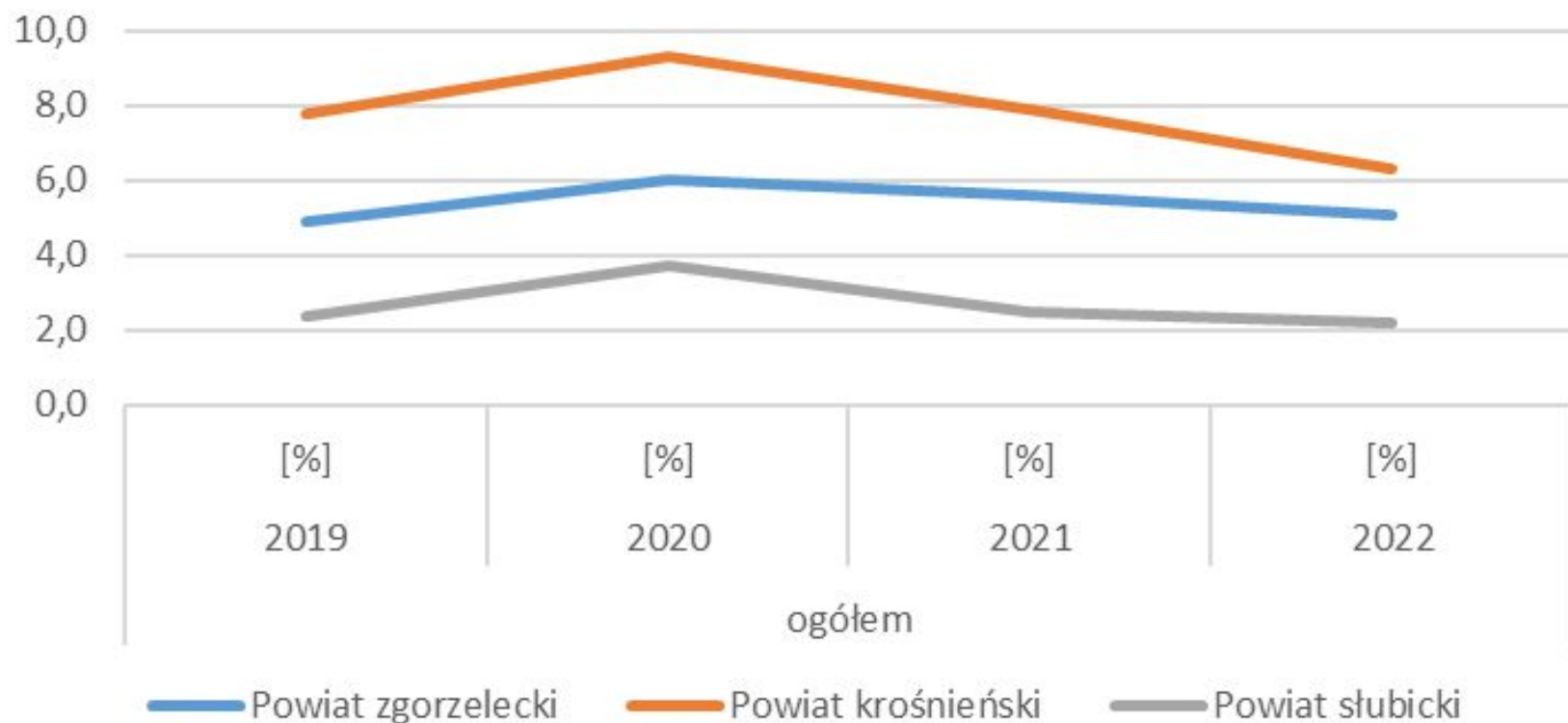
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## Unemployment rate in border districts (powiats) of Poland



**Institutional dimension**

# 2020 EU regulations: adaptation to Covid-19

March 16th, 2020: COVID-19 Guidelines for border management measures to protect health and ensure the availability of goods and essential services.

March 30th, 2020: Guidelines concerning the exercise of the free movement of workers during COVID-19 outbreak.

April 17th, 2020: Joint European Roadmap towards lifting COVID-19 containment measures.

May 15th, 2020: Communication from the Commission Towards a phased and coordinated approach for restoring freedom of movement and lifting internal border controls — COVID-19.

June 19th, 2020: European Parliament resolution of 19 June 2020 on European protection of cross-border and seasonal workers in the context of the COVID-19 crisis.

July 17th, 2020: Covid-19. Guidelines of the Commission on seasonal workers in the EU.

October 13th, 2020: Council Recommendation (EU) 2020/1475 of 13 October 2020 on a coordinated approach to the restriction of free movement in response to the COVID-19 pandemic (Text with EEA relevance).



# 2020 EU regulations: adaptation to Covid-19

July 1st, 2023: Framework Agreement on the application of Article 16 (1) of Regulation (EC) No. 883/2004 in cases of **habitual cross-border telework**

The time limits spent working from home while still receiving social security from the employer's country across the border **have been extended**, from 25% of total working time to 49.99%.

The agreement **has been signed by 17 member states** (remaining countries can join at will).

‘Bouncing forward’ adaptation

Ideational dimension

“Local authorities of one border town in Poland have asked the government in an official letter, signed by the mayor and head of the council, to (unilaterally) close the border”.

“In Cieszyn/Český Těšín the banners appeared and warned of entering Poland because the first infection in this divided border city appeared on the Polish side”

“It will take 5 years, to rebuild the trust among the border, and the level of cooperation”

*Interviews made in June 2021.*

*Source: Opiola & Bohm 2022*



# Conclusions:

- Cross-border workers are more resilient to the crisis because of the adaptation of the legislation to future 'border closures' (border permeabilities).
- Border communities adapt to the situation, changing the work habits (less cross-border flow, work in country of residence, telework).
- Decrease of the trust towards institutions and the quality of inter-institutional cross-border cooperation.
- 
- Intersections between dimensions of cross-border integration (institutional, ideational, functional, structural) structural change causes the change of functions and identity, etc.

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