

Rocznik
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Rok 12 (2014)
Zeszyt 3



Yearbook of the Institute of East-Central Europe
Volume 12 (2014), Issue 3

Bosnia and Herzegovina and the Western Balkans

Macedonia's Difficult Path
to the European Union

Uneven and Combined Development
of the Ethnopolitics in the Balkans

Is Kosovo a Precedent? Legal and International Dilemmas
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Rada Naukowa

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Papers



Anna Mastoń-Oracz

Recommendations for Development of Cluster Policy in Croatia in the Light of Smart Specialization in Poland

Abstract: Special interest is paid to the economic performance of regional clusters in the Polish economy. The main research questions are: what characterizes the regional clusters in Poland and what are the main tendencies in cluster development? The purpose of this research is to analyse the importance of clusters and their influence on employment growth. The analysis is based on the theoretical framework of the cluster development and experiences in some old and new EU Member States. The research shows that clusters in EU 27 and Poland differ in many dimensions: the point at which they arise, the type of products and services they offer, their stage of development, and the business environment that surrounds them.

Keywords: clusters, smart specialisation, European Union Economic Strategies

Introduction

Before Poland accessed the European Union, the concepts of supporting clusters and cluster policy had not been fully developed yet. In this respect, Poland was still behind other East-Central Europe countries¹. Meanwhile, the concept of cluster was gaining more supporters in different Member States. A particular interest towards this issue appeared after the publication of M. Porter's *The Competitive Advantage of Nations*². According to M. Porter, "A cluster is a geographical proximate group of interconnected companies and asso-

1 For instance, in relation to Hungary or Slovenia.

2 M. Porter, *The Competitive Advantage of Nations*, Macmillan, London 1990.

ciated institutions in a particular field, linked by commonalities and externalities in particular: enterprises, research institutions, business institutions and public authorities”³.

1 Clusters’ characteristics

• Apart from this well-known definition by M. Porter, other resources provide more descriptions of a *cluster*, which indicates huge dynamism in the field of the creation of industrial circles. In their analysis, C. Brasili and R. Fanfani⁴, enumerate the following characteristics of the term:

- tight socio-economic correlation between companies and family relationships, which develop jointly in the process of adaptation to the new surroundings;
- geographical concentration of companies of special production;
- concentration of small and medium enterprises around companies specializing in one stage of the production process;
- cooperation as a part of network of enterprises.

Because clusters are a global phenomenon of localized production and innovation systems, they are not limited only to the highly-developed countries. The operations of cluster schemes are recorded in many regions of the world, including the developing countries. That is why clusters do not occur solely in the sectors of high technologies as they are also identified in processing industry, services and even in traditional sectors. Clusters’ individual structures are characterized by various levels of innovation and advancement of technology and by different perspectives and development strategies. The synergetic effect of industrial clusters is mainly identified by absorption of *know-how*, personnel changes and increase of productivity within the structure of a cluster. These processes have their source in concentration and attraction of resources and new companies, openness to the innovation and possibility of its diffusion.

³ Ibidem.

⁴ C. Brasili, R. Fanfani, *Agri-food Districts: Theory and Evidence*, 10th Congress of EAAE, Zaragoza (Spain) 28-31 August 2002, p. 61-80.

Reference literature presents a dominant view indicating that innovative clusters are characterized by huge effectiveness of absorption of knowledge within the range of the cluster. This results from the fact that the knowledge developed in a given cluster is forwarded faster and more efficiently within the scope of its structure and slower outside of it. The advantage of localization and specialization supports the increase and establishment of new enterprises when urbanization advantages guarantee cluster's ability to adapt and to survive⁵. The foregoing perception of the complexity of the notion of cluster implies that cluster policy, understood as a policy stimulating clusters' development, focuses mainly on stimulation of economic development and innovation, where clusters are identified as factors encouraging foreign investors and constitute a lifeblood of export increase. At the national level, the development of clusters can speed up the process of internationalization of the economy, as well as of the growth of export, investments and GDP. Analogously, at the regional level, clusters can contribute to the education of professional human resources, development of resourcefulness in a particular area and the formation of new entities on the local market. By these operations, clusters provide new work places and stimulate the growth of effectiveness of enterprises from the MSP sector. Simultaneously, clusters make regions more attractive for foreign entrepreneurs willing to commence direct investments⁶.

The policy based on clusters makes use of similar tools and has similar impact on problematic fields in the same way as economic, innovative and scientific policies do⁷. In the broader view, a cluster-based policy (CBP) covers various tools and policies implemented in a coordinated way by authorities of different ranks, supporting development of particular centres (clusters)⁸ on the regional level. The main objective of CBP is to increase the level of competitiveness of the eco-

5 R. Boschma, Franco Angeli (ed.), *Constructing Regional Advantage and Smart Specialisation: Comparison of Two European Policy Concepts*, "Socjologia Regionalna", vol. 2014(1), p. 51-68.

6 C. Pilarska, *Klasy, Doświadczenia Polski i Innych Krajów Unii Europejskiej*, Wydawnictwo Uniwersytetu Ekonomicznego w Krakowie, Kraków 2013, p. 45.

7 *Rola Klastrow w Budowaniu Gospodarki Opartej na Wiedzy*, Instytut Badań nad Gospodarką Rynkową, Gdańsk, Szczecin, 2011, p. 9.

8 *Kierunki i Założenia Polityki Klastrowej w Polsce do 2020 Roku*, Polska Agencja Rozwoju Przedsiębiorczości 2012, p. 16.

conomic system of a particular country. In order to do this, one shall take into account country's specific conditioning on which depends the way in which these objectives are accomplished. For this reason, there are two models of CBP⁹.

1.1. Models of cluster-based policy

In the narrower point of view, the cluster policy chooses diversified objectives, makes use of different tools and finds various solutions. For these reasons one can indicate two models of the said policy¹⁰. The first model consists of a support of clusters coordinators providing information, networking, promotion on the foreign markets and bringing profits to the members of the particular cluster. What is more, the coordination consists of stimulating cooperation between entities of the clusters pursuant to the triple helix concept developed by H. Etzkowitz and L. Leydesdorff¹¹. This strategy establishes an interaction between universities, industry and authorities. The triple helix concept focuses particularly on the role of universities in the knowledge-based economy as well as on mutual merge of different institutions from three spheres including industry, competent authorities and science.

The second model supports cluster's internal operations (irrespective of co-financing of the cluster coordinator) within the scope of common research, development projects, usage of common R+D infrastructure or co-financed educational programs. The network of cluster's interconnections includes, apart from companies, any other institutions or organizations such as scientific units, research and development units and private organizations.

This model brings innovative potential and synergy of actions as the numerous interconnections between cluster's entities proceed by the same path of development¹².

The policy of supporting clusters does not generate profits resulting solely from effectiveness of cluster's entities but it primarily puts

9 *Polityka Wspierania Klastrow. Najlepsze Praktyki dla Polski*, Instytut Badań nad Gospodarką Rynkową, Gdańsk, 2004, p. 17.

10 *Trend Chart Report*, European Commission, 2003.

11 H. Etzkowitz, L. Leydesdorff, *The Triple Helix as a Model for Innovation Studies*, "Scene and Public Policy", 1988, no. 25(3), p. 195-203.

12 A. Rodríguez-Pose, R. Ceescenzi, *Research and Development, Spillovers, Innovation Systems, and the Genesis of Regional Growth in Europe*, "Regional studies", vol. 42, 2008, p. 51-67.

emphasis on the positive influence of external environment, i.e. a region in which a particular cluster operates.

Developed cluster policy for particular regions accomplishes the following objectives:

- stimulation of the development of existing clusters
- testing of potential of existing clusters
- development of business environment, expansion of entrepreneurs
- strengthening of confidence¹³.

2. Clusters and Smart Specialisation

The above mentioned cluster policy is connected with the concept of Smart Specialization (SS)¹⁴ which constitutes a framework for regional policy for innovation powered by economic growth. Many of the fundamental assumptions of Smart Specialization are not identified as new ideas – they are part of a wider discussion concerning innovation, industrial policy and economic development of a particular region in a given time. SS is the most essential element for obtaining factual effectiveness of research and innovative investment. The European Commission's draft resolution on cohesion policy for the years of 2014-2020 assumes that the development of SS¹⁵ strategy for a particular country or region shall constitute grounds for obtaining funds from European Regional Development Fund (ERDF) in the years 2014-2020 on the basis of supporting SS investments¹⁶.

From the analysis conducted by the European Commission in 2006 it is clear that the biggest success is reached by regions of re-

13 *The Role of Cluster in Smart Specialisation Strategies*, European Commission, 2013, p. 30-40.

14 Smart Specialisation is connected with identification of unique characteristics and assets of every country and region. It emphasizes the regional competition advantage and concentrates on resources and local partners aiming to realize their achievement-oriented vision of future. *Ibidem*, p. 12.

15 For more information, see: The draft regulation of European Parliament and European Council establishes common provisions concerning European Regional Development Fund, European Social Fund, Cohesion Fund, European Agricultural Fund for Rural Development, European Maritime and Fisheries Fund included in the common strategic frameworks and establishes general provisions concerning European Regional Development Fund, European Social Fund, Cohesion Fund and revokes the regulation (WE) nr 1083/2006.

16 *Przewodnik Strategii Badań i Innowacyjności Na Rzecz Inteligentnej Specjalizacji (S3)*, Komisja Europejska, 2013, p. 12.

lated variety. This concept refers to the regions which have diversified specializations and common competences, for instance, specialist knowledge and technologies. Therefore, this variety constitutes a base for innovation which is a result of interaction between particular regions¹⁷.

According to Dominique Forey, this phenomenon creates favourable conditions for:

- the creation of new domains which have their basis in already existing technologies
- transformation of already existing sectors
- diversification of local economy¹⁸.

The concept of SS establishes the adjustments of the strategies of regional development to the level of development of clusters. This phase of clusters' development depends on clusters' position in their life cycle. The SS strategy particularly focuses on an emerging cluster. It is essential for emerging clusters to identify a new sector or a new domain in which they will specialize. That is why one should support entrepreneurs who by establishing new contact networks support the exchange of experience, technology and good practices. Table 1 illustrates the so called entrepreneurial discovery being one of the stages of smart specializations.

Tab. 1: Enabling Entrepreneurial Discovery for emerging clusters

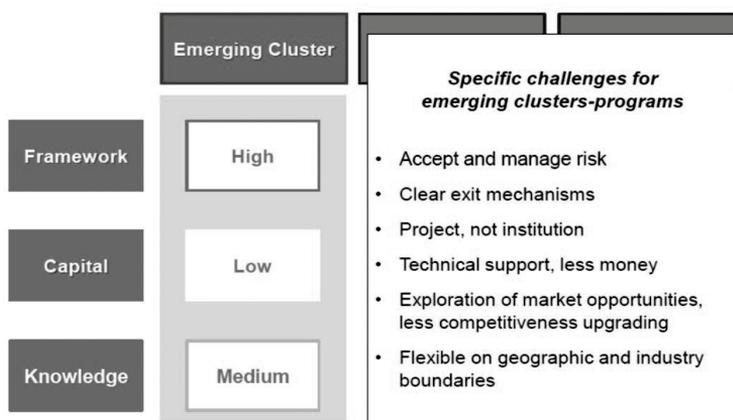
	Emerging cluster	Specific challenges for emerging clusters
Framework	High	<ul style="list-style-type: none"> ▪ Acceptance of risk ▪ Risk Management ▪ Project, not institution ▪ Exploration of market opportunities ▪ Crossing geographical and industrial boundaries
Capital	Low	
Knowledge	Medium	

Source: drawn up on the basis of *The role of cluster in smart specialization strategies*, European Commission 2013, p. 30-40.

17 J. Del Castillo, B. Barroeta, J. Paton, *Converting Smart Specialisation into a Regional Strategy*, "Infyde", Working Paper, vol. 2, 2014, no. 1, p. 3.

18 D. Foray, P. A. David, B. Hall, *Smart Specialisation: the Concept in Potocznik's*, "Expert Group Knowledge for Growth Report", 2009, p. 34.

Tab. 2: Adjusting cluster policies to the stage of Cluster Development. Enabling Entrepreneurial Discovery for emerging clusters. [original table]



Source: *The role of cluster in smart specialization strategies*, European Commission 2013, p. 33.

Both concepts of clusters and Smart Specialisation are similar, but they put stress on different aspects. Although Clusters are very important elements of developing Sustainable Regional Development Strategy, they should not be identified with Smart Specialization. Smart Specialization is a broader concept aiming at transformation of local economy. Clusters may come closer to Smart Specialization only when they are stimulating development of a new sector and new knowledge. However, one should remember that the position of a cluster depends on its phase of life cycle.

Summarizing, one can state that clusters constitute the most important element of the implementation of SS strategy. However, one should bear in mind that the full potential of clusters will be applied under the following conditions:

Smart specialization integrates policy based on clusters. SS transforms whole regional economy and contributes to the development of technology and communication between particular sectors.

Developed programs of regional support contribute to the local environment (in this case, the emerging clusters will fulfil the conditions of good practice)¹⁹.

Tab 2. Similarities and differences between smart specialisation and clusters

Smart Specialisation	Clusters
Similarities	
Productivity and innovation are critical for sustained growth	
Multiple factors influence productivity and innovation	
Importance of proximity and local spillovers and a critical role of locational context	
Differences	
Exploring emerging market opportunities	Critical mass
Facilitating knowledge about spillovers between sectors and knowledge domains	The source of knowledge: shared infrastructure and common experience
Exploit related variety between knowledge domains	Entrepreneurs derive their knowledge from each other and other entities of local economic community
Derive structural social and economic changes	Enhancing performance of a set of linked companies

Source: *The role of cluster of smart specialisation strategies*, European Commission 2013, p. 9-17.

3. Development of cluster policy in Poland and the synthesis of cluster – conclusions for Croatia.

In reference to *The Cluster Initiative Green Book* the attempt to elaborate cluster policy in the countries undergoing economic transformation is burdened by the following problems:

- Limited confidence of the entrepreneurs to the government initiatives
- Lack of experience in cooperation
- Lack of sufficient knowledge about clusters
- Barriers connected with development of resourcefulness²⁰.

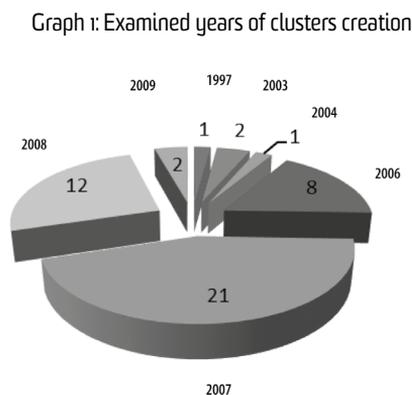
¹⁹ D. Foray, P. A. David, B. Hall, *Smart Specialisation – The Concept, Knowledge*, “Economists Policy Brief”, 2009, no. 9 and Smart Specialisation Platform “Guide to Research and Innovation Strategies for Smart Specialisation (RIS 3)”, 2012 on: <http://s3platform.jrc.ec.europa.eu/home> [March 2012].

²⁰ *Polityka Wspierania Klastrow. Najlepsze Praktyki dla Polski*, op. cit.

Basic barriers restraining the development of cluster policy in Poland before accession to EU were mainly identified with: lack of cooperation between entrepreneurs, institutions and organizations, lack of confidence to business partners, cultural barriers, lack of confidence to potential cluster's entities, no willingness to cooperate. The above-mentioned constraints resulted from underdevelopment of business cooperation. It is worth stressing that also underdevelopment of transportation, telecommunication and information technology infrastructure put many constraints on establishing clusters in particular regions²¹. When Poland became a member of the European Union, its activity on the international market became more dynamic. Therefore, Poland joined different organizations and also acquired access to external funds which in natural way stimulated the creation of clusters.

3.1. Clusters' support policy in Poland

The analysis entitled *Benchmarking klastrów w Polsce – 2010*²² carried out in 2009 on a group of 47 Polish clusters, created between 1997-2009, indicates that only one cluster of this group was created before 2000. Most of the examined clusters were created between 2007 and 2008. 13 of the analyzed initiatives were created until 2007.



Source: *Benchmarking klastrów w Polsce – 2010*, Polska Agencja Rozwoju Przedsiębiorczości, Warszawa 2010, p. 27.

21 C. Pilarska, op. cit., p. 74-79.

22 Raport "Benchmarking klastrów w Polsce – 2010", Polska Agencja Rozwoju Przedsiębiorczości, Warszawa 2010, p. 27.

In the financial perspective for the years 2004-2006, the Ministry of Economy together with the Polish Agency for Enterprise Development and self-government authorities undertook promotion activities aiming at popularization of knowledge about clusters. Through a system of trainings and workshops clusters were presented as innovative concept leading to the growth of competitiveness of enterprises united within cluster's structure²³.

The support of the cluster policy in Poland is associated with sectorial operational program *Improvement of the Competitiveness of Enterprises for the years 2004-2006*, action 1.1.2. *Strengthening of Institutions Supporting Operations of Enterprises and Networks of Institutions Supporting Operations of Enterprises* and Sectorial Operational Program *Human Resources Development 2004-2006*, action 2.3 *Development of Human Resources for Modern Economy*, schema b: *Promotion of Systematic Solutions for Adaptive Potential and Knowledge-based Economy*. In the scope of action 2.2, the Polish Agency for Enterprise Development accomplished a program entitled *Training Program for Promotion of Clusters*. Its main objective was the presentation of opportunities of cooperation in the form of clusters for enterprisers as well as for territorial self-governing bodies²⁴.

In 2007, the Polish Agency for Enterprise Development realized pilotage program entitled *Strengthening Cluster Development* in scope of which one could obtain funds for cluster initiatives from Integrated Regional Operational Program (IROP), action 2.6. *Regional Innovation Strategies and Transfer of Knowledge*.

In the financial perspective for the years 2007-2013, the strategy of cluster policy is partially framed in the strategic document entitled *Directions of Expanding Innovativeness of Economy 2007-2013* which indicates national and regional operational programs as instruments for strengthening and developing clusters. The Operational Program *Innovative Economy*, action 5.1. *Strengthening of Supra-Regional Cooperation Links*, which was one of the most important programs for strengthening development of clusters at the national level for the fi-

23 W. Duczmal, W. Potwora (eds.), *Klasy i Inicjatywy Klastrowe w Województwie Opolskim*, Wyższa Szkoła Zarządzania i Administracji w Opolu, Opole 2010, p. 31.

24 *Kierunki i polityka rozwoju klastrów w Polsce*, Ministerstwo Gospodarki Departament Rozwoju Gospodarki, Warszawa 2009, p. 18.

nancial perspective 2007-2013, aimed to increase competitiveness of companies by strengthening links between companies, research and development units.

Additionally, within the scope of IROP one could obtain support for the initiatives strengthening operations of clusters in a given region:

- support for technology parks and business incubators
- support for business institutions aiming at development of innovations
- elaboration of alternative forms of external financing of development of resourcefulness
- elaboration of alternative forms of external financing for the purpose of development of resourcefulness
- support for promulgation and popularization of knowledge related to intellectual property.

3.2. Detailed analysis of existing clusters in Poland

Among other actions realized by PAED one can enumerate an operational program entitled *Development of Eastern Poland* dealing with promotion of cooperation.

Within the scope of 16 operational programs at the regional levels, there are several actions supporting the creation and development of cluster initiative.

Separate actions were performed for the following voivodeships (pursuant to the Nomenclature of Territorial Units for Statistics level 2) Mazowieckie, Lubuskie, Śląskie, Opolskie, Pomorskie, Podlaskie, Wielkopolskie, Zachodniopomorskie, Warmińsko-mazurskie, Lubuskie, Małopolskie and Świętokrzyskie. Whereas in the remaining voivodeships, there was a possibility to obtain support for the cluster initiatives within the scope of activities executing more than one projects. Most of the project funds are dedicated to development of innovation and technology, stimulation of resourcefulness and promotional activity. Additionally, most subsidiaries were granted for investments, development of clusters and personnel trainings. Implemented programs concerned primarily cooperation between companies and R+D units and transfer of technology. Some of the said programs were dedicated directly towards entrepreneurs, granting them funds for personnel training. In each voivodeship one could find programs granting funds for development of local and regional business links.

In regional operational programs, there was also possibility of co-financing transfer of new technologies, development of technological parks and scientific units²⁵.

Operational programs in Łódzkie, Mazowieckie, Opolskie, Podlaskie, Świętokrzyskie and Warmińsko-mazurskie Voivodeships focused mainly on the creation and expansion of clusters. An improvement in the cooperation between clusters and R+D units was noticeable in Kujawsko-pomorskie, Mazowieckie and Śląskie Voivodeships. Activities putting into effect new technologies were included in the operational programs for Lubuskie and Podlaskie Voivodeships. Promotion of cluster initiatives as well as technology parks and business incubators was included in the activities of Mazowieckie and Podlaskie Voivodeships²⁶.

The examined clusters operate in various lines of business, but most of them are connected with technological information, aviation and construction sectors. The fewest clusters operate in transportation, automotive and medical sectors.

More than half of the examined clusters were created from the so called grass-root initiatives. This means that, they were created intrinsically from the cooperation of companies. 17% of the examined clusters were created from top-down initiative, and 30% of them represent mixed initiative, i.e. they were created from the cooperation of companies, non-profit organizations and the public sector.

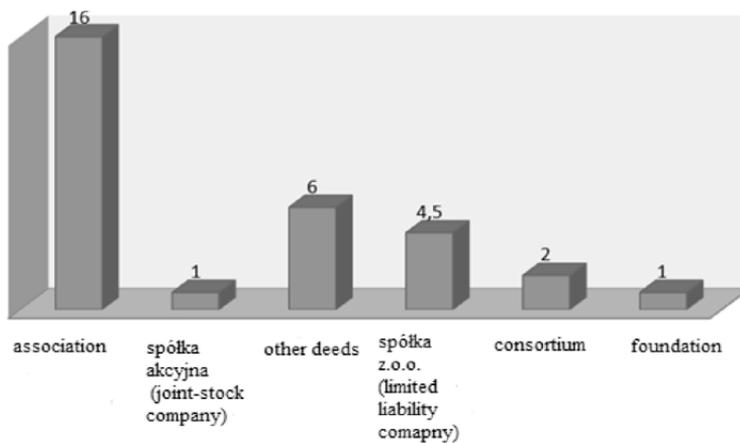
An association is the most popular organizational and legal form of clusters – 16 from 35 of the examined clusters operate on the basis of this legal form (4,5 of examined clusters operate as spółka z o.o. (limited liability company)). Only one cluster operates as a foundation, whereas 6 operate on the basis of other deeds²⁷.

25 Instytut Badań nad Gospodarką Rynkową „Wykorzystanie Koncepcji Klastrow dla kształtowania polityki innowacyjnej i technologicznej państwa. Rekomendacje dla polityki stymulowania rozwoju klastrow w Polsce”, 2009, http://www.ewaluacja.gov.pl/wyniki/documents/2_030.pdf

26 UniaEuropejska.org, „Klastry”, 2001, <http://www.uniaeuropejska.org/klaster-czyli-w-grupie-raniej>

27 J. Hałub-Iwan (ed.), *Benchmarking klastrow w Polsce – 2012*, Warszawa 2012, p. 25.

Graph 2: Clusters' organizational and legal forms



Source: *Benchmarking klastrów w Polsce – 2010*, Polska Agencja Rozwoju Przedsiębiorczości, Warszawa 2010, p. 24-26.

According to the data by the European Cluster Observatory of 2014, Poland has about 264 clusters. Most of them were established after 2006 when Poland joined the EU, obtaining access to funds from financial programs realized in years 2007-2013. Most of the existing clusters are associated with information technology, aviation, eco-energetics, hotel industry, tourism services as well as with construction, printing, wood and furniture industry sectors. After the accession of Poland to the UE, common programs funds became the main source of financing of cluster initiatives. Through their operations, benchmarked clusters obtained 65.5 million zlotys, from which 32.2 million was received from an operational program *Innovative Economy*²⁸.

By 2012, 212 cluster initiatives appeared in Poland. 26 of them are identified in Mazowieckie Voivodeship, 18 in Warmińsko-mazurskie Voivodeship and 17 in Śląskie Voivodeship. The dominant business line connected with cluster initiative is ICT, represented by 28 clusters, including 6 cluster initiatives in Mazowieckie Voivodeship, 5 in Małopolskie Voivodeship and 4 in Śląskie Voivodeship.

28 M. Dzierżanowski (ed.), *Kierunki i założenia polityki klastrowej w Polsce do 2020 roku*, Polska Agencja Rozwoju Przedsiębiorczości, Warszawa 2012, p. 17.

The tourist sector includes 27 initiatives, 4 of which are located in Lubuskie Voivodeship. Food industry locates initiatives on the territory of 12 Voivodeships, 3 of which operate in Lubuskie, Łódzkie, Podlaskie and Warmińsko-mazurskie Voivodeships. Łódzkie Voivodeship dominates in the textile and clothing industry, with 5 cluster initiatives operating there. In Warmińsko-mazurskie Voivodeship, wood industry is the dominant branch; one can enumerate about 4 initiatives of this type. Mazurskie Voivodeship has 4 initiatives from automotive sector²⁹ operating there.

3.3. Development of clusters in Croatia and other European countries.

Majority of clusters in Croatia function in the manufacturing and agriculture sectors, having more than 500 employees (40% of the total), these clusters are mainly financed by membership (68%), and they are mainly producing for Croatian market (72%). The development of regional clusters in Croatia commenced after 2005. The innovative activity of European clusters is relatively concentrated in a few areas in Europe (West Germany and most regions of Austria, the north and east of France, the south-eastern part of the United Kingdom, the Netherlands and in some Scandinavian countries, mostly in Sweden)³⁰.

Conclusions

To summarise, one can state that a part of clusters' initiatives in particular regions has been created, and is being created, thanks to the accessibility to funds designated for development of clusters – at the regional and at national level. Unfortunately, this procedure causes some kind of inflation of cluster initiatives³¹, some which do not influence the re-

29 *Klasy w Polsce*, Polska Agencja Rozwoju Przedsiębiorczości, Warszawa 2012, p. 8-9.

30 A. Obadić, *Analysis Of Regional Cluster Development In Europe And Croatia*, 2009, p. 17.

31 On the basis of benchmarking research carried out in 2012 on a group of 35 clusters with attributed phase of their development, 80% of them were described as emerging clusters. The youngest clusters, created in years 2010-2011 and older clusters, created in years 2006-2007, were identified in incubation phase. However, one of the youngest clusters, created in 2011, has been defined as an emerging cluster. These data indicate that the number of years is not the sole factor determining cluster's development. Without appropriate activity, clusters which function on the market for several years do not advance to the next stage of development. However, clusters which take opportunities arising from cooperation can advance to the next phase in a short time.

gional level and by the same they do not speed up the development processes. The foregoing analysis of the types of clusters' business lines indicates that Polish policy aiming at stimulating the development of clusters, in relation to the growth of their competitive position, shall take into account the specificity and smart specialization of a given region.

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