

# STUDIA REGIONALIA

Journal of the Polish Academy of Sciences:  
Committee for Spatial Economy and Regional Planning  
&

European Regional Science Association  
(ERSA) Polish Section

Volume 46, 2016, pp. 89–106

doi: 10.12657/studreg-46-06

## COORDINATION OF LOCAL DEVELOPMENT PLANNING AND ITS METHODS. CASE STUDY OF KRAKÓW

Michał Kudłacz

Cracow University of Economics, Department of Public Economy and  
Administration, ul. Rakowicka 27, 31-510 Kraków, Poland  
mkudlacz@uek.krakow.pl

**Abstract:** In this article the author attempts to define the specificity of the tools for development planning at the local level in the context of: institutional resources of community (gmina) (and means of strengthening them), models of public management as well as the specifics of the Polish public administration system and its ensuing dysfunctions. These dysfunctions rely mainly on a limited awareness of the need to create mechanisms of coordination for: socio-economics, spatial and financial planning. These factors contribute to a decrease in the effectiveness of measures for the development of communities. Socio-economic planning answers the question: WHAT we want to do in the community; spatial planning: WHERE we would like to carry out certain activities, and financial planning: HOW MUCH it will cost and where the financial sources are. We can see the theoretical causal links between the areas of development planning, therefore, the main purpose of this article is to offer conceptual framework and a relevant case study of Kraków serving as its validation attempt.

**Keywords:** local development, institutional capacity of municipalities, local development planning, mechanisms for coordination of public administration

**JEL code:** R11

### 1. Introduction

This article attempts to define the problems that Polish municipal governments are confronted with over the development planning process. Local governments, in order to effectively and efficiently implement public tasks of ensuring the collective needs of citizens and improve their competitiveness, implement a number of measures. Some of them, however, in an uncoordinated manner, and thus – inefficiently. There are many reasons why this happens. The author attempts to analyse each of

them and recommends possible directions of changes that result in better use of resources.

There are many perspectives on the phenomenon of local development, as many as areas in which this development takes place. Here, we mainly focus on the analysis of the ability to create effective ways to coordinate the different areas of development planning at the local level. In this article the author tries to show the specificity of development planning (socio-economic, spatial and financial) in Polish cities, taking into account the formal and legal framework characteristic for the Polish system of public administration, as well as the effectiveness of local government. The aim is to analyse the activities in the field of development planning in one of the Polish cities inhabited by over 0.5 million inhabitants. Conclusions on the effectiveness of the activities of local authorities in the selection of methods for coordinating development planning and measures to overcome key barriers to the development and to the use of major resource development of the metropolis will be presented.

## 2. The specificity of local self-governments functioning in Poland – a systemic approach

The author would like to underline that there are several analysis regarding integrated planning of development at local level (e.g. Markowski & Drzazga 2015) so in this article the author has taken into account the achievements of the Committee for Spatial Economy and Regional Planning, Polish Academy of Sciences in this regard. Activities of local (commune) self-governments are intended to achieve two overarching objectives. The first stems from the creation of local self-government as defined by Max Weber (e.g. Mazur 2016a). It is about the subordinate role in regard to recipients of public actions. Providing collective needs of citizens, better understanding of local needs through “bringing closer” authority to the local level is the essence of the functioning of local government. The second objective is focused on raising the attractiveness of localization (competitiveness in the territorial dimension).

The activities of local governments, by definition, should be developmental in nature, that is, local authorities should strive for better management of public tasks. This means the use of available resources and overcoming barriers in order to overcome problems with raising the quality of public services and use of resources for local development. It is worth, however, to start our discussion by saying that territorial development is dependent on two basic variable processes: first one is called free market, dynamic, exuberant process, the momentum, the strength of which does not lie in the activities of the public administration, and some of them are at all beyond the reach of human activity (e.g. topography, climate, soil, natural resources, access to the sea, etc.). The second element of development is a development policy, and the word “policy” here indicates a conscious, active, rational role of public administration in the pro-development activities. Analysing the first element (free-market processes) it can be noted only as a law of supply and de-

mand that describes pro-development actions that are happening in isolation from the public administration. Socio-economic development (assuming in this case that the socio-economic development is the most widely conceived development of the community) is carried out regardless of the actions of public administration. Considering, for example, the law of supply and demand, both sides are satisfied with their transaction: a seller, who earns money, and a buyer, whose needs are satisfied. Businessmen have learned to first recognize the needs of customers, and over time they began to create those needs, which was the basis for socio-economic development. The object of a careful analysis in this article is, however, the second base element, that is a development policy understood as those of the public administration actions that affect the location attractiveness of a territory. Development policy is also understood as an activity with respect to free-market processes. As already mentioned, free market processes are pro-development, but this process is subject to side effects. Not regulated free market in the long term will lead to a polarization of socio-economic potential (a growing difference between the rich and the poor). As indicated by János Kornai (Kornai 1990), the lack of the influence of public administration on the free market would result in not only chaos and anarchy, but above all in the lack of prospects for exit from the social margin of people who cannot develop their career in a free market economy. Therefore, public administration regulates and complements the dynamic, exuberant, and natural processes of development (Hausner & Klesyk 2014).

Public administration has the tools to correct essentially imperfect free-market processes. It is mainly about system tools, which are the domain of public administration at a central level, but not only. Local and regional authorities, even communes, also have tools to counter the phenomenon of poverty and social exclusion. And this refers not only to aid programs, but also to those which include society to professional activity. The most important tool in this respect is however undoubtedly held by public central administration. Another function of public administration in relation to the processes of free-market is a complementary function. Thanks to the development processes of the free market, and thus, entrepreneurship, knowledge, technologies, in theory today we are able to access all our chosen goods or services on condition we have appropriate financial resources. Today, there are basically no technological barriers that restrict access to the goods or services. However, there is an area in which commercial companies are inactive. This applies to the systemic providing public order and security in a broad sense. Public administration completes this “drawback” of free-market processes, which is also its inalienable duty. Complementary function, which supplements processes of the free market is not a developmental function. Strengthening function, which is the core issue, is crucial from the point of view of the considerations in this article.

Measures to strengthen the external developmental signals are one of the objectives of the functioning of a local self-government. It is therefore not only about the efforts in favour of the most basic aim of the functioning of the commune administration – ensuring the collective needs of citizens and subordinate role for key stakeholders of communes with special consideration of the residents, but also about rational, effective and efficient measures to enhance their competitiveness that in

conditions of limited resources and unlimited development needs forces competitive behaviour. When talking about metropolises, it is not therefore only about a simple implementation of own tasks under the Commune Self-Government Law, or the Law on the Powiat Self-government (In Poland metropolises have to provide the public services that coming from two law acts: for gmina and powiat<sup>1</sup>). These laws provide a list of obligatory tasks, without indicating how, in which scale, at which expenditures the specific tasks should be carried out (how wide, using what tools, etc.). One of the key issues is, therefore, the quality of public services. This can be measured by the level of satisfaction of their customers, but also by cost effectiveness, time, related to the amount of work, etc. Satisfaction with the quality of public services is one, though not the only one, element of territorial competitiveness (self-governments between themselves fight for finite, key “community-making” resources: the people, businesses, tourists, etc.) (Kudłacz 2014).

So we are dealing here with the duality of the activity of the commune administration. On one hand, it comes to delivery of public services (administrative, communal, social) that generates costs; on the other hand, it is about the income side. The actions of local authorities seek to rationalize these costs while maintaining high-quality public services and maximizing the income side – economizing of activities of local authorities. This is important because in addition to grants and subsidies, part of the commune budget can be provided by their own revenues, including income taxes: personal and corporate, and this depends on the prosperity of citizens and businesses, as well as e.g. migration. Actually, the escape of residents and businesses is linked to the diminished quality of public services in the commune and other elements (Kudłacz 2016). New Public Management handles this assumption by means of a specific model of public management, where certain behaviour, mode of action (pragmatism, focus on goals, rationality cost, efficiency of operations, strategic planning, etc.) specific to the business sector is taken over by the local government (Mazur 2016b). A question may arise, why local governments would take over the behaviour of firms and try to maximize their financial benefits? Especially that this is not their primary business objective. In fact, the key thing here is that resources are exhaustible (the entrepreneur must make a choice of place for their investments between communes, just as a tourist chooses the place to visit, or a resident to settle). The actions of local governments have to ensure that they attract, or create more attractive conditions than in other communes. Local governments, as businesses, have learned to compete for these resources.

<sup>1</sup> Self-government administration in Poland is functioning on three levels: voivodships (regions), powiats and gminas (commune).

### **3. Local government in the context of development processes – basic planning documents of communities**

To effectively and efficiently deliver public services, local governments need a reliable diagnosis of resources owned, and appropriate response to proposals regarding the ownership status: both of them are the tools for the implementation of pro-development activities. Due to the fact that the quality of provided public services has become extremely important (there is a closed system, or certain actions bearing consequences of a feedback) namely: actions of local authorities should aim to increase the number of local residents due to the fact that they constitute the tax base of a commune, and it is possible among other things, when the quality of public services will be high. Otherwise, we will be losing those people. So activity should be aimed to increase the number of residents, because it allows to increase the income of the commune, and the money earned could be used to achieve public tasks for these residents. In addition, local authorities should promote the economic development of the community, because it makes possible to ensure an adequate tax base by residents, entrepreneurship and tourists. Therefore, it is not just a simple implementation of public services, but the point is in systemic measures for development planning, which is not about just having only e.g. the development strategy of the commune, which in the twenty-first century in Polish communes is a standard, but it comes to developing such solutions that will be the actual diagnosis of resources and development barriers and what is important, on this basis finding reliable solutions appropriate to state ownership and challenges of the modern economy and the local conditions and factors will be possible. It is about adequate and effective operations, although these actions are prone to obsolescence. A very important element of pro-development actions is adequate planning and implementation mechanism for the completion of what is written in planning documents. Often, this element is omitted in the activities of local governments. Importantly, development planning in the municipality takes place in three basic areas:

- socio-economic planning
- spatial planning
- financial planning.

These activities take place in accordance with the principle: socio-economic planning is to lead to the answer the question “what” we want to do in our community, spatial planning, “where” we want to do it, but financial planning is to help us answer the questions of “how much” and “where” we can take the financial resources from. If we had such a way of thinking, the socio-economic planning would be original in the sense that the action in the other two areas are of secondary character (chronologically followed after it) relative to the first. In fact, there are communes in Poland that hold the outlined above model of development planning.

The basic planning document in the area of socio-economic development of a commune is a strategy of development of commune; in the case of spatial planning: a study of land use conditions and directions, and in the case of financial planning: municipal budget and long-term financial forecast. It is clear that in Poland

there is a problem with the mechanisms of coordination between these three levels of planning within a single local government. The documents indicated above are elaborated by different groups of experts and cooperating officials. There is a lack of communication and coordination in the planning of the contents of these documents, also during their updating. Often these groups compete against each other, not noticing obvious needs to integrate the provisions in such a way that they are mutually complementary. The result is a document that does not look at issues of effective use of development resources of the commune from different perspectives, but sees different perspectives, at least disjointed and sometimes contradictory.

The strategy of a socio-economic development is a document indicating those areas of the economy that need to be developed. Its instantiation is done through arrangements of spatial development (planning) and financial plans (both of short and long term character). The second main area of territorial development planning is spatial planning. It is one of the main areas of activity of local authorities that contributes to the quality of life of residents, and location attractiveness from the point of view of investors, tourists and residents of functional area. Measures for the development of spatial territory are associated with measures for socio-economic development and financial planning of a local self-government. The basic tool of strategic planning are the documents governing the financial policy of local government. Documents specifying the financial development of the territory stem from strategic assumptions in the socio-economic and spatial area. Strategic actions, in fact, rely on the determination of the position it holds (part of the diagnosis), the position it intends to be by successfully implementing the development strategies. Usually there are many strategic paths (e.g. the fastest track, the cheapest, etc.). It should be further noted that the strategic goals, namely the main directions of socio-economic development, result from the assumed time horizon for the strategy. As already mentioned, strategic plans should be periodic documents, then the strategic goals are of proper weight, importance, they are adequate to achieve the objectives of the entity.

A spatial development plan is a document the provisions of which should arise from the socio-economic development strategy. The spatial development plan has several functions. Firstly it protects areas that require protection: valuable culturally, historically, valuable due to the special environmental values, etc. Secondly, it determines the way of development of space already built-up, in such a way so as to improve, or at least not degrade, morphological and functional structure of a territory. The socio-economic development strategy document, for example points out the need for a new function of a commune; spatial development plan also indicates where such function could be created, with respect to the existing territorial tissue and with maintaining functional cohesion – for example not staking out oppressive industrial space in the immediate vicinity of the residential sphere. Thirdly, spatial development plan indicates the potential development of wasteland. Fourth, it indicates potential possibilities to restore functions for sites designated for revitalization activities. The fifth function is to support the promotion of the commune among potential investors. Spatial planning is not just a simple arrangement in the space of elements of the structure, but also their spatial organization, i.e. such a

composition of various elements generically that determines the functionality of the territory set in the context of functioning and development of the business, as well as of quality criteria for residence (Gaczek 2003; Zachariasz 2013).

Local spatial development plans are prepared as required except for a few mandatory cases that are specified in the Polish legislation. We are therefore faced with a situation where there is a statutory obligation to have a study of land use conditions and directions at a commune level, which is a planning document setting out the essential, general, directional, strategic objectives of spatial policy; there is no obligation to have local development plans, which in fact are acts of local law, making assumptions of the study operational. The local plan specifies in detail the purpose of areas and lines of demarcation between lands for different purposes or of different rules of development; or principles of building formation and indicators of land development; maximum and minimum intensity of development as an indicator of the total building area in relation to a plot construction, etc. It is customary to say that the local spatial development plans should be embedded in time, that is, they should refer to the spatial policy appropriate for the specified period of governance. In the author's opinion, local plans should specify "where", that is reasonably dispose of space. "When" should be specified by plans for socio-economic development.

In Poland, the management of space in areas without local spatial development plan takes place on the basis of a study of land use conditions and directions. So if there is no local spatial development plan, one can make an action that has its spatial effects on the basis of an administrative decision. Each time, the applicant must apply to the competent decision-making body to consider applications for permission to action having an effect of spatial character. This solution, in the legal sense, comes from the German system of public administration, but in Germany the proportion of investment projects based on land use conditions: it is approx. 20% of all operations of this type whereas in Poland considerably more than a half. It is a tool that can cause decisive chaos which will have implications for spatial characteristics. Establishing the conditions for development in areas with no plan is required by a change of land use involving the construction of a building not having the character of a public aim, or other similar works, but also the change of a use regime of a building or its part.

There are several tools and procedures for financial planning of local governments in Poland. The primary is a budget adopted on an annual basis, others include: performance-based budget, long-term financial plan and a long-term investment plan. The obligation to develop a long-term financial forecast (LTFF) is required to be adopted by any unit of local self-government by virtue of provisions of Articles 226–232 of the Act on Public Finance. The starting point for construction of a long-term financial forecast is the annual budget. The intention of the Act is to treat multi-annual plan as a general plan as superior to every annual budget. Long-term financial forecast cover the period of the financial year and at least three consecutive fiscal years. Estimation of the amount of debt, being part of the long-term financial forecast, is drawn up for the period for which it had been drawn and for it is planned to enter into commitments. The values adopted in LTFF and the budget should comply

at least with regard to the budget outturn, the amount of revenue and expenditure and a debt of a local government units and it should include an estimate of revenue with a separation of current income and assets (including specification of incomes from the sale of assets), as well as forecast of expenditure divided on on-going and current. As a part of current expenditure there are recovered expenses for debt service, expenditures related to the granted sureties and guarantees, expenditure on wages and contributions accrue from them, expenditure related to the functioning of the bodies of local government units as well as expenditure on projects planned and implemented multi-annually. Among capital expenditures the expenditure in a current year for planned and implemented multi-annual projects should be specified. One of LTFF elements is also the budget outturn, understood as the difference between revenue and expenditure of the budget in each year covered by the forecast. A positive financial result is a budget surplus, a negative result – the budget deficit. Additionally, LTFF should include information on the destination of the surplus or the method of financing the deficit.

LTFF covers the period of the financial year and at least three consecutive years. The period covered by a long-term financial outlook may not be shorter than the period for which spending limits had been adopted for projects. An estimation of the amount of debt, being a part of the long-term financial forecast, is drawn up for the period, for which it was drawn and for which it is planned to enter into commitments. A part of financial planning is to determine spending in the long-term for a so-called infrastructure investments. It is important because these are the most capital-intensive spending, often of a strategic importance for the territory, with diversified sources of financing (see Owsiak 2002).

#### **4. Coordination between development planning – the case of Polish communes**

This part of the paper deals with the practical investigation on the activities undertaken by the communes in Poland in order to efficiently use the resources through the development programming. The studies were held in 2014 and 2015 within the framework of the project “Systemic support for management processes in local government”, implemented inter alia by The Małopolska School of Public Administration of the Kraków University of Economics. The Małopolska School of Public Administration of the Kraków University of Economics in cooperation with other units introduced the Institutional Development Planning (IDP, and in Polish Planowanie Rozwoju Instytucjonalnego – PRI). PRI is an example of a comprehensive approach for improving the quality of public administration. Its conceptual roots should be sought in the mainstream of modernization known as first generation reforms (new public management). There is also evidence of its roots in the administrative reforms of second generation (participatory management). From the first mainstream method, PRI derives above all a conviction of the necessity to respect the rules of effectiveness, efficiency and economy in the management of public affairs. What



is particularly important in this method, and comes from the logic of participatory management, is exposing the importance of activities of citizens in the resolution of important public issues and the ancillary role of public administration to the citizens and their communities. This method is based on the fundamental assumption of the need to provide good quality public services by public administration offices, in a manner characterized by low transaction costs (<http://pri.msap.pl>).

The PRI method is used to evaluate the institutional resources for, among others, improving regional competitiveness. This tool was designed for communes and powiats in Poland, and the method involves the analysis of the functioning of local authorities in 19 areas that consist of more than 500 detailed questions. For the aim of the paper, the most important observations are linked to the strategic planning and decision-making in each of these areas of development programming.

PRI is an example of a comprehensive approach for improving the quality of public administration's activity. Its conceptual roots should be sought in the mainstream of modernization activities in economy known as first generation reforms (New Public Management). At the core of the PRI method is the belief that one of the key factors contributing to the development of local communities is efficient and effective public administration at local level, initiating and supporting efforts to improve the quality of inhabitant's life as well as local development. To make the local governments able to fulfill the tasks in this area as the existing and emerging needs, it is necessary to strengthen their institutional capacity. This term shall include appropriate organizational structures and decision-making, competent and efficient officials, operating procedures, mechanisms to ensure the proper use of resources, the use of mechanisms of partnership and participation of local communities in the management of public affairs. Appropriate institutional capacity allows local government units to provide high quality public services and effectively support socio-economic development of local communities.

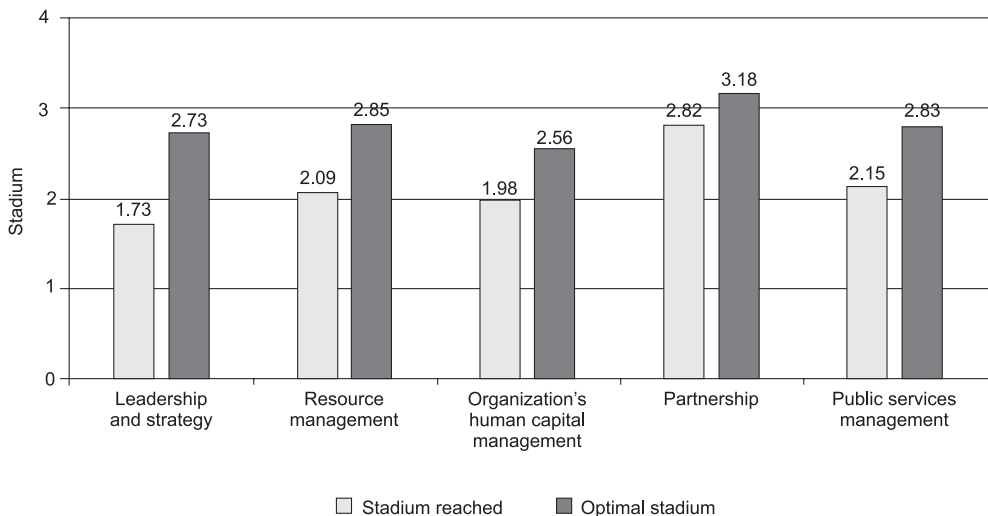


Fig. 1. Average results from five areas of management

PRI as a complex method, covers a broad spectrum of activities of local governments. The most important from the point of view of the institutional capacity of local activities are included in the following called “management areas”: (1) Leadership and strategy; (2) Management of resources and processes; (3) Human capital management organization; (4) Partnership; (5) Management of public services. “Management areas” are divided into “criteria”, which in total is 19. The criteria are divided into “conditions”, the fulfillment of which is necessary to achieve specific “stage of development”. There are five stages of development. The higher the stage, the higher the requirements, increasing the difficulty of the tasks to be performed. Achieving example of the third stage means that the municipality has fulfilled all the conditions for the first, second and third stage together (see: PRI method). Collective results of analyses carried out in these areas are as follows:

The graph shows the average value of institutional advancement of communes in Poland (the average for 57 communes from 16 powiats), among others in the area of leadership and strategy. In the PRI method a rating scale from 0 to 5 (the so-called Stages of development), was adopted where the stage 5 is the introduction of the most advanced solutions in the given area and stage 1 of development means only basic solutions, while stage 0 means that the local government which operates on the area does not have solutions that are required from the point of view of law. The blue bar indicates the current status, the red one – desired by the municipalities. It is not necessary to strive to reach stage 5. Each stage of development entails costs that can be inappropriately high for potential benefits, especially for smaller communes.

Analysing in detail the procedures of development planning owned by communes, one should rely on the results of analyses carried out by the PRI. As is clear from these data, many local governments do not have even the basic solutions for local development planning.

Exemplary specific questions relating to the issues of local development planning methods with respect for the principles of coordination of development planning in particular areas are given below along with the number of stages of development, to which they relate in accordance with the PRI method. As one can see from the above graphic, the average for the area of development planning is less than 2, and so there are many local governments in Poland which do not have the following solutions:

1. Stage 2: Mandatory plans, programs and strategies include:
  - tasks and expected results of their implementation, taking into account the risks associated with their implementation.
  - organizational entities, organizational units responsible for the implementation of the objectives / tasks
  - resources required for the achievement of the objectives / tasks within the plan.
2. Stage 2: There is a commune development strategy, prepared with the participation of the social partners and businesses, which includes:
  - mission and vision, strategic objectives (in line with the SMART principle), specific objectives and tasks,
  - monitoring procedure.

3. Stage 2: The financial resources for the implementation of the strategy are included in the subsequent annual budgets.
4. Stage 3: There are operational plans covering all the targets in the strategy, which define the tasks and the expected results of their implementation, organizational units responsible for the implementation of the plans (or tasks within the plan), the amount of inputs (financial and physical) required for the implementation of tasks within plans, schedule plans, performance indicators.

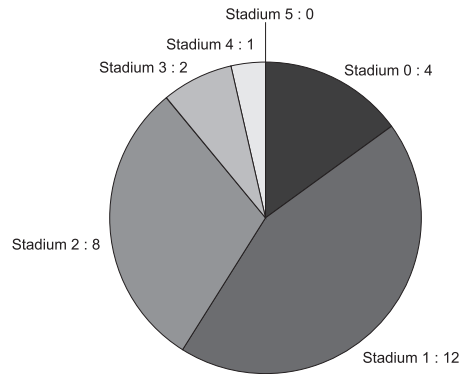


Fig. 2. Area 1. Leadership and strategy. Criterion 2

5. Stadium 4: Promoting economic planning is coordinated with actions on financial planning and consistent with the findings of planning

The problem most frequently occurring in the commune governments in Poland concerning development planning, as seen from the above information in conjunction with graphics, is the lack of awareness of the need to coordinate the various areas of development planning in the commune, as well as insufficient action to operationalise (clarify) the general directions of development put down in development strategy. It has to do with the still not very highly experienced Polish local governments related to the implementation of the provisions from strategic documents, as well as with methodological errors in the coordination of development planning, as outlined below. It should also be worth to add here that in Poland there are still self-governments that do not have a development strategy or the document is incomplete, unreliably prepared and thus it is a document the provisions of which will never be realized and therefore it is not possible to transpose the key elements into documents regulating spatial development of the commune, as well as programming financial expenditure of local government units.

## 5. Coordination between development planning – the case of Kraków

The following synthetic analysis has been made of the provisions of key documents defining the directions of socio-economic, spatial and financial development of the city of Kraków. The development strategy of the city of Kraków in force was adopted on 13 April 2005. It was enacted after the adoption of the Study of Land Use Conditions and Directions (Resolution of the Council of the City on April 16, 2003) by the Council of the City of Kraków, which is an obvious methodological mistake – given the theoretical description of the elements of coordination mechanisms of local development planning found in this article. Interestingly, in the following years

the Study was updated, including the 2014 diagnostic re-analysis and adoption of an updated version without waiting for updating the basic document. In the current version of the Study of Land Use Conditions and Directions from 2014, there are rather modest references to the Study, which is the basis of an efficient Study of Land Conditions and Directions of development planning. These references can be found in the detailed description of the investment projects, where it is mentioned about the planned activities in the strategy, e.g. construction of the Congress Centre is associated with the specific need to develop new tourist functions described in the strategy. However, there is no reference to the strategy at the conceptual level – in the basic planning document (strategy) which adopts a certain way of thinking, which is reflected in the strategy.

With regard to the Development Strategy, the author analysed the document adopted in 2003 and a draft strategy from 2016. For the current document, one should pay attention to two issues: insufficient prominence mechanism for monitoring, evaluation, development management, as well as the lack of provisions relating to, in principle, the key players in ensuring the proper implementation of the draft. It should be remembered that the process of development planning and implementation of the outlined actions require building a partnership, without which the implementation of individual measures would be impossible. For example, for the development of entrepreneurship – entrepreneurs and institutions of technology transfer are needed and for the development of human capital – public employment services, universities, schools, etc. Self-government will not be able to deploy the contents of the strategy, for this one needs mediation and cooperation in the planning stage development.

Another issue is the need to operationalise strategic objectives contained in the vision, mission and strategic objectives through a specific operational program, containing relevant information: cost estimates, schedule, etc. Each of the strategic objectives should be disaggregated to the detailed objectives and the tasks that are formulated in short-term municipal programs. In the case of the City of Kraków, there are Operational Objectives (of lower importance in relation to the Strategic Objectives), which have not been assigned in the current strategy of urban programs.

Before, however, a detailed analysis of currently valid Strategy for the Development of Kraków of 2005 will be made, it is worth to look into the working provisions of a draft of the new strategy, which sets out the most important, key development areas of Kraków. They are presented in the Table 1.

One of the most important elements of building effective tools for development planning is the creation of appropriate mechanisms for implementation, monitoring, evaluation and clarification of activities in each of the key areas. In general, efforts to operationalise the provisions of the strategic goals is achieved through the definition of municipal sectoral programs with a short term, together with the matrix of relationships of these programs with specific objectives. There is no certainty that the development objectives described in the strategy are internally consistent: for example, the implementation of *Objective 1* will not contribute to the weakening of reaching the *Objective 2*. To ensure that such a situation does not occur, or

Table 1. Key development areas of Kraków

Economy (smart economy)	Human and social resources (smart people)	Environment (smart environment)
<ul style="list-style-type: none"> <li>– Competitiveness</li> <li>– Innovation</li> <li>– Flexibility</li> <li>– Cooperation</li> <li>– Image</li> </ul>	<ul style="list-style-type: none"> <li>– Demographic potential</li> <li>– The level of qualification and competences</li> <li>– Flexibility and creativity</li> <li>– Openness to the world</li> <li>– Active participation in public life</li> </ul>	<ul style="list-style-type: none"> <li>– Attractive, friendly for residents and investments natural conditions</li> <li>– Effective protection of the environment</li> <li>– Sustainable management of natural resources, including energy</li> </ul>
Mobility (smart mobility)	Governance (smart governance)	Quality of living (smart living)
<ul style="list-style-type: none"> <li>– Sustainable, innovative and safe transport system</li> <li>– Availability of infrastructure using information and communication technologies (ICT)</li> <li>– Accessibility to / from the city to / from the outside world</li> </ul>	<ul style="list-style-type: none"> <li>– Integrated and participatory management processes</li> <li>– Availability of public and private sector services</li> <li>– Effective management of public space</li> <li>– Political strategies and prospects of development of the city</li> </ul>	<ul style="list-style-type: none"> <li>– Quality of cultural and entertainment offer</li> <li>– Quality of educational services offer</li> <li>– Quality of medical services offer</li> <li>– Public and social safety</li> <li>– Living conditions</li> <li>– Conditions to practice sport, recreation, leisure, tourism</li> <li>– Social cohesion</li> </ul>

Source: Development Strategy 2030 for Kraków – *the presentation of outcomes of an integrated diagnosis and SWOT analysis*, Sala Obrad im. Stanisława Wyspiańskiego, Kraków, Plac Wszystkich Świętych 3–4, 24 April 2014, p. 6.

to make aware efforts to weaken the contradictions purposes, it is often used the matrix evaluation of the goals. Into matrix in columns and rows we write in the goals of the strategy, and by using one of the methods we determine the character of the impact of one goal to the other. Below information on the issue in the city of Kraków can be found.

Strategic Goal I. Kraków as a family-friendly city, an attractive place to live and stay

- I.1. Improvement of the conditions of environment (Environment Protection Program for the city of Kraków for years 2012–2015, Program for the Protection of Environment Against noise for the city of Kraków for years 2014–2018, Program for Reduction of Low Emission for the city of Kraków).
- I.2. Broadening the scope and accessibility of education for all ages and improving its quality (Strategy for the Development of Education in Kraków).
- I.3. Improving the sense of public safety (Safety Improvement Program for the city of Kraków called Safe Kraków, Program for social activation of young people in Kraków called The young Kraków, Local plan for mitigation of floods and flood prevention for Kraków, fire prevention program for objects of the Municipality of Kraków).
- I.4. Housing development and revitalization of degraded areas (Multiannual program for the management of the housing resource for the City of Kraków and of a resource of temporary premises for 2012–2017, rehabilitation program for block area development in the City of Kraków).

- I.5. To provide residents adequate level of health safety (Public Health Protection Program Healthy Kraków 2016–2018, Communal Program of Prevention and Resolving Alcohol Problems and Drug Prevention 2016, Public Mental Health Protection Program for the years 2016–2018).
- I.6. Ensuring the protection of the status and living conditions of the family
- I.7. Creating the conditions for participation in the development of community for individuals and groups at risk of exclusion (Powiat action program for disabled people for the years 2015 to 2018, Program for the adjustment of the system of public transport for the disabled, Program for activity and Social Integration of the Elderly in the years 2015–2020)
- I.8. Development of a local self-government and improvement of managing methods, raising public awareness and interest in city life (Program of cooperation of the Kraków Municipal commune with non-governmental organizations for year 2016).

Strategic Goal II. Kraków as a city of a competitive and modern economy is divided into six operational objectives.

- II.1. Shaping the spatial conditions for the development of the economy, while maintaining the sustainable development of the city and spatial order (local revitalization program for Zabłocie district, Program for protection and development of public spaces, Multiannual program for the preparation of local development plans).
- II.2. Improvement of transport accessibility (Plan for sustainable development of public transport for the City of Kraków and the neighbouring communes, Investment Program – Study of Basic Bike Paths, Parking sites maintenance program for the City of Kraków, the Program of development of transport infrastructure of Kraków).
- II.3. Development of technical infrastructure (Cemetery investment program of the City of Kraków for the years 1999 to 2018, program for thermal efficiency improvement and for thermal protection of buildings of the Kraków Municipality, Plan for a low carbon emission for the Kraków Municipality).
- II.4. The development of small and medium enterprises (Kraków’s Support Program for Entrepreneurship and Economic Development of the City, Development of social entrepreneurship program for the Municipality of Kraków for the years 2016–2020).
- II.5. Strengthening the competitiveness of the labour market (Program for the development of social economy, combating unemployment and professional activation in Kraków’s labour market).
- II.6. Increasing the tourist attractiveness of the city (Tourism Development Strategy in Kraków for years 2014–2020, Promotion Strategy for Kraków).

Strategic Goal III, Kraków as a European metropolis of important functions of science, culture and sport:

- III.1. Improving the conditions for the functioning of Kraków scientific centre
- III.2. Supporting institutions of cooperation between science and economy

- III.3. Preservation of cultural heritage including revitalization of historic city conglomerates (Local Revitalization Program, Program for Protection of Monuments of the Municipality of Kraków for years 2010–2014).
- III.4. Creation of material and institutional conditions for development of culture (Strategy for the Development of Culture in Kraków for years 2010–2014).
- III.5. Creating conditions for the locations of headquarters and branch offices of national and international organizations
- III.6. Creating conditions for the development of sports, fitness and recreation (Program for the development of sport in Kraków for the years 2016 to 2019) (*Strategia Rozwoju Krakowa*, 2005).

General compatibility and consistency between the objectives of development and municipal documents operationalising what is written in the strategy, should be confirmed. However, the most serious fault is the lack of urban program relating to the development of the scientific centre. Kraków in the strategy was named the leading research centre in Poland. There is a reference to this in the vision of the city of Kraków and in the Strategic Objective. No operationalisation of activities in the key area in the form of urban programs should be – despite the relative activity of the authorities of the City of Kraków in this area (including a help with the project of Kraków Technology Park called “SMART\_KOM. Kraków w sieci inteligentnych miast” (SMART\_KOM. Kraków in the network of smart cities.”) Promoting the city as an ideal place for career development, within the framework of the project “inKRK” Keep on developing) – treated as a significant omission.

The third element of local development planning is financial planning, which, in accordance with the accepted chronology should be after activities for socio-economic and spatial planning, so that it was possible to estimate the cost of the planned measures to improve the attractiveness of the location of the city. According to the Long-Term Financial – Investment Plan of the City of Kraków, for the years 2010–2019 the total amount of expenditure on strategic investments will amount to 3,638.0 million. Own resources for the implementation of strategic objectives are 2,673.9 million, with additional 718.7 million of non-repayable funding coming from national and foreign funds, 245.4 million come from own resources.

Building investments include such projects as the construction of ICE Kraków Congress Centre at Rondo Grunwaldzkie, which involves the reconstruction of the road at the roundabout. The total amount of expenditure for the project amounted to 366 million. Another important investment was the construction of Lema Street at the Centre of Entertainment – Park Complex of a value of PLN 49.3 million. Important projects for the revitalization of sports infrastructure was the modernization of several major sports facilities. First of all, the three football stadiums, clubs: Wisła Kraków, Cracovia and Hutnik. Total investment amounted to PLN 388.9 million; the expansion of the Sports and Recreation Centre Kolna with a cost of PLN 10 million has been added to this project. The next group are the metropolitan investments in environmental protection, which include mainly the construction of Sewage Treatment Plant Płaszów II. The costs of the project amounted to PLN 57.2 million. Another group are transport investments. This group of projects consists of

a plan to build Ring Road III and IV, a fast suburban railway network, Balicka route, the national road No. 79 and a radial connection. The total cost of all transport investment amounted to PLN 2,206.5 million. The last group are the remaining investments, which include such projects as the construction of tram lines especially the Kraków Fast Tram and the expansion in rail infrastructure. The construction of underground car parks by Foch Avenue and near Nowy Kleparz. Another project is called “The New Town Hall” and includes the construction of an Investor Service Centre and Town Hall on Centralna Street. Another investment is the creation of the Museum of Contemporary Art in Kraków and the modernization of the “Krzysztofory” Palace. Total expenditure on these projects amounted to PLN 527.5 million (*Strategia Rozwoju Krakowa*, 2005).

## 6. Summary

As indicated in the example of Kraków, it may be that Polish local self-governments moderately attach importance to take actions in favour of a coordination mechanism for development planning. Based on the above considerations, synthesizing the most important elements of co-ordination, one should identify key issues for the planning of local development and methods of planning coordination in specific areas:

1. Completeness of planning documents
2. Chronology of documents
3. Operationalising long-term objectives
4. Openness of the creation and exchange of ideas of the authors of the various plans

We are dealing with the limited usefulness of the development strategy if it does not specify all relevant elements that are broadly described above. It is about the broader deployment component: system management, monitoring, evaluation; external agreements, etc.

Another problem associated with the coordination of the implementation of the documents defining the directions of development in particular areas relates to the fact that the implementation of these occur in a cabinet. There are no interdepartmental teams for implementation of planning documents. Each of the teams is involved in the implementation of the documents in only one area of development planning, therefore there is a lack of the necessary references to complementary planning documents. So there are problems with making the development areas coherent both at the stage of planning and implementation. This is directly related to the specialized education of people forming the strategy development of the commune and the theories of urban planning of the commune. One document is constituted by economists or sociologists and lawyers, the second document – engineers, architects, urban developers. Quite often there is a dispute over competence, limiting opportunities for dialogue and thus coordinate entries in various documents, which should be mutually complementary.

One should also mention that some of the problems associated with the coordination of development at the local level stem from the faulty system. Polish law



rather is inconsistent at this point; there is an obligation to have a study of conditions and directions of development of the commune and there is no obligation to have local development strategy, even though there is a need to determining the development of the commune that is written in the so-called Management control of public finances. Moreover, the problem is that there are different time horizons of particular documents, especially with the financial planning that can make these documents incompatible with each other.

## 7. Recommendations

When analysing methods of coordination development planning in Poland, we should take into account the specificity of Polish public administration system that in its present form is relatively young and based on the principle of sort of autonomy of local governments. Freedom in making decisions that do not result from the laws seems to be a value to the regional authorities, so it is difficult to convince them to accept the rules imposed action. Secondly, according to the principle of subsidiarity, local authorities are to be as close to the citizens as it is possible, to understand their local needs and respond to them. This often leads to spontaneous decisions concerning the allocation of resources, and which is in principle contrary to the objectives of development planning of the three mentioned areas of development planning. The following recommendations for Polish local governments can be made:

1. People creating and implementing the study of land use conditions and directions of a commune and a development strategy of commune should develop a mechanism of cooperation. Such cooperation should be from the point of view of the mandatory executive body. Then we will have a situation where on every stage of planning the development of the commune, other areas of planning will be taken into account.
2. There is a need for a more coherent framework for system development planning in the commune. The current formal and legal framework causes inefficiency within individual planning areas, as well as the lack of consistency between them. For example, there is no obligation to have a development strategy, although according to the guidelines in the field of management control, commune self-governments should have adopted strategic development. There is no obligation to have a strategic diagnosis and determine the mechanisms for implementing of the objectives. This inconsistency looks even more inconsistent if we add that it is a statutory obligation to have the full document of a Study on the conditions. It seems that in the field of spatial planning there is a statutory obligation to have a complete document, including inter alia a diagnosis of resources and barriers to development goals and indicators and already described above mechanisms of reaching objectives.
3. Change of too liberal provisions of law on spatial planning and development.
4. Documents relating to development planning in various areas of the commune should have a common schedule. Changing one implies the need to update the other, otherwise these documents are vulnerable to obsolescence.

Introduction of actions coordinating different areas of development planning would lead to more efficient use of resources for development. This would have to do with breaking the deadlock associated with the lack of specification of complementary activities, and detailed records of the documents would have finally the opportunity to enter the implementation phase while maintaining high effectiveness.

## References

- Gaczek W (2003) *Zarządzanie w gospodarce przestrzennej*. Branta, Bydgoszcz–Poznań.
- Hausner J, Klesyk A (2014) Od niedoboru do nadmiaru. *Polityka* No. 48 (2986), pp. 50–51. [http://www.pri.msap.pl/index.php?option=com\\_content&view=article&id=49&Itemid=37](http://www.pri.msap.pl/index.php?option=com_content&view=article&id=49&Itemid=37)
- Kornai J (1990) *Vision and Reality, Market and State: New Studies on the Socialist Economy and Society*. Routledge, New York.
- Krakow City Hall (2005) *Strategia Rozwoju Krakowa*. Kraków City Council Law Act No. LXXV/742/05, 13th of April.
- Kudłacz M (2014) Zarządzanie rozwojem miast w Polsce. Budowanie atrakcyjności lokalizacyjnej z perspektywy nowoczesnych, wielkomiejskich układów osadniczych. In: Markowski T, Stawasz D (eds) *Partnerstwo i odpowiedzialność w funkcjonowaniu miasta*. Biuletyn KPZK PAN, CLVII, Warszawa.
- Kudłacz M (2016) *Dysfunkcje amorficznego rozrostu osadnictwa w Polsce*. Studia Ekonomiczne 279. Wydawnictwo Uniwersytetu Ekonomicznego w Katowicach, Katowice.
- Markowski T, Drzazga D (2015) The Concept of Integrated Planning System in Poland (Assumptions and Principles for Development of Planning System). In: Klasik A, Kuźnik F (eds) *Rozwój obszarów miejskich w polityce regionów*. Biuletyn KPZK PAN, T. CLXIV, Warszawa.
- Mazur S (ed.) (2016a) *Neoweberyzm w zarządzaniu publicznym. Od modelu do paradygmatu?* Scholar, Warszawa.
- Mazur S (2016b) Współczesne modele zarządzania publicznego a perspektywa miasta. In: Kudłacz M, Hausner J (eds) *Funkcjonowanie metropolii w Polsce. Gospodarka, przestrzeń, społeczeństwo*. Wyd. CeDeWu, Warszawa.
- Owsiak S (ed.) (2002) *Budżet władz lokalnych*. PWE, Warszawa.
- Zachariasz I (2013) Prawne uwarunkowania efektywności planów zagospodarowania przestrzennego w Polsce. *Zarządzanie Publiczne* 1(23). Wyd. Scholar, Warszawa.

### To cite the article:

Kudłacz M (2016) Coordination of local development planning and its methods. Case study of Kraków. *Studia Regionalia* 46: 89–106. doi: 10.12657/studreg-46-06