



National Urban Policy 2023

Ministry of Economic Development



National Urban Policy 2023

Approved by the Council of Ministers on 20 October 2015

Warsaw, November 2016

Authors:

Paweł Orłowski, Rajmund Ryś, Andrzej Brzozowy, Magdalena Zagrzejewska-Fiedorowicz, Agnieszka Siłuszek, Aleksandra Gałązka, Aneta Gęśła, Radosław Górecki, Małgorzata Hołdys, Jarosław Kadłubowski, Aleksandra Kędzierska, Dorota Kozłowska, Bogumiła Krystek-Kucewicz, Michał Leszczyński, Emilia Malak-Pętlicka, Jan Niemczyk, Monika Pastuszko, Piotr Pawlak, Joanna Popławska, Paulina Radecka, Wojciech Sieradzki, Zbigniew Skóra, Karolina Thel, Tatiana Tymosiewicz, Katarzyna Wójcicka.

Cover photo presents the Town Hall – Zduńska Wola Integration Centre in Zduńska Wola. The building, designed by 90 Architects, combines the public, office and cultural functions and is linked to the surrounding public space. The Town Hall is a conference room of the City Council, acting on a daily basis as a conference room, the building is also a premises of the Registry Office, a cinema hall and auditorium, conference rooms and space for activities and actions of Zduńska Wola residents.

Cover photo: Piotr Czarnecki, 90 Architects

Graphic design, composition: Joanna Jackowska

Logo of NUP: Paweł Sieradzki

Publisher:

Ministry of Economic Development
Department of Development Strategy
phone + 48 22 273 76 01
Plac Trzech Krzyży 3/5,
00-507 Warsaw
e-mail: miasta@mr.gov.pl
www.mr.gov.pl
www.funduszeuropejskie.pl
www.popt.gov.pl

ISBN 978-83-7610-610-6



European Union
Cohesion Fund



Table of contents

Introduction	6
National Urban Policy – definition, principles	6
Territorial development policy	11
National Urban Policy – diagnostic documents	12
1. Polish towns and cities – the vision	13
2. The rules of the National Urban Policy	13
3. The objectives of the National Urban Policy	14
Strategic objective	14
Specific objectives	15
4. Thematic areas of the National Urban Policy	19
Quality of life	19
4.1. Spatial management	22
4.2. Public participation	39
4.3. Transport and urban mobility	49
4.4. Low-Carbon Economy and energy efficiency	66
4.5. Revitalization	76
4.6. Investment policy	88
4.7. Economic development	97
4.8. Environment protection and adaptation to climate change	108
4.9. Demography	117
4.10. Urban governance	126
5. The implementation system of the National Urban Policy	137
6. Monitoring the implementation of urban policy	140
Appendices	
1. Report on the linkages between the specific objectives of the urban policy and the objectives of the integrated strategies	
2. Summary report of the public consultations	
3. Indicative list of pilot projects under the National Urban Policy	
4. Application by the Government of the Republic of Poland for the right to hold the International Specialised EXPO in 2022	

REFERENCES



KNOWLEDGE CENTRES



AMENDMENTS OF PROVISIONS



ACTIONS



EUROPEAN FUNDS 2014–2020



INTERNAL REFERENCES



EXTERNAL REFERENCES

Why do we need the National Urban Policy?

Residents of cities comprise approximately 60% of the Polish population. If we are to consider the residents of the other urbanized areas which are located in their direct neighbourhood and which have strong functional relations with them, we may safely say that approximately three-fourths of the country's population are affected by urban issues directly and on a daily basis.

Cities are the places where the science, public services, and business are concentrated, and where the economic development is stimulated. Cities are the hubs of company networks, employees, knowledge and skills, which translates into better productivity and better growth dynamics of these areas. Even the smallest city is also a cultural phenomenon and a carrier of civilization. The widely perceived cultural heritage resources, keeping and protecting them, are of key significance for the cultural identification and the sense of identity of the residents, as well as for the economy and education. An appropriately implemented development policy at all levels, both towns and cities may and should serve as the driving force for the development at the local scale or – to a higher extent – at the regional, national, and European scale.

On the other hand, urban areas are places where multiple social, economic, and spatial problems emerge. Social disparities within cities are often bigger than between regions. Problems also concern the degradation of the urban tissue, chaotic urban sprawl, economic and social segregation, lack of cultural awareness and the sense of identity and co-responsibility of residents, poverty, condition of the environment, traffic congestion, and many other aspects. In order to ensure sustainable development of the urban areas and to improve the quality of life, these issues must be given priority and must be resolved in a comprehensive and integrated manner.

Introduction

National Urban Policy – definition, principles

Definition

.....

In line with the Act of 6 December 2006 on the principles of the development policy, **the National Urban Policy (NUP)** is a document that sets forth the planned actions of the governmental administration in the area of urban policy, considering the objectives and the directions specified in the mid-term national development strategy and the national strategy of regional development (Article 21b).

This document is aimed at purposeful, territory-oriented action of the state for sustainable development of cities and their functional areas as well as for using their potential in the development processes of the entire country.

The basics

.....

The National Urban Policy is grounded on a number of fundamental principles that affect the shape of this document and its implementation method. In line with them, the National Urban Policy:

- **is addressed** to all Polish cities (whatever is their size or location) and their functional areas, with particular attention paid to the problems of development of small and medium cities.
 - **emphasizes** the need to individually select the development instruments appropriate for the development path of each city, without assigning specific issues and solutions only to cities of a given type.
 - **respects** the current legal order of Poland, with the independence of the local government as its indispensable element.
 - **refers** directly to the 2023 horizon, even though the issues raised and the development directions set forth will be valid also in a longer period of time.
 - **specifies** the development directions of cities and their functional areas that are desired by the government.
 - **focuses** on the issues whose joint consideration through the perspective of comprehensive actions for the benefit of the cities is given priority. By identifying complementary areas, the document emphasizes the integrated approach as the key to the better functioning and development of cities.
 - **refers** directly to the already drawn up strategic governmental documents. By moving the higher level documents to the operational level, this policy does not repeat their provisions; it only specifies the existing connections as the basis for integrated actions and adds detail to the contents of such documents, where the specific nature of cities so requires.
 - **proposes and promotes** a wide range of various solutions, tools, and instruments that may be used by cities of various sizes and locations in a flexible manner. Its task is to specify where and how it is possible to improve the efficiency of actions of public
-

entities as well as indirectly by private and social entities, in order to achieve the objectives of the urban policy faster.

- **serves** – for the purposes of the relations between the governmental administration and the local government – as the reference plane used to promote uniform understanding of challenges and the desired courses of action in the area of urban development as well as the conditions of integrating and coordinating various public policies.

- **announces** solutions that are to support cities e.g. through knowledge centres that initiate and run pilot projects, promote and spread best practice, model documents or procedural patterns. Such a base of knowledge is first and foremost addressed to smaller cities, which naturally require a more extensive support from the central level.

Cities and their functional areas

Urban policy is addressed to all Polish cities and their functional areas. It is an expression of an integrated territorial approach and a supplement in the urban dimension. The integrated territorial approach answers to the more and more frequently noticed need to look at the territories and to plan their development through their functional areas, instead of their administrative borders.

In line with the National Spatial Development Concept 2030, the functional urban area is a residential establishment that is spatially continuous and made up of separate administrative units. It encompasses a compact urban area and the urbanized area that is functionally related with the former. These administrative units may encompass urban, rural, and mixed municipalities.

It must be emphasized that the urban policy is addressed not only to the cities themselves, but also to their functional areas as a result of the fact that the strength of relations between them was noticed, instead of the striving to intensify urbanisation in these areas. Quite the opposite, the objectives and the contents of the document discuss the necessity to shape a compact city and to counteract unrestrained suburbanization.

The subjects and the intended audience

Residents of cities and functional urban areas are the primary subject and intended addressee of this document. Formally speaking, the subjects of the National Urban Policy are the governmental institutions and local government units (LGUs). Moreover, this document is addressed to the entities representing the non-governmental area, business, science, and organisations associating residents, entrepreneurs, or LGUs.

The National Urban Policy also contributes to improving the efficiency of the actions of all those entities and proposes solutions that may be used to ensure that their actions are comprehensive. In particular, the National Urban Policy defines the rules on how to ensure that the actions of public entities are comprehensive, so that the actions undertaken under the tasks of some entities would not have a negative impact on other tasks. Only a truly comprehensive and complementary approach will allow for realising the public interest in an optimal and holistic manner.

Small and medium cities serve as a particular addressee of the National Urban Policy, as such cities face more obstacles making it difficult for them to implement modern development actions, which is due to their financial capabilities, their institutional potential, and so on. Additionally, small and medium cities are at a much bigger risk of experiencing negative consequences of the economic crisis, demographic changes, and other unfavourable phenomena. This is why a separate objective of the National Urban Policy is dedicated to them, and whenever

it is appropriate, the wording of NUP draws attention to the need for specific actions and for the governmental institutions to treat the needs, barriers, and potential of these cities in a special manner.

Considering the independence of the local government, the provisions of NUP that concern local governments as the “courses of action” must be treated as a collection of recommendations and the efforts, and undertakings preferred from the viewpoint of the government that should be undertaken by the local governments to contribute to achieving the objectives of the National Urban Policy. All units of the public finance sector that are not reporting to the governmental administration should treat the contents of this document in a similar way.

Also, the contents of the National Urban Policy, in particular the precisely defined tasks to be implemented by individual governmental institutions, must be treated as obligations of these institutions. This obligation is subject to the differentiation discussed at the end of this sub-chapter: directly with respect to the entities that report to the Council of Ministers or indirectly – with respect to other entities – as regards the ability of the governmental administration representatives to affect their functioning. In their actions, governmental institutions should strive to achieve the objectives of the National Urban Policy and the courses of action specified therein. In particular, the above applies when the activity of an institution directly translates into their direct actions (e.g. as an investor) within the spatial or social structure of cities or their functional areas. Defining and presenting to the local government the area of reference for the relations between the governmental administration and the local government in the areas related to the development of cities and of their functional areas must be understood in a similar way. It means that the governmental institutions may not support – either financially or organisationally, or participate in any other way in actions that are obviously contrary to the postulates of the National Urban Policy.

The above term “governmental institutions” is used in this document to improve its legibility and to facilitate understanding. Also, it must be remembered that in the National Urban Policy, the above term is to be understood as: the Council of Ministers, members of the Council of Ministers, central governmental administration bodies, all and any state-integrated and state non-integrated governmental administration bodies as well as their support offices, and other institutions and entities subordinate to the governmental administration, where such subordination should be understood more extensively than simply the organisational subordination. The latter applies to the units that are organisationally subordinate to the Council of Ministers, and in their case, such units are directly bound by the contents of the National Urban Policy as a governmental document. The former encompasses a wider range of entities that, while not organisationally subordinate to the Council of Ministers, are affected (to various extent, depending on individual conditions) in terms of their functioning by the governmental administration through their representatives. Therefore, this governmental document is not directly binding on these entities, but it is binding on the representatives of the governmental administration affecting the functioning of the above entities. As a consequence, these institutions (to the extent that it may arise from the actions of the representatives of the governmental administration) and individual representatives of the State Treasury in the governing bodies of such institutions (companies, foundations and other entities) should undertake, within their competence and conditions set forth in the provisions of law, actions to ensure the maximum compliance of the activities of such entities with the courses of actions set forth in the National Urban Policy.

Structure of the document

In urban areas, phenomena and problems of different nature (economic, social, infrastructural, environmental, and other) permeate and affect each other, creating a complex structure. The logic and the structure of the National Urban Policy reflects the need to abandon the sectoral policy in managing public policies firstly in order to reflect the complexity and the mutual relations of the challenges and conditions present in urban areas, and secondly in order to propose an effective response to such challenges. Also, in order for this document to comment on the complex nature of the urban issues in an orderly manner, it became necessary to distinguish thematic areas around which contents of the document were focused. Themes were selected that were deemed of particular importance for the current development challenges of Polish

cities, and one must remember that they do not describe all aspects of their functioning to full extent. Some of them are not subjects of separate policies or strategies, which makes it even more important to include them in this document. Similarly, the horizontal issues that apply to rural and urban areas to equal extent and that are the subjects of separate policies are discussed only if necessary. For each thematic area, its major relations with other themes were emphasized.

The thematic areas of the National Urban Policy are: *Spatial management, Public participation, Transport and urban mobility, Carbon and energy efficiency, Revitalization, Investment policy, Economic development, Environment protection and adaptation to climate change, Demography, Urban governance.*

The quality of life is a specific and central theme here, as it serves as a bridge and a common issue permeating all the other themes. While the division into themes is a way to systematize the description of the challenges and the conditions of the urban policy as well as the proposed courses of action, it does not infringe the integrated and holistic approach to urban issues that the National Urban Policy is based on. The result of this approach, according to which the National Urban Policy is structured in line with its thematic areas, is the fact that the contents of the Policy that refer directly to governmental administration are organized. Where it follows from the description of the desired urban development directions that in order to attain the objectives of the National Urban Policy with respect to a given issue, it is necessary to impose certain obligations on the governmental institutions – relevant information is included in the box within the text itself. In this way, the integrity of the document was preserved – the required actions/tasks of governmental institutions are woven into the main narrative.

Obligations of governmental institutions

Highlighting the issues that constitute tasks or obligations of individual governmental institutions took place by grouping them into **knowledge centres, amendment of provisions, and actions.**



Knowledge centres – information on a given issue presented in one place, gathered and published by websites (PIB websites), whose aim will be to support urban policy subjects, in particular local governments, in preparing and implementing the actions concerning complex or new aspects of urban development. It will further all the current and comprehensive knowledge on a given topic in one place that is accessible to all users. The role of the centres will be primarily to: inform about the topics of interest of the given centre; to propose and promote solutions and best practice in the areas identified as new or difficult, promoting model documents and conduct schemes. Content provided by the knowledge centres will be generated not only by the relevant ministries, but also by LGUs and their corporations, experts, scientific units, etc. These will include documents, handbooks, expert opinions, sets of best practice, and all and any other information that might be of use to the local governments in the given field. By being published in a given knowledge centre, such information will be, in a way, authorized as proper knowledge in the given field by the relevant ministry, which means that the given pieces of information is current, full, of relevant quality and basically consistent with the strategic goals and directions of the government. Pilot projects will be one of the principal sources of information as well as models and practice to be promoted. Next to working on model solutions, they should serve to identify barriers and problems, stimulating the need to change the law. The superior centre of knowledge about cities, focusing the entire urban knowledge and offering references to other centres, will be managed by the minister competent for regional development. It must be emphasized that knowledge centres are not new institutions – these are special, transparent, up-to-date websites managed by the appropriate ministries.



Amendments of provisions concern introducing new legal regulations or amending the existing ones. These obligations concern both the issues that require further analysis and after that, amending the law, as well as specific proposals of amendments.



Actions – any other form of acting by governmental institutions, identified as key actions in the given topic.

Relations between the urban policy with the EU financial perspective

The time horizon of the National Urban Policy – the year 2023 – is the same as the time horizon for implementing programmes under the current EU financial perspective. However, the scope of themes and intervention discussed in the National Urban Policy goes beyond the Partnership Agreement and may not be treated in the same way. Urban policy is not an element of the EU funds implementation system, but it is an important factor in optimizing their use. Thus, this document provides information on which activities and to which extent it is possible to attain these goals while using these funds.

Territorial development policy

For several years, Polish development policy has been carried out in a more territorial manner, as an answer to the specific needs of individual territories, based on their internal development potential, resources, and knowledge that is adaptable to local conditions.

The framework for this policy is designated by several important documents. In Europe, one of such major documents is the Lisbon Treaty, which introduced a territorial dimension as a dimension of equal importance to the economic and social dimension, so that the territorial dimension is taken into account in the various EU policies, including the cohesion policy. Sustainable development of European cities is the subject of the Leipzig Charter – a document adopted on the occasion of the informal meeting of EU ministers competent for urban development held in Leipzig in 2007. The same way of thinking is reflected in the Europe 2020 Strategy. These important documents also include the European Commission's report on economic, social and territorial cohesion of 2014. ("Investment for growth and jobs. Promoting development and good governance in EU regions and cities"). In Poland, the framework of the new regional policy and spatial policy is determined by: *National Strategy of Regional Development 2010-2020: Regions, cities, rural areas* (NSRD) and *National Spatial Development Concept 2030* (NSDC 2030). The direct basis for drawing up the National Urban Policy are the *Assumptions of the National Urban Policy until 2020* adopted by the Council of Ministers on 16 July 2013.



EUROPE 2020 – THE EUROPEAN “STRATEGY FOR SMART, SUSTAINABLE, AND INCLUSIVE GROWTH” FOR THE PERIOD FROM 2010-2020 THE NATIONAL STRATEGY OF REGIONAL DEVELOPMENT 2010-2020: REGIONS, CITIES, RURAL AREAS (NSRD) WAS ADOPTED BY THE COUNCIL OF MINISTERS ON 13 JULY 2010, THE NATIONAL SPATIAL DEVELOPMENT CONCEPT 2030 (NSDC 2030) WAS ADOPTED BY THE COUNCIL OF MINISTERS ON 13 DECEMBER 2011, THE NATIONAL URBAN POLICY WAS SET OUT IN THE PLANS OF ACTIONS UNDER NRDS AND NSDC 2030.

A natural consequence of introducing the territorial development policy is the emphasis of urban areas as the areas with specific problems and challenges that justifies the special treatment. The said documents drawn up by the Polish government define various aspects of development activities towards urban areas. However, there was no complex, separate document so far governing a coherent and coordinated urban policy. In this context, it became necessary to formulate the National Urban Policy relating to the above themes.

It must be stressed that the recommendation to formulate urban policies at the national level is also derived from the said Leipzig Charter, which explicitly states:

“Urban development policy should be established at the national level. This level, along with the other levels, should provide stimuli to develop innovative solutions.”

*LEIPZIG CHARTER on Sustainable European Cities
adopted at the meeting of the ministers concerning the development of cities and territorial cohesion in May 2007.*

National Urban Policy – diagnostic documents

The diagnosis of a wide range of issues relating to urban development in Poland was conducted first and foremost in two documents: “Introductory report for the Ministries of Regional Development drawn up for the purposes of preparing the OECD Urban Policy Review: Poland” and the “OECD Urban Policy Review: Poland” itself. The purpose of both documents was to analyse the current situation directly for the purposes of this document.

The introductory report provides key data and information on the social-economic trends as well as spatial trends in urban areas in Poland as well as information on regional differences, existing urban development policies, as well as the institutions or organisations involved in such policies. The OECD review offers a diagnosis of the most important urban development trends present in Poland, the analysis of direct and indirect influence of the governmental policies affecting the development of urban areas in the economic, social, and spatial aspects, as well as the analysis of issues related to management and coordination between individual administration levels, both horizontally and vertically.

Other documents that also serve as a diagnostic basis for the National Urban Policy also include, but are not limited to: reports and analyses drawn up by the CSO, publications of the Institute of Urban Development (Instytut Rozwoju Miast), inspection results published by the Supreme Audit Office, results of evaluations run by the National Evaluation Unit at the Ministry of Infrastructure and Development, as well as other documents.

All these documents served as the basis for: identifying the challenges and context of the urban policy, specifying the objectives of the National Urban Policy, as well as formulating a set of desired urban development directions as well as defining actions that should be undertaken by governmental institutions. Further parts of the document discuss these issues, with contexts and courses of actions were discussed in the sections dedicated to individual thematic areas.

1

POLISH TOWNS AND CITIES – THE VISION

The ultimate goal of the National Urban Policy is for Polish cities to take a big step towards the following long-term vision of their development by 2023:

*Polish cities are friendly to residents, as places with high quality of life, and to entrepreneurs, as attractive places to invest in and to run a business. Polish cities are modern and consistently developed. The main Polish urban centres are **competitive** at the supra-regional level and are becoming more visible on the economic map of Europe; the other centres are **powerful** and serve as the driving force at the regional and local scale. Small cities derive development benefits from the partnership cooperation with regional centres and with the rural areas that surround them, while they themselves serve as catalysts of desired changes in these areas. Polish cities are socially, economically, and spatially **coherent**, also due to the efforts to revitalize the most degraded parts of the cities. They also have an efficient public transport system. They are open and accessible, they develop in a **sustainable** manner towards spatially **compact** cities, but also cities that are not deprived of well-organised public spaces and greenery. They are also **efficiently** managed – in a successful, effective, and partner-like manner, through more and more integrated actions extending to the entire functional areas and through active cooperation with the residents. Polish cities visibly reduce the consumption of resources, in particular energy, and are better and better prepared for the consequences of climate change.*

2

THE RULES OF THE NATIONAL URBAN POLICY

Urban Policy is implemented with respect to all principles of regional policy set forth in NSRD: geographical concentration, thematic concentration, partnership and cooperation, conditionality, making decisions according to the evidence-based policy, subsidiarity, and sustainable development. Additionally, the following three principles should be treated as the basic principles in order for this policy to be effective.

The principle of integrity: subordinating urban policy to development policy

Urban policy is a part of two national policies: the regional policy and the spatial policy. Its objectives, tasks, and instruments are strongly related to them and subordinated to their objectives. The National Urban Policy is derived from the action plans of the strategic documents that set forth both these policies (NSRD and NSDC 2030, respectively).

The principle of integrated territorial approach

Urban policy, by implementing the integrated territorial approach, refers to the functional urban areas, not the administrative ones. This principle also means that the undertakings are implemented in a coordinated and complementary manner that leads to synergies. This principle enables a better use of hidden or improperly used resources in a wide sense of this word and specific potential. Therefore, urban policy affects both urban municipalities and cities with poviats rights as well as the rural-urban municipalities and rural municipalities that they interact with.

The principle of multi-level governance

The principle of multi-level governance provides for close cooperation and coordination of actions between the governmental administration, local governments in voivodships and local governments in the vertical scope as well as the horizontal cooperation of local government units to achieve the specified objectives. The most important thing here is to ensure the proper realisation of the public interest that must be understood in a holistic, not partial manner – only through the tasks and competences of individual public bodies. Acting in line with this principle contributes to optimizing the management of resources and the implementation of public tasks.

3

OBJECTIVES OF THE URBAN POLICY

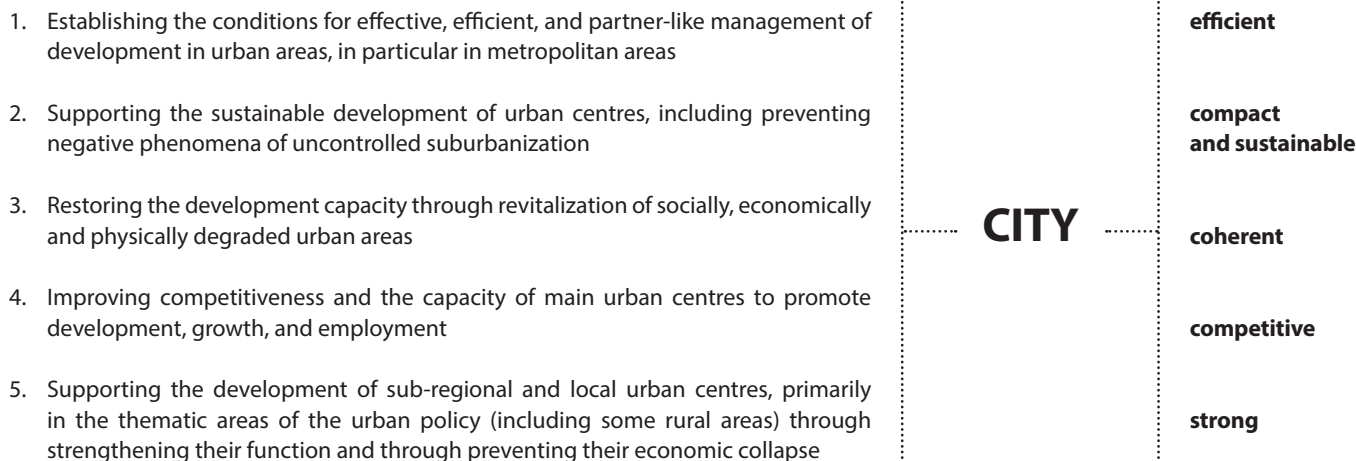
The strategic objective of the urban policy

The strategic objective of the urban policy is to strengthen the capacity of the cities and urbanized areas for sustainable development and creating jobs, as well as improving the quality of life of the residents.

The strategic objective of the urban policy is derived from the selected vision of urban development of Polish cities and applies to all cities, no matter their size or location. It emphasizes the importance and the role of cities in the modern economy – in generating economic development and in creating new jobs. However, the economic development may not be achieved at the cost of the future generations, which is emphasized by the “sustainable” adjective. It is not an objective all in itself. It must create jobs in such a way so that, for example, with a friendly, harmonious urban space with the access to high quality public service, it would translate into improvements in the quality of life of the residents, which is a central element of the strategic objective. Cities are to be a good place to live and work, a place that the residents identify with and that they want to live in.

Specific objectives of the urban policy

In order to achieve the above vision of development, the challenges diagnosed in the National Urban Policy were formed into five specific objectives, contributing to the achievement of the strategic objective. In line with these objectives, all urban policy actors must strive to create a city that is **efficient, compact, sustainable, coherent – and as a result – competitive and strong**. Therefore, the specific objectives of the urban policy were divided into three objective goals – concerning the way the cities are shaped, and two objective goals – with the former one addressed to main urban centres and the latter – to sub-regional and local centres. Finally, Polish cities should become economically stronger and more competitive, and distinguishing separate objectives is dictated by the differences in their sizes and potential.



Specific objective 1

Establishing the conditions for effective, efficient, and partner-like management of development in urban areas, in particular in metropolitan areas (efficient city)

The objective of urban policy is to establish the institutional (organisational) and legal conditions for effective and efficient implementation of the urban development policy. These conditions must be adapted to the specific character of management of both the largest urban centres as well as the sub-regional and local cities.

An important objective of the urban policy is formed by working out optimal cooperation mechanisms of local governments within functional urban areas, which will lead to the joint – and so more adequate and effective – planning for these areas, assuring infrastructure and public services of high quality.

An important element of improving the quality of managing a city consists of supporting and developing the mechanisms of social participation in all aspects of the city's functioning, striving to move from formal social consultations to real, possibly common and partner-like participation of the society in planning the development of a city and in implementing individual actions.

Since the effective management of cities and their functional urban areas requires knowledge of the available instruments, support mechanisms, and specific solutions for complex issues, the objective of the urban policy is to establish knowledge centres at the national level in the area of key aspects of urban management, which is of particular importance for providing substantive support to smaller cities.

Specific objective 2

Supporting the sustainable development of urban centres, including preventing negative phenomena of uncontrolled suburbanization (compact and sustainable city)

The goal of the actions focused on the sustainable urban development to enable the cities to strive to achieve a spatial order, to transition towards a low carbon economy, to build a "green" city, to improve energy efficiency, to protect the environment and to adapt to climate change, in a simultaneous and coordinated manner.

Striving to implement the compact city concept is an important part thereof. Counteracting the unfavourable processes of chaotic suburbanization and deurbanization will take place through improving the quality and significance of spatial planning, supporting cooperation of the municipalities within the functional urban areas, working out remedial mechanisms for ineffectively planned areas and through educational activities.

Actions in the area of environment protection, focused first of all on air protection, reduction of the urban heat island and preventing soil sealing in the functional urban areas, are just as important. These actions will be complemented by the actions of the cities related to adapting to climate change.

Striving to achieve this objective will also mean supporting sustainable and efficient actions in the area of transport. This pertains in particular to developing effective and reliable transport network within functional urban areas, paying particular attention to the promotion of the public transport and to the promotion of bicycle and pedestrian traffic.

Specific objective 3

Restoring the development capacity through revitalization of socially, economically and physically degraded urban areas (coherent city)

The objective of the urban policy concerning revitalisation of degraded areas is due to the urgent systemic need to offer a response to the challenge that consists in the social, physical, and economic degradation of many districts in Polish cities – both small and big. The objective of the revitalization process is to change the structure of the given area by modernising the urban tissue and by strengthening or restoring business and social activity in this area – meaning the improvement in the quality of life of the residents.

Acting in a focused, well-planned and effective manner will help to achieve the set objective. In order for it to happen, the revival of the degraded areas must fit in the comprehensive urban development policy.

The objective of the urban policy in terms of revitalization is to work out and implement efficient mechanisms to coordinate and integrate tasks and actions of different entities, including private entities, intended to prepare and conduct comprehensive revitalization undertakings.

Specific objective 4

.....

Improving competitiveness and the capacity of main urban centres to promote development, growth, and employment (competitive city)

The main urban centres, i.e. metropolitan centres, and other voivodship centres along with their functional areas dispose of the highest development potential. The objective of the urban policy is to fully use it, both in order to improve international competitiveness (at the European and global scale) as well as to strengthen the economic power of the regions. Therefore, it is important to conduct tasks that strengthen the urban dimension in public policies – the sectoral policies, set out in nine integrated strategies, will be implemented considering as extensively as possible the specific character and the challenges faced by main urban centres. The above applies to building and developing metropolitan functions (in the economic, social, scientific, and cultural areas), to stimulating innovation and to shaping the city that offers a high quality of life.

An important course of action to improve the competitiveness of voivodship centres is to develop the network of connections between them, with foreign centres and within the region – so that they become more and more important network hubs.

Competitiveness and the ability of the main urban centres will also be improved by gradually developing the management of the entire functional urban areas, which will in turn contribute to synergies in using the potential of the entire urbanized areas and the local labour markets. Cooperation of local governments within functional urban areas will contribute to a significant improvement in competitiveness and the attractiveness of major urban centres in Poland as regards both competing for capital (external investments) and for human resources.

Specific objective 5

.....

Supporting the development of sub-regional and local urban centres, primarily in the thematic areas of the urban policy (including some rural areas) through strengthening their function and through preventing their economic collapse (strong city)

The main objective of urban policy is to strengthen the sub-regional and local urban centres. On one hand, this pertains to using the local potential to develop and absorb innovation not only in new industries, but also in the traditional branches of industry and services leading in the region. On the other hand, the issue is to develop and to retain human resources in these cities, who are able to create diverse and developing local economies.

Also, the aim must be to respond to the demographic challenges, which consists in counteracting depopulation of medium and small cities.

.....

As regards supporting the development of sub-regional and local urban centres, urban policy considers in particular the striving towards spatial integration of these cities with the surrounding municipalities. Cooperation within the urban functional areas should concern primarily spatial integration and low carbon solutions. Activities in the joint formulation and implementation of the vision of the development of the city and its surroundings will contribute to better management of resources, but also – which is of particular significance for those local governments that struggle with financial problems – will allow for assuring the infrastructure and public services in a more efficient manner. Also, economic development is an issue where cooperation could provide a significant added value for the entire functional area.

An important objective of urban policy is also to create conditions, in which the sub-regional and local urban centres would become a stimulator for the development of the rural areas surrounding them. For this purpose, it is necessary to improve the quality of public services (including education) and to support the economic diversification of these cities, thus enabling the development of non-agricultural activity. The above also applies to the development of urban-rural relations, particularly with regard to local labour markets, search for local specializations, shaping the space, local transport, and protecting the environment.

Directions of implementing urban policy objectives

According to the logic behind the National Urban Policy, the implementation of its specific objectives will take place through the actions described within each thematic area. Every action (amendment of law, knowledge centre) was associated with an objective that it pursues. The intensity of the relations between individual thematic areas with the specific objectives is illustrated in Table 1.

THEMATIC AREAS \ Objectives	I Efficient city	II Compact and sustainable city	III Coherent city	IV Competitive city	V Strong city
Spatial management	++	+++	++	++	++
Public participation	+++	+	++	++	++
Transport and urban mobility	++	+++	++	++	+
Low-Carbon Economy and energy efficiency	+	+++	++	++	++
Revitalization	+	++	+++	++	++
Investment policy	++	++	++	+++	+++
Economic development	++	+	++	+++	+++
Environment protection and adaptation to climate change	++	+++	+	+	+
Demography	+++	++	++	+	+++
Urban governance	+++	++	+	++	++

Table no. 1. Areas of implementation of specific objectives of the urban policy – thematic areas matrix.

4

THE THEMATIC AREAS OF THE NATIONAL URBAN POLICY

Quality of life

Improving the quality of life of the residents is the superior element of the strategic objective of the urban policy. It is a result of a number of factors that determine it, including sustainable development of the city that offers high-quality jobs. Looking at the entire National Urban Policy from this same perspective, it should be stated that any action undertaken, both at the central level and at the level of individual tiers of local government (in particular the city authorities), should be considered and evaluated in the context of the needs of the people and the quality of their lives.

The term “quality of life” refers to the welfare and well-being, covers subjective and objective aspects of this issue, and it is set forth by individual desires and public policy towards the cities. It is difficult to define and measure the quality of life. It is assumed that the statistical measurement of the quality of life should include widely-understood objective factors (e.g. the financial side of life, health, education, economic and cultural activity, leisure, social relationships, personal safety, the quality of the state and its ability to assure fundamental rights to people, the quality of infrastructure, the natural environment) subjective well-being, also known as welfare, and understood as the satisfaction that people derive from different aspects of life as a whole, their mental well-being and experienced emotional states. According to CSO data, in 2011, 72-77% of the urban population was satisfied with their lives (the percentage was the highest in largest urban centres). At the same time, the proportion of people with good well-being was from approx. 12% in cities with population of at least 500 thousand residents, to approx. 15% in cities with population of less than 100 thousand residents.



QUALITY OF LIFE, SOCIAL CAPITAL, POVERTY AND
SOCIAL EXCLUSION IN POLAND
CENTRAL STATISTICAL OFFICE, WARSAW, 2013

This idea, which summarizing the keynote principle of the National Urban Policy, can naturally be equated with the “smart cities” concept in its broadest meaning, rather than in its narrow professional understanding. The idea of a “smart city” often comes down to solely to equipping the city with modern technology, without the accompanying “smart” actions in other functional areas. This holistic approach emphasizes the actual meaning of the word “smart”. It emphasizes that the “smartness” of the city is expressed by way of an integrated approach to planning and transforming the city and managing it (as postulated in the Leipzig Charter). One of its aspects is indeed the use of the latest technologies (ICT in particular) in order to improve the functioning of the city and to make it easier to live in it. This involves an active looking for and applying solutions that enable rationalizing the expenses of local governments and residents, effectively managing various aspects of the functioning of the city, and responding to problems quickly and more accurately. It is equally important to build the belief of the residents that the city is shaped with them in mind and with their participation. All these elements, combined in a skilful and “smart” manner in the daily functioning of the city, make up the image of a truly intelligent city – a “smart city.” The continuously improving quality of life of the residents proves whether the implementation of this innovative concept actually works.

The urban model that is the ultimate goal of the National Urban Policy might also be called by another name: “liveable city” – a city where life is good, a city that places its residents at the centre of attention. This high-quality suitability for life must be available to all groups of city users – primarily their permanent residents, but also workers and people visiting the cities for business or pleasure.

The quality of life in the city, and above all, a good assessment of it, is made up of multiple factors – safety, good access to high-quality public services, including healthcare, labour market, housing, leisure, cultural offer, environment and public transport, attractive public spaces, etc. The cities that want to achieve long-term economic success must be able to provide its residents with good living conditions, because this is what convinces the residents to stay in the given city and work in it, and the investors – to more readily locate their businesses in it. Next to the place of resident and the place of work, the availability and the quality of the so-called third places – places of leisure (social activity, socialization, recreation, etc.) and more extensive efforts to improve public health (e.g. by creating conditions that promote undertaking physical activity and making healthy choices and following a healthy lifestyle) are important. Low quality of life breeds disappointment, frustration, and outflow of the most active people. Particularly favourable circumstances to build a good quality of life are present in smaller urban centres. Living in them can be calmer, the bonds with neighbours – stronger, the identity of individual places – better preserved, and the environment – less polluted than in large cities.

Building and transforming cities should be done with an understanding of the nature, attitudes and aspirations of the city’s residents, inviting them to interact and integrate with the city. The physical changes (degradation of the area, disappearing public spaces) in the surroundings have a destructive influence on human behaviour. Along with their resurgence in the process of creating a living-friendly city with open and attractive public spaces, the sense of foreignness, the sense of alienation, and the lack of community slowly disappears. In turn, this promotes meetings, mixing of different user groups and different lifestyles. The “common space” not only improves one’s ability to identify with the given place to a fuller extent, but also to cooperate and be co-responsible for them.

In Polish cities, the main challenges related to the quality of life vary depending on the size of the city, its function and location. In the largest cities, these challenges are mostly related to the environment (mostly noise and air pollution), crowded streets, spatial exclusion. In smaller urban centres, the challenges revolve around the shortage of jobs and the problems caused by depopulation. All groups of cities are concerned by the issues of the availability and quality of public services, poverty, degradation of the urban tissue, or spatial chaos. Therefore, the quality of life is not only the core of the strategic objective under the National Urban Policy, but it also acts as a measure of the success of the city and as a measure of the efficiency of its authorities, which are calculated in various ways. The above is proven by the number and the popularity of city rankings according to the quality of life.

The complexity and the diversity of the issues that make up for the quality of life means that it is not reasonable to treat this issue as only one of the many themes of urban policy. This theme is the sum of all themes – it is the cause of action – and the objective of action. The approach adopted in the National Urban Policy is illustrated on the diagram below.



Thus, one must look at each of the thematic areas presented further in this document from the viewpoint of the overall objective, this objective being the high quality of life in cities. Interdependencies in this respect can be very complex, as illustrated by the example of actions to help and save the time the residents waste to move around and function within the city. This free time, which can be saved e.g. through a well-planned structure of the space or an efficient public transport system, may be used to work towards the goals selected by the residents and result in a greater life satisfaction in a given place.

4.1

Spatial management

4.1.1 Conditions and challenges

There are multiple negative phenomena present in the land management of Polish cities. On one hand, they result in a non-coherent space in urban centres, often leading to its degradation, and on the other hand – causing the uncontrolled urban crawl in these areas, mostly in suburban areas, which used to be allocated for other purposes (including areas protected against development) As a result of the latter phenomenon, we are seeing residential estates exhibiting poor urban standard, or even taking the form of chaotic dispersion of development, which creates extensive zones that are neither cities nor villages, that have substandard infrastructure and access to public services. Such phenomena are on the rise, which is in most cases the proof that the spatial planning system is ineffective – with this system being characterized by far-reaching deregulation, being based on the principle of “freedom of construction”, which is not grounded in the applicable law, including in the Constitution of the Republic of Poland. A large part of the Polish urban areas has therefore become unpredictable, likely to stir conflicts, inefficient and thus – unattractive. The negative effects affect both individual residents and the entire local communities. The scattered residential development generates unreasonably high costs of building and maintaining of infrastructure, which must be borne by the local communities. In addition to redress mechanisms, which are characterized by excessive automatism, and frequently concern unreasonably large areas for development identified in local plans, this is the second aspect of spatial management that has a negative impact on the finances of the municipalities. As a result, all too often the cities adopt a passive attitude as regards spatial planning, even if it is particularly necessary for the authorities to draw up their own vision of development. Such attitude allows for investments in the areas that are not subjected to a local zoning plan pursuant to a decision on development conditions. In line with the established decision-making, these decisions do not need to conform to the

urban spatial policy expressed in the report on the conditions and directions of spatial development, which undermines the entire logic of this system, and also limits the ability to exert public control over the investment processes.

Another challenge takes the form of the spatial, aesthetic, and visual chaos, which translates into a negative image of many Polish cities. Insufficiently or ineffectively controlled right of advertisers to use the public space occurs both in urban areas, even the areas that are under the protection of the conservators, and in the vicinity of the main traffic routes.

Polish cities also struggle with a number of challenges related to the quality and accessibility of public spaces. This problem is for example visible in seizing the space by fencing off large housing complexes, which results in depriving others (frequently the residents of these housing complexes themselves) from convenient access to public spaces, greenery, or public transport. This leads to spatial segregation, social disintegration, and also has a negative impact on transport (cars become a necessity) as well as the safety of the residents (e.g. it makes it more difficult for emergency services to arrive). Both as regards counteracting this problem as well as the aesthetic and visual chaos, the challenge for the local government units is the effective and widespread use of the instruments introduced by the Act of 24 April 2015 amending certain acts in connection with strengthening the instruments of landscape protection.

Low quality of urban space in Polish cities, in particular when compared with the European standards, enforces the need to intensify actions and to amend the provisions in order to achieve any substantial improvements in this respect.

4.1.2 Courses of actions

In the light of the experiences we have gained to this day, next to the legal changes to eliminate the key dysfunctions of the spatial planning system, which are undoubtedly necessary, it is also necessary to ensure an active attitude of the local government authorities in shaping the urban space. Imperfect legislation cannot justify lack of action in the area of urban planning. Also, better future legal solutions will not offer a positive change in the Polish space without an active and consistent attitude of the local authorities, supported by reliable and committed professionals. Urban space is a limited resource, and therefore its “consumption” by way of spatial planning activities should first and foremost follow the direction of compliance in urban planning with the sustainable development principle.

Active attitude of the city authorities must manifest itself in adopting good quality local zoning plans – primarily in the areas being the subject of the interest of investors and construction activities. The adopted documents must contain content based on reliable forecasts, in particular economic, demographic and environmental, forecasts, they must be consistent with the overall strategy of the municipality, and they must be developed in the

course of transparent procedures with an active participation of citizens.

In the substantive dimension, the involvement of city authorities in spatial planning should mean that the spatial and aesthetic chaos, urban sprawl, and unrestrained suburbanization are consistently prevented. This means creating cities with high-quality space – a city that is compact, efficient in managing resources, aesthetic, friendly and convenient for its residents and visitors.

While current regulations are insufficient to impose an obligation to follow the above principles, efforts must be taken to consider them in the undertakings implemented using public funds. In particular, projects that are co-financed from the EU funds should comply with these high standards.



EUROPEAN FUNDS 2014-2020

Objective: compact and sustainable city

In line with the contents of the Partnership Agreement, supporting investments under the 2014-2020 EU funds will take place in line with the following principles:

- halting the unrestrained urban sprawl, preventing dispersion of development and deepening of the spatial chaos;
- shaping, to the maximum extent possible, the public spaces that are friendly to the residents and that promote low carbon behaviours;
- considering the adaptation to climate change, locating strong traffic generators in the areas that are serviced by highly efficient public transport, in the spatial policy;
- giving preference to re-using land and supplementing the development instead of expanding to non-developed areas (priority to *brownfield* over *greenfield*);
- taking care of the aesthetics of individual undertakings and adjusting them to the surroundings while respecting the natural, cultural, and social contexts;
- ensuring extensive social participation in spatial planning and investment preparation processes.

These principles will be adequately taken into account in the principles and criteria used to select projects under individual operational programmes. In practice, this will mean e.g. additional promotion of projects that especially contribute to restoring the spatial order, granting preference to selecting projects through architectural or urban planning competitions, promoting complementary projects, etc.

On reducing the chaotic urban sprawl

All the activities of city authorities must stem from the intention to rationalize public spending, to efficiently manage available resources, and to restore spatial order. In the course of development planning, local governments should act in accordance with the idea of a compact city, which - through the sustainable development principle - promotes polycentric structure, taking the form of a compact and mixed-purpose development, supported by walking, cycling and public transport, while reducing the need to use private car for transportation. Implementing this vision first requires preventing the crawl of residential development to as effective extent as possible, both within the city borders and within its functional urban area. The priority of availability over mobility is an inherent feature of such planning.

Consistent attitude of the city authorities would - already today - allow us to pursue the process of reasonably limiting the spatial development of the city, through introducing a fair balance between

the land for development and the actual needs, adopting local zoning plans and thus eliminating the development that is contrary to the spatial policy of the municipality based on administrative decisions. Nevertheless, such actions would make it much easier to change the binding law to introduce mechanisms that would redirect the investment activity to the areas that are ready to accept investments (i.e. areas with access to technical and social infrastructure) "within" the city. Ultimately, these mechanisms should allow for unambiguous determination of areas that are to be developed, so that areas that are valuable due to their environmental features, landscape, or cultural features, as well as areas with high risk of floods, would be protected against development. Following this line of thinking, cities should emphasize financing infrastructure in urbanized areas and give it priority over building new infrastructure in the so-called greenfield areas.



AMENDMENT OF PROVISIONS

Objective: compact and sustainable city

Minister competent for construction, local spatial planning and land development, and housing, and minister competent for regional development propose legal changes intended to prevent uncontrolled suburbanization. They should provide for **restoring the proper relationship between situating the investments based on the local zoning plan** (the general rule) **and using administrative decision for this purpose** (a temporary instrument used until the local zoning plan is adopted). Ultimately, the new rules should provide for mechanisms to establish the boundaries of urbanization for the purposes of development.

Amendment of provisions should apply in particular to:

- making the administrative decisions consistent with the spatial policy in the municipality;
- preventing situating investments on the areas that is not ready for it (e.g. has no technical or social infrastructure);
- introducing a validity period of the decision on development conditions.

person responsible: minister competent for construction, local spatial planning and land development, and housing, and minister competent for regional development

In order to prevent the unrestrained suburbanization, it is necessary for the local governments to actively cooperate within the functional urban areas. They should strive to ensure maximum consistency in their reports on conditions and directions of spatial development and local zoning plans, particularly in terms of a fair balance between the land for development, mix of functions, and the principles of locating intensive residential development and strong traffic generators along the routes populated by efficient and well-functioning public transport.



ACTION

Objective: efficient city

Minister competent for regional development, and minister competent for administration will propose solutions that enable **effective spatial planning within functional urban zones based on the cooperation of municipalities**, assuring coherence of the reports on the conditions and directions of spatial development as well as local zoning plans as regards the elements that are of significance from the viewpoint of the entire functional area.

person responsible: minister competent for regional development in cooperation with the minister competent for public administration

In order to reduce the suburbanization processes, city municipalities should also offer explicit incentives to settle in the central areas

It is the duty of all public institutions to refrain from undertaking actions that will, directly or indirectly, lead to unrestrained suburbanization. The above applies in particular to the use of an imperfect instrument on the conditions of building and land development (including solely for the purposes of increasing land value) for short-term goals, in order to “circumvent” the specified directions of the local spatial policy.

of the cities. It is necessary to create the conditions that allow for supplementing and modernising the development, as well as for shaping the downtown public space as regards improving its attractiveness and enriching the range of activities that may be undertaken there. Increasing the proportion of the population living in the city centres (downtown) will contribute to improving the efficiency of public spending on infrastructure and public services. These activities should be cohesive, based on coordinated spatial and socio-economic planning, and, where appropriate, combined with the revitalization process and the development of the housing stock.

IN LINE WITH THE RECOMMENDATIONS OF ECA (SPECIAL REPORT NO. 23/2012, ECA), EU MEMBER STATES SHOULD E.G. FULFIL THE REQUIREMENT THAT THE REVITALIZATION PROJECTS FOR THE DEGRADED AREA MUST COMPRISE A PART OF THE INTEGRATED DEVELOPMENT PLAN FOR THE GIVEN CITY OR THE GIVEN AREA.



REVITALIZATION,
On the sources of financing for revitalization undertakings



It is extremely vital that the efforts of local governments to counter the uncontrolled suburbanization were accompanied by a cohesive and consistent actions of governmental institutions intended to eliminate this unfavourable trend to the highest extent possible, both in terms of introducing counter-measures in sectoral policies of the government as well as in terms of the governmental institutions undertaking specific actions, if they are active locally (e.g. as an investor or seller of real property).



ACTION

objective: compact and sustainable city

Governmental institutions, acting as investors of buildings or owners of real property in cities and their functional urban areas, may not – through their actions and decisions – contribute to the sprawl of scattered development or unrestrained suburbanization subject to no plan.

person responsible: governmental institutions subordinate to individual ministers, voivodes



ACTION

Objective: compact and sustainable city

The competent ministers shall conduct a review of actions of individual ministries and the institutions that are subordinate to them, as well as a review of the currently binding legal regulations, which contribute to the unrestrained urban crawl within cities and their functional areas, in a direct or indirect manner. The results of such review shall serve as the basis for modifying them and **proposing legal or organisational changes that prevent unrestrained suburbanization processes.**

person responsible: relevant ministers responsible for coordination on behalf of the minister competent for regional development, voivodes



ACTION

Objective: compact and sustainable city

Minister competent for regional development in cooperation with the relevant ministers and voivodes will **monitor the implementation of public policies by governmental institutions as regards the mechanisms that promote unrestrained suburbanization** and will, in cooperation with the relevant ministers, undertake legislative and non-legislative **initiatives intended to reduce or eliminate them.**

responsible person: the minister competent for regional development, voivodes

On shaping high-quality urban space

Striving to counter the unrestrained suburbanization should be reflected in the activities that concern various sectors of the public life. A specific example of such activities is the analysis of how the existence and functioning of a network of motorways and express roads, by facilitating access to large cities, expands the territory that is “threatened” by suburbanization. Improving accessibility, including through expanding the road network, remains one of the main objectives of spatial and regional policy in the country. Nevertheless, efforts should be undertaken to work out measures that lower the risk of urban crawl and scattering of development, which is high due to the functioning of such a road network.

in urban areas (defining the principle of sustainable development and assuring the realization of the idea of a compact city and a low carbon city) were reflected, to the fullest extent possible and soon, in the municipal spatial planning acts. As regards shaping the space, the local urban governments should promote or initiate projects involving mixed-use of land. Multifunctional spaces and areas are conducive to sustainable land use and enhance its attractiveness; they also reduce the incidence of urban areas that function only at certain times (e.g. the office districts that go dark in the evenings). In order to achieve such multi-functional structures, it is necessary to ensure an adequate population density, which offers an economic

justification for introducing and maintaining public functions and services into such areas.

In addition, shaping of the space should be effected in line with the universal design principle, resulting in an open public space that is

safe and dedicated to all users. Moreover, many buildings are not built or renovated as regards their accessibility to people with disabilities.

UNIVERSAL DESIGN CONCEPT MUST BE FOLLOWED IN LINE WITH THE UN CONVENTION ON THE RIGHTS OF PERSONS WITH DISABILITIES, RATIFIED BY POLAND IN 2012, AND ALSO IN LINE WITH THE "EUROPEAN DISABILITY STRATEGY 2010-2020"



GOOD PRACTICE: A SET OF EUROPEAN DOCUMENTS AND PUBLICATIONS ON UNIVERSAL DESIGN: WWW.NIEPELNOSPRAWNI.GOV.PL/P.100.DOSTEPNOSC-PROJEKTOWANIE-UNIWERSALNE



AMENDMENT OF PROVISIONS

Objective: efficient, compact and sustainable, and coherent city

Minister competent for construction, local spatial planning and land development, and housing, should conduct a review of the provisions and draw up a proposal of legal changes in order to "tighten up" the system of enforcing the law as regards assuring that the public utility buildings and multi-family residential housing is accessible to people with disabilities as required by the law.

person responsible: minister competent for construction, local spatial planning and land development, and housing

Shaping the urban space should be carried out while taking into account the importance of green areas that affect the microclimate and slow down the outflow of rainwater from the hardened surfaces. It is important to lower the pressure to invest on the biologically active areas in cities and to emphasize the accessibility of green infrastructure to residents of cities. In line with the EU Biodiversity Strategy until 2020, ecosystems and their services will be maintained and strengthened by establishing green infrastructure and restoring at least 15% of the degraded ecosystems. In order to implement the above task, activities are carried out to map out and assess the condition of ecosystems and their services.

While preparing reports and spatial development plans, local governments should consider recommendations on the use of the concept of ecosystem services in planning, which had been worked out under the "Urban MAES – ecosystem services in urban areas," conducted by the Ministry of Environment. These recommendations may be useful for the comprehensive integration of the environmental issues in the planning of urban space.

REFERENCE: COMMISSION COMMUNICATION OF 3 JUNE 2011. "OUR LIFE INSURANCE, OUR NATURAL CAPITAL – AN EU BIODIVERSITY STRATEGY TO 2020."



The quality of spatial development plans

High-quality planning of urban space in the current legal conditions is possible, though not easy. It requires bold and consistent spatial policy in the cities, carried out in constant consultation with residents and property owners. Stable and sustainable vision implemented by the authorities is a prerequisite for the effectiveness of the entire process and for minimizing spatial conflicts.

City authorities should ensure that the quality and the content of spatial development plans is appropriate. In particular, this means the establishment of a clear framework (with the level of detail adequate in the context of local conditions) for the future development of

the given areas (unless the plan also has a protective function). Unrealistic content in the plan must be avoided at all costs, as such content will result in incurring real costs associated with the claims and the redemption of real property, which can not be financed in any reasonable perspective.

In order to streamline the processes of preparation and adoption of planning documents aimed at restoring and consolidating the spatial order in Poland, legal changes are necessary.

NATIONAL SPATIAL DEVELOPMENT
CONCEPT 2030, OBJECTIVE NO. 6



AMENDMENT OF PROVISIONS

Objective: efficient, compact and sustainable, and coherent city

Minister competent for construction, local spatial planning and land development, and housing, and minister competent for regional development propose legal changes intended to:

- **rationalization of the compensation system** by basing it on the financial liability of the municipalities for their own spatial planning decisions, which will also contribute to abolishing the fundamental barrier to the activity of the cities in terms of adopting local zoning plans – all the while respecting the standards of ownership protection, set forth in international agreements and in the case law of the European Court of Human Rights;
- introducing solutions that establish **urban standards** (considering the diversification into areas of different nature), and it should not enable the municipalities to evade basing their planning process on the system of local zoning plans;
- introducing an obligation **to locate particularly “socially vulnerable” investments (RES, larger shopping areas) as well as investments on “socially vulnerable” areas (e.g. public space areas, areas that require consolidations or re-parcelling), based on local zoning plans;**
- introducing effective economic-legal **measures** that **ensure implementation of the infrastructure along with developing the land designated for new buildings**, including by way of allowing adoption of local zoning plans, based on which the investors will be obliged to participate in building the necessary infrastructure;
- **eliminating restrictions or ambiguities as regards the subject matter of the local zoning plan** thus preventing effective reference to complex issues that might be present within the urban space;
- **deepening the participatory aspect in spatial planning** (public consultations, transparency of procedures).

person responsible: minister competent for construction, local spatial planning and land development, and housing, and minister competent for regional development

The quality of the planning documents and urban planning solutions based on them is determined on one hand by the competences of the professionals that prepare them, and on the other hand by the “urban planning awareness” in the representatives of the city authorities, either the mayor and the city officials and the city councillors. The range of possible actions intended to improve this awareness and to ensure the professionalism of all participants of the planning processes is extensive – it begins with specific requirements included in the documents of the tender to draw up draft planning

documents, through organizing specialized studios within the city structures to draw up such documents, and it ends with training courses, workshops, post-graduate studies, or publications addressed to all interested parties. However, if one was to expect a new quality in terms of the planning documents, the above – potential and random – activities must be enhanced by coordinated, intensive and top-down support aiming at improving the competences of the people involved in drawing up the planning documents.



ACTION

Objective: efficient, compact and sustainable, and coherent city

Competent ministers will conduct an in-depth dialogue with the local governments in order to develop an optimal model for the role of urban planners in the process of drawing up planning documents (the fundamental dilemma: an external expert or a city official that identifies with the direction the city develops), and next they will undertake actions to distribute this model. Moreover, one of the actions intended to improve the competence of city officials in the area of widely-understood spatial planning should take the form of offering a systemic solution focused on the quality of the practical training of urban planners. One solution to consider is to organize – as a joint venture of the government and the local government units – a national urban planning school, which would be a post-graduate school for persons working for the local governments and the governmental administration, and their area of expertise includes drawing up planning documents and managing the space. Such a school would be tasked with disseminating the planning knowledge that is consistent with the contents of the adopted strategic documents; its role would not be to grant entitlements or rights to conduct specific measures. Alternatively, consideration should be given to introducing, based on the existing network of universities and research institutes, a course of study whose curriculum would educate highest-quality personnel for the local governmental and governmental administration to manage urban planning (the curriculum should put a strong emphasis e.g. on the works of the government and on the contents of the strategic documents).

person responsible: minister competent for construction, local spatial planning and land development, and housing, minister competent for regional development

Managing the space in the city centres

City centres (downtown areas) are the key elements of cities, which primarily affect the perception of spatial order and attractiveness of the city. Therefore, the activity of city authorities should be focused on maintaining the residential function of buildings in the city centre and on protecting the cohesion of local communities, as well as on locating projects in the city centres that will enhance the integration and activity of the residents and that will have a positive influence on the image of the city, using, for example, instruments such as town and city centre management (TCM). By using competitions to

determine the formulae of these projects, it will be possible to build facilities of high quality in terms of their architecture and urban planning or innovative infrastructural solutions. Emphasis should be placed on concentrating price-shaping facilities within these zones and on creating an attractive system of public space open to the general public, giving a strong priority to pedestrian and bicycle traffic, and facilitating as much as possible access to public transport. Also, efforts should be undertaken to preserve and modernize the existing historic development in the city centres, which decides

on the unique character of each city and their cultural values. It is necessary to conduct measures within city centres encompassing different forms of activities in public spaces, including introduction of arts and culture into these spaces. Such support to the creative industries will promote the formation of identity of individual places.

Developing the system of public spaces

Spatial policy enforced by the authorities of large cities should also be focused on cumulating facilities, services and recreation in the public space, thus enabling the use of all basic services within city districts, avoiding excessive loss of time on moving around the city. In turn, as regards new land designated for development, the development should be planned and implemented at the same time (or planned prior to implementation), while assuring the technical (including transport) infrastructure (road grid, public transport, pedestrian and bicycle traffic) and social infrastructure that is adequate for future needs.

It is necessary to reverse the process of seizing the public space. This leads to many adverse consequences for the spatial structure of the city: depriving residents of public spaces and green areas, segregating the structure into “better” and “worse” areas, and causes problems with pedestrian traffic.

An important part of actions undertaken by the local government should consist in ensuring that the facilities being strong traffic generators (shopping centres, universities and campuses, offices, workplaces) are been located only in areas with efficient and well-functioning public transport (if applicable, in the cities with tram, subway or urban rail, the rail transport is preferred).



TRANSPORT AND URBAN MOBILITY. On the urban transport policy

In the context of the above observations, it is necessary to efficiently promote positive examples in the area of shaping the spatial order in the cities. This is the task of city authorities, local government corporations, as well as of the governmental administration.

In order to effectively achieve the positive effects of spatial transformations, it is necessary to ensure that consolidations and re-parcelling of real properties as well as other actions intended to adjust

Upon creating a local climate, it is important to remember about such issues as organizing individual trade, introducing innovative technological solutions into the urban space, or about any other measures intended to stimulate the activity of residents living in the centres of both small and large cities.

the ownership structure to the function of the given area would become a true instrument used to shape the space for the benefit of the community and individual property owners. Changes in law are required to achieve it. In addition, informative measures will be undertaken (to promote knowledge) about the benefits of the

PUBLICATION BY THE MINISTRY OF INFRASTRUCTURE AND DEVELOPMENT ENTITLED “COMMON SPACE, COMMON GOOD. BEST PRACTICE IN SHAPING THE SPATIAL ORDER”



KNOWLEDGE CENTRE

Objective: compact and sustainable, and coherent city

Minister competent for construction, local spatial planning and land development, and housing, and minister competent for regional development, and minister competent for environment will **promote best practice, model solutions and will specify the recommended courses of action** to city authorities **as regards shaping spatial order** in the cities, in particular in the city centres and in revitalized areas (e.g. town centre management schemes).

person responsible: minister competent for construction, local spatial planning and land development, and housing, minister competent for regional development, minister competent for environment

process of land re-parcelling for residents (real property owners). Also, introduction of the schemes that allow the municipalities to be more involved in the acquisition of real property, including in connection with preventing land speculation in the context of urban planning processes, would help the municipalities in conducting effective public interventions.



AMENDMENT OF PROVISIONS

Objective: compact and sustainable, and competitive city

Minister competent for construction, local spatial planning and land development, and housing, and minister competent for regional development will submit a proposal as regards the close **relation between planning procedures and land re-parcelling, provided for in local zoning plans.**

Minister competent for regional development will conduct a pilot programme to identify the problems and barriers in this respect and to work out the ways to overcome them.

The above conditions and barriers will be analysed, which will be followed by **proposing changes as regards the comprehensive land and property management** conducted by the municipalities in order to **secure the land needed for public services and for public needs** in a holistic manner.

person responsible: minister competent for construction, local spatial planning and land development, and housing, and minister competent for regional development

Urban projects and undertakings

The active role of city authorities should involve initiating and determining areas where large urban planning projects will be implemented in priority locations from the point of view of urban development. At the later stages of the investment process, upon clarifying the final shape of the investment, local governments

should also actively cooperate with the investors in order to achieve the optimal effect from the point of view of the city's needs. The implementation of such projects would facilitate the introduction of the new law instruments in the area of urban planning operations.



AMENDMENT OF PROVISIONS

Objective: compact and sustainable city

Minister competent for construction, local spatial planning and land development, and housing, and minister competent for regional development will draw up proposals of legislative changes intended to **introduce solutions to facilitate the implementation of large urban plans**, including tools of the urban planning operations, which will allow for flexible **cooperation** between the city and the external investor, considering the interest of both parties and will ensure the **transparency of the entire process**, so that the participation of the residents would contribute to the optimal shape of the entire undertaking.

person responsible: minister competent for construction, local spatial planning and land development, and housing, and minister competent for regional development

Strategic and large urban projects should be planned with reference to the existing functional and spatial structure of the city, and therefore such projects should offer a new quality and be part of a coherent vision of development in the city. From this point of view, a special role is played by railway stations and the adjacent areas, as these are often the only locations that can be used to create downtown zones of the new type, which combine the roles of traffic hubs, public space and public facilities with commercial facilities of different purposes. For this reason, the planning of land use for such areas should be carried out with particular care and attention, and it should be fully

[INTERNAL REFERENCE:]

integrated with the city's spatial policy. Therefore, it requires a special level of activity of the city authorities and deepening of cooperation between cities and governmental institutions in the public interest. The past experiences suggest that the mechanisms of this cooperation must be continuously improved in order to optimize the degree, to which the public interest is met in the case of investment processes on the real properties disposed of by the aforementioned public institutions.

INVESTMENT POLICY



ACTION

Objective: compact and sustainable city

Governmental institutions, as regards their investment plants arising from their tasks, competences and areas of activity to be implemented within cities and their functional urban areas, **will work with local governments** to shape sustainable functional and spatial structure of cities, to optimize the degree of achievement of the public interest, and in line with the directions of actions set forth in the National Urban Policy (minister competent for regional development will present specific recommendations in this area).

In particular, governmental institutions will take into consideration the intention **to support the central urban development** (the concept of a "compact" city) and to ensure that the implemented citygenic **investment projects offer the highest quality** and do not contribute to making the future users dependant on private car transport.

The governmental institutions will limit the implementation of their own investments within cities and their functional urban areas **based on the decisions on conditions of development** and will report the need to have a given area covered by a local zoning plan, so that the conditions of developing such real properties would be determined in this mode – only passive attitude of the municipality in this respect will be the cause of filing a motion to obtain a decision on the conditions of development.

person responsible: competent ministers supervising governmental institutions



ACTION

Objective: efficient, compact and sustainable city

Competent companies and agencies, i.e.:

- PKP S.A. and PKP Group companies, including Xcity Investment and PKP PLK S.A. as regards railway real property;
- Spółka Restrukturyzacji Kopalń S.A. as regards the real property owned by the company;
- Military Property Agency, as regards the post-military real property;
- Other governmental agencies managing real properties (e.g. Agricultural Property Agency).

They will actively cooperate with local governments in order to develop, in line with the principles set forth in the National Urban Policy, **the optimal conditions of developing real properties** in cities and their functional urban areas.

amendment of provisions: minister competent for transport, minister competent for economy, and minister competent for national defence, respectively



AMENDMENT OF PROVISIONS

Objective: compact and sustainable city

Minister competent for construction, local spatial planning and land development, and housing, minister competent for regional development, and minister competent for transport will work on the proposed amendments related to establishing protective zones for restricted areas, and also to specifying the ability to situate development on railway land and railway restricted areas, in particular as regards the ability to build mixed-use downtown zones on such areas.

person responsible: minister competent for construction, local spatial planning and land development, and housing, minister competent for regional development, and minister competent for transport

As many future recipients of the given space, including the residents, should be involved in the process of planning the directions of spatial development. Participation of citizens and social organizations in shaping of the space should be carried out at all stages of the process, so that it is not limited to the consultations required by the provisions of law. The initial stage of the planning works is of particular importance – the stage during which the basic concepts are created and discussed. At this stage, discussions on variants of solutions and on their spatial illustration make it easier to understand the problems of the given area and the directions of the planned spatial actions. Public participation at this stage can bring a much greater value than while criticising finished proposals presented to the public, which is why activity of the city authorities should consist in acquiring knowledge about existing problems, expectations, needs and visions of the residents before commencing the planning works.

PUBLIC PARTICIPATION, Forms, tools, and instruments of public participation



AMENDMENT OF PROVISIONS

Objective: compact and sustainable city

Minister competent for construction, local spatial planning and land development, and housing and minister competent for regional development will propose changes consisting in **introducing the obligation to conduct social consultations in the form of a public discussion at the preliminary stage before commencing the work** on the local zoning plan or on the report on the conditions and directions of spatial development.

person responsible: minister competent for construction, local spatial planning and land development, and housing, and minister competent for regional development

On improving space in the areas of sub-standard development

In the areas with chaotic and scattered residential development, it is particularly necessary for the local governments to conduct active planning measures in order to try and remedy the negative consequences of the unrestrained suburbanization that has happened over the recent years. These measures, due to the complexity of the problems, the ownership structure, and potentially major costs, must take the form of “organic work” (with a strong emphasis on real participation); yet if successful, they may bring on important social changes in the currently dysfunctional complexes of scattered development in urban and suburban areas.

The planned comprehensive actions should, on one hand, be aimed at supplementing the missing infrastructure, on the other hand at compacting the residential development (in order to rationalize the economic foundations of development complexes), and finally, at improving the range of services located in close proximity. The efforts to “remedy” the residential estates or scattered residential development areas should also concern the improvements in the transport infrastructure (particularly in the area of public transport, especially rail transport, if possible) as well as in the social infrastructure, accompanied by changes in the spatial structure, such as elimination of the cul-de-sacs and establishing optimum road grid, improving the capacity and safety of pedestrian traffic and creating a safe grid of roads and bicycle lanes, enabling access to facilities located at a further distance. Facilitating these measures should be reflected in the legislation, which today provide for a simple procedure to design a road investment like a pathway, bicycle lane, or a tramway track that is not connected to a road. In addition, creating a local centre, accompanied by spaces used for recreation, integration, and leisure for the local communities (the so-called “third places”) should be a part of a comprehensive remedial process. One of such actions might involve transforming streets, whose role in the transport system is marginal, into urban courtyards (woonerfs).



AMENDMENT OF PROVISIONS

Objective: coherent, compact and sustainable city

Ministers competent for transport and for regional development, following the sustainable development principle, will present a proposal of changes that consist in fundamental **uniformization of procedures to prepare for line investments for roads and pathways, bicycle lanes and tramway tracks separated from roads.**

person responsible: minister competent for transport in cooperation with minister competent for regional development



KNOWLEDGE CENTRE

Objective: compact and sustainable city

Minister competent for regional development will organize and hold a **pilot project** intended to **work out a model of action towards transforming dispersed suburban development areas into better quality areas**, with mixed-use (mixed-function) areas.

The solutions prepared based on the pilot project, documents, models and procedures will be disseminated and promoted in order to support the local governments in improving the space in suburban areas on a larger scale.

Efforts intended to promote the idea of a compact city and a friendly city will be undertaken. Such efforts will also concern the fullest and in-depth public participation in the planning process in the sub-standard development areas.

person responsible: minister competent for regional development

On eradicating the visual chaos and improving the aesthetics of cities

The visual and aesthetic chaos in many Polish cities brings on the need to undertake decisive actions in the regulatory sphere as well as to shape behaviours and social sensitivity as well as to promote good aesthetic models.

Advertising in the urban space

An important element that affects the deepening visual chaos space in the Polish cities is the presence of ubiquitous, often illegal advertising. Priorities in this area relate to the activities of public institutions, which should act towards eliminating large-scale advertising on public facilities.

the city level by working out reasonable compromises among the local governments, the advertising industry, property owners and organisations and movements that represent the residents. Such actions will help to develop a wider acceptance for the introduced rules on outdoor advertising.



ACTION

Objective: compact and sustainable, and coherent city

Governmental institutions may not undertake actions that lead to a crisis and to degradation of the aesthetic condition of the space, which takes e.g. the form of covering the façades of constructions with large-scale advertising, which is not an architectural element of those buildings.

person responsible: competent ministers supervising governmental institutions



KNOWLEDGE CENTRE

Objective: compact and sustainable city

Minister competent for regional development will promote and disseminate the model application by LGUs of the Act amending certain acts in connection with strengthening the instruments of landscape protection, including the so-called model local advertising codes (resolutions on advertising).

person responsible: minister competent for construction, local spatial planning and land development, and housing, and minister competent for regional development

In order to resolve this problem with the help of instruments offered in the Act amending certain acts in connection with strengthening the instruments of landscape protection, it is necessary to act at

Preventing land use violations

The quality of space in Polish cities will depend not only on positive actions towards introducing and promoting model solutions worth following, but also on the effectiveness in countering negative

phenomena. In particular, as regards illegal activities, that is those that may not be prevented even by active and strict spatial policy or conservation protection implemented by the local governments.

The weakness of the law enforcement system in this area encourages actions that lower the quality of urban space through land use violations or unlawful demolitions of valuable objects. While there are certain mechanisms, both formal (e.g. establishment of a cultural park in a specific area) and informal (stimulating media ostracism against those who pollute the space), that make it possible to reduce such negative phenomena, they are not always effective. Additional instruments provided in the Act amending certain acts in connection

with strengthening the instruments of landscape protection, which grants the municipality the right to decide, by means of a resolution (applicable to the entire area of the municipality) on locating advertising, fences, and small structures, and it grants the voivodship governments effective instruments for landscape protection in landscape parks and in protected landscape areas. Local governments should use these new instruments to the highest extent possible.



AMENDMENT OF PROVISIONS

Objective: compact and sustainable city

Minister competent for construction, local spatial planning and land development, and housing will review the provisions and draw up a proposal of legal changes intended to **“tighten up” the law enforcement system as regards land use violations and unlawful demolitions** (e.g. contrary to the provisions of a building design that served as the basis for issuing a building permit), concerning historic buildings and objects in particular.

The minister will also introduce **legal changes** related to:

- **enabling the municipality to enforce the provisions of the local zoning plan** by introducing an administrative decision that orders the owner or user to cease using the land or to restore the previous development status if the owner or user act contrary to the plan's provisions;
- **making the separation of independent residential premises dependant on the contents of the local zoning plan or on the contents of the decision on conditions of development** as well as on the building permit or an effective report.

person responsible: minister competent for construction, local spatial planning and land development, and housing

Aesthetic space – educational activities

Improving the aesthetics in the city may take place through active efforts in the area of aesthetic education of the city users. The quality of Polish space requires in-depth education as regards the significance and the value of the urban space, and also as regards the sustainable development of cities and their cultural and social role. Two-way actions are necessary. The first course of action concerns civic education to promote active participation of residents in the

spatial planning process since the earliest stages of the procedure. The second course of action concerns architectural education of children and teenagers that is necessary to shape the attitudes that will, in the future, translate into the ability to formulate the vision and the expectations from the city that they live in.

PUBLIC PARTICIPATION,
Priorities in improving public
participation



If the requested actions are to become widely spread, it requires a comprehensive architectural and urban design education for children and teenagers during classroom time (within the artistic and cultural education classes) and through additional classes. Educational activities should be used to build awareness with regard to shaping the space (including mechanisms and dilemmas associated with them) and the values associated with it (spatial order, the quality of architecture, natural and cultural heritage).



ACTION

Objective: compact and sustainable city

Minister competent for education and child-raising, in conjunction with the minister competent for culture and protection of national heritage, on the occasion of introducing any changes to the mandatory curriculum, will take care of including material on cultural heritage, landscape and spatial order, as well as architecture to a relevant extent; ministers will also participate in promoting knowledge about architectural and cultural values as well as the conditions in which the space, including public space, is shaped, as well as their impact on the ways of life, health, and urban development.

person responsible: minister competent for education and child-raising in cooperation with minister competent for culture and national heritage protection, and minister competent for regional development

4.2

Public participation

4.2.1 Conditions and challenges

The involvement of residents in different aspects of functioning of cities becomes an increasingly common phenomenon in Poland. It is due to the needs of the residents themselves, driving them to be active and participate in planning urban development and management. These needs are often revealed in a conflict situation or in the event the city authorities fail to take the voice of the residents into account. Specific conditions for the development of public participation are present in small urban centres, as lower anonymity of the residents, stronger neighbourly bonds (than in large cities), as well as a good knowledge of the city and its problems are conducive to taking action in response to the problems in the area of urban development as well as to the creation of bottom-up social movements. Despite the clear actions of some communities, the general civic activity of Polish people still remains at an unsatisfactory level.

Local governments in cities are beginning to see more and more benefits of the dialogue with their residents, but some cities the only activity consists in announcing the already completed actions. It sometimes happens that the explanations for the decisions made are superficial and not based on merits. In such situations, residents perceive these actions as sham operations – which does not promote building real and long-term cooperation. In the process of public consultations, some cities use very traditional means of communication. The consultations employ mostly traditional means of communication, primarily meetings with residents and posting information on the bulletin board. This situation is sometimes caused by the fact that the city authorities

are not too convinced about the value of such actions, but frequently it is due to the lack of adequate knowledge, skills, experience or due to a well-established custom. Nevertheless, these situations make the


residents feel deprived of full information and overlooked in the context of major decisions. This is where the mutual prejudices come from and why the negative assessment of the city authorities and the lowering of trust come to be.

Therefore, the challenge that the Polish cities now face consists in making public participation more common. In this case, public participation is understood as the participation of residents in defining and resolving local problems and in making key decisions concerning the local community. In this context, participation should be presented as a platform to build relationships and bonds at the level of local communities. Inspiring the increase in the importance of participation in the decision-making process lies with the authorities.

It is also important to give the public participation the proper importance and to present a formal commitment of the city authorities to use public participation as a part of urban management. Focusing on participatory decision-making should be anchored in the strategic documents that define the tasks of the authorities and directions of development of the city.

4.2.2 Courses of action

The aim of the local government should be to build a city that is open to dialogue, a city where each and every person is being heard. Cities should perceive participation as a method of management and as a way to act for the benefit of development on a daily basis. The commitment to use participation and the scope of such participation should be anchored in the urban strategic documents.

 DEVELOPMENT OF METHODS FOR EFFECTIVE AND EFFICIENT PARTICIPATION WAS THE SUBJECT OF THE "DECYDUJMY RAZEM" [LET'S DECIDE TOGETHER] PROJECT ([HTTP://WWW.DECYDUJMYRAZEM.PL](http://www.decdujemyrazem.pl)), MANAGED BY THE MINISTRY OF INFRASTRUCTURE AND DEVELOPMENT. THIS PROJECT RESULTED IN CREATING THE "LOCAL SOCIAL CONSULTATIONS CANON" AND THE "WHITE PAPER OF PUBLIC PARTICIPATION". BOTH DOCUMENTS STREAMLINE THE CONSTRUCTION OF THE PUBLIC PARTICIPATION SUPPORT SYSTEM IN POLAND.

Coherent actions of cities to promote public participation must contribute to:

- improving the management efficiency and the accuracy of decisions by better responding to the needs of residents, by undertaking on-going efforts to identify and solve emerging problems, and by gaining acceptance for the introduced changes;
- improving cooperation among all urban actors (with residents and city authorities playing a special role, here) and building civic society, development of local communities, promoting the improvement in social trust and care for the common good;
- increasing identification with the place, the sense of responsibility for the environment and the local community, as well as strengthening the development potential of the area through better quality and joint planning of its development;
- improving knowledge and understanding by the residents of the conditions involved in managing a city, and consequently leading to a greater acceptance of the undertaken actions.

Participation may prolong the decision-making process, but this is compensated by the faster and more efficient execution

of undertakings, as the risk of conflicts is minimized. More extensive public participation improves the quality of life in the cities. In order to ensure high quality of the public participation in the city's functioning, it is also necessary to implement measures to build social capital, which, in general, leads to improving the involvement and social awareness of the residents.

The process of managing the urban development requires from both of its key stakeholders (authorities and residents) acting in accordance with the model used by the city authorities to make decisions in a transparent manner, acting for the benefit of the residents and involving them in the process. In turn, the residents, by selecting their city authorities, grant the mandate to exercise this power, while remaining proactive.

"EFFICIENT STATE STRATEGY 2020"
ADOPTED BY THE RESOLUTION OF THE
COUNCIL OF MINISTERS NO. 17 OF 12
FEBRUARY 2013



Understood in the manner defined above, participation is consistent with the objective of the "Open Government" from the "Efficient State 2020" Strategy. Its essence takes the form of responsive management, which means that the state does not act "for the citizen", but "with the citizen". Such an understanding of the role of the state considers the subsidiarity principle, and therefore the active cooperation and sharing the ability of taking initiative with the residents.

Basic principles of public participation

Public participation allows the citizens to take an active part in the decision-making processes. Its fundamental principle should be to **build a mutual sense of responsibility for the common good**, so that it would be possible to look at the urban management from a wider perspective than solely through individual interests.

We also need actions to **raise awareness and civic competence**, both in residents and in city officials. In the case of residents, it is often necessary to improve the knowledge on how the local government operates, what are the constraints and objectives of the local government, in particular those pertaining to the local spatial policy as well as the abilities related to the financing of tasks. In the case of city officials –

the key is to understand that participation is not only a formal burden on the decision-making process, but it might improve the quality of urban management, thereby avoiding multiple wrong decisions, and remedying such wrong decisions take time and incurs costs.

In order for the participation to actually translate into the quality of urban management, both sides need to be **open to dialogue and seek compromise**, as well as have **good will and trust**. The last of these elements has a particular relation with the transparency of the participatory procedures. Local governments must also take care to maintain proper and two-way communication.

City officials should **include the residents in the planning and decision-making process as early as possible**, which

has twofold benefits – it results in a stronger commitment when people are involved from scratch, and on the other hand – it ensures that the residents have a higher level of knowledge, which in turn might result in improving the quality of the proposed solutions.

In the process of public participation it is important to ensure a balance between the extensive involvement of residents in planning and managing urban development and retaining the right **to make final decisions by the authorities**, because it is the city authorities that are ultimately responsible for the decisions made. Participation does not release the local authorities from being responsible for managing the city, it only serves as an instrument to support the decision-making process.

Priorities in improving public participation

Education

Both the local governments and the residents must be open to “learning” participation. This educational process should promote attitudes that facilitate discussions, working out solutions, proper communication skills and the knowledge on how to plan, organize,

and summarize public participation processes. The most appropriate way to achieve this should be by “learning by doing”, gaining experience, and drawing conclusions.



KNOWLEDGE CENTRE

Objective: a strong city

Minister competent for public administration and minister competent for regional development will distribute the cases of successful public participation processes in the cities, in particular in the event of complex issues and conditions. It will also be important to distribute examples of actions of leaders from small cities. The results of these actions will serve as an inspiration and will encourage to apply similar solutions at the local and regional levels.

person responsible: minister competent for public administration and minister competent for regional development

The entire process should be supported by additional educational projects, materials for schools and lesson plans, emphasizing different aspects of functioning of local government units and of urban management.



SCHOOL OF COOPERATION. STUDENTS AND PARENTS - THE NEW SOCIAL CAPITAL OF A MODERN SCHOOL!
[HTTP://WWW.SZKOLAWSPOLPRACY.PL](http://www.szkolawspolpracy.pl)



ACTION

Objective: efficient and strong city

Minister competent for education and child-raising will strive to place more emphasis on civic knowledge in the educational process by providing educational materials for schools, concerning such topics as the organization of the local government, functioning and management of cities. The minister will also promote local governance among the teenagers in order to shape the attitudes to support civic responsibility and establishing the dialogue, as well as to develop a working knowledge of participation in urban management.

responsible person: the minister competent for education and child-raising

EU FUNDS FOR 2014-2020



The experience gained by the municipalities as regards consulting the residents with respect to the local zoning plans and studies on the conditions and directions of spatial development at an early stage of works is supported by the 2014-2020 Operational Programme Knowledge Education Development (measure 2.19). The ESF funds will be used to provide grants to 500 municipalities all over the country, which adopted a resolution to commence drawing up planning documents (or to amend them) and are willing to apply innovative methods and tools used for public consultations in the area of spatial planning. The projects concern substantive support granted to municipal offices in the process of organising consultations and will contribute to gaining and consolidating new skills among the officials, as well as have a positive influence on the cooperation with the residents.

Accessible and trust-inspiring communication

Due to the fact that two-way communication is extremely important for the public participation process, the representatives of the authorities should pay particular attention so that their communication is focused on building mutual trust. The residents are not only recipients of the information provided by the local government; the residents also submit their own messages: proposals, opinions, assessments. The active form of social communication is designed to allow all parties to gain knowledge on the given topic, to express themselves and to be heard. Thus understood, communication is the basis of trust-building. It is very important for the actions of the local authorities to be conducted in such a way that the residents see that the proposals submitted by them are analysed, and the final result

came to be as a result of their joint work. If the proposals of solutions are not acceptable, the local authorities must provide a relevant and extensive explanation.

City authorities should choose channels and means of communication that are appropriate to the topic and the recipients, e.g. based on IT technologies (a web portal) or local media (press, radio, television). In smaller cities or communities (e.g. districts), where residents stay in closer contact, direct contact should be used whenever possible.

Local authorities must ensure that the language of communication is clear (official language is often hermetic and incomprehensible), and the information provided



"WRITTEN COMMUNICATION"
RECOMMENDATIONS ISSUED BY
THE CHANCELLERY OF THE PRIME
MINISTER UNDER THE "CITIZEN"
INITIATIVE.

must be reliable, up-to-date, understandable, and commenting on all aspects of the given case.

It should be commonplace to inform the residents about all social consultations in one place (e.g. at one website, not on multiple subpages). Excessive scattering of information sources should be avoided. Websites must also take into account the European and national regulations on accessibility.

It is necessary to specify a reasonable deadline to read the documents to be consulted and to submit comments. The residents say that they are often limited in expressing their opinions because of the insufficient time allowed for consultations, as well as because of the hours and places at

which the consultations are held. In this context, e.g. schools, as institutions with low accessibility threshold, should be used more extensively, in particular in small cities, as a place where the participatory procedures may be enforced.

Local authorities must ensure that the methods and instruments used in the communication process are accessible to persons with various disabilities, allowing such individuals to have their say in the issues that are of importance for the city. At the same time they must ensure physical accessibility for people with disabilities (and other groups) by e.g. holding consultations, meetings, etc. in premises that are easily accessible, adapted to the needs of such persons, etc.

UN CONVENTION ON THE RIGHTS
OF PERSONS WITH DISABILITIES,
I.A. ARTICLE 29



Transparency

Transparency of public entities in their actions is an important factor in building a real public participation and trust of the residents in the authorities, e.g. by informing about the reasons for making decisions in key aspects of the city's life and what are the possible options.

The role of the public administration is to involve the citizens in the undertakings implemented by the administration as early as at the diagnostic stage and to work out preliminary solutions. In particular, in the case of investment processes and shaping the urban space, the ability to express the views at the discussion stage lowers the risk of protests and of social resistance at the very end of the entire process (e.g. during the construction works). Also, if the conflict does escalate and reach such scale that the actions are blocked, the local authorities must as quickly as possible undertake measures to resolve the conflict in the spirit of dialogue, transparency, and reliable information as well as with due care, without making light of the situation and with respect to the opponents.

It is also recommended to improve the transparency of actions also by way of the local governments increasing access to public information, in particular to the Geographical Information Systems, including information on spatial planning documents at all stages of their preparation, and publishing technical documentation and formal correspondence related to preparing for and implementing a given investment on their websites on the current basis.

AARHUS CONVENTION (CONVENTION
ON ACCESS TO INFORMATION, PUBLIC
PARTICIPATION IN DECISION-MAKING AND
ACCESS TO JUSTICE IN ENVIRONMENTAL
MATTERS, SIGNED ON 25 JUNE 1998 IN
AARHUS)



SPATIAL MANAGEMENT. On improving the
quality of planning and shaping the space




IMPROVING TRANSPARENCY
AND EFFICIENCY OF THE PUBLIC
ADMINISTRATION IS ONE OF THE GOALS OF
THE "2020 EFFICIENT STATE STRATEGY"




Supporting bottom-up activity of the residents

City authorities must be aware that the residents can work with them in various forms – both

in the form of individual contacts and through bottom-up initiatives established for a particular cause, including institutionalized organisations: local councils, non-governmental organizations.].



A LOCAL INITIATIVE IS THE FORM OF COOPERATION BETWEEN THE LOCAL GOVERNMENT AND THE RESIDENTS INTENDED TO JOINTLY ACCOMPLISH PUBLIC TASKS FOR THE BENEFIT OF THE LOCAL COMMUNITY. IF THE RESIDENTS HAVE AN IDEA FOR A SPECIFIC UNDERTAKING THAT IS IMPORTANT FOR THEIR NEIGHBOURHOOD, THEY MAY FILE A MOTION WITH THE CITY TO JOINTLY IMPLEMENT THIS IDEA. THE PRINCIPLES OF SUCH COOPERATION ARE SET FORTH IN THE PROVISIONS ON THE PUBLIC BENEFIT ACTIVITY AND ON VOLUNTARY WORK



DEMOGRAPHY,
Courses of action

The presence of local leaders (individuals, non-governmental organizations, informal groups, etc.) is important, especially in small cities, where the civic activity is only beginning to develop. This is why it is important to disseminate good participatory practice from smaller urban centres.

Local governments should also consider the areas and ways of strengthening the competencies of auxiliary units operating in the city, such as the district and neighbourhood councils.

Due to the fact that they are at the lowest tier of the local government, they may act as an intermediary between the local community and the authorities. The degree to which the potential of auxiliary units in local development, revitalization, building social capital, or social inclusion is exploited in Polish cities is very varied; such actions are also financed in multiple ways. It is therefore essential to develop and promote best practice related to the operation of auxiliary units in the cities.



ACTION

Objective: efficient city

Minister competent for regional development in cooperation with minister competent for public administration will disseminate and promote best practice in the area of functioning of auxiliary units in the cities, in particular in the context of local development and revitalization.

responsible person: minister competent for regional development in cooperation with the minister competent for public administration

Attractive methods of cooperation

Local authorities must undertake every effort to ensure that the organisation of the public participation process, in particular the social consultations process, would provide an incentive to participate. Consultations should take place with the help of activating and attractive methods, streamlining the efficiency of the entire process, e.g. through organising discussions in the place that the discussion concerns, or by presenting spatial visualisations of the planned investments

and their surroundings (scale models, 3D models).



SPATIAL MANAGEMENT. ON
ERADICATING THE VISUAL CHAOS AND
IMPROVING THE AESTHETICS OF CITIES

Improving the crisis management skills in social dialogue

Conflicts between city officials and residents may arise if the opinions of the residents are disregarded or if there are insufficient explanations provided with respect to the decisions concerning important aspects of the functioning of the local community and the urban space. A conflict is not something that the local government should treat in a negative manner, because such a conflict may very well help both sides to renegotiate their postulates and to lead to implementing them. Conflicts might arise even if we are dealing with reasonable and interesting postulates, but the residents take a demanding stance or the authorities are not open enough to contacting the residents.

Also, a crisis in the social dialogue means that the conflict becomes prolonged and blocks adoption of solutions that are favourable for the urban development, this is why it is of crucial importance to avoid it. The actions that the city

should undertake in order to avoid crisis include monitoring and responding to the issues raised in the local discussions, publishing analyses, reports, and documents on the state of spatial development and investments to be implemented within the given area, and primarily holding consultations before making any decisions that might trigger objections of the residents. If a crisis continues, the help of professionals should be sought (professional mediators, persons duly trained in mediation). It is important that information about the crisis was made public, which shows that the city authorities are trying to explain the circumstances and reasons for the crisis. It fosters a positive image of the city.

In order to resolve the conflict, the city must act by following the “win-win” principle and by managing the conflict so that the conflict becomes an expression of the resident’s participation in managing the city and also a tool for participatory education.

Inspiring responsibility and care for the common good

The challenge for all participants of the “urban dialogue” is to carry out this dialogue in a responsible way. It is a challenge for all parties involved. This responsibility must be expressed by way of honest discussions, being open to listening to the arguments of each party, being well-prepared to discuss the given topic, and finally, following the principle of putting the common good over particular interests. It also means that the demands are not reported in a demanding manner, detached from the existing conditions, or perceived in a short-term perspective. It is important to build the sense of community

in the city – both on the scale of the entire city and on the microscale of individual residential areas.

Moreover, in order to build this sense of responsibility for the city in residents, local governments may undertake actions in the area of education about the cultural resources, local traditions, and how to take advantage of them. It will help the residents to create a bond between the identity of the people and the identity of the place.

Assessment (evaluation) and monitoring

An important element of public participation is ensuring that the residents and other stakeholders take an active part in assessing and monitoring the implemented projects, programmes, and other changes carried out in the city. In the

course of the public participation process, local authorities should also conduct periodic monitoring and evaluation of the measures related to the participation itself and to learn from the conclusions. It is important to ensure that the evaluation

process itself is also of participatory nature. A good practice is to establish team responsible for evaluating the participation process, which is composed of the representatives of the local government and of the residents.

The evaluation may be conducted in the form of meetings and workshops with the residents or by way of voluntary surveys available on-line, interviews, conversations with the organizers of the entire process, questionnaires sent on-line. It is also possible to combine all these forms – the superior goal should be to fully specify the problems and the conclusions.

Consultations as the basic form of social participation

Public consultations are one of the basic forms of public participation. It is a process in which the representatives of the authorities present the citizens with the information on the planned undertakings. In line with the two-way communication principle, city authorities must conduct consultations in a way that encompasses not only the presentation of plans, but also listening to opinions about them, analysing whether it is possible to include the postulates, modifying the plans and informing the residents about the final decision. It is important for cities to move towards the joint governance of the authorities and the residents after they shape and

Forms, tools, and instruments of public participation

Below you will find the forms, tools, and instruments of public participation that may be used by the cities in this area:

- **Civic (participatory) budgets.** Participatory budgets are becoming one of the most advanced and popular methods of improving the participation of the residents in the matters concerning urban development. However, one should bear in mind that in order to benefit from this undertaking, it is necessary to clearly set forth the principles that govern it. As the funds allocated to participatory budgets are not additional funds (they are a part of the city's budget), it is important to make the residents aware that economy and targeted spending of public funds are just as important as creativity and ingenuity. Therefore, it is important to

Conducting continuous monitoring of public participation at the regional level might be included among the tasks of Regional Territorial Observatories (RTOs). Works on the statistics of public participation will also be undertaken by the Central Statistical Office (CSO).

Participation Counter [PL: Licznik Partycypacji] is a recommended tool to verify and monitor the progress of getting the municipality ready to involve the community in the decision-making process.

[HTTP://WWW.LICZNIKPARTYCYPACJI.PL/](http://www.licznikpartycypacji.pl/)



develop the skill to apply the simple consultation tool with respect to the decisions made by the authorities.

SEVEN PRINCIPLES OF CONSULTATION, WHICH WERE FORMULATED IN 2012 UNDER THE AUSPICES OF THE MINISTRY OF ADMINISTRATION AND DIGITIZATION



At the governmental level, together with social partners, Code of Social Consultations has been developed. The Code promotes seven principles of consultation to be followed by governmental units as a good reference for the cities. These are: good faith, universality, transparency, responsiveness, coordination, predictability, and respect for the general interest.

ensure the relevant quality of the proposed initiatives. The civic projects should not respond to particular interests only; they should be aimed at fulfilling the needs of as many residents as possible. It is also important to improve civic awareness by gaining knowledge about urban management as well as awareness on the constraints and conditions that the local governments need to face all the time as regards managing the available funds.

It is also important create a link between this tool and the long-term development strategy of the city, so that the

projects selected for implementation would not be not detached from the vision of development for the given area and so that they would not generate additional costs associated with their use later on. In order to ensure coherence of the civic projects with the adopted urban development strategy, and also in order to avoid a situation where the local government reduces the participatory budget by way of the strategy, it is necessary to involve the residents in the strategic planning process.

- **Civic legislative initiative** enables the citizens to take legislative initiative at the local scale, it means that it allows the residents to propose a draft resolution of the city council. This tool helps to increase the responsibility of residents for their place of residence by participating in the making of local law, which they themselves must later follow. It is also an opportunity to gain a better knowledge about the instruments and means available to city authorities and to learn about the legal and organisational context of such actions.
- **ICT tools** (e.g. on-line consultations) streamline the entire process by engaging a wide range of interested persons and providing a quick form of communication. They should be focused on interacting with users, and also consider the special communication needs of disadvantaged groups.
- **Working meetings.** Direct contact with citizens should be one of the most important forms of building social interest in the urban development policy, seeking opinions, and gathering information. Meetings can take the form of events that combine gathering opinions of the residents with specialist discussions and presentations.
- **Animation activities accompanying the consultations.** To encourage residents to participate in consultations and facilitate discussions, it is advisable to use the solutions that accompany consultations (local picnics, joint actions in favour of the closest proximity, cultural and artistic activities), which will enable the residents to imagine potential changes, make comments, and submit ideas.
- **Surveys** refer to collecting and analysing opinions of residents based on their perception and assessment of the

local conditions. Systematic evaluation of different actions carried out in the city may serve as a good basis for making strategic decisions. Selection of the survey sample and ensuring representation of disadvantaged groups are of particular importance.

- **Study walks** allow for experiencing the space directly, which serves as a stimulus for discussion. Walks may serve as an element of social consultations. During such walks it is possible to learn the opinions, needs, preferences of users of the given area, and the contact among the participants helps to build arguments concerning individual positions and to seek compromise in working on solutions. The conclusions might be used to undertake actions intended to enhance the attractiveness of the area.
- **Workshops using 3D models** may be used to engage the residents at an early stage of planning, which consists in working out solutions in the area of urban planning and architecture using a 3D space model. By analysing 3D models (instead of only photographs or maps), the residents will present proposals of changes in the space, the directions of development, the placement of facilities. The model should not cover too large an area, as this tool is primarily intended to allow the residents to clearly see and notice details while “moving around” the urban space. This model makes it possible to consider all and any elements and features of the arranged space and to implement comprehensive solutions that respond to all needs. Such workshops are similar to a deliberative poll. The final result of such poll is the product of joint work of specialists and residents. The workshops should be preceded by a subject matter introduction into the specific topic.

SPATIAL MANAGEMENT.
On eradicating the visual chaos
and improving the aesthetics
of cities



4.3

Transport and urban mobility

4.3.1 Conditions and challenges

Transport belongs to the issues that are of major significance – and sometimes of key significance – for shaping the image of the city as regards its functionality, attractiveness, and competitiveness. For the majority of Polish cities, resolving problems in this area effectively is a real challenge.

Over the last quarter of a century, Poland has experienced a sharp increase in the level of motorization. The average motorization rate, measured by the number of cars per one thousand residents exceeded the EU average. In urbanized areas, these rates are the highest and are significantly higher than the analogous rates from many metropolitan cities of Western Europe. This translates into growing traffic, whose direct results include congestion, blocking public transport routes, and shortage of parking spaces. Indirect results primarily take the form of negative environmental consequences (air pollution, noise) and the deterioration of the quality of life, as the residents spend more and more time on commuting, while the urban space is degrading – motorization displaces other functions of streets and squares. Unrestrained growth of motorization and the growing share of road traffic in the transport of people and goods, accompanied by the lowering importance of railway transport, growing traffic and increasing traffic volume that is a burden to the road infrastructure in the cities (which is frequently associated with the fact that transit traffic overlaps with internal traffic) – these are all challenges for the Polish cities. These phenomena are a source of serious transport problems in the cities that must be addressed both in the area of demand and in the area of supply – by investing in the inefficient transport system, including the infrastructure. In particular, it is necessary to significantly improve the public transport system within the functional urban areas. In addition, unfriendly urban space often does not encourage the residents to walk or ride a bike.

Problems in this area in the cities are a result of transformations and changes of various natures taking place today; they are also a result of the historic conditions. Creating the proper conditions for organizing and functioning of the transport

takes place primarily at the level of city authorities, and as such it is focused on current and long-term actions. In Poland, the chaotic spatial development of cities, usually associated with uncontrolled suburbanization, leads to the residents being dependant on using a private car. This is of particular importance, as it is not only the behaviour of the residents, but also the vehicle traffic generated from the outside (functional urban areas and more distant places) affect the congestion at the inlets and also the streets within the city itself. Expanding the urban road grid and increasing its capacity is rarely effective. On one hand, this is due to the fact that the investment budgets simply cannot deal with the scale of the needs – which are frequently caused by long-term negligence in this area that was beyond the control of the local authorities – and the costs of the increasingly complex investments are very high. On the other hand, the very nature of vehicle traffic is the cause – the new “reserve” capacity generates additional traffic (the so-called generated traffic), and the bottlenecks appear in other places. This gives rise to new investments in developing the urban road infrastructure, which also means higher maintenance costs. Satisfying the demand that grows in this manner is unlikely, and in most cases – simply impossible.

The way the public transport has been developed in the cities so far has not spurred an increase in its used to transport people; for years the public transport share declines and gives way to individual transport in private cars. Investments, including those co-financed by the EU, slower the rate of this decline. The problem, however, lies in the lack of integration between its individual elements, failure to stay on top of the needs in terms of the directions and frequency of commuting. While analysing the problems of functional urban areas in terms of transport, it must be remembered that any actions intended to resolve them will affect not only these areas themselves, but they will also affect the functioning of the transport relations at the regional level, the national level, and even the international level. This is due to the fact that many urban centres also function as hubs of the national or European transport system.

4.3.2 Courses of action

The objective of the local authorities should be to achieve sustainable mobility within the functional urban area, which is defined as commuting in such quantity and at such a distance that is required to meet the needs of the commuters, taking reasonable advantage of individual subsystems of public transport. The rationale of using subsystems means that the travellers make such choices that – in the general – do not cause excessive time losses and excessive costs incurred by the travellers, transport organizers, and by the entire community (in the case of the latter, they constitute environmental and social externalities). Actions that are conducted in a consistent and multifaceted manner make it possible to attain the above goal at least to a significant extent. However, this requires the local authorities to be determined in action, to effectively cooperate with LGUs, to obtain support from other public institutions, and to have it reflected in the

national policies. The main priority must take the form of efforts to change the travel behaviours, in particular efforts to reverse the trend of increasing dependence on a private car to move around within urban areas. Examples from the countries of Western Europe show that the achievement of this priority is viable and feasible – properly conducted comprehensive and interactive actions lead to a fall in individual motorization as a result of changes in the travel behaviours of the residents. Achieving such an effect is possible, provided that the actions in all areas affecting the lifestyle changes of the residents are coordinated. These actions cannot be reduced to formulating restrictions; they should create and offer real and attractive alternative options that are conducive to changes in the travel behaviours. They must concern a wide range of ad hoc measures as well as medium-term and long-term measures, which comprise elements of various public policies.

On urban transport policy

Transport policy, formulated at the city level or at the level of a functional urban area, expressed in different documents, including mandatory documents for cities whose population exceeds 50 thousand – the so-called transport plans, i.e. sustainable development plans of public transport (drawn up pursuant to the provisions of the Act of 16 December 2010 on public transport), should clearly specify the achievement of sustainable mobility as the primary objective. The plan becomes more valuable if it indicates substantive links with other programming and strategic documents, including those of general and specific nature (including e.g. the multiannual investment plan, study on the conditions and directions of spatial development, low carbon economy plan, multiannual

programme of managing housing resources in a municipality). Individual solutions, decisions, and initiatives of the local authorities, both as regards transport and urban mobility as well as those related to it only indirectly, contribute to the achievement of the objectives and goals formulated under the transport policy – and they certainly should not be in conflict with them. Also, transport policy tailored to the needs of urban areas should comply with the objectives set forth in the At the same time transport policy is shaped to the needs of urban areas should also be part of the objectives set out in the *Transport Development Strategy until 2020 (with a prospect until 2030)* that concern the issue of urban transport.



AMENDMENT OF PROVISIONS

Objective: competitive city

The scope of the necessary changes in law will be analysed in terms of expanding the mandatory content of transport plans by adding issues that are of importance for the functioning of the municipality, i.e. spatial planning, demography, low carbon economy, so that the planning is effected under the principle of primacy of accessibility over mobility.

person responsible: minister competent for transport in cooperation with minister competent for regional development

Investment priorities in the development of the transport system

The transport system in the majority of cities is far from complete, and therefore requires modifications or supplements. This proves that the transport investments are necessary. Prioritization, scope, and specific shape must directly comply with the transport policy conducted at the city level and at the level of the city's functional area. The investments whose scale – and cost – is significant must be prepared and implemented

in line with the principles described in other thematic areas of the National Urban Policy, in particular: SPATIAL MANAGEMENT, INVESTMENT It is of key importance for **road investments** to be implemented in line with the established principles.

INVESTMENT POLICY. On the general shape of investments

SPATIAL MANAGEMENT. On improving the quality of planning and shaping the space

PARTICIPATION. Priorities in improving public participation

First of all, the primary goal should be to **complete the construction of the basic transport system** within the city and its functional urban area, paying particular attention to eliminating the need for transit and access of lorries to industrial districts through the city centre. Such a closed road circuit should become the space, where the local governments conduct their transport policy, using a series of instruments of various characters. Further expansion of the road grid might interfere with achieving the objectives in the area of sustainable mobility, but above all, it might not bring the expected results. Local governments in the cities should therefore conduct a feasibility review of all road investments planned within the

area, assess their usefulness and consistency with the current urban strategy, and in particular assess whether it is feasible to carry out such investments (in terms of cost, social acceptance) in the future, under the multiannual financial outlook of the municipality. Such a review should result in making the planning documents in the municipalities more realistic, e.g. by lowering the class or changing the cross-section of the planned roads, or even resigning from specific investments and organising the transport service in a different way.

The second direction of the road investments that should be followed in parallel is such **modernisation of the existing system**, so that the modernisation is intended to ensure the compliance of the system with the priorities of the urban transport policy (e.g. in terms of traffic safety, priorities for public transport, cycling traffic, etc.). Moreover, building the street grid must be accompanied by the spatial development of the city, it must consider local spatial, urban, economic and similar conditions, and it must be consistent with the principles discussed in the SPATIAL MANAGEMENT thematic area. It is important to note that a street grid within a dense and compact development of mixed-use might serve as an element that shapes the lifestyles, based on local services with reduced transport needs.

SPATIAL MANAGEMENT.
On improving the quality of planning and shaping the space





In the 2014-2020 financial perspective, road transport is the subject of the Thematic Objective 7 – Promoting sustainable transport and removing bottlenecks in key network infrastructures. As regards road investments, the **Operational Programme Infrastructure and Environment**, in its priority axis IV: road infrastructure for cities, allows for building ring roads and outlet routes as national roads, which in turn will make it possible to take the excessive transit traffic out of the cities, whose road infrastructure is unsuitable for such traffic. The road grid is also one of the intervention areas in the **Operational Programme for Eastern Poland**. The programme provides for preparing investments intended to improve the transport systems in five voivodship cities and in their functional urban areas. Also, the Programme will extend support to projects concerning building or rebuilding particularly important sections of roads in voivodship cities in Eastern Poland and in their functional areas or revitalization areas under Integrated Territorial Investments (ITI) in such cities. The support will be allocated e.g. to rebuilding the current road-street grid, in order to effectively link districts and eliminate bottlenecks, to building internal ring roads and to building/rebuilding sections of roads that act as links between the urban road grid and the road grid outside the cities. Under the **Regional Operational Programmes** it is also possible to carry out interventions concerning roads within cities – building or rebuilding voivodship or local roads at the sections that are a part of transport routes that link to the TEN-T network. Financing road projects is possible within other investments, provided e.g. that they comprise an inseparable element of a broader, comprehensive undertaking. PPP (public-private partnerships) and concessions will also be available for transport projects, including PPP co-financed by the European Union.

Solutions involving the change in **how the street space is shaped** (or how the traffic on such streets is organized), in particular in city centres, contribute to the changes in travel behaviours, towards reducing private car transport. Speed zoning using engineering and organisational tools is one of the ways that might be used to shape the space. Local governments in the cities should definitely adopt the new approach in this respect and implement solutions intended to calm the vehicle traffic (placing traffic safety first over the speed of passing through the city centre or through residential districts), to give preference to bicycle traffic, and to encourage the residents to walk. On the other hand, it is not possible for city authorities to use the full range of technical solutions that are successfully implemented in other countries due to

restrictions in the binding legislation. Therefore, it is necessary to extend the range of allowed solutions.

HANDBOOK: ORGANIZATION OF THE STREET SPACE IN DOWNTOWN AREAS, MINISTRY OF INFRASTRUCTURE AND DEVELOPMENT, 2013



AMENDMENT OF PROVISIONS

Objective: competitive city

A new concept of technical-building regulations must drawn up, applicable both construction and exploitation of roads, with particular attention paid to roads in developed areas, which will make it possible to shape the street space into a space that is friendly to all users – those preferring bicycles and those preferring walking and public transport, and also into a space that invites greenery, including high greenery. In addition, the review should cover the need to imposed technical regulations on the areas that are currently not covered by them, e.g. publicly available internal roads. For a more complete harmonization of urban space, it is also necessary to analyse whether it is possible to introduce more liberal regulations concerning pedestrian traffic (e.g. allowing the pedestrians to cross the streets with the 30 km/h speed limit in any place).

amendment of provisions: minister competent for transport, minister competent for construction, local spatial planning and land development, and housing, and minister competent for internal affairs



Priority should be granted to **investments in the public transport system**. The nature of these investments depends on local conditions, in particular on the transport subsystems already operating in the city and in its vicinity, spatial and infrastructural conditions, and above all – economic and social factors. Due to the fact that the implementation of public transport investments involves generation of costs to cover the functioning of the system in the future, basing the investment decisions on thorough economic calculations and cautious forecasts of passenger flows generated by the investment becomes of utmost importance. It is especially important to place such investments in the context of spatial development, focusing the investments around the rail public transport.

Introducing new transport subsystems within a city should be preceded by detailed analysis whether the problems present in the given city may be resolved using the subsystems that are already functioning. Preparations for the introduction of new transport subsystems should only be launched if the

conclusions are clear: a new means of transport is necessary or introducing such a new means of transport will contribute to establishing a more forward-looking, effective and efficient transport system.

In the case of large cities and their functional areas, it is recommended to analyse the needs and capabilities of using the existing railway infrastructure to handle the traffic in these areas. It is important to be aware that the development of agglomeration railway systems will require additional investments in the railway infrastructure within the functional urban areas of the largest Polish cities. Without them, the existing bottlenecks at the Polish railway network will only grow further, and new ones will appear, which will in turn have a negative impact both on the construction of agglomeration railway networks (lack of a regular schedule, lower frequency than expected by the passengers), and on the schedule of inter-urban and long-distance trains (longer travel times than it is possible) as well as on cargo services.



ACTION

Objective: competitive city

Managers of the railway infrastructure reporting to the minister competent for transport in cooperation with the local authorities will analyse the potential investment needs in the area of improving the capacity of the railway network and its availability within the functional urban areas of the major Polish cities in terms of ensuring the necessary frequency and travel times in the agglomeration, inter-urban, and cargo traffic, as well as to link the schedules of trains to the schedules of other forms of public transport in the cities. They will undertake measures to include economically viable investments in their investment plans.

While preparing and implementing investments on long-distance lines, which will also be used by agglomeration trains, consideration should also be given to the associated needs in the course of the investment process.

Moreover, consideration will be given to changes in the provisions on handling the train traffic in the area of agglomeration transport in terms of optimizing exploitation costs and the operating conditions (e.g. obligation to provide conductor service).

person responsible: minister competent for transport

A necessary condition for the successful integration of different modes of transport in an urban transport system is their **extensive integration** in the form of: organizing multimodal transport hubs, ensuring easy access to bus stops, tariff and

schedule integration, building “park & ride” systems. Including railway lines, whose existing routes offer hope that significant passenger flows will be attracted by them, in the transport system of a city or its functional urban area is of particular

significance from the viewpoint of integration of the urban transport system. In order for this to happen, both investment and organisational efforts are required. So far, cities have developed without any connections or links to railway lines. In order to reduce this trend, it is necessary to introduce a certain standard at the railway lines (including the frequency and hours of operation as well as regularity) in accordance with the needs and expectations of passengers that use the public transport. If a new area is designated for development and connected to the existing or currently expanded railway network, it is necessary to agree in advance the situation of railway stations with the railway manager, who is a third party from the viewpoint of the city. This is important from the point of view of optimizing the rules for railway operation and linking the newly developed areas.



ACTION

Objective: efficient and strong city

Managers of railway infrastructure reporting to minister competent for transport will actively work with the local governments in order to implement and organize efficient and comprehensive agglomeration railway systems, which will be used to handle transport for the residents in the cities and the functional urban areas.

responsible person: minister competent for transport

In some urban centres, a tram-train may be a solution that contributes to integration of the railway network with the services offered within urban areas. This solution opens the possibility of using local lines or sidings in suburban areas that are currently exploited to a low extent or not at all, and of facilitating the transport to the city centres by introducing tram-trains into the tram line system. By eliminating the need for transfers, such solution shortens the total travel time. Such integration is largely dependent on the application of the necessary technical solutions and on the existence of relevant legal solutions, whose introduction lies within the discretion of the minister competent for transport.



AMENDMENT OF PROVISIONS

Objective: competitive city

New legal provisions must be drawn up to regulate the technical conditions of tram-trains and the provisions on train traffic must be revised and updated.

person responsible: minister competent for transport



EU FUNDS FOR 2014-2020

In the 2014-2020 period public urban transport receives support at the national level – Operational Programme Infrastructure and Environment and Operational Programme for Eastern Poland – as well as the regional level under Regional Operational Programmes.

The Operational Programme Infrastructure and Environment priority axis V “Development of railway transport in Poland” involves financing projects in the area of agglomeration rail investments.

Integrated Territorial Investments (ITI) is an important coordinating instrument for functional urban areas of voivodship cities. The ITI strategy outlines a comprehensive concept of public transport development within the area covered by the given ITI. Involving individual programmes and funds is the subject of arrangements between the ITI association, the voivodship local government, and the minister competent for regional development. The ITI strategy, combined with the low carbon economy plan, serves as a response to the challenge set forth in the diagnostic section to ensure a coherent and integrated public transport development strategy.

Measures for the benefit of sustainable mobility included within the Thematic Objective 4 (Supporting the transition to a low-carbon economy in all sectors) are complementary to leading the vehicle traffic out of the cities (building ring roads and outlet routes), as well as increasing the competitiveness of rail transport within the Thematic Objective 7 (*Promoting sustainable transport and removing bottlenecks in critical infrastructure network*) and urban revitalization under the Thematic Objective 9 (*Promoting social inclusion, the fight against poverty and all forms of discrimination*). Combining such interventions is likely to result in improving the quality of urban space and to revitalize city centres. This in turn may help to slow down the suburbanization process, especially its most chaotic form, which has a negative impact on the environment and drives the demand for road infrastructure.

The measures implemented in the area of transport comply with the EU priorities in the area of urban transport, e.g. urban mobility plans, wide-range use of public transport, promoting alternative means of transport within the cities.

Building new infrastructure and buying new rolling stock and fleet does not necessarily guarantee the achievement of the assumed passenger flows. The passenger flows are affected by multiple, sometimes tiny factors that the local governments and transport organizers must handle and organize as well as they can, in order to encourage the passenger to try the new transport offer. Some of these factors are organizational in nature, but others relate to investments, even though their scope is usually smaller than the primary investment. In this area of activities, solutions must be indicated to grant priority to public transport (e.g. bus lanes, dedicated bus lanes, priorities for tram traffic at intersections, etc.), to prepare and organise efficient transfer hubs, to ensure convenient access routes to stops and stations, to situate *park & ride* and *bike & ride* parking garages in convenient locations, to build cycling infrastructure, i.e. the elements that significantly increase the outreach zone of public transport, as well as to launch a comprehensive and interactive passenger information system. Also, actions should be undertaken to encourage the residents to use public transport through linking it with the main public spaces and services in the city.

An important element in the development of the transport system of the city and its functional area should be the creation and development of innovative traffic management and monitoring systems – Intelligent Transport Systems

(ITS), where the options to use less expensive solutions (e.g. bus lanes, priorities for public transport, limiting the transit function for cars) have been exhausted. ITS makes it possible to achieve measurable benefits for the efficiency of the entire system while limiting infrastructural investments. Irrespective of the local needs and conditions, upon deciding to apply ITS solutions, the following principles must be followed: flexibility of the system (option to expand or integrate with other system, to introduce new functionalities), openness of the solution (no dependence on a single hardware or software vendor), supporting continuity (coherence) of ITS services and publishing measurement data (traffic volume, speed, etc.). Continuity of services should be ensured at a level adapted to the characteristics of networks that link countries, regions, and cities with rural areas, respectively. High quality IT solutions should be pursued. The efficiency and effectiveness of the ITS system depends on the cooperation between the different road-street system managers at the stage of organizing and functioning of the said systems. The role of this statement is particularly visible during the building stage of the National Traffic Management System and drafting the rules governing the cooperation and data exchange with the local ITS systems.

ITS should facilitate changes in the travel behaviours through the development of dynamic passenger information system, which makes it easier to use public transport, in particular

in the event of disturbances. The widespread availability of mobile communication systems will also enable providing information about road traffic, availability of parking spaces,

optimum transport links, etc. on a current basis. Due to these solutions, the efficiency of the entire transport system and the travelling conditions will improve.



KNOWLEDGE CENTRE

Objective: coherent city

Minister competent for transport and minister competent for digitization will promote modern, comprehensive, flexible, and functional solutions in the area of ITS through disseminating best practice, model tender documentation and technical documents, and through specifying potential risks and threats for ITS investors. They will monitor the implementation and operation of ITS systems in order to identify any problems and barriers that may require amending the current legislation.

In addition, they will oblige the institutions reporting to them to work together and cooperate with LGUs in order to share experiences related to ITS implementation, to exchange data and to integrate their systems in order to optimize the functionalities and usability of ITS systems.

Actions promoting the use and development of traffic modelling software based on open data standards will be supported.

person responsible: minister competent for transport, minister competent for digitalization



EU FUNDS FOR 2014-2020

The implementation of transport investments will be accompanied by a series of actions aimed at improving safety, including e.g. implementation of ITS, purchasing equipment for the emergency services and traffic control services as well as institutions that conduct campaigns and training courses in road traffic safety. In urban areas these actions focus primarily on the interventions under the Regional Operational Programmes within the Thematic Objective 4, *Supporting the transition to a low-carbon economy in all sectors*. ROP provides for investments intended to improve safety and traffic capacity with respect to voivodship roads, e.g. in the cities.

Shaping transportation behaviours

Planning and carrying out comprehensive measures for specific changes in the travel behaviours, which are aimed at striving towards sustainable mobility, are an extremely important part of the urban transport policy. The majority of

these instruments rest in the hands of local authorities, yet these instruments should be enhanced and optimized by way of legal changes and organizational solutions handled or inspired by the government.

Action undertaken at all levels of the governmental and local authorities must focus on reducing the role of a private car to the benefit of other means of transport. Shaping the demand for means of transport that are alternative to private cars might take place through mobility management tools used for planning, coordinating, organizing and controlling the flow of people under the Sustainable Urban Mobility Plans drawn

GREEN PAPER "TOWARDS A NEW CULTURE FOR URBAN MOBILITY" – COM (2007) 551 AND COMMUNICATION "ACTION PLAN ON URBAN MOBILITY" – COM (2009) 490

up by the city authorities that are currently being promoted by the European Commission.

The primary way to achieve it is to ensure efficient services for urbanized areas by way of the public transport system, which lowers the need to use a private car – or even own one. Measures of legal, technical, and organizational nature, supported by economic factors and included in system used to determine fees, fares, tax solutions that are consistently and holistically implemented, will contribute to changes in the travel behaviours of the residents. Introducing solutions to promote public transport should be supported by way of actions that lead to perceiving a bicycle as an independent means of transport, what should be achieved by building cycling infrastructure that allows cyclists to reach 100% of potential starting and target locations. High priority should be granted to investing in the cycling infrastructure in suburban areas, as a way to "remedy" dysfunctional complexes of scattered development. In the areas that are frequently devoid of public transport, the potential to switch to another means of transport, like a bicycle (e.g. in order to get to a railway station, a school, shops), is higher than it is in the central areas with good public transport. A real barrier to taking advantage of this potential takes the form of lack of bicycle lanes that

would be an alternative for narrow and dangerous roads that sometimes are a detour, instead of being direct.

Cycling infrastructure consists of the so-called visible infrastructure: bicycle roads and lanes, roads for pedestrians and cyclists, places and facilities for parking bicycles, and the so-called invisible infrastructure: traffic calming zones, allowing cycling traffic in green areas, on pathways, etc. The nature of the technical solutions applied should be adapted

to the situation on the roads: the volume and real speed of car traffic, as well as the role the given road plays for the bicycle traffic in the city. The effectiveness of the solutions applied will be determined by way of a comprehensive approach that considers elimination of even the smallest issues that might deter from using bicycles (e.g. lack of continuity of bicycle lanes that poses a threat to the cyclists or inability to leave a bicycle in an area with lowered risk of theft, e.g. in an area covered by CCTV) monitoring. In large cities, public transport fares should, in a reasonable and friendly manner, consider the possibility of transporting bicycles. Public bicycle systems, followed by public car systems (e.g. electric cars) should be developed and integrated with other means of transport at the same time. The latter solution, also present in the countries of Western Europe, operates as a car sharing service, might become a real mechanism that helps to bring down the use of a car by the residents to the situations in which it is actually absolutely necessary. As an important instrument for ensuring that the desirable changes in travel behaviours become well-established, these solutions should be developed by the local governments, and in the contexts where direct action of a public entity is not justified – they should at least be widely promoted and supported.

As regards spatial and transport solutions, it is extremely important to take the needs of pedestrians into consideration, both in downtown areas and in other city areas, both in terms of short routes (e.g. transfer from one means of transport to another) and long access routes (e.g. distance to the nearest public transport stop). This should be expressed in shortening access routes as much as possible, installing facilities and reducing barriers, synchronizing traffic lights, etc. Pedestrian traffic must be treated as an equal rights means of transport. A coherent information system for persons with sight defects is also important.

Spatial solutions, including those related to stops and transport hubs, should consider the needs of persons with reduced mobility and persons with different types of disabilities. Vehicles operating in urban areas should be equipped to help such people use them unaided. Dedicated parking spaces for people with disabilities to park their cars should be located both in the areas where the demand is high, but it should also become an integral part of the basic infrastructure.



SPATIAL MANAGEMENT. On improving space in the areas of sub-standard development]

Small and medium cities also face challenges as regards exerting influence on travel behaviours. In the case of small cities, the priority should be granted to calming the traffic in the centres. This is important from the point of view of the need to keep the traditional city structure attractive; it should be combined with simultaneous assurance of optimal conditions of access. The primary results are achieved by leading the transit traffic outside the city centre. Reducing the volume of traffic in the city centre should be compensated by organising parking places in the areas outside the city centre and also by assuring convenient conditions for walking, supported by a clear urban and spatial information system. Organisation of traffic at the streets within the city centre should take into account the conditions needed to organize the public space. Conditions for pedestrian movement should be optimized, devices and parking places for bicycles should also be assured. Inlets taking the traffic into the city should be accompanied by bicycle lanes. The routes of public transport in the cities should allow for such situation of stops so that they are linked to the facilities generating the highest traffic in the city.



KNOWLEDGE CENTRE

Objective: compact and sustainable, and coherent city

Minister competent for transport will disseminate best practice (including model technical solutions) as regards promoting, developing, and streamlining bicycle and pedestrian traffic, as well as road traffic safety.

person responsible: minister competent for transport



ACTION

Objective: competitive city

Transport investments implemented by investors reporting to the governmental administration within the functional urban areas will consider the needs of bicycle and pedestrian transport in due scope that is justified by the local conditions.

Minister competent for transport will introduce new solutions in the area of organizing and improving the conditions for bicycle traffic on the roads by means of relevant ordinance (ordinance on road signals and signs; ordinance on detailed technical conditions for road signs and signals, and road traffic safety devices, as well as the rules of placing them).

person responsible: minister competent for transport



EU FUNDS FOR 2014-2020

Some measures concerning shaping travel behaviours (including sustainable multimodal urban mobility) may be supported under the Operational Programme Infrastructure and Environment and Regional Operational Programmes under Thematic Objective 4.

The measures implemented in the area of transport comply with the EU priorities in the area of urban transport, e.g. urban mobility plans, wide-range use of public transport, promoting alternative means of transport within the cities.

On the organisation and management of transport

Public transport

The fundamental condition for achieving progress towards sustainable mobility is the offering an attractive public transport offer to the residents of the city and its functional urban area. Such an offer should be based on the sustainable development plans of the public transport that had been mentioned, which are drawn up by organizers of public transport for the areas in which they operate. Such attractiveness must be reflected in all aspects that are of importance for the traveller upon selecting the means of transport: fares, flexibility of fares, time and convenience of travelling, reliability, passenger information system being comprehensive and up to date, convenient transfers, links between individual means of transport and security – in the vehicles, at the stops, and on the way to the stops and stations. This long list of factors, not all of which are within direct competence of local authorities, indicates how important it is to skilfully combine different actions for the benefit of one objective – namely the attractiveness of public transport.



ACTION

Objective: compact and sustainable city

Governmental institutions, considering their tasks, competences and area of expertise, will support LGUs in organizing a comprehensive and attractive public transport offer for the travellers. The general objective of this support is for the governmental institutions to have an impact on the harmonious development of efficient transport systems and coherent actions of different institutions that affect the travel behaviours of the citizens.

person responsible: governmental institutions subordinate to individual ministers

Although the task of organizing public transport has been in most cases entrusted with LGUs (including cities within their areas), the scale of many actions that must be undertaken, including those related to introducing new formal, organizational or technical solutions, frequently become a major (economic or administrative) barrier for introducing them. This applies first to smaller urban centres, yet some issues apply to all cities, regardless of their size. At the moment, the very limited grid of regional (coach or railway) connections is becoming a challenge. In such situations, the subsidiarity principle imposes an obligation to act on other authorities, in order to render a public service of the proper quality.



KNOWLEDGE CENTRE

Objective: efficient city

Minister competent for transport will promote innovative solutions in the area of public transport that concern the organizational, economic, and technical aspects, and in particular planning, integrating different means of transport, fares, transport societies. It will be executed by disseminating best practices, model tender documentation and technical documents. Minister will participate in the dialogue with LGUs, organizers of public transport and service providers, in order to identify problems and barriers that might require amending or supplementing the current legislation. Minister will support LGUs in analysing the preferences and travel behaviours of the residents by promoting best practices in this respect as well as model methodologies, and by working out cooperation mechanisms between local governments and CSO in order to ensure access to the necessary data.

person responsible: minister competent for transport

Public transport and the private cars policy

Creating the conditions for using private cars in downtown areas is just as important as an element of building the attractiveness of the public transport offer. All and any major changes in the accessibility of the downtown area in the city by private transport should be linked with introducing a new offer for travellers in terms of public transport (e.g. fares, connections, transfer conditions). However, this does not mean that the introduced changes may not be decisive and wide-ranging.

However, efforts should be undertaken to ensure that the factors affecting the changes in the travel behaviours that lower the attractiveness of a private car, e.g. by prolonging the travel time (which means, next to social costs, also increased emissions due to congestion – which is surely not a desirable outcome) should not be the dominating – and surely not the sole – mechanism implemented for this purpose. Undoubtedly, the current legislation does not offer a sufficiently wide range of solutions in terms of influencing the inflow of cars to downtown areas that could be effectively applied by the local authorities. Therefore, legislative changes are required. Introducing changes does not mean, however, that each city must use each available tool. The applied measures should be adjusted to the local conditions, they should comply with the urban transport policy and the general strategy of the city in the spatial, social, and economic aspects. Effective solutions in the area of parking policy should be sought (e.g. concerning parking fees, limiting the allowed parking time, etc.), which – when adjusted to the local conditions – will enable competition between the public transport and private transport, as well as rotation of parking places and a certain balance between the supply and demand in the areas where a free parking places are truly scarce. Other solutions, which should definitely be considered, include establishing limited transport zones, the so-called low emission zones (i.e. zones, which may be entered only by cars that meet specific fume emission standards). This should significantly reduce the harmful emissions in the downtown areas, which is confirmed by the examples from other European countries. A congestion fee (i.e. a fee for entering city centres) also might be considered. This solution should be implemented only after other instruments turn

out to be ineffective. It should not be implemented unless transit transport is possible outside the city centre and unless the significant majority of the residents living in the city and within its functional urban areas have a way to conveniently reach the city centre by public transport.

Another issue that should also be the subject matter of comprehensive actions to organize the flow of cars in downtown areas is the so-called city logistics, meaning planning the supplies of stores and workplaces in such a way so as not to generate excessive emissions and disorganize the traffic, in particular in the areas with calmed traffic. In particular, it is necessary to undertake integrated organisational actions in the area of traffic organization, while working closely with the local entrepreneurs. All of the actions described above should be initiated with full awareness that using them improperly might aggravate the imbalances in the business environment (mostly trade) between the city centre and the suburban areas, and therefore – contribute to the people “escaping” from city centres. Therefore, such steps should be undertaken in a particularly thoughtful manner, and ultimately, it seems necessary to look for general legal mechanisms that, by offering an incentive to “return downtown”, will strive to eliminate such disproportions (e.g. as regards parking next to large-scale shopping centres, where the restrictions are not so severe as in the city centres).



AMENDMENT OF PROVISIONS

Objective: competitive city

A review of the current provisions must be conducted, bearing in mind the possibility of introducing solutions to enable local governments to use a wider range of instruments to carry out the transport policy, including, but not limited to:

- improving flexibility in determining the rules governing paid parking;

- improving flexibility in determining the rules governing paid parking;
- improving the efficiency of measures to prevent illegal parking (including efforts to avoid paying fees for using paid parking zones);
- introducing legal framework enabling establishment of “low emission zones”;
- introducing the ability to set a congestion fee;
- introducing a formal definition of supplies-only parking places (special signs, time limits, etc.).

Also, a review of the current legal and factual status must be conducted in order to specify potential amendments in law, intended to eliminate the imbalance between business activity in the city centres and outside them, which is a result of the transport policy currently in use.

person responsible: minister competent for transport in cooperation with minister competent for environment (indent 3)

Managing and coordinating the public transport

In order to achieve the desired results and to meet the needs of residents in public transport, it is necessary to create a coherent network, which is characterized by complementarity of transport routes, coordinated schedules, coherent and legible fare rules, or the existence of transfer hubs, as well as “park & ride” systems. In the functional urban areas, a necessary course of action consists in the cooperation among the city authorities and the local governments of neighbouring municipalities and the regional authorities, as well as service providers, as regards integration of fares on the areas covered by the arrangement, integration of schedules, building a reasonable system of *park & ride* and *bike & ride* parking garages, and other similar and convenient parking places with limited time of parking allowed (*kiss & ride*).

It is also recommended for such cooperation to become gradually closer and to take more institutionalized forms.

MANAGING URBAN AREAS.
On basic cooperation principles

A key issue that might always be the reason for the differences between the local governments and therefore that might make it difficult to cooperate in the area of public transport will be money – and mutual settlements. Such situation is natural in urban agglomerations, where the costs of some public services (including those transport-related) cannot be unambiguously assigned to individual municipalities that should pay for them, due to the mixing of the residents, different models governing the use of such services, as well as different approaches to interpretation. The problem is exacerbated by the heterogeneous system of statutory discounts and fiscalization rules governing the public and railway transport systems. This conclusion requires a more extensive reflection on the ways the public transport functions and particularly is financed within the functional urban areas, including the sources that are “superior” from the viewpoint of the interested municipalities.



AMENDMENT OF PROVISIONS

Objective: competitive city

A framework for institutional integration must be established in the area of organising public transport and of responding in a flexible manner to the changes and needs of the market, by way of:

- allowing in the legislation the operation of multiple models of managing public transport (e.g. by a local government’s company, transport societies between municipalities and voivodships);

- allowing new organisational forms for the urban and agglomeration transport management that combine the ability of the local governments to share subsidies that are exempted from VAT (a budgetary unit) with a higher freedom to spend funds (a budgetary company) to employ and compensate employees.

A review and in-depth analysis of the principles of functioning and financing the public transport rendered by different entities and different LGUs must be conducted, in order to enable efficient integration and to work out proposals of solutions (including e.g. the principles of joint financing of agglomeration public transport, harmonizing the principles governing the use, recognition, and settlement of discounts in the public transport, and the fiscalization principles applicable to sales in urban and railway transport).

person responsible: minister competent for transport in cooperation with minister competent for public finance

On spatial planning

Transport planning as a part of spatial planning

There is a strong correlation between spatial planning and transport planning. On one hand, the nature of spatial development affects the way the transport is offered in a city and its efficiency. On the other hand, the existing transport system in the city and its functional urban area, as well as the reasonable potential of its development, should be a fundamental part of decisions made concerning spatial development. In this respect, it is important to consider e.g. the fact that cities are where workplaces are situated (e.g. manufacturing industry plants), and therefore the associated transport needs must be considered while designing a sustainable and comprehensive transport system. In the case of a “compact city” and a city that develops in coordination with the development of the transport infrastructure, the transport intensity remains at a reasonable level, which in turn translates into the efficiency of expenditure for transport and into direct benefits for the entire community of the functional urban area. In the light of the recent changes in the legislation indicating e.g. that it is necessary to include transport issues in spatial planning, including the efforts to minimize transport intensity, allowing for maximum use of public transport, and implementing solutions to facilitate the cycling and pedestrian traffic, local authorities should place emphasis on developing a real link between the spatial development and the development of transport networks. Also, the requirement

to include the balance of land for development or the analysis of needs and abilities of a municipality, including in the area of financing the technical infrastructure in the report on the conditions and directions of spatial development in a municipality will contribute to a more reasonable shaping of the transport system. Subsequent amendments of the provisions should be intended to strengthen these links.

“NATIONAL ROAD TRAFFIC SAFETY PROGRAMME 2013-2020”

SPATIAL MANAGEMENT. On improving the quality of planning and shaping the space



AMENDMENT OF PROVISIONS

Objective: competitive city

The provisions that provide a stronger link between spatial planning and transport planning should be formulated or made more precise, including those concerning:

- situating and principles of providing transport services to facilities that generate a lot of traffic;
- principles of linking planning documents with transport plans.

person responsible: minister competent for transport in cooperation with the minister competent for construction, local spatial planning and land development, and housing

Transport routes should not be treated as a simple and unconditional response to the direction of spatial development. Usually, such approach leads to the grid overload and to worsening the capacity of the existing road-street grid. The decisions to allocate land for development should be linked with simultaneous promise to ensure the relevant quality of the transport service in the given area. The transport service from the very beginning should be as similar to the desired (target) shape as possible, and consistent with the transport policy in the city. This is how the desired travel behaviours are

shaped, which in turn streamlines optimizing the use of the available transport system.

Introducing restrictions in the area of vehicle traffic or eliminating it from specific areas with simultaneous establishment of convenient solutions for the pedestrian and cycling traffic as well as safe transfers onto public transport will contribute to improving the attractiveness of these areas and to using the public space in a better way. Also, it contributes the desired changes in the travel behaviours.

Land reserves for traffic routes

In spite of the inconsistencies between the planning mechanisms and the procedures of situating transport corridors, the local governments should set a target with respect to municipal infrastructure, in line with one of the intervention priorities specified in the *Transport Development Strategy until 2020 (with a prospect until 2030)*, consisting in reserving land for future infrastructural investments. In the current conditions, several measures may be implemented for the benefit of this objective. First of all, these include: carrying out multifaceted analyses of streets and other routes that meet the statutory requirements – at the stage of the strategic environmental impact assessment while drafting the report on the conditions and directions of spatial development, so that it could be made likely that a decision on the environmental conditions to the consent for implementing an investment will be issued in the future, which – in the current legal system – is the decisive document as regards situating an investment. The above will be followed by adopting a local zoning plan encompassing the subject investment that concerns the subject mechanism of long-term land reserve. As it is necessary to secure the funds for the future costs of purchasing real property for the purposes of such an investment, the municipalities should: first, carry out these actions for priority undertakings (where failure to ensure proper security could result in the municipality being forced to pay disproportionate costs in the future or in preventing the implementation of the investments); secondly, conduct a critical verification of sometimes “virtual” investment intentions included in the reports.

Similar actions that are focused on arriving at planning solutions concerning transport investments should be carried out by the local governments of other levels and by the governmental institutions, paying attention to the priorities in urbanized areas, where the risk of developing an unprotected transport corridor, and thus increasing the costs of any future investments, in multiple times higher. Moreover, acting in such a way will allow the municipalities to properly adjust the development to the transport routes of supralocal significance through that area in the long-term perspective.



AMENDMENT OF PROVISIONS

Objective: competitive city

New legislative solutions must be developed to introduce the mechanisms for future designation and maintenance of land reserves for the purposes of the transport system, which should be integrated with the spatial planning system.

person responsible: minister competent for regional development in cooperation with the minister competent for construction, local spatial planning and land development, and housing, and minister competent for environment



ACTION

Objective: competitive city

The entities investing in transport at the national level will undertake effective actions intended to offer an anticipatory and binding (as far as applicable) specification of locations of such investments in strongly urbanized areas in order to protect the transport corridors against development and to minimize the risk of conflicts concerning local spatial development in the future.

person responsible: minister competent for transport

Poland now faces a challenge of creating the conditions for the formation and development of TEN-T urban nodes in connection with the Regulation of the European Parliament and of the Council (EU) *on Union Guidelines for a Trans-European Transport Network* and indicating eight cities as the hubs of the backbone network on the European transport corridors.

4.4

Low-Carbon Economy and energy efficiency

4.4.1 Conditions and challenges

The growing pace of the civilization progress gives rise to the more and more urgent need to manage natural resources in an efficient manner and to protect the environment. This challenge is a particular problem in the cities. In order to meet these needs, in 2008 the European Union adopted the so-called climate and energy package until 2020, which obliged the Member States to lower their emission of greenhouse gases by 20% compared with the 1990 levels, to reduce their energy consumption by 20% compared with the forecasts for EU for 2020, and to increase the share of renewable energy sources (RES) to 20% of total energy consumption in the EU, including the minimum target RES share of 10% for all Member States as regards all types of transport within the European Union's territory (the numbers for Poland are: 20% reduction of greenhouse gases emissions, 20% reduction of energy consumption, and 15% increase in the share of RES). Moreover, during the summing of the European Council in 2014, another climate and energy package for 2020-2030 was adopted. The European Council endorsed the binding target of reducing internal greenhouse gases emissions in the EU by 2030 by at least 40% compared to the 1990 level. In addition, the Council set forth the following target: in 2030, the share of RES energy consumed in the EU is to be at least 27%. The Council also set an indicative target of 27% concerning improvements of energy efficiency in 2030 compared with the energy consumption forecasts for the future. These decisions were made for fear that the development based on a simple increase of demand for traditional energy sources and consumption without involving new techniques and technologies will contribute to polluting the atmosphere, which is considered a primary factor in climate change. The awareness that the fossil resources are being exhausted, the need to reasonably manage the resources available, and the need to adjust the energy supply systems to the changes are just as important. Next to the issue of greenhouse gases that are harmful to the climate, the biggest problem of Polish cities is the so-called low-stack emission from the residential and transport sectors, which means that the air is polluted with

dusts and substances that are harmful to health. Research shows that these pollutions affect adult mortality, health of children, and promotes developmental disorders in the foetal period.

Actions undertaken in the cities to promote carbon and energy efficiency are one of the methods used to achieve the aforementioned targets specified in the EU directives that the Member States are obliged to implement.

The level, nature, and arduousness of emissions from the urban area are affected by the historic and economic development conditions as well as by the geo-spatial conditions. The air pollution structure, as caused by human activity, primarily comprises of sulphur dioxide, nitrogen oxides, benzo(a)pyrene, PM10 and PM2.5 dusts. In some Polish cities, the problem also extends to a high level of the so-called low-stack emission from burning (often low quality) coal in private heating devices.

Cities may act in favour of carbon efficiency and improving energy efficiency in several areas. At the national level, the most energy is consumed to supply heat and electricity to buildings. In 2012, Polish cities had approx. 9.3 million residential flats with different ownership status. Local governments own residential buildings (a total of approx. 1 million flats) as well as public utility buildings, which are occupied by the local authorities and their subordinate units, or by other entities. A large part of these buildings has been commissioned before 1945. The poor technical and technological condition of these buildings does not meet the current standards and needs, including in the area of energy efficiency.

Transport is the next area in line as regards the volume of energy consumption. Therefore, a lot can be done to promote consuming energy in an efficient manner, particularly in the areas of competence of local authorities: starting from shaping the transport needs of the residents, through exerting impact on the organisation and flow of traffic, ending with the

organization of the public transport and the rolling stock (fleet) structure. Activities carried out by local governments in these two areas, being the areas of highest energy consumption, should also be accompanied by the interest in other areas, where the improvements in efficiency and the reductions of greenhouse gases emissions, as well as improvements in

the air quality through lowering pollution emissions, may be achieved. This is primarily about acting to change how the purchase of energy is organized, where does it come from (emphasis on the use of RES), how the energy infrastructure is built and upgraded, and how the energy consumption structure is shaped.

4.4.2 Courses of action

Obligations arising from EU directives should be treated as the necessary guidelines for the projects undertaken by cities to modernize its structures, to adapt to the changing rules governing energy supply and energy sources, to improve attractiveness and competition. Measures for the benefit of low carbon emissions and energy efficiency, which are interrelated, should be a part of the comprehensive policy of city authorities, which has clearly formulated and well-thought objectives that consider the conditions, in which they will be realised, rationalisation

of costs, and coordination of investment projects. It is important for the different actions undertaken by the local governments and by other entities within the cities and functional urban areas to be well prepared and realised in full coordination and in striving to ensure optimal results while managing the public funds in a reasonable manner. In this regard, local and regional authorities should engage in the dialogue with the residents and the entities representing them.

On the actions towards low-carbon economy

On the actions towards Low-carbon economy and energy efficiency should use a reference point in the form of the documents drawn up and adopted by the local governments – low carbon economy plans, which should comply with the air protection programmes as well as with the grounds for heat, electricity, and gas fuels supply plans. Low carbon economy plans may also be elements of urban development strategies (which prevents creating multiple documents unnecessarily). While the obligation to draw up these documents arises from different legal conditions and different administration levels

are responsible for drafting them, efforts should be made to make them as coherent and coordinated as possible. Then they will be useful for specific programming and optimizing tasks aimed at achieving the set targets as regards reduction of greenhouse gases emissions as well as improving air quality by reducing pollution. Plans for a low carbon economy drawn up by local governments should determine and consider the courses of actions for cities and their functional urban areas in a wide range of investment and non-investment undertakings, at least in such areas as: energy and heat supply, construction,

“clean” public transport and its infrastructure. This will be reflected in the principles of the spatial planning carried out by the authorities. When developing plans for a low carbon economy, it is important for such work to have a set target, to be applicable and to refer to the existing state at a specific level of detail, depending on the needs and the characteristics of the area. **The low carbon economy plan** should be a strategic document and should set forth specific targets for reducing greenhouse gases emissions, for assuring energy efficiency, and for using renewable energy sources, which should be accompanied by draft versions of the necessary actions. References should also be made to long-term issues, e.g. to the courses of action that could be implemented by means of certain decisions in the spatial planning process, which will also have a strong impact on the level of pollution emissions and the level of energy efficiency. Spatial development determines e.g. the manner in which heat is supplied to buildings, the transport intensity levels, etc.

Works on the low carbon economy plan should be accompanied by a comprehensive inventory of energy consumption and greenhouse gases emissions from the area of LGU along with a review of options to reduce energy consumption and with an assessment of effectiveness of actions as regards financial benefits and ecological results. Preparing the low carbon economy plan should be a result of the willingness to implement a policy that has a set objectives and needs, not solely of the willingness to obtain EU funding to cover day-to-day undertakings that do not form a well-thought and comprehensive strategy. The plan should be integrated with short-term action plans, implementation of the air quality protection programme drawn up by the voivodship authorities (if there are statutory grounds to create it), premises for the heat, electricity and gas fuels supply plan drawn up by the voivode (mayor). A municipality must have a low carbon economy plan in order to obtain financing from the EU to implement certain undertakings in the area of low carbon.



EU FUNDS FOR 2014-2020

In order to implement projects contributing to low carbon economy and improvements in energy efficiency and air quality, local governments may use funding available during the 2014-2020 programming period.

The actions specified in the low carbon economy plans of cities will be eligible for support e.g. under the Thematic Objective 4 *Supporting the transition to a low-carbon economy in all sectors*. In this regard, plans involve providing support both at the national level (Operational Programme Infrastructure and Environment 2014-2020, Operational Programme for Eastern Poland) and at the regional level (regional operational programmes).

Undertakings of a different nature than those planned under the Thematic Objective 4 that will also contribute to improving air quality will be eligible for support under Thematic Objective 6, *Preservation and protection of the environment and the promotion of resource efficiency*.

Moreover, it must be remembered that local governments, in their long-term perception of low carbon economy and energy efficiency, should try and resolve such issues (and include them in the low carbon economy plans) from the perspective of a functional urban area. Only this scale, with the help of

cooperation of the neighbouring local governments, will make it possible to realize some undertakings that contribute to lowering emissions and promoting energy savings (primarily in the area of lowering transport intensity as a result of halting the urban sprawl).

The need to take measures to protect the air quality in order to reduce the exposure of the residents to pollution in the areas where the admissible levels of pollution are significantly exceeded (e.g. sulphur dioxide, nitrogen dioxide, carbon monoxide, particulate matter: PM10 and PM2.5, lead) arises on the grounds of the Directive of the European Parliament and Council Directive 2008/50/EC of 21 May 2008 on ambient air quality and cleaner air for Europe and national regulations. Measures intended to protect air arise from the Act of 27 April 2001 – Environment Protection Law and the Act of 15 April 2011 on energy efficiency. Burning coal in private heating devices comprises an important factor that affects the emission of harmful dusts and gasses, i.e. the low-stack emission. The current legal solutions on generation of energy from solid fuels do not provide for any mechanisms that would activate the residents using solid fuels in private heating devices (household installations, small energy units: furnaces, low-power boilers) to invest in environmentally-friendly heat sources. Article 96 of the Act – Environment Protection Law enables the voivodship's board to adopt a resolution that would determine the type or quality of fuels that may be used within the given area as well as the manner of implementing and controlling it, which would concern the entire voivodship or its part. Depending on local conditions, central heat supply systems or solutions comprising in using new heat carriers (e.g. replacing coal with gas) or heat exchange (replacing old coal furnaces with more modern ones) may be used. While undertaking measures to implement the above solutions, the authorities must consider the scope and the character of the solutions that the residents used to select so far, as well as their affordability for future users, both at the stage of purchase or installation as well as future exploitation. In this context, it is necessary to analyse the rules of how to introduce additional solutions to prevent the occurrence of the so-called energy poverty, and therefore to protect the vulnerable recipients.

Even though it is recommended that the promotional and educational activity and the various incentives should serve as the basis for individual and group actions that will lead to reducing harmful emissions, these actions will not be sufficiently effective in each and every case. Therefore, it is necessary to create systemic solutions that will make it possible for the local authorities to enforce the duty of the entities situated in the given area to use the available heat supply



AMENDMENT OF PROVISIONS

Objective: coherent city

Competent ministers will work on solutions that enable including the poorest people in the activities focused on introducing ecological solutions in the area of heating.

person responsible: minister competent for construction, local spatial planning and land development, and housing, minister competent for environment, minister competent for social security, minister competent for regional development

systems that are less burdensome for the neighbourhood (e.g. getting connected to central supply systems). Only such comprehensive approach will ensure efficiency of the undertaken thermal upgrading undertakings. Undoubtedly, the economic efficiency should also be a major factor, affecting the possibility of implementing such extraordinary mechanisms. In the newly-developing areas, enforcing such solutions should be absolute.



AMENDMENT OF PROVISIONS

Objective: efficient city

Consideration will be given to the need and the scope of systemic solutions consisting in obliging the entities situated within the given area to change their heat supply systems if access to more efficient and less burdensome systems is available.

person responsible: minister competent for construction, local spatial planning and land development, and housing in cooperation with minister competent for economy

On the actions towards energy efficiency

The commitment of the public sector to act as a role model in the area of energy efficiency is one of the ten key actions of the state intended to improve energy efficiency, set forth in the document adopted by the Council of Ministers in 2009, entitled Polish Energy Policy until 2030.

City authorities should implement measures to improve energy efficiency for buildings that the city owns, both existing and newly built ones. Through various forms of activity (including in the area of spatial planning), the authorities may extend the outreach and influence on the nature of the solutions and on the solutions themselves also in other facilities built on their premises.

The buildings owned by the local governments should be a priority area of action both because of the possibility of achieving immediate and concrete results and because of the promotional and educational effect that is achieved when the city authorities proceed first as regards their own real properties in a specific way that is provided for in the strategic documents, when they recommend the same procedure or behaviour to the residents. Measures intended to protect and properly maintain these facilities must be undertaken to prevent further destruction. In-depth thermal upgrading of buildings should be accompanied by optimizing heat sources (in the cities, this might be associated with the need to connect to a central source of heat) or using other solutions that contribute to reducing emission of pollution. The above is also crucial for improving the value and efficiency, as well as establishing a certain feedback loop between planning actions to improve energy efficiency, reduce greenhouse gases emissions and improve air quality and programming revitalization processes. Efforts must be undertaken for the former to be complementary to the revitalization plans, and for the revitalization investments to always consider the issue of energy efficiency. This approach stems not only from the idea of comprehensive and integrated urban management aimed at optimizing the overall result, but also from a very pragmatic reason. The wide availability of funds to support actions in the

field of low carbon economy means that it is these funds that can be an important source of funding for revitalization undertakings.

REVITALIZATION, On the detailed analysis and selection of revitalization measures and on determining the ways and conditions of implementing them



The local authorities, as the



EU FUNDS FOR 2014-2020

Under the Operational Programme Infrastructure and Environment 2014-2020 and under the regional operational programmes, within Thematic Objective 4, it will be possible to obtain co-financing for investments involving comprehensive energetic upgrading of public utility buildings and residential buildings, along with replacing the old equipment with new energy-efficient devices. Transforming the existing heating systems of public utility facilities and residential buildings will also contribute to reducing "low-stack emission".

local promoter of energy efficiency and carbon efficiency, should take action while considering a long-term perspective, that is the period of use and exploitation of such devices and solutions. They should try to precede the minimum requirements arising from the provisions of law. Activity in this area means that the city authorities must be open to innovative solutions that offer the opportunity to have the future needs and expectations met. Such openness might even mean initiating the search for innovative solutions by the local research centres, which will in turn allow for resolving energy efficiency problems in the given city as well as possible (e.g. the problems experienced by historic buildings). The approach of the city authorities should be a part of the philosophy of legal changes that are due to the obligations imposed on the EU Member States by the directives that concern energy efficiency or air quality. Directive 2010/31/EU on the energy performance of buildings imposes on the

Member States certain requirements in the area of technical and technological solutions regarding the energy performance of buildings. As of 1 January 2019, all and any new buildings occupied by the public authorities and owned by them must be buildings with “near-zero” consumption of energy, and after 31 December 2020, all new buildings must have “near-zero” energy consumption. The provisions of the directive do not impose an obligation to apply similar obligations to the buildings already in existence, yet the obligation imposed on the national authorities by the directive requires determining and updating the national technical and building provisions in the area of energy efficiency that concern all actions that require a building permit, i.e. both new buildings as well as expansions and additions.

In line with the adopted premises, these provisions will be subsequently updated, and the requirements will be increased every 2-3 years, subject to cost optimization. As the rules of conduct are public, meeting the technical and technological requirements should be considered in the plans of works undertaken in the upcoming years by the local governments. This will streamline the cycle of modernization works, facilitate estimation of costs and effects, and monitoring the applied solutions.

Support for modernization works carried out by local governments within the widely-defined revitalization programmes will take the form of a long-term strategy for the support of investments in renovating the national residential and utility buildings resources, which is an obligation imposed by directive 2012/27/EU on energy efficiency. Undoubtedly, a review of all available sources of financing for such tasks (both national – including the Thermomodernization and Renovation Fund, which is available to a wide range of beneficiaries, including LGUs, and EU funds for 2014-2020) will be a part of these actions in order to coordinate them as well as possible and to focus them on the projects that will bring the best results. Furthermore, in accordance with the provisions of the directive 2010/31/EU on the energy performance of buildings, the *National plan designed to increase the number of buildings with low energy consumption*, which will discuss the rules of financing and the Polish definition of a building with nearly zero energy consumption.



ACTION

Objective: efficient, sustainable and compact city

Developing mechanisms that will result in including the residential and utility buildings owned or occupied by the local governments within the scope of the national plan designed to increase the number of near zero energy buildings.

person responsible: minister competent for construction, local spatial planning and land development, and housing



ACTION

Objective: efficient, sustainable and compact city

Developing and coordinating the separated mechanisms supporting thermal upgrading processes in order to improve the incentive to undertake such actions and to ensure the achievement of optimal results using the available funds as well as possible.

person responsible: minister competent for construction, local spatial planning and land development, and housing in cooperation with minister competent for regional development, minister competent for economy, and minister competent for environment

Next to direct investment actions, cities should exert influence on increasing the awareness and needs in the area of energy efficiency and energy conservation. Based on the spatial planning instruments, they may exert influence on designing and building of urban complexes that contain architectural and urban solutions of ecological and low carbon character.

The local authorities, in particular in smaller cities, might face the problem of having insufficient expertise in the area of available solutions and degree of effectiveness of such actions. While undertaking actions to improve energy efficiency in public utility facilities or municipal buildings, local authorities may hire third companies through public-private partnerships within the ESCO formula (Energy Saving Company). This mechanism might be particularly attractive in the absence of appropriate personnel and expertise needed to develop the

desired solution and the shortage of the funds. The contract to carry out the project (EPC – Energy Performance Contracting), concluded by the local government and a third entity, is paid for using the energy savings achieved as a result of the modernization works. In order for this undertaking to succeed, the contract must be written properly and must be based on the principle of paying the amounts due using the savings achieved thanks to the modernization works completed. The need and purposefulness of education and of promoting energy-saving solutions are confirmed e.g. by including small companies (companies that do not dispose of the required

knowledge) in actions aimed at achieving energy savings and reducing pollution. All in all, these companies may be responsible for a significant share of the pollution emitted or of the energy consumption. It is important to provide these entities with professional counselling of specialized institutions and organizations that specialize in working to support energy efficiency and carbon efficiency. It is important for the city authorities to have good access to knowledge and best practice, which will be later translated into local conditions and forwarded to subordinate institutions, to the residents, and to the entrepreneurs.



KNOWLEDGE CENTRE

Objective: compact and sustainable city

Minister competent for economy and governmental institutions reporting to the minister, and also minister competent for environment, by promoting knowledge about energy conservation, energy efficiency, carbon efficiency, will emphasize information on the actions that the cities should undertake in this respect. These actions will be aimed both at the local government structures and at expanding the ranks of those participating in the subject processes focused on achieving the set targets in the area of energy efficiency and reducing air pollution as soon as possible. Also, the knowledge centre will promote good examples of actions undertaken by the cities and the results they achieved.

person responsible: minister competent for economy, minister competent for environment



EU FUNDS FOR 2014-2020

A nation-wide counselling programme in energy efficiency will be co-financed under Thematic Objective 4.

Local governments are required by the energy law to plan and organize the heat, electric energy and gas fuels supply. While performing this task, each municipality should do so in line with the spatial planning principles that are set forth in the municipal documents concerning spatial planning. If no local zoning plan exists, this task must be implemented in line with the directions of development of the municipality listed in the report on conditions and directions of spatial development for

the municipality. It is essential for the local governments to become active energy managers for the benefit of the local community and the local businesses, and also to become a partner for energy vendors. Energy planning should be shaped by the objectives set forth and the actions supporting them, aimed at the economic and social development. Drawing up the premises for a good energy plan will contribute to: identifying local priorities, building and upgrading energy

infrastructure in the municipality as needed for the socio-economic development (e.g. contributing to lowering the costs of connecting to the network), coordinating the works, minimizing the costs of energy supply, etc.

Actions in the area of energy efficiency that use technologies or materials should be supported by way of modern measures that allow for monitoring the level of the energy consumed and adjusting the supply to the predetermined parameters. The provisions of the Building Law that introduce a system of energy certificates should contribute e.g. to promoting energy-efficient technologies and solutions that lower energy consumption. Installation of smart meters that inform the users about the current energy consumption or equipping flats with central systems that control energy receivers that consume energy in a flat will allow the residents to actively participate in these processes. Shaping knowledge and promoting smart solutions therefore lies in the interest of the city authorities in order to form a city that is open to solutions that improve the quality of life and the quality of the surroundings.

Pursuant to the Act – Energy Law, the local authorities may conduct active policy to increase energy efficiency by affecting the way the facilities occupied by subordinate units, streets, or public spaces are lit. Street lighting infrastructure in most cities belongs to the power plants. By entering into agreements with power plants or by introducing organisational and legal solutions intended to grant the municipalities the right to control the lighting assets is one of the ways that the municipalities may exert influence on lowering energy consumption, by replacing the devices with devices that are more energy-efficient and more environmentally-friendly. Better supply conditions might also be achieved thanks to organizational solutions, e.g. entering into arrangements between municipalities that strengthen the power of the recipients in the negotiations to determine the conditions of supplies with the energy vendors.

All activities undertaken by local governments to improve the functioning of transport, to change travel behaviours and to use other means of transport than private cars must be qualified as measures contributing to improving energy efficiency and to lowering the emission of pollution. These issues are discussed in greater detail in the thematic area of

the National Urban Policy entitled TRANSPORT AND URBAN MOBILITY. Attention should be drawn here to the fact that, next to direct improvement of attractiveness of the public transport, emphasis should be given to the solutions that facilitate and promote cycling and walking. It is just as important to introduce the possibility of setting out “low emission zones”, i.e. zones that may only be entered by vehicles that meet specific fume emission standards.

MANAGING URBAN AREAS.
On basic cooperation principles



Promoting the use of electric cars and cars fuelled by CNG natural gas may be recognized as a further-reaching and more advanced solution promoting the use of more ecological vehicles than the introducing of a “low emission zone”. Cities may join in organizing a network of charging stations for such vehicles or devices for refuelling vehicles powered by alternative drives and fuels. These activities can be combined with the creation of a rental system of electric cars for short-distance trips within the city (similar to the public bicycles systems), even though this should not be the only solution applied. Electric cars should become as one of the alternatives for combustion-powered cars. In this respect, city authorities may create trends by introducing a fleet equipped in ecological engines or powered by ecological means to be exploited within the public transport system. Investing in specific sources of power or means of transport that ensure a reduction of emissions or that promote energy efficiency should be, however, analysed in terms of the comprehensive economic issues related to purchase costs (including the option to obtain external financing) and the cost of subsequent exploitation. It must be remembered that introducing new solutions is related to generating fixed costs, and it becomes justified to pay them only if the scale of the solutions is large. Introducing new means of transport must be correlated with the actual transport needs.

TRANSPORT AND URBAN
MOBILITY, On the organisation
and management of transport



THE “ENERGY SECURITY AND
ENVIRONMENT” STRATEGY
(PROSPECT UNTIL 2020)”,
ACTION 46.2 SUPPORTING THE
MODERNIZATION OF MUNICIPAL
PUBLIC TRANSPORT TOWARDS
ENVIRONMENTALLY FRIENDLY
TRANSPORT





The Thematic Objective 4 will allow for measures aiming at the sustainable urban mobility, i.a. building, rebuilding the public transport infrastructure, purchasing low carbon fleet (rolling stock, trolleybuses, buses), modernizing the urban infrastructure in order to reduce vehicle traffic in the city centres, improving the conditions for cycling.

The actions undertaken by the local governments to improve energy efficiency and the accompanying reduction of air pollution and emission of greenhouse gases are characterized by their focus on long-term action programme, implemented gradually in line with the predetermined courses of action. Cooperation with scientific institutions may encourage innovative character of the solutions introduced, which should translate into the quality and efficiency of the solutions applied and of them being adjusted to the local conditions. Also, disposing of thorough knowledge about the sources of pollutions and the potential courses of action will empower the cities in negotiations with the vendors supplying devices, technologies, or energy. In order for the local governments to dispose of greater knowledge in this respect, it is recommended for them to use dedicated organizational units or persons with the relevant knowledge, who will be responsible for the widely-understood energy management in the municipality. By doing so, it will become easier to smoothly adjust the structure of needs and the way of using the dwindling energy resources. It will also affect the improvements of competitiveness of cities in terms of the quality of life and the investment attractiveness.

4.5

Revitalization

4.5.1 Conditions and challenges

Since the systemic transformation, Polish cities have changed quite significantly. However, modernization processes did not distribute evenly. Many cities, in particular those that have lost their previous functions, were affected by a number of negative phenomena and conditions that does not allow them to return to the path of growth to this day. In turn, other cities are affected by the problem of major internal disproportions in terms of development. There are areas where the scale of accumulation of social problems, economic collapse, and deterioration of the infrastructure led to a serious crisis. Cities and towns with enclaves of poverty and exclusion, with sub-standard living conditions, have no chances to become competitive and dynamic, and their development potential remains untapped.

The deterioration problem concerns a significant part of urbanized areas in the Polish cities. Degradation factors very often include negative socio-economic phenomena (unemployment, low entrepreneurship rate, concentration of pathological issues and behaviours that results in social segregation and transmission of poverty, depopulation) and unfavourable infrastructural and spatial changes (decapitalization of the urban tissue, polluting the environment, deficient urban structure), which are most frequently occurring in historic districts of cities, including in the city centres, though they might also concern other districts, e.g. multi-family residential housing estates, i.e. areas with multiple blocks of flats. Technical deterioration and pollution of the environment is also a problem of many post-industrial, post-railway or post-military areas, which should undoubtedly be used again, even though this will not always be revitalization. Local conditions and individual context of these undertakings will decide on whether the specific area will be subjected to direct reurbanization, reindustrialization, or complex and multi-stage revitalization actions of social and infrastructural nature.

As the experience in revitalization activities in Poland shows, inefficiency of such actions was frequently caused by

insufficient complexity, too small territorial concentration of the intervention (which resulted in excessive scattering of funds) and inadequacy of the implemented solutions to the identified negative phenomena. For example, the revitalization areas were specified in an arbitrary manner, without considering objective indicators of social issues that should, as a rule, be always of key importance from the point of view of effectiveness of revitalization processes. Too often revitalization was equalized with upgrading or renovation, whereas the scope and the significance of revitalization must be much more extensive. On the other hand, even if an attempt was made to handle revitalization in an integrated and holistic manner, these processes frequently encountered formal, organizational or financial barriers. As a result, only a part of the projects that have been completed to this day may be considered revitalization projects in the full meaning of this term.

Degradation of urbanized areas translates into lowering the quality of life, and therefore – lowers the attractiveness of the city for its residents. It also results in a significant increase of costs of managing the urban area, as well as in a worsened image of the city. Therefore, it contributes to lowering the city's competitive standing.

NRDS - IT IS RECOMMENDED TO UNDERTAKE COMPREHENSIVE REVITALIZATION ACTIONS, FROM COUNTERING CRITICAL PHENOMENA TO STIMULATING SOCIAL-ECONOMIC DEVELOPMENT AND IMPROVING THE QUALITY OF LIFE IN THE DETERIORATED AREA



4.5.1 Courses of action

It should be the city authorities that initiate the remedial process, and the formula, the nature, and the scope contributing to changes in the structure of the city should be set forth for each city individually. They should also use the local potential, social initiative and the local business partners in an optimal manner.

The most advanced transformation process is the comprehensive revitalization that is implemented on deteriorated areas, refers to a specific territory (specified based on objective criteria) and combines the efforts of different entities, which are – together – intended to lead to sustainable social and economic revival of the given area, to improve its attractiveness to the residents and to the entrepreneurs, and to improve the quality of life. This is how the comprehensive undertakings (ones that integrate interventions for the benefit of the local community, local space, and local economy) that are territorially focused and implemented in cooperation with the local community should be prepared. Revitalization is an important part of thinking about urban development – it should become the key social and economic programme in any city concerning the problematic areas. Also, revitalization is a long-term and cost-intensive process that requires continuity and perseverance. Moreover, it requires accurate identification and use of local potential, which is often a very difficult challenge.

Due to the fact that the revitalization process is also aimed at achieving social, economic, cultural, spatial (including technical) and environmental revival, new functions, renovations or technical upgrading of the infrastructure must be a means, not an ends of the revitalization process. Similarly, it is necessary for the revitalization actions in the city not to

be one-off actions; they should be included in a comprehensive and integrated revitalization programme.

Involving local communities and entrepreneurs in the programming processes and in the implementation of the revitalization undertakings is required in order for them to succeed. Without a continued and open dialogue with those concerned by the results of the revitalization process, no

sustainable improvements can be achieved.

Through improving the quality of life in the deteriorated areas, including in the city centres, revitalization also facilitates actions in the area of other development challenges,

including e.g. demography or the idea of a “compact” city. The outflow of residents to suburban areas or to other cities may be halted by the qualitative changes, leading to a better quality of life and better living conditions – results of a successful revitalization process.

DEMOGRAPHY,
Conditions and challenges



SPATIAL MANAGEMENT.
On reducing the chaotic urban sprawl



Revitalization planning and programming, following a reliable and in-depth diagnosis, should be based on three processes that should be conducted in parallel, as each of them may affect the other two:

- **outlining the vision and the concept of leading the cities out of the crisis;**
- **detailed analysis and selection of revitalization measures and on determining the ways and conditions of implementing them;**
- **specifying the sources of financing for revitalization undertakings.**

Each of the aforementioned elements requires a partner-level (local government in cooperation with the citizens, social or economic entities) and strategic planning, followed by coordinated implementation. As a result, a revitalization programme should be created, involving an appropriate choice of interventions tailored to the conditions and needs of the given area and to the beneficiaries of the planned actions. A revitalization programme is thus adopted by the local government as a multiannual action programme in the social, economic, spatial, and technical areas that specifies the type, scope, and stages of revitalization activities.



BEST PRACTICE: PUBLISHING SERIES:
“REVITALIZATION OF POLISH CITIES”
[REWITALIZACJA MIAST POLSKICH] (INSTYTUT
ROZWOJU MIAST, KRAKÓW 2010)



PUBLIC PARTICIPATION, Objective of public
participation and its benefits

On the vision and the concept of leading the cities out of the crisis

In order for the properly identify and prepare the area for revitalization, a comprehensive diagnosis of problems is necessary – both at the scale of the entire city (deteriorated area(s)) as well as at the scale of the given revitalization area in a more detailed manner, which should be then used to determine the vision of the change (revival) of the area that should include the following issues:

- social issues, which are the key (and the most difficult to achieve in terms of the assumed results) element of revitalization (e.g. preventing social exclusion, social security and development of social services, improving the quality of residential flats and the exploitation conditions, education, vocational activation of groups at risk of exclusion, supporting families with children, supporting families of long-term unemployed persons, participation in public and cultural life, sport, actions for the benefit of the young people at risk of exclusion, support to persons with disabilities, support to families with many children, etc., actions to promote healthy choices of the residents as regards the use of intoxicants, including alcohol and drugs, etc.);
- economic issues (e.g. supporting entrepreneurship, self-employment, social economy, improving attractiveness for investors, in particular local investors);
- spatial issues (the vision of transformations and changes of functions of individual areas, improving accessibility, aesthetics, and quality of public spaces, the municipal infrastructure, supplementing development, etc.);
- environmental issues (remediation, land rehabilitation, reducing harmful emissions, creating new and renovating old green areas or other areas of ecological value, urban greenery, etc.);
- technical issues (countering the degradation of the technical condition of buildings, including residential

buildings, energy conservation, development and upgrading of heat supply networks, etc.);

- culture-related issues (issues related to the cultural actions and cultural infrastructure) and issues related to maintenance and protection of cultural heritage, both tangible (e.g. historic buildings) and non-tangible;
- functioning of the city (e.g. as regards optimizing the municipal and residential management in the municipality).

The above issues should be analysed with reference to the development vision of the entire city (and its functional urban area), concerning in particular the low carbon economy, shaping the space, local economy, protection of the environment, soil, air, water, adaptation to climate change, and using the potential offered by new technologies.

The deteriorated areas should be identified during a process of comparing internal deterioration factors. The principles and criteria of selection of such areas should be transparent and appropriate for the given city. Authorities of municipalities are responsible for conducting appropriate and objective analyses for the areas designated for revitalization, for identifying problems and barriers, for diagnosing the causes and for specifying the directions and scope of action in order to overcome such problems and barriers and in order to promote development.

In order to ensure efficient implementation of the revitalization programme, the city authorities must establish an effective implementation system, which on one hand will ensure good coordination among individual actors (including organizational units in a municipality), and on the other hand will be adapted to the institutional conditions, the scale of revitalization actions, etc. Different forms and solutions are possible, and one of them involves selecting a unit to be responsible for carrying out and coordinating the revitalization actions (revitalization operator).

The government is tasked with creating the conditions that enable effective implementation of different revitalization undertakings. The above applies to reducing barriers and to working out legal, institutional-organisational instruments and financing mechanisms in order to ensure that the transformation process is effective and comprehensive. The revitalization act clarified, in legal terms, the understanding of revitalization and equipped the local governments with the tools that enable effective and efficient revitalization. Even though we have made an important step by enacting the revitalization act in order to establish a legal framework that promotes revitalization, the governmental administration still must be ready to respond to any needs in the area of legislative changes in order to ensure efficient and comprehensive revitalization process.



ACTION

Objective: coherent, competitive city

Minister competent for regional development will carry out and monitor on a current basis any revitalization actions and the application of the provisions of the revitalization act; if systemic barriers, legislation gaps, or non-optimal functioning of the solutions included in the act are determined, the minister will undertake actions intended to introduce the necessary changes.

person responsible: minister competent for regional development

An inherent feature of effective revitalization is the fact that it is planned with active participation of the society. A partner-level definition of the vision emphasizes the need to learn the social expectations of the residents from the revitalized area and from the entire city and to gain common acceptance for the planned changes, both from the residents and from other involved actors. The city authorities should pay attention to ensuring the balance between actions benefiting the local community and the interest of all residents of the city as well as the balance between the public and private interest at each stage of planning the revitalization undertakings. Such actions should be accompanied by establishing a Revitalization Committee in line with the provisions of the revitalization act. If the Committee is representative and if its works are well-organized, this counselling body may serve as the basic forum of dialogue and cooperation that supports the revitalization process at all stages of implementation.

ACT ON REVITALIZATION



PUBLIC PARTICIPATION,
Priorities in improving public
participation



On the detailed analysis and selection of revitalization measures and on determining the ways and conditions of implementing them

The key area that is the subject of specific analyses and selection of revitalization activities is the social area, which must next be the subject of coordination and integration of revitalization actions (synchronizing interventions – projects) in this and other areas. The above concerns e.g. simultaneous and coherent – and thus more effective, including financially effective – social actions (e.g. combining taking care of children

below the age of 3 with vocational activation of the parents from the groups at risk of marginalization) or investment actions (e.g. synchronizing actions related to energy efficiency with improving the municipal infrastructure and public spaces).

The requirements related to improving energy efficiency imposed on Poland by the EU directives, along with the

availability of funds for specific investment undertakings promoting carbon efficiency are the reason why the local conditions should be taken into careful consideration in the case of each revitalization undertaking. Improving the energy efficiency of a building, which leads to lowering the energy consumption and costs, naturally becomes one of the goals of revitalization. Due to the nature and the condition of the development, standard solutions in this respect might not always be technically viable and economically reasonable, therefore it might be necessary to look for innovative solutions. In order to ensure the coordination of measures promoting carbon efficiency and of other infrastructural and construction investments, an analysis of a larger area of the city must be undertaken. Such analysis should concern a review of planned and potentially possible public and private interventions (power, heat, ICT, water, sewage grids, residential and utility buildings). This should lead to optimizing the final results, to combining works and actions into integrated multi-thematic projects (bundles of projects) and to savings related to eliminating unnecessary costs.

LOW-CARBON ECONOMY AND ENERGY EFFICIENCY,
On the actions towards energy efficiency



While planning revitalization, the possibility of situating public institutions and other public utility facilities in renovated buildings must also be considered. This increases the chances of improving the social situation and of improving the significance of the revitalized area within the structure of the entire city; additionally, this might act as an impulse for private investors to situate their own businesses and headquarters within the revitalized areas.



ACTION

Objective: coherent, compact and sustainable city

Government institutions, while considering changing their own seat or the seat of their subordinate entities (as well as finding a location for a new institution for the first time), will prefer locations within revitalized areas.

person responsible: competent ministers, supervising governmental institutions, voivods

Culture and cultural heritage play an important part in the revitalization process, as they are an important element of building the values and identity of the city as well as of planning social-economic development. Cultural undertakings serve as a binding agent for social solutions in the given area and might be an important element of revitalization as regards social inclusion, identity building, improving attractiveness of the area, etc. Also, efforts must be undertaken to effectively combine revitalization actions with protecting historic buildings and monuments.

Historic centres of cities must be treated as a cultural phenomenon, which frequently has supra-local outreach. Therefore, complexes of historic buildings and cultural parts (and also, at a smaller scale, individual monuments, cultural institutions, or historic monuments) might potentially be an important catalyst to revitalization. If required, a conservator's report should be drawn up for the purposes of drawing up the revitalization programme. Attaining the revival goals frequently requires changes of functions of facilities, which imposes additional requirements and challenges on all parties involved in the process. In particular, conservation bodies should support revitalization processes by offering care and substantive support in terms of conservation. Moreover, attention should be paid to the fact that the required scope and way of conducting conservation works as well as the indications concerning the materials and technologies to be used were made to the necessary extent, without incurring unreasonable costs that would undermine the logic of revitalization actions.



ACTION

Objective: coherent city

Minister competent for culture and protection of national heritage will issue guidelines (recommendations) for conservators as regards the principles of cooperating with local governments and other entities involved in the revitalization process in the area of exercising protection, transforming, or developing historic buildings in the course of the revitalization process.

person responsible: minister competent for culture and protection of national heritage

On the sources of financing for revitalization undertakings

Each revitalization undertaking requires financing. This is why it is so important for the local governments to carry out an analysis of all financing options, and then to draft a financial plan for all interventions.

The city budget should be the first source of financing for revitalization interventions benefiting public interest. However, due to the extensive scope and cost-intensity of such actions, the local government is forced to obtain additional funds from other sources. City authorities should not only obtain funds from external sources (e.g. from EU funds, environment protection funds, etc.), but they also should engage private capital in the process (e.g. companies, residents, residential housing cooperatives, banks) as well as take advantage of the public-private partnerships (PPP). The municipal authorities should encourage extensive participation of the entrepreneurs

and residents (residential housing cooperatives) in the revitalization process by ensuring conditions for cooperation and by indicating the available financial incentives.

Revitalization of downtown areas in the cities creates conditions for benefiting from commercial investments that should be construed in the PPP formula. In such case, the investor's remuneration for their contribution to the public investment might take the form of the right to specific preferences or benefits (e.g. attractive location, correlation with pedestrian traffic routes, location in a "renovated centre", etc.).

The most significant source of support for revitalization actions in the cities until 2020 will take the form of EU funds expended under the Partnership Agreement.



EU FUNDS FOR 2014-2020

Revitalization undertakings are implemented with the help of subsidies and repayable instruments. Hybrid projects are the promoted type of support, which combine EU projects with the PPP formula.

The main source of support for the revitalization undertakings from EU funds come from regional operational programmes (ROPs), which are supplemented and complemented by the funds from the national operational programmes (NOPs). Under the *Thematic Objective 9: Promoting social inclusion and combating poverty and any discrimination*, revitalization has a dedicated Investment Priority no. 9.b, *Supporting physical, economic, and social revitalization of poor communities in urban and rural areas*. Next to the Investment Priority 9b, revitalization projects might receive financing from other investment priorities, both under ROPs and under NOPs, in particular those that are directly linked to revitalization, i.e.: 2a, 2c, 3a, 4iii, 4c, 4e, 4v, 6c, 6e, 6iv, 7d, 8i, 8ii, 8iii, 9a, 9i, 9iv, 9v.

Moreover, special funds from the state budget were allocated to co-financing revitalization projects under Territorial Contracts for all voivodships.

Integrated Territorial Investments (ITI) are a special instrument under operational programmes that are focused on developing urban areas (functional urban areas). Revitalization actions might be a part of the undertakings implemented through ITI. Financing is offered for planning and strategic actions at the local level under the Operational Programme Technical Assistance 2014-2020. The subsidies granted are allocated for preparing or updating revitalization programmes. Undertakings related to revitalization are also implemented within the European Territorial Cooperation programmes that Poland takes part in, under the trans-national and inter-regional components.

The trans-national *Central Europe 2014-2020* programme includes actions e.g. aimed at improving low carbon economy. The inter-regional *INTERREG Europe* programme will support cooperation of public institutions (including at the regional and local level) in implementing revitalization projects.

The horizontal *Guidelines of the Minister of Infrastructure and Development concerning revitalization in the operational programmes for 2014-2020* offer support to programming and managing the revitalization processes by introducing uniform conditions and procedures for implementing operational programmes. The goal of these Guidelines is to offer support to the Managing Authorities responsible for operational programmes to promote integrated and efficient preparation and implementation of revitalization undertakings within the 2014-2020 financial perspective. The Guidelines specify the principles and determine the conditions of granting support to revitalization projects from EU funds within individual thematic objectives and investment priorities.



GUIDELINES CONCERNING
REVITALIZATION IN THE OPERATIONAL
PROGRAMMES FOR 2014-2020



ACTION

Objective: efficient, coherent, competitive city

Current monitoring of how the *Guidelines concerning revitalization in the operational programmes for 2014-2020* are implemented, and if it is determined that changes or supplements are necessary – updating the guidelines.

person responsible: minister competent for regional development

The scale of funds allocated to revitalization purposes from EU funds in the 2014-2020 perspective is significant, yet as the EU funding will be depleted, the role of national financing will grow. Revitalization undertakings might benefit from debt instruments (e.g. loans, credits, urban bonds), security instruments and guarantees. Also, funds for social actions disposed of employment offices, social security centres, family support and custody centres and institutions, etc., are also an important element that must be considered in the financing structure of revitalization. Similar perception must be ensured of the governmental and local governmental institutions

as well as their branch offices, which dispose of instruments and funds that might play an important role in financing revitalization (e.g. Thermomodernization and Renovation Fund, Subsidy Fund, Flat for Young People programme, programme for building flats for rent with moderate rent rates, governmental programme supporting social building, programmes like: LEMUR, KAWKA, BOCIAN, SOWA, funds supporting entrepreneurship, “Świetlica-Dzieci-Praca” [Daycare-Children-Work] Programme, pilot programmes “Active local government”, etc.). National funds should be coordinated and should give preference to projects that are parts of comprehensive actions.

It is not recommended to plan actions that exceed the financial capacities of the beneficiary or based on uncertain funds and irrationally high forecasts of revenues from the planned investments. Projects for public purposes should have their financial contribution secured in the multiannual financial forecast and consider reserves for unforeseen expenses while modernizing the decapitalized development.

INVESTMENT POLICY,
On preparing investments



Actions will be undertaken at the national level to promote the development of the national financing system for revitalization, in particular after the 2014-2020 financial perspective ends. Efforts should be taken to work out and disseminate new as well as to develop existing financial instruments to the benefit of local governments and other stakeholders in the course of implementing revitalization processes.



ACTION

Objective: efficient and coherent city

The government will undertake actions intended to expand the range of possible national financing options for revitalization undertakings, including those related to residential infrastructure. An analysis of actions that stimulate participation of private entities in revitalization projects will be conducted (e.g. through establishing financial instruments and incentives for private undertakings, such as preferred fiscal instruments, debt securities, guarantees, security instruments, and other non-subsidy instruments).

Experience in handling repayable instruments, like the JESSICA initiative, will be used. Consideration will be given to the ability to build instruments based on the experience from the efficient mechanisms to support residential housing, environment protection, energy efficiency, labour market, etc.

person responsible: minister competent for regional development in cooperation with relevant ministers

Revitalization programme

Revitalization programme is defined as a revitalization programme for a municipality (in line with the revitalization act) or other revitalization programmes (local, urban, etc.) drawn up based on provisions other than the revitalization act subject to the transitory period in line with the said act. The revitalization programme must be directly linked to other documents regarding the development of the municipality. The programme should be based on the current social-economic diagnosis for the city.

The revitalization programme must present a comprehensive vision of changes and how this vision may be attained. It should clearly define the scope of the tasks and the areas of responsibility of individual entities involved in implementation. It must have a reasonable financial plan, a time perspective, a transparent monitoring system and a flexible system that enables introducing modifications in response to the changes that affect the programme. In order the programme to be implemented correctly, it will be necessary to ensure institutional and expert support, which should not, however, replace the tasks performed by the local governments.

In response to the postulate of cohesive actions, efforts should be undertaken to introduce consistency between revitalization programming and spatial planning as well as social policy in the municipality, as well as, importantly, the tasks in the area of education and cultural policy in the municipality. The first task may be implemented using a local revitalization plan, which allows for applying certain solutions that should contribute to improving the efficiency of revitalization undertakings.

The revitalization programme should take into account the “management” of gentrification processes, i.e. the social change that takes place within the revitalized area. To certain extent, this process cannot be avoided. However, upon striving to ensure a social mix within the given area, it cannot be permitted for this process to take place freely (e.g. leading to getting rid of “problematic” residents from the revitalized area). If such residents are moved away from the revitalized area, the revitalization programme should not “lose them” – the aim should be to help such people out of social exclusion as well. Otherwise gentrification might lead to a strong spatial segregation and the occurrence of “islands” of wealth in the cities – the exact opposite of the idea of revitalization.

Pillars of the revitalization support system

The role of central authorities is to enable and disseminate revitalization undertakings in the most deteriorated areas of cities, whose size and scale of problems vary. Therefore, the needs to develop legal framework and initiate effective systemic solutions as well as to broaden the available sources of financing, to disseminate knowledge and to conduct revitalization undertakings in a model way were identified at the national level.

The revitalization support system is composed of the following pillars:

- legislative solutions that consist in amending the current legislation and creating new regulations;
- instruments supporting revitalization that include in particular including individual measures conducted under individual public policies in the implementation of comprehensive and integrated revitalization programmes (byway of preference mechanisms, territorial differentiation of instruments, etc.). The above applies to such areas as housing, environment protection, education, labour market, conservation of monuments, culture, sport, etc.;
- financing actions conducted within the comprehensive revitalization programmes;

- informative and substantive support, which extends e.g. to pilot programmes in the area of revitalization, which offer support to local governments by working out model solutions in the course of revitalization undertakings. Such model solutions will be available in the form of a database to the interested stakeholders of revitalization.



ACTION

Objective: compact and sustainable city

The government will undertake actions towards promoting revitalization as an important element of urban development that ensures the durability of rules and instruments, comprehensive character, financing mechanisms, legal and institutional facilities, and a transparent monitoring and evaluation system. Revitalization applies to deteriorated areas, but it is also focused on involving various development undertakings and various entities in working towards the goals related to the revival of cities, to improving their space and to increasing their social and economic potential. This approach means undertaking multiple actions towards promoting revitalization as an important urban development element.

person responsible: minister competent for regional development in cooperation with relevant ministers

On housing

As improving housing conditions in deteriorated areas is one of the major elements of the revitalization processes, revitalization programmes must involve specific actions to improve the quality of the residential resources.

While carrying out its housing policy, the government must analyse the functioning of support instrument on the current basis in terms of their place in revitalization undertakings. The revision of the Act of 27 September 2013 on state aid granted

to young people to buy their first flat and the Act of 26 October 1995 on certain forms of support for residential housing and some other acts offer better conditions for including housing

in revitalization programmes. Nevertheless, the expected dissemination of revitalization processes requires for these measures to become broader.



ACTION/AMENDMENT OF PROVISIONS

Objective: compact and sustainable, coherent city

Analyses of barriers in the area of housing will be drawn up, to define barriers that make it the most difficult to include this element as a part of revitalization. The above applies e.g. to solutions aimed at improving the ability of the municipalities to dispose of the municipal flats in terms of realising the assumed social objectives of revitalization.

It will be analysed how to develop the instruments that allow for intensification of renovations and upgrading, adaptations, and transforming buildings into residential buildings, supplementing and compacting residential development, including with the use of preferences for the undertakings within revitalization programmes (e.g. increasing the scope of support and the value of funds from the Thermomodernisation and Renovation Fund and the Subsidy Fund). The discussed measures would also apply to night shelters for the homeless.

person responsible: minister competent for building, local spatial planning and land development, and housing in cooperation with minister competent for regional development

Municipalities may directly affect the housing market by maintaining and developing an offer of flats with reasonable rent rates within the revitalized areas. In particular, some of the affordable flats may be dedicated to specific groups of tenants that require support, which will affect the mixing of different social and age groups. Another aspect extends to improving the housing situation of persons at risk of social exclusion and of poverty. Establishing protected and training flats accompanied by a package of social services, including vocational activation services, under revitalization programmes gives the opportunity to gain social, vocational, and economic independence e.g. to the homeless.

Revitalization in the area of housing might also be supported by a series of various innovative forms of meeting housing needs that are currently not so popular. For example, bottom-up housing cooperatives established by persons that associate voluntarily for this purpose. The main advantages of this model include a lower cost of obtaining a flat (like in the case of becoming a member of a housing cooperative, the buyer does not pay for the profit margin of the entities that sell flats commercially), the ability to plan the layout of rooms in the flat yourself, or to select appropriate materials, to select the

way of developing the space around the buildings, etc. There are also risks related to the organisation and financing of such undertakings, which lower the attractiveness and popularity of such solutions. In order to increase the likelihood of success of such undertakings and to promote them as one of attractive ways to buy one's own flat, also as an element of revitalization actions, local governments may provide significant support to such cooperatives, not only through providing land on preferential conditions, but also in terms of organisational assistance.



ACTION

Objective: coherent city

Minister competent for building, local spatial planning and land development, and housing will join the efforts to disseminate innovative forms of meeting housing needs by promoting best practice and will initiate a pilot project in this area.

person responsible: minister competent for construction, local spatial planning and land development, and housing

Role of the voivodship local government

The voivodship local government should support revitalization processes and grant substantive support to the entities that implement them, in particular as regards coherence and working towards the goals set forth in the development strategy of the voivodship.

As the voivodship local government disposes of the funds from EU funds allocated to revitalization (under regional

operational programme), it should exercise influence on the coordination of revitalization undertakings at the local and supra-local level and to formulate implementing documents that enable varied and territorially adjusted intervention at the local level. It should create a set of appropriate mechanisms (calls for bundles of projects, competition criteria) to ensure concentration and synchronization as well as comprehensive character of the entire revitalization process.

On disseminating knowledge

Revitalization is a complex transformation process that requires support in terms of merits. Organizers and participants of this process should be able to use the expert knowledge and experiences (both national and foreign) as well as model organisational, technical, financial, and similar solutions.

Implementation of pilot projects in the area of revitalization is aimed at programming integrated, comprehensive, and efficient revitalization measures, which will serve as a response to the specific needs of the critical areas, and they will also work well with the vision of urban development in individual cities. Specifying pilot areas in the cities, specific scope of the actions and their nature will be based on the needs of the cities

in terms of revitalization as well as on their specific character and on the local social-economic conditions.

The Ministry of Infrastructure and Development organizes competitions for subsidies in the area of revitalization, e.g. "Model Urban Revitalization" competition. The competition involves granting support to LGUs in the process of drawing up revitalization programmes and preparing model solutions in the area of urban revitalization. Such newly created or revised revitalization programmes are to be model programmes. Such model solutions enhance the methods of revitalization and will be used as a model for other cities that implement their own projects.



KNOWLEDGE CENTRE

Objective: objectives: compact and sustainable, and coherent city

Minister competent for regional development will promote and disseminate knowledge on the comprehensive approach to revitalization. Information on the underlying idea of revitalization actions, experiences, model solutions, risks and threats as well as information on the options and instruments of support for the revitalization actions will be disclosed, first of all to smaller cities.

A knowledge centre on revitalization at the national level will also provide support in terms of merits (also through training programmes) to LGUs and other entities, it will also coordinate gathering, processing, and disclosing information on the course and results of revitalization programmes in the cities (a database of best practice).

Minister competent for regional development will initiate and support pilot projects concerning different aspects of revitalization as well as carry out on-going monitoring and analytic works.

person responsible: minister competent for regional development

4.6

Investment policy

4.6.1 Conditions and challenges

Polish cities must now make major decisions related to their investment policies. On one hand, they must respond to still quite significant needs in terms of infrastructural and housing investments, what is a consequence of years – or even decades-long negligence and structural shortages, of incorrectly defined priorities, as well as – with reference to the facilities that must be renovated, upgraded, or transformed – poor planning, construction materials of insufficient quality, or poor workmanship. Also, new technological, economic, and social conditions drive the need to implement new investments that aim at transforming the urban body in such a way that it would meet the changing needs of the residents and that it would create competitive – compared with other urban centres – conditions for living and for running business activity.

On the other hand, city authorities find it more and more problematic to secure funds for investment undertakings. In the recent years, mainly due to major investment efforts, many local governments increased their debts or came close to the allowed limit of indebtedness. Economic slowdown and the decreased tax revenues additionally limited the funds available in the investment budgets. Moreover, since 2014 the expenditure rule has significantly reduced the ability of the municipalities to take out new loans. However, this rule does not apply to the majority of expenses to co-finance EU projects under the new EU budget perspective (this applies to the projects or tasks co-financed in at least 60% from EU funds). Therefore, the funds that will be transferred to Polish cities from the EU 2014-2020 budget will constitute a major support for the investment undertakings. It is assumed that the funds will be allocated to specific thematic areas, which mostly concern the Europe 2020 Strategy, and thus to the investments that promote smart, sustainable, and inclusive development. Therefore, the municipalities will need to find money in their budgets not only to co-finance the investments undertaken with the help of EU funds, but also to finance the investment undertakings in other thematic areas, as they will also be necessary.

These circumstances indicate that in the upcoming years, the local governments in the municipalities will be forced to take a new approach to their investment policies and to look for mechanisms that will make it possible to optimize investment processes and to use external means in order to attain the objectives related to the implementation of public tasks.

4.6.2 Courses of action

Cities should conduct their infrastructural investments in a reasonable manner that follows the sustainable development principles. It means in particular that they should strive to achieve maximum effects for minimum costs (mostly financial costs, but also costs related to other resources, e.g. space). Considering each and every investment should start with answering the question: do we really need it? The basic rule should be the maximum use of the existing infrastructure (which might sometimes require minor investment undertakings or modification of the system to tap this potential). Only when these actions prove insufficient, a new investment should be planned.

Each important investment that is implemented by the local authorities must clearly be a part of the long-term development strategy of a city (functional urban area) and the specialist documents consistent with it (e.g. transport policy, low carbon economy plan), the accompanying priorities and courses of action. This consistence should be ensured not only at the declaration level but also at the level of concrete solutions. Subsequent major investments should form clear steps towards the vision of the city that is declared in the strategic documents. Such approach, focused on clearly defined priorities, will be much more effective than “fair” distribution of investment funds among individual

thematic areas. On the other hand, investments whose results will be contrary to the achievement of strategic objectives must be avoided. In global terms, such an investment must be deemed inefficient.

As regards the investment policy, strictly infrastructural actions must be just as important as those aimed at the achievement of the objectives of the social, healthcare, cultural, and educational policies. Moreover, in order to reconcile the challenges from all these areas it is necessary

to: manage the budget in a reasonable manner, respond to the well-diagnosed needs of the residents and coordinate actions in all areas of the city's functioning. Therefore, it is very important for the local governments to first strive to meet the basic needs of the residents while planning and undertaking investment activities. It should e.g. mean giving priority to investments in the housing resources in the municipality over investments responding to higher needs.

On the general shape of investments

Including each and every investment in the city development strategy must also have a practical dimension. Each planned or implemented undertaking should be included in the multiannual financial forecast of a municipality, both as regards the costs of the investment itself, costs of other supplementary investments (which are necessary due to the implementation of the given investment “forces” or which constitute a “reasonable continuation”, without which the efficiency of this investment would be very limited), as well as future exploitation costs of such investments, and even changes in (or losses of) the revenues of the municipality caused by the implementation of such investments.

Investment decisions should be based on the results of objective analyses of the predicted costs as well as their positive and negative effects. They should take the form of comprehensive feasibility studies or business plans. Even though the detailed technical and substantive solutions should be entrusted with the specialists, the local governments should take responsibility for the general shape of the investment and they should also make sure that these investments – e.g. in terms of the completion deadlines, division into stages, coordination with other undertakings – are implemented in line with the principles of rationality, maximizing positive results, and optimizing the cost-benefit ratio. They should also consider not only current needs, but also the noticeable or forecast development trends.

It is also important to make sure that the given investment undertaking is understandable to the residents and that there are no doubts as to the lack of any substantiation or rationality (therefore, the first stages of a given investment to be completed should be those that will bring the benefits that will be most perceptible to the residents). In general, as regards the investment processes, city authorities must pay a lot of attention to contacting and sharing opinions with the residents (during all stages preceding the investment implementation process), following the principles defined in the thematic area of the National Urban Policy concerning participation. Particular importance in this context should be granted to dialogue (which is of key significance when the rationale and the shape of the investment are being discussed) and to good and reliable communication, which enables the residents to learn the arguments of the authorities. Direct democracy mechanisms (a referendum or similar tools, like surveys or pools) should play a lesser role, as this increases the risk of accidental and not optimal solutions, and it blurs the responsibility for making decisions about the investment process, as the responsibility should always be in the hands of the local authorities.

PUBLIC
PARTICIPATION



On seeking sources of financing for investments

City authorities should constantly conduct activities aimed at seeking mechanisms that will make it possible to realise the necessary investments with the help of external funds in order to maximize their own investments capabilities. At the moment, the source for seeking such funds are the EU funds, but it must be remembered that in the 2014-2020 budget perspective there will be a much more far-reaching

thematic concentration of funds than ever before, which means that many investment undertakings might not qualify for co-financing from this source. Also, local governments should avoid the situation where they will decide about the implementation of specific types of investments solely due to the fact that funding for a specific type of undertakings is readily available.



EU FUNDS FOR 2014-2020

The 2014-2020 programming period means strengthening the urban dimension and focusing the intervention particularly on urban areas. The fundamental document that organizes the support of EU funds is the Partnership Agreement. On the basis of the provisions of the Agreement, it is possible to specify the main directions of investments from EU funds in urban areas.

Almost all **thematic objectives** included in the framework regulation might **refer to urbanized areas by way of territory**. In this way, the specific urban dimension is expressed in the **Thematic Objective 4. Supporting the transition to a low-carbon economy in all sectors** and **Thematic Objective 7. Promoting sustainable transport and removing bottlenecks in key network infrastructures**. Under these objectives, specific actions are to be undertaken to develop sustainable and efficient transport that connects the city and its functional urban area/nearest vicinity and to improve transport accessibility to main urban centres in the country or regional centres, implementing low-carbon economy plans. Actions conducted within the *Thematic Objective 1, Strengthening research, technological development and innovation; Thematic Objective 3, Enhancing the competitiveness of SMEs; Thematic Objective 5, Promoting climate change adaptation, risk prevention and management; Thematic Objective 6, Conservation and protection of the environment and promoting efficient management of resources and Thematic Objective 9 Promoting social inclusion and combating poverty and any discrimination* will involve broad actions to strengthen research, technological progress, innovation, and networking of cities in terms of social-economic development, as well as actions related to revitalization of deteriorated districts and to improving the condition of the natural environment.

Cities are supported by way of national and regional operational programmes. Next to the measures implemented in the course of the traditional implementation system, special support instruments are implemented to develop the functional urban areas. First of all, a part of the intervention of each regional operational programme is dedicated to these areas and implemented in the form of **Integrated Territorial Investments** that are co-financed from the funds of the European Regional Development Fund and the European Social Fund. Also, national operational programmes, including in particular the Operational Programme Infrastructure and Environment and the Operational Programme for Eastern Poland, support the complementary measures, which promote implementation of projects important from the point of view of achieving the development objectives in large urban centres and their functional urban areas.

Under the regional operational programmes, cities receive support in particular in the area of building the partnership culture and of improving the coordination of management within functional urban areas, in order to effectively resolve common problems (e.g. access to services for residents, entrepreneurs, or efficient use of resources). Revitalization plays a particular role in urban areas.

Actions for the cities are supplemented by the funds of the Operational Programme Technical Assistance which are used to plan revitalization actions, to strengthen partner actions in these areas and to build sustainable cooperation among LGUs within functional urban areas.

Moreover, city support instruments, particularly in the area of cooperation among the local governments and joint acting of the local governments with social entities, also include: the EEA Grants and the Norway Grants.

Also, the local governments in cities should actively work towards working on other mechanisms that make it possible to increase their own investment potential. Implementation of investment undertakings in the form of a public-private partnership (PPP) is one of such instruments. This formula encompasses a wide range of formal, technical, and organizational solutions. The cooperation should be based on a reasonable division of investment risks among the partners, which should be done in such a way that each partner is burdened with the risks that they may control to the highest extent and in the most effective manner. It must be emphasized that there are no counter indications for combining the use of EU funds with the PPP formula investments – quite the opposite, the beneficiaries are encouraged to undertake such projects (also called hybrid projects).

PPP projects can, above all, aim at using the experience of a private partner in the area of preparing, implementing and exploiting the investment, as well as at distributing the burden of investment costs over a longer period of time instead of forcing the municipality to pay a one-off cost, e.g. through using the so-called “availability fees”. However, more advanced solutions are also possible, where the remuneration of the private partner for the investment that serves public purposes in whole or in part will take the form of the right to gain certain benefits (e.g. the right to conduct business activity in connection with the subject investment). The urban space, which is travelled by significant crowds of people (potential clients), and where different individual needs promote mixing the functions of areas and facilities, offers favourable conditions for the implementation of undertakings in this formula. This option should be supported in particular as in

this case, provided that the functional investment programme and its character are specified properly, public objectives are met, and the expenses from the city budget are limited (or deferred over several years). Also, good investment planning results in the fact that combining public and commercial functions will not reduce the rate of return of the commercial investment, it might even increase it. Therefore, this model should be used not only by the local governments, but also by other public entities that dispose of real properties in cities and their functional areas, provided that the conditions are favourable to do so.

However, in order for such projects to be implemented at the simultaneous optimization of the degree of satisfying the public interest as well as the financial dimension (from the point of view of the entity that dispose of the real property), active spatial policy must be conducted by the city authorities. It will primarily take the form of adopting a local zoning plan for the area where the PPP formula investment would be situated. The contents of the plan will on one hand protect the public interest and on the other hand it will allow for the flexibility level that is necessary from the viewpoint of the private investor.

In order to improve the popularity of the PPP formula investments, it is necessary to offer comprehensive support to public finance sector units that plan PPP projects. The above measure should contribute to the popularization of the PPP formula in conducting public investments, in particular within the urban space, which is of key significance for the development of the PPP market in Poland. Best practices and

SPATIAL MANAGEMENT



knowledge about specific solutions, which may and should be applied, should be disseminated by publishing template agreements, models, and other documents concerning the projects that had been successfully implemented. It is also

important to identify legal and non-legal barriers that these projects have to face and to undertake actions intended to remove them.



KNOWLEDGE CENTRE

Objective: efficient city

Minister competent for economy promotes and disseminates PPP and analyses and evaluates how PPPs function, including the status, perspectives, and the financial commitment of the private sector. Minister supports sharing information and experiences among the public finance sector units (including local governments) and non-governmental organisations, in particular in the course of the works of the inter-ministerial Team for Public-Private Partnership. Through disseminating the international and national publications concerning PPP, preparing model documents concerning such projects, and running a database of PPP projects, minister supports the works in the area of preparing and implementing economic undertakings in this formula. Through trainings, good preparation of the personnel is promoted. Issues related to revising the Act on PPP are handled based on the experiences gained.

Minister competent for regional development grants support to the public finance sector units, including local governments, in preparing and implementing PPP investments and concession, in particular in the case of hybrid projects. In particular, minister initiates and supports pilot PPP/concession projects and provides expert assistance e.g. as regards the verification of the premises of projects. By way of implementing pilot programmes, it is also possible to work out models and deliver the necessary knowledge to the entities that are considering implementation of such projects.

Minister competent for regional development manages a forum for sharing information, experiences, and best practice among the public finance sector units, including local governments, through implementing specific projects and disseminating the documentation and procedures concerning such projects as well as the experiences gained. Minister offers support to the local authorities in terms of getting them ready to carry out investments in the PPP formula as well as in terms of thorough preparation of the personnel, what aims at improving the legal and institutional solutions and at applying the most favourable financial models. If needed, the minister may signal the need to introduce legal changes to facilitate the implementation of PPP/concession undertakings.

person responsible: minister competent for economy in cooperation with minister competent for regional development

In the urban space, in particular in the densely developed downtown areas, it is reasonable or even necessary from the point of view of the public interest for a public-private partnership to be used in the case of the so-called stratified development, i.e. so that commercial development could be built over or under the land, in particular the land that belongs to the State Treasury or LGUs. The current legislation does not allow for shaping unambiguous legal and economic relations between the entities that participate in the implementation of the investments situated over or under the surface of the real property owned by another entity. Enacting the currently

missing legislation governing stratified development will allow for effective investment activity in the areas that are deemed potentially difficult to invest in (e.g. investments related to transport routes), yet this issue also applies to other undertakings and ownership issues in urbanized areas. Lack of legislation in this area restricts the actions to optimize spatial development of cities and to optimize revenues of the local governments for managing real properties they dispose of. Therefore, it is necessary to allow city authorities to reach for such solutions while planning investment undertakings.



AMENDMENT OF LAW

Objective: efficient city

It is necessary to urgently introduce systemic solutions to enable the real property market entities to invest over/under the land surface, including on the real properties under perpetual usufruct. Introducing a new limited property right – development right – into the Polish Civil Code is considered for this purpose.

person responsible: minister competent for justice in cooperation with minister competent for transport and minister competent for construction, local spatial planning and land development, and housing

On preparing investments

The preparation stage is a key stage, which is where the subsequent efficiency and rationality is being decided. Therefore, it is important to spend as much time as it is necessary to conduct all actions as planned in order to adjust the shape of the undertaking, the conditions of implementation and the subsequent exploitation.

The shape and the scope of the prepared investment should retain the balance between long-term perspective and reasonable and economic policy of public spending. On one hand, in the general view, an investment should be an adequate response to the future challenges, i.e. to those that will appear in the future (e.g. as a result of demographic changes). In the detailed view, in turn, its shape should consider reduction of the so-called lost works (construction works that will be destroyed in the near future, when another stage of the investment or another investment undertaking will commence). On the other hand, oversized investments (investments whose parameters will not be exhausted in long-term view or ever) or investments that will be fully effective only as a part of a bigger investment, but no funds are secured for this bigger investment in the foreseeable future, should be avoided.

The preparation process should be implemented in stages – starting from the most general analyses of different variants and ending with the specific technical project, which optimally

should be implemented by separate teams and under separate procedures. This approach will facilitate reliable verification of earlier undertakings and elimination of any mistakes, and thus, it will increase the likelihood that the final shape of the investment will be optimal.

While considering the ways of formulating the shape of the investments that are to resolve specific complex problems in the area of functioning of the city (e.g. road traffic organization), it is recommended to take the idea of a competition for project works into consideration. This public procurement procedure is used mostly as regards architectural or sculpting works; not so much for urban planning. Nonetheless, there are no reasons why it should not be used more broadly. Organizing a competition benefits from the extended option to present professional and diverse variants of solutions for a given issue. It also opens up the possibility to make the discussion on the potential direction of actions public, in particular if resolving a complex urban problem is not obvious. Therefore, an opportunity to a broader – and public – discussion about the potential solutions is offered, paving the way to formulating new and innovative ideas. Promoting the mechanisms to prepare and implement investment undertakings that place a lot of emphasis on innovativeness, lack of schematic thinking, and optimizing the shape and function of the investment, should become a part of activities of all knowledge centres that should be established in line with the provisions of the

National Urban Policy. In particular, it should be implemented by way of considering the discussed principles in the pilot projects, whose documentation and results are to be widely publicized. Due to the fact that the barrier that prevents primarily smaller cities from commencing more complex and non-traditional investments takes the form of the need to incur significant preliminary costs to prepare it (considering available variants, formal and technical analyses, etc.) without the guarantee of success, knowledge centres should take it into account and to focus some of their operations on the actions aimed at overcoming that barrier.



ACTION

Objective: efficient city

Ministers organizing individual knowledge centres and running pilot programmes, other governmental institutions, for which it is justified by their tasks, should – in order to support the cities – disseminate best practice and model documentations from the investment undertakings, which may be used by the cities to realise public tasks. Particular emphasis will be placed on considering innovative character and optimization of the shape and function of the investment during the preparations for the investment.

person responsible: competent ministers and their subordinate governmental institutions

On the impact of the investments on the functioning of the city

Preparing and designing investments should ensure that the functioning of the city and the residents will be inconvenienced as little as reasonably possible, either through proposing relevant technologies leading to reduce the impediments or including relevant “remedial actions” in the investment itself (e.g. providing a working diversion), depending on the situation. Project activities should be related to specific analyses concerning the scale of inconvenience caused by the planned undertakings (e.g. by performing a micro-simulation of traffic for a road grid with the impediments). If multiple investments are being prepared at the same time,

it is necessary to coordinate them, to avoid cumulation of impediments. Coordination must be run by the city, but all public investors should take an active part in this process.

Preparing the tender documents and the draft contract for implementing the given investment is an important part of the actions that affect the real burdensome character of the given investment for the functioning of the city. At this stage, there are many ways of influencing the future actions of the contractor by describing this aspect in the relevant manner in the subject documents.



ACTION

Objective: efficient city

Governmental institutions that conduct investments in urban areas and in functional urban areas will cooperate with the local authorities in order to minimize the burdensome character of such investments (including those caused by the cumulation with the consequences of other investments) for the functioning of the city.

person responsible: managers of the relevant governmental institutions

These actions might take one of the following forms:

- introducing assessment criteria that are related to lowering the scale of nuisance (it is more efficient to refer these criteria to specific aspects, e.g. “duration of a specific impediment” instead of using a general criterion “duration of the investment”);
- including specific requirements in the contract that concern organization of the works and the temporary traffic organization (to reduce the scale of nuisance);
- introducing economic mechanisms into the contracts, which encourage the contractor to reduce the scale of nuisance for the functioning of the city (e.g. by including a specific nuisance by the contracting authority in the cost estimate of the investment, e.g. “value of reducing the number of lanes on the road to 1 lane for 1 day” and pricing it (e.g. considering social costs) at a specific negative value; the contractor would then have to propose a price that considers the specific number of days of the nuisance; if its duration is longer, the contractor will receive an appropriately lower remuneration.



ACTION

Objective: efficient city

President of the Public Procurement Office in cooperation with the competent ministries will work out methods, which will then be used to prepare recommendations or guidelines to use assessment criteria and contractual mechanisms in tenders for construction works, which will encourage the contractors to reduce nuisance for the city to the technologically necessary minimum.

person responsible: President of the Public Procurement Office

During the investment, on-going monitoring of the works should be conducted in order to verify whether the works are conducted properly from the point of view of reducing nuisance (and as such, in line with the contractual requirements in this area, with respect to the interest of the residents and the public interest, etc.). If unforeseen complications or delays take place, resulting in extending the inconveniences, remedial measures should be undertaken as soon as possible to reduce the scale and duration of these additional inconveniences. The residents must be kept informed in a reliable manner about all inconveniences, their duration and methods implemented to reduce them.

A separate issue related to carrying out investments in the cities that the authorities should be interested in is the analysis of social and economic costs of the given investments, which will be imposed on the residents and the entrepreneurs. The nature and the mechanisms governing the incurring of such costs may vary, depending on the local conditions, yet in the majority of cases this applies to the dropping turnover of the commercial and service points located at the streets that are excluded from traffic. City authorities should undertake actions to minimize such negative consequences both during the preparation stage and during the implementation of the investment. First of all, through organizational measures, that is through the measures intended to shorten and/or reduce the nuisance of the impediments as described above. Secondly, financial mechanisms available to the city authorities should be implemented (e.g. temporary reduction of rent in municipal buildings affected to the drop of income).

4.7

Economic development

4.7.1 Conditions and challenges

Cities are the key element of the economic development of the state, the places where new jobs are created, and also the places where the basic and higher level services are concentrated. Hence their development is in the interest of the entire state. The economic development of the entire state depends not only on the largest urban centres, but on the development potential of all Polish cities. The progress of globalisation and the European integration increases competition among states, regions, as well as cities for developmental resources, defined as new functions, new investments, and qualified personnel. The international ranking of urban centres is an important indicator of the general standing of the state on the global scale. Polish urban centres are often placed behind the cities of Western and Northern Europe due to lower competitiveness and insufficiently developed functions.

Building the competitive advantage based on knowledge, innovations and high-quality human capital may guarantee sustainable and durable development. From the analyses and diagnoses it follows that negative social-economic phenomena accumulate in some areas due to the structural weaknesses and the deficit of high-quality workplaces. A true challenge for the urban policy is to develop functional links between different cities, and between cities and their surroundings, in order to tap their potential and improve their capacity to absorb development processes to the highest extent possible. Also, negative consequences of demographic processes, in particular the ageing of the society and the outflow of people in the productive age from cities, for the labour market comprise a significant challenge for the sustainable economic development.

4.7.2 Courses of action

Irrespective of their size, Polish cities must have a comprehensive – and individualized – idea of their own development while striving to ensure high quality of life of their residents. To this end, they should conduct a coherent development policy, focusing above all on the strengths of the local economy and on the predicted development trends. Any undertaking of actions in this area should take place in cooperation with the voivodship local governments, which are responsible for the regional development policies, and with other municipalities within e.g. the functional urban area in order to achieve the synergies and to face the challenges together.

The objective of the urban policy is to strengthen the innovative character of urban centres, so that they could,

depending on their size and internal potential, effectively compete on the local, regional, and global markets. Improving the development opportunities of smaller centres must be rooted in their functional links with the growth centres and in cooperating above all in the areas of education and science, innovation, and the research & development sector. Small cities, in particular those situated at a distance from the major urban centres, play a very important role in balancing the pace of development in the regions; they also act as local centres of development and services for the rural areas. Smaller cities should take advantage of the development of large urban centres by reaching for the innovations developed there, by improving competences, increasing employment options, and expanding educational paths. The implementation of actions will be facilitated by improvements in the transport

infrastructure as well as by dissemination of IT and ICT technologies, social infrastructure, and cultural infrastructure, which promote creating a creative position of the city as a place that is good to live and run a business in. The following factors must be, above all, strengthened: innovativeness, quality of human and social capital, institutional capacities, and infrastructural efficiency. The measures undertaken by the local governments should be adjusted to the specific character of the given area, considering the provisions of regional and local strategies and the monitoring and evaluation actions undertaken, serving as a response to the changes in the surroundings, the dynamics of economy, the labour market, and the globalisation processes.

Urban policy aims at building territorial cohesion and preventing marginalization of urban areas that exhibit lower development capacities, and using the potential of each and every territory. Access to high-quality services and public

services, as well as creating the conditions for creating high-quality jobs, play an important role in this process. Particular attention and strengthening must be extended to smaller urban centres. Therefore, it is essential to improve access, to develop business environment institutions, to support regional and local specializations, to undertake horizontal actions as regards the intellectual and social capital, to take advantage of the natural environment and the cultural heritage potential, while following the priority of a compact city and of hampering the unrestrained suburbanization phenomenon. The local governments should strengthen the functions of the urban centres by integration within functional areas, e.g. by supporting integrated and comprehensive solutions in terms of spatial management, public transport (infrastructure, fleet, and organizational solutions), municipal services, and the labour market.

On supporting the use of the local potential, seeking investors, and promoting innovation

Improving the competitiveness of Polish cities at the local, regional, and global levels is largely conditional upon the skilful use and active promotion of internal resources and potential. Local governments in cities should focus on identifying and developing local specializations as broadly as possible, setting out the directions of development for the local labour market, education, technology, and innovations, while considering the social and economic conditions as well as the impact of the surroundings. It is particularly important in identifying local specializations to pay attention to such issues as: proximity of main transport routes (including those that are to be built in the near future), good ecological conditions, availability of highly qualified personnel, positive experiences of entrepreneurs, image of cities.

Due diligence must be followed while specifying the local specialization, as making an incorrect or imprecise choice, without offering any alternative to the development of the cities, might turn out to be an action that promotes excessive dependence on economic monoculture or on a single large employer, which might be particularly unfavourable in the context of the dynamic changes present in modern economy. Moreover, the communities in the cities whose economic development is dominated by one function (a dominating employer, industrial monoculture, etc.) are at a higher risk of experiencing the negative consequences of a crisis, business cycles, etc., and are less flexible on the labour market. This largely restricts the development of local markets. In long-term, city authorities should strive to achieve a diversified economy structure based on modern, high-capacity

services, industries, and technologies. Under integrated and comprehensive approach to development, local specializations should be identified in close cooperation with the social-economic partners running their activities primarily within the same functional area, as well as with the voivodship local governments and the regional development agencies, as regards regional specializations.

Local specializations, where justified, should be supported by the clusters linked to the industries that are dominant in the given functional area. This has a positive influence on the potential of the cluster itself and it engages resources and the

economic capacities of the local community. By disseminating innovation, clusters might turn out to be a particularly beneficial solution, in particular for smaller urban centres. They are a beneficial solution also for small entities, which do not have sufficient potential to implement tasks themselves, e.g. in the area of international promotion or running innovative activities. Cooperating with the entities from the industry allows for the synergies to appear and for better use of the existing potential. Clusters also serve as one of the available forms of strengthening the partnership between the scientific community and businesses.



EU FUNDS FOR 2014-2020

The Smart Growth Operational Programme (OP SG) as well as regional operational programmes under *Thematic Objective 1. Strengthening research, technological development, and innovation* provide for granting funding for improving the capacities and the potential to conduct scientific research in Poland and to commercialize the results, for supporting projects in the research & development sector, realised by companies alone or in cooperation with scientific research units, as well as for generating and absorbing innovative solutions by companies.

Concentrating the activities under OP SG in line with the smart specializations approach will consist in: strengthening the quality of research and the position of national scientific units within the European Research Area, building the links between science, the market needs, and the companies, supporting and developing innovations in companies.

Innovations are created and used primarily in the urban centres that are characterized by the highest potential of knowledge, science, and economy. Companies that are able to implement innovative solutions may compete on the market more effectively. City authorities should support and encourage local entrepreneurs to look for and introduce innovative solutions, considering the implementation of financial instruments, e.g. venture capital funds, seed funds, or establishing the “business angels” networks.

In this time and age, innovativeness of the economy must be interpreted not only as developing modern technologies and industries, but also through innovations in public services, management, etc. A well-developed ICT sector is an important element of the innovation system. On one hand, this is a result of combining the scientific work and entrepreneurship, and

on the other hand, it contributes to creating completely new market segments, assuring efficient and fast exchange of information – and as such, enabling the establishment of the knowledge society. The ICT sector, ecology sector and the efficient energy sector serve as the catalyst of innovation for the economy.

Upon tapping the local economic potential, local governments should support the entrepreneurs in creating local products and in providing unique services (e.g. in the areas that dispose of unique features in terms of landscape, nature, and tourism) and next they should actively promote and popularise them, e.g. by linking the product brand with the city brand (e.g. a common graphic design, allowing using the graphic emblem of the city on the product, promoting them at the fairs, exhibitions attended by the city authorities).

Local governments should cooperate with the local scientific and research community in terms of specifying, implementing, and monitoring local sectoral policies and in terms of undertaking and initiating measures in this area. For the local authorities and the entrepreneurs, particularly in smaller urban centres, higher education establishments as well as other educational centres might play the role of R&D centres, which offer both the technical base (laboratories) and the well-educated and competent specialist personnel. Local governments should implement mechanisms to promote and facilitate the cooperation between the companies and the scientific and research units as well as universities as regards the transfer and absorption of innovations and new technologies; they should also undertake efforts to keep the graduates and

employees with the highest level of professional competence in the city, as a part of the intellectual and development potential of the city.



EU FUNDS FOR 2014-2020

The Smart Growth Operational Programme (OP SG) as well as regional operational programmes under *Thematic Objective 3. Strengthening competitiveness of small and medium enterprises* provide for interventions intended to improve the competitive position of the SMEs sector.

On the development of human capital

Qualifications and competence of their residents are important from the point of view of the development of cities. Currently, many – primarily small – cities are affected by the problem of the outflow of qualified employees to larger urban centres. Local governments should place particular emphasis on establishing support for the high-quality jobs, e.g. by participating in shaping educational programmes that consider the specific character of the local labour market and the needs reported by the employers.

Particular attention must be paid to preventing the outflow of residents that have the highest competence and qualifications, as well as a high development potential (also referred to as the creative class), e.g. by offering internships, stipends, creating incubators of entrepreneurship, supporting *start-up*, *spin-off* and *spin-out* projects. Wishing to develop this type of capital in a long-term perspective, the local governments should offer as high standard of living as possible to their residents, ensure the freedom to follow passions and the ability to shape the city they live in in a creative and innovative manner.

An important aspect of supporting the competitiveness of the economy lies not only in the ability to retain human capital,

but also to use it in an optimal way. At the moment, Poland occupies one of the leading places among OECD countries as regards the average annual working time per employee. In order to improve the competitiveness of the economy, it is important to transfer the emphasis from the number of working time (extending the working hours) to the qualitative dimension (improving work efficiency).

Education at the local level should be planned with the local labour market in mind, as a response to the needs reported by the local entrepreneurs. The local governments and local non-governmental organisations should undertake active measures to promote cooperation with the schools, so that education could consider local conditions and promote life-long learning and education in order to increase competitiveness of individuals on the labour market. Also, in order to adjust the competence of pupils/students to the needs of the local labour market, it is necessary to ensure cooperation between the educational entities and their social-economic environment, including in particular the local entrepreneurs, e.g. in the form of internships.



ACTION

Objective: efficient and strong city

In the event of any changes to the basic curriculum, the minister competent for education and child-raising will place a stronger emphasis on the issue of education that takes regional and local conditions as well as specializations into account, in order to build local identity and economic awareness.

Promoting and strengthening the support mechanisms for the local governments, entrepreneurs, public institutions to organize vocational practice, internships for pupils and students in order to improve the quality of education, adjusting the structure of education to the needs of the regional and local economy by introducing an interdisciplinary approach to teaching, combining the development of business and creative skills, accompanied by cultural competence.

person responsible: minister competent for education and child-raising, minister competent for higher education



EU FUNDS FOR 2014-2020

Actions focused on assuring sustainable cooperation to adjust educational offer to the needs of the labour market as well as to involve the employers in the practical education of pupils and students are eligible for financing from ESF.

Under the Operational Programme Knowledge Education Development (OP KED), mechanisms will be drawn up that allow for entering into and maintaining the dialogue with the employers, inspiring them to join in the educational process, promoting best practice in this area, and finally, monitoring the progress of such cooperation. Also, plans involve drawing up a quality framework for internships and vocational practice, model programmes of vocational education, or a system of incentives for the employers that engage in the vocational education process.

Moreover, OP KED in the area of higher education will enable the universities to work with the employers at the stage of drawing up the curriculum for the given course of study, and later (e.g. by organizing internships for students, or running practical classes for students).

Under regional operational programmes, it is possible to finance initiatives in the area of cooperation between schools and employers, including e.g. joint preparation of curricula, improving the participation of employers in organizing internships and vocational practice for vocational education teachers. Also, funds available under ROPs will strengthen the actions conducted in the dual system, which involves practical learning of a vocation in the "on the job" formula, in the course of vocational practice and internships.

Local governments should also tap the potential of persons at risk of social exclusion, e.g. by establishing an atmosphere that is favourable to social economy development. Social economy instruments can be useful, e.g. social cooperatives established by LGUs, vocational activity centres, social integration centres, or limited liability companies and joint-stock companies whose activity is for social purposes, which makes it possible not only to create jobs, but also to realise some of the public tasks. It

is important for the local governments to provide support to the social economy entities, e.g. by placing orders with such entities to perform public tasks or public procurements (e.g. using social clauses in contracts), or granting them premises, buildings, or plots of land for the purposes of their activity.

The development policy conducted by the local authorities, promoting the development of local entrepreneurship and

seeking investors, should focus on engaging enterprises from the industries that will make it possible to ensure properly qualified personnel on the local labour market. If enterprises from other industries are engaged, local governments should, in cooperation with the labour market institutions, offer the residents the opportunity to take part in training courses to retrain, improving their employability.

DEMOGRAPHY,
On the recipients and measures



AMENDMENT OF PROVISIONS

Objective: efficient, competitive, and strong city

Minister competent for the labour market will undertake actions to analyse the rationality of amending the provisions that govern the functioning of the labour market institutions or introducing other measures in order to enable the city authorities to have a better influence on the scope and manner of operations run by the local or regional labour market institutions that report directly to the local government in the poviát or in the voivodship.

person responsible: minister competent for labour

On promoting and supporting entrepreneurship

Actions undertaken by the local governments should focus on promoting enterprising attitudes, creating conditions to promote establishing and running business activity, also within social enterprises, as well as on activating the residents by ensuring comprehensive support to persons or entities interested in commencing or developing business activity.

Effective support may be offered by the service centres dedicated to the entrepreneurs, established by the local governments in cooperation with private and public entities. Such service centres would offer support to persons who wish to open a business by providing counselling in the area of accounting, marketing, and legal advice as well as offer office space, workshops, and training courses.

Entrepreneurship at the local level may also be supported by introducing partner programmes, under which the residents could receive discounts while purchasing goods and services from local entrepreneurs. In exchange, the local government could offer advertising and promotional services to the entrepreneurs. Image elements supporting the brand are also

important, e.g. granting awards to leaders of pro-ecological actions or supporters of culture.

Running a relevant information and marketing policy is one of the duties of LGUs, which gains importance in the age of competing for investors. Local governments should create or develop the existing centres that offer informative, counselling, and training services. In particular in smaller centres the activity of business environment institutions should be adjusted to the local conditions. It should consider the existing potential and the capacities to tap such potential e.g. by establishing educational clusters for entrepreneurs, business environment institutions, local governments, local schools promoting vocational education, so that it would respond to the needs of the local labour market.

Local governments should establish the conditions promoting the development of local enterprises in order to respond to the problems reported by them, barriers and deficits identified by them, and to promote and strengthen entrepreneurship among the residents, to the extent possible. In this context, it is

particularly important to establish cooperation platforms, e.g. in the form of a local economic forum or an economic council that would operate at the LGU or at the mayor office. Actions undertaken by the local community (members of the local authorities, entrepreneurs, non-governmental organisations) should be intended to shape the economic development in a way that enables developing interactions and cooperation within the entire functional urban area.



ACTION

Objective: efficient and competitive city

Current review of efficiency and effectiveness of the network of local business environment institutions and of facilitating the system, and filling the blank spots in this area.

person responsible: minister competent for economy (in cooperation with the Polish Agency for Enterprise Development and the Polish Information and Foreign Investment Agency)



EU FUNDS FOR 2014-2020

Development of entrepreneurship is supported by the EU funds under ESF (OP KED and ROPs). The available instruments include subsidies, repayable instruments (to launch business activity), training and counselling support.

The ESF support is particularly addressed to unemployed persons, in particular young people below 30 years of age and older people over 50 years of age, women, people with disabilities, long-term unemployed people, and people with low qualifications.

Moreover, ESF also offers support to social entrepreneurship (creating jobs, new social enterprises, supporting employment in existing entities).

On facilitations in planning and conducting investments

Reducing deficits in the area of spatial planning (which specifies the designated purpose of the land and the character of development) is a step forwards towards meeting the needs of the entrepreneurs. Such spatial deficits cause unreasonable increases in the investment risk, make it more difficult to assess the profitability of the investment, extend the time needed to obtain the building permit, make it harder to reasonably develop the road grid as well as sewage, heat, and electricity supply networks. In order to ensure sustainable development of a city, local authorities should set out areas for commercial activity in their local zoning plans (taking the specific character of small and medium enterprises into consideration) within mixed-use urban complexes and situate large investments and investments that are of key significance for the development of the city in line with the spatial order principles. While planning

urban investments, local governments should predict the risk of negative consequences for the entrepreneurs during the implementation of these investments. Identifying such risk should lead to proposing measures to mitigate these consequences, so that public investments would not strike at businesses.

INVESTMENT POLICY,
On the impact of the investments
on the functioning of the city



City authorities should, within their own capacities and competence, exercise efforts to ensure that the procedures for external investors and local entrepreneurs related to investments would go as smoothly as possible. Also, it is necessary to undertake measures to amend the provisions of the Building Law at the national level, e.g. in order to introduce changes that facilitate the investment processes.



ACTION

Objective: efficient and competitive city

Proposals of a comprehensive change in the provisions towards strengthening the spatial order (e.g. by improving the control of the local governments over spatial processes) and facilitating the investment process in the construction industry.

Proposals of a comprehensive change in the provisions towards strengthening the spatial order (e.g. by improving the control of the local governments over spatial processes) and facilitating the investment process in the construction industry.

Next to actions undertaken at the central level, the cities themselves should also streamline their own procedures both for external and for local investors. Also, educational and promotional efforts should be strengthened in the area of spatial aesthetics and the ability to adjust the new investments in the existing development as well as the architectural, cultural, and functional context.

In order to facilitate planning and conducting investments, and thus to improve the attractiveness of cities (or rather, their entire functional areas) to external investors, local governments may prepare investment land along with the accompanying technical infrastructure. However, such actions should be undertaken only if there is a deficit of such areas in the city, and if earlier similar initiatives inspired positive outcomes. Upon setting out areas for investments, priority should be given to areas that need to be re-developed – post-industrial, post-railway, post-military areas (promoting “brownfield” investments). Brownfield areas are usually in good locations, and following re-development, they may offer new functions that are of importance to the residents. Therefore, the local governments in the cities should base the development and the economic potential of the city on deteriorated areas, which should be revitalized while maintaining balance between their individual aspects, e.g. social, economic, and spatial aspects.



REVITALIZATION

Another factor that enables local authorities to influence the local economic development takes the form of public

spending and investments realised within the public procurement system. City authorities may then have an even better influence on economic activation by initiating projects implemented under the public-private partnership formula, particularly those more advanced, that – at least partially – require providing remuneration to the contractor that takes a different form than money transfers from the public contracting authority.

INVESTMENT POLICY.
On seeking sources of financing for investment



Also, while planning urban investments, local governments should predict the risk of negative consequences during the works that affect both the residents and the local entrepreneurs running businesses. Identifying such risk should lead to proposing measures to mitigate these consequences, so that public investments would not strike at the economic development in the city.

INVESTMENT POLICY.
On the impact of the investments on the functioning of the city



A unique, though frequently unappreciated resource of each city is its space and terrain, where it is situated. City authorities should draft a clear and coherent planning policy and programmes that will implement it accordingly. Local governments should set out areas for commercial activity within mixed-use urban complexes in the local zoning plans and situate large investments and investments that are of key significance for the development of the city in line with the spatial order principles and in line with the spatial order.

SPATIAL MANAGEMENT.
On improving the quality of planning and shaping the space



On improving the attractiveness of cities

The attractiveness of the cities to the residents, local entrepreneurs, and potential investors depends on multiple factors, which are both unambiguous, like the ease of reaching the city, availability of services, scientific base, human capital, as well as those related to the subjective perceptions, e.g. the way the investors are treated and approached by the local administration, the first impressions from staying in the city, or the reputation of the city created by the entities that already run a business there.

In order to establish a positive image of the city, it is necessary to establish an urban space that is friendly to the residents, entrepreneurs, and investors and that disposes of an educational, scientific and research, healthcare, cultural, and sport-leisure base. While considering the multifaceted character of these processes, the local governments must skilfully adapt to the dynamically changing external and internal conditions. It is important to be able to predict and respond quickly and flexibly to such changes. It is also important to develop knowledge-based economy sectors and to skilfully gain investment capital and new professionals accompanying it, which will improve the attractiveness of the city.

This is why the local governments should take care of the good image of the city, treating it as a unique resource, they should strengthen it and promote it among entrepreneurs, investors, tourists, and the residents themselves. One of the conditions of effective actions in this respect is the knowledge of the investment potential of their own city and the skilful definition of the most prospective industries, which could benefit from being situated in the given city. It is particularly important for the small cities to use the capital based on local resources, e.g. cultural heritage, local social capital, or friendly attitude towards entrepreneurs.

Local governments should undertake actions to build the identity of the city among the local community. It is important for people who have left the city to continue to identify with

it, to stay in touch with it, and to act as “ambassadors” of the city. Also, the perspective of returning to the city should be an attractive alternative.

Local governments in cities should appreciate the significance of small, family businesses in creating places and identities of cities. They should also create mechanisms allowing such entrepreneurs to stay in the city centres and long major streets, e.g. by relevant management of commerce and services, including setting the rents along the main commercial routes in the cities.

Promotion of a positive image of the city is supported by the development of tourism, including cultural tourism, business tourism, and healthcare tourism. Local governments, including those in small cities located near transport routes, should strive to establish, together with neighbouring local governments, a coherent and integrated offer that involves creating a list of local attractions (e.g. monuments, water bodies, educational parks, etc.). It is important to create a local tourist product, which would take into account the seasonal character of the tourist traffic, offering more stable jobs. Cities, together with the voivodship local governments, should try to build a system of uniform markings, joint information points, electronic databases, mobile apps to present local resources, which would improve the competitiveness of the tourist offer and strengthen the local economies.

Successful cities are cities that are open, varied, with a high level of tolerance, promoting individual talents, skills, and competence, and oriented towards technologies and innovations. An example of such actions is establishing and running urban discussion forums, informational and educational as well as promotional campaigns in social media.

Local governments should engage various entities with the development of the city in mind. They should also tap the local creative potential and the cultural heritage, introducing different types of arts into the public space, which will

influence the sensitivity of the residents (small objects, murals, etc.). The above may be achieved through undertakings that support the artists since the planning stage and the future arrangement of the work. Such activity may take the form of competitions announced by the local governments to develop or arrange public spaces. In this respect, local and regional authorities should promote projects that allow involving local creators, artists, and their works into the cultural and economic circulation. Consistent actions in this area will contribute to building the image of the city as a centre of creativity. Expenses

of the local governments for this purpose must be treated as investments in the development of the city.



SPATIAL MANAGEMENT,
Shaping the space in the
city centres

4.8

Environment protection and adaptation
to climate change

4.8.1 Conditions and challenges

Densely populated urbanized areas affect the natural environment and contribute to climate change. They also face severe consequences of such changes, which might lead to reducing the available spatial resources and escalation of adverse natural phenomena (often with disastrous consequences), and which might also affect human health and life, and generate social conflicts. Cities must face changes in the environment that frequently constitute a threat to health and life, and that worsen the quality of work, living conditions, and leisure for the residents.

An urban heat island is a consequence of specific course of heat exchange processes between the land and the atmosphere. Its creation is affected by limited movement of air, loss of humidity, and distorted heat balance in developed areas. This phenomenon is facilitated by the presence of surfaces that accumulate heat (asphalt, concrete, roof coverings, etc.) and by reducing the share of biologically active areas in the structures of cities.

Climate change is associated with disturbances to the water balance and with violent weather phenomena (e.g. storms, hail, tornadoes). At the moment, the largest flood losses are incurred not in the river valleys as a consequence of flood waves, but in urban areas due to the so-called *flash floods* caused by sudden and heavy rainfall. These phenomena are

exacerbated by e.g. the intensity of development and by covering the area with barrier materials. Poland's surface sealing indicator is higher than the European average, which is promoted by the unrestrained development of open areas (suburbanization).

Development intensification also, next to increased road traffic, industrial activities and individual heat sources, contributes to increasing air pollution (in particular as regards the sulphur oxide, nitrogen oxides, and dusts). The problem is exacerbated by the progressing development of open areas, e.g. river valleys, which halts the airing of cities and the removal of pollution.

It must be remembered that natural phenomena are interrelated. Undertaking an intervention in one area stimulates a response of the entire environment; thus, long-term planning is required. Open areas become a more and more important and appreciated element of the urban structure, as they protect the residents against adverse natural phenomena and they affect the quality of the environment, which is of key significance for assuring the physical and mental welfare of human beings, in particular in densely populated urban areas. This is why taking care of them is an important challenge both for the city authorities and for the residents themselves.

4.8.2 Courses of action

Climate change requires a new approach to thinking about urban development. The key role is played here by the local governments, as they manage the infrastructure, transport, and environment protection. In the context of the entire public administration, city authorities are the ones that are the

closest to the citizens, and therefore their capacity to promote pro-ecological behaviours of consumers is the highest. It must be remembered that the benefits of such actions will only be visible in a long-term perspective. In order to adapt the intensively urbanized areas to the consequences of climate

changes, and also to exert influence on integrating these areas with the natural environment, and to protect it, coordinated actions at the national, regional, and local level are necessary.

Adapting the urban spatial policy to climate is one of the most important challenges for the local administration. Particular attention should be paid to the development of open areas,

which affect the local spatial conditions and the quality of life of the residents. **Actions of the local governments to protect the environment should consider a wide range of long-term environmental impacts and be consistent with the idea of a blue-green infrastructure.** It is important to minimize the conflicts at the junction between developing the infrastructure and protecting the environment.

On water management

On one hand, cities contribute to distorting water circulation, and on the other hand, they themselves struggle with their consequences: floods and droughts. Counter-measures should lead to reducing the volume of run-off of precipitation and to retaining them, as well as to improve retention in the open areas. The local government should promote retention at various scales (from a local yard to an urban forest) and using the excess of precipitation. It should also try to ensure that the city structure is a mosaic of open and developed areas, while avoiding large, uniform sealed surfaces.

The idea of blue-green infrastructure emphasizes the necessary integration of green areas with hydrographic system, while being adjusted to the social-economic contexts. One way to achieve it is to undertake the so-called “turning to the rivers”, which involves primarily giving new functions to the riverside areas or creating a linear system of parks based on hydrographic layouts. Managing river valleys and riversides creates the opportunity to create public spaces that are friendly to the city residents, what offers a large potential in the area of local development, and also has a positive impact on the natural system in the city, provided that they are linked to other open areas in the city.



AMENDMENT OF PROVISIONS

Objective: compact and sustainable city

A review of legislation in the area of providing instruments to the local governments that would encourage real property owners to retain and use precipitation, also as regards the proper maintenance and preventing deterioration of hydrological systems.

person responsible: minister competent for construction, local spatial planning and land development, and housing in cooperation with minister competent for environment

Actions intended to reduce the consequences of floods and local flooding are necessary. Spatial planning plays a special role in this respect. Areas at risk of flood or flooding should be developed in line with the binding provisions of law and the flood risk maps.



ACTION

Objective: compact and sustainable city

Ensuring that the national policies involve investments co-financed from EU funds intended to improve the quality of the urban environment, to halt the drop in biodiversity, to improve the abilities to prevent and respond to the consequences of natural threats and to improve the resistance of cities to threats related to adverse effects of climate change (e.g. sudden heavy rainfall). The government will introduce actions that promote flood risk management into national sectoral policies, including the realisation of critical infrastructure.

person responsible: minister competent for environment, minister competent for regional development

On spatial planning and construction

Conducting a sustainable spatial policy is a tool that enables consideration of the environmental needs and threats in the context of economic and social needs. It is recommended to reduce the developmental expansion to open areas, in particular the areas that are environmentally valuable. The intensity of use should be increased at the already developed or deteriorated areas that have already lost their original functions. The policy of the local authorities in this area should be supported by way of planning, strategic, or programming documents at the regional and national levels.

Modern infrastructure and development should contribute to protecting the natural resources and minimize any adverse impact on the surroundings. It is also recommended to apply Low-Carbon Economy and energy efficient solutions and to promote public transport and cycling.

Sustainable spatial development requires for the functions and purposes of areas in the city to be mixed. Developing urbanized areas must consider shaping a coherent grid of urban greenery, water areas, green belts, and fresh air corridors – the green infrastructure that will have a beneficial impact on the health of the residents, on improving air quality, reducing noise, on facilitating animal migrations, and on improving the attractiveness of the city for the residents and the investors, giving a specific character to individual city districts. Managing

the blue-green infrastructure should combine ecological and leisure functions (integration with small infrastructure, pedestrian-cycling routes, city squares, etc.). While planning, designing, and building transport routes, it is also necessary to design and implement solutions that consider high greenery as an element of green infrastructure that has a huge impact on the quality of space and on the lives of the residents. Newly planted flora (preferably local species) should serve more purposes than simply aesthetics. Plants that do not cause allergic reactions should be used. Urban habitats friendly to birds and insects should also be planned. Greenery may appear not only within green areas, but also along the streets, on the roofs, on the walls of buildings, on land that is temporarily exempted from use, or in the so-called urban farming formula.

SPATIAL
MANAGEMENT



TRANSPORT AND URBAN MOBILITY,
LOW-CARBON ECONOMY
AND ENERGY EFFICIENCY



AMENDMENT OF PROVISIONS

Objective: speed and setting out traffic

A review of legislation in the area of building law related to exerting influence on the recommended and optimal ways of supplying the buildings with electricity, heat, and cooling, and as regards assuring the resistance of buildings and the building and technical infrastructure to climate change. It is necessary to gradually introduce the obligation into the legislation to determine water and energy balance at the local level.

person responsible: minister competent for construction, local spatial planning and land development, and housing in cooperation with minister competent for environment

Climate change must be perceived as a potential risk that should be considered e.g. while creating regulatory mechanisms and investment plans, like the risks of macro-economic or geo-political character. A characteristic feature of pro-ecological investments is its high initial costs and gaining benefits mainly through later savings. This logic requires long-term planning, therefore it is necessary to carry out promotional and informative actions in this respect among the entrepreneurs.

COUNCIL OF THE EUROPEAN UNION EU STRATEGY CONCERNING ADAPTATION TO CLIMATE CHANGE (2013)

EUROPEAN COMMISSION ADAPTING TO CLIMATE CHANGE: EUROPEAN FRAMEWORK FOR ACTION. WHITE PAPER (2013)

STRATEGIC ADAPTATION PLAN FOR SECTORS AND AREAS SENSITIVE TO CLIMATE CHANGE UNTIL 2020 WITH THE PROSPECT UNTIL 2030



On improving the quality of natural environment in the cities

Local governments may contribute to reducing noise primarily through shaping the transport grid and the public transport structure. Technical solutions make it possible to use "quiet" surfaces and tracks, to place transport routes in depressions, use plant insulation or embankments, or install noise-absorbing panels (considering the aesthetics of the public space). Also, traffic organization makes it possible to reduce the inconvenience caused by noise by lowering the allowed speed and setting out traffic calmed zones. Ecological parameters should also be considered while purchasing public transport fleet. Cities should diversify means of transport and support quiet solutions.

TRANSPORT
AND URBAN MOBILITY

City authorities, in particular in the largest cities, should place emphasis on disseminating the results of analyses and documents concerning noise problems. It is also important for the local governments to prepare acoustic maps and programmes involving protecting the environment against noise on time and in a thorough manner. It would be

recommended to use acoustic maps while drawing up local zoning plans.



ACTION

Objective: compact and sustainable city

In order to make it easier for the local governments to draw up acoustic plans, it is recommended to work out and introduce a methodology to establish areas and populations of residents at risk of noise, as well as to strive to define indicators that show the harmful effects of noise for the human health.

person responsible: minister competent for environment, minister competent for health



AMENDMENT OF PROVISIONS

Objective: compact and sustainable city

A revision of law in order to introduce instruments that may be used to enforce that the local government authorities fulfil their obligation to draw up and publish acoustic maps and programmes involving protecting the environment against noise on time.

person responsible: minister competent for environment

The quality of urban air is affected primarily by the spatial development, heating technologies, and transport. Open areas connected into corridors serve as the urban regeneration and air exchange systems. In order for the fresh air system to be effective, it must consider the natural conditions, e.g. dominating wind directions, layout of river valleys. It is important for the open areas that serve as fresh air corridors to be developed in a way that is attractive for the residents. This lowers the development pressure and prevents deterioration.

Heating technologies and sources of electricity supply are often major emitters of urban pollution. Local governments should reduce the use of harmful substances for heating purposes (in particular solid fuels, like coal) as well as expand

the urban heat supply network. A transitory period and informative-educational campaigns should lower the aversion of the residents to the change. It should also bring the environmental effects closer in time.

LOW-CARBON ECONOMY
AND ENERGY EFFICIENCY,
On actions towards carbon efficiency



Road traffic is another major source of air pollution in the cities. The local government may reduce its effects by introducing calmed traffic zones, selecting appropriate plants that absorb harmful substances, or introducing eco-zones with limited entry for vehicles. Technologies used in public transport are also of significance.

TRANSPORT,
On the urban transport policy



ACTION

Objective: compact and sustainable city

Supervising the implementation by the National Fund for Environmental Protection and Water Management of the priority programme "GIS – Green Investment Scheme Part 7) GAZELA – Low carbon public transport" under the National Green Investment Scheme, which is intended to reduce or avoid emitting carbon dioxide by co-financing undertakings that are aimed at reducing the consumption of energy and fuels by the public transport.

person responsible: minister competent for environment

On supporting pro-ecological actions and attitudes

Actions that promote market activation in the area of environment protection include developing conscious consumer behaviours, promoting sustainable consumption patterns, using "green" public procurements, as well as promoting "green" jobs. At the local market, pro-ecological production should be supported. It should be considered

while looking for local specializations and creating regional products. Supports should also be extended to actions intended to eliminate products that are harmful to the environment, e.g. asbestos.

[NATIONAL ASBESTOS REMOVAL
PROGRAMME 2009-2032]



Cities may improve the ecological awareness of their residents, in particular through working with specialized non-governmental organisations. Educational activities should be directed to different recipients, and their contents – adjusted to the specific target group. The most effective methods of

work include working with children, promoting best practice and environmentally-friendly innovations, e.g. in the form of competitions for pro-ecological development of yards.

PUBLIC
PARTICIPATION



On the coordination of actions

The Strategic adaptation plan for sectors and areas sensitive to climate change until 2020 with the prospect until 2030 (SAP 2020) adopted by the Government was drawn up in order to ensure the conditions for stable social-economic development in the face of the risks associated with climate change and also in order to take advantage of the positive effects of the adaptation actions might have not only on the condition of the natural environment, but also on the economic growth. Local

governments are responsible for coordinating adaptation actions. In line with SAP 2020, it is extremely necessary to draw up adaptation plans to climate change in the cities that have more than 100 thousand residents. The efficiency of the plans will grow, if they are extended to the functional urban areas. Smaller cities are also encouraged to draw up such plans.

STRATEGIC ADAPTATION PLAN FOR SECTORS
AND AREAS SENSITIVE TO CLIMATE CHANGE
UNTIL 2020 WITH THE PROSPECT UNTIL 2030



ACTION

Objective: compact and sustainable city

Minister competent for environmental will draw up adaptation plans to climate change for cities that have more than 100 thousand residents.

Ministers competent for individual sectors (in particular: construction, transport, energy infrastructure, water management) will draw up sectoral adaptation plans. Moreover, the minister competent for the environment will draw up (based on the guidelines extended by the European Commission) a *Handbook for preparing investments considering climate change, mitigating it and adapting to such changes as well as considering resistance to natural disasters*.

person responsible: minister competent for environment in cooperation with other competent ministers

The environmental dilemmas should be resolved by way of environment protection programmes, which consider local natural character and the social-economic needs. Moreover,

it is particularly important for the governmental and local administration at various levels to work together.

FUNCTIONAL URBAN AREAS MANAGEMENT,
On the basic forms of cooperation





KNOWLEDGE CENTRE

Objective: compact and sustainable city

Minister competent for environment will coordinate actions to adapt to climate change at the national level and will promote modern, comprehensive and aesthetically functional solutions in the area of infrastructure and preventing adverse effects of climate change.

Minister will support and promote information about best practice and about pilot programmes in the area of adapting to climate change (e.g. via the KLIMADA website).

person responsible: minister competent for environment

Actions in the area of environment protection should be implemented in line with the participation idea. The residents should be able to consult about the spatial planning process, in particular as regards the entire green and blue infrastructure

and other actions intended to ensure adaptation of their closes surroundings to climate change. It is also important to ensure as extensive participation of ecological non-governmental organisations in all bodies that make decisions related to environment protection as possible.



ACTION

Objective: efficient, compact and sustainable city

Strengthening the mechanisms that ensure the participation of non-governmental organisations in making decisions that concern environment protection, including improvements in the social consultations processes in the area of environment protection.

person responsible: minister competent for environment in cooperation with other competent ministers

On monitoring and warning about environmental threats

Local governments, which co-create the national system for monitoring the environment, should develop their own systems for monitoring the natural phenomena. It is therefore necessary to strengthen the local and regional early warning systems and response systems, in particular as regards sudden weather phenomena, in the context of micro- and mezzoclimatic changes.

In urbanized areas, where the land bears the weight of massive buildings, experiences vibrations due to road traffic, and bears the risk related to exploitation of underground waters, the subsidence phenomenon intensifies – defined as slow shift downward of the surface elements. Therefore, it is important to monitor for the presence of geological threats: earthquakes, landslides, land movements caused by exploitation of underground waters, karst processes, clay deformations,

downhill creep and falling rocks. It is also important to undertake actions to ensure patency of sewage, drainage systems for underground structures, to improve retention capacities, and to prevent water and air pollution, etc.



ACTION

Objective: compact and sustainable city

A review must be conducted of the efficiency of applying the law in the area of water management in the context of investments in the areas at risk of flood (floodplains).

person responsible: minister competent for environment in cooperation with the minister competent for construction, local spatial planning and land development, and housing, and minister competent for regional development

Local governments should remember that some of the human impact on the environment has not yet been scientifically analysed. This pertains to such issues as artificial light pollution, which increases the potential to change in the entire ecosystems. Cities should create the conditions for responding flexibly and predicting any threats in the area of environmental change, e.g. through supporting cooperation with the scientific and research sector.



EU FUNDS FOR 2014-2020

The issue of adaptation to climate change is discussed extensively throughout the 2014-2020 perspective and is one of the major challenges that the EU Member States now face. The following issues will be included in the Thematic Objective 5: *Promoting adaptation to climate change, preventing and managing risks* and in the Thematic Objective 6: *Preserving and protecting the natural environment and supporting efficient management of resources*. Funds at the national level are available both through Regional Operational Programmes and through the national Operational Programme Infrastructure and Environment. The National Fund and the Voivodship Funds for Environmental Protection and Water Management are important partners in the area of environmental projects.

4.9

Demography

4.9.1 Conditions and challenges

The population structure in urban areas is changing in terms of both quantity and quality. The currently observed demographic alterations pose two particularly crucial challenges for cities. The first one is the decrease of total population – in extreme cases taking on the form of depopulation and shrinking cities. According to CSO forecast published in 2014, Poland's population will diminish by approximately 4.5 million residents by 2050, and the decline will almost exclusively concern urban areas.

The second key challenge is the ageing of the population. Changes in the age structure of urban population have three main causes: the growing life span, the drop in the birth rate, and the migration processes. CSO forecasts indicate a shrinkage of working age population in the years 2013-2015 of the order of 5.5 million people.

The decline of population in urban areas brings about consequences for the cities' development and functioning: the structure of their budgets (related to higher expenditure, particularly for health care and social security paired with lower income due to the shrinking tax base), appropriate organization of public services, design of urban space, easier access to flats of appropriate quality, the participatory model of problem solving, etc. In addition, it has an impact on the labour market and the cities' economic potential.

The fact that it is mostly young people who migrate poses a threat of local outflow of resourceful individuals and a larger drop in population growth. It leads to one of the major developmental problems in small and medium-sized cities. On the other hand, urban areas, and in particular the largest cities, are facing the challenge of ensuring appropriate living conditions to arriving labour migrants.

The observed demographic change accompanied by the simultaneous intense suburbanization in Poland will in the nearest future necessitate the maintenance of infrastructure and the provision of public services for large urbanized areas.

Another challenge is creating appropriate conditions of life and activity for all groups of residents. It is vital to exploit the potential of the growing senior population and to take measures against social exclusion and passivity.

4.9.2 Courses of action

It ought to be emphasized that although numerous demographic issues and challenges are horizontal and result from state policies, still some of them directly concern urban areas and require them to take actions to facilitate adaptation or to counteract the change.

The demographic phenomena presented at the outset should be treated as challenges, and it is contingent on the reactions of urban authorities whether they become development obstacles or processes which should be used to redefine the concept of urban development. **Cities may look to depopulation as an opportunity to replace “quantity-oriented development” with “quality-oriented development”.**

The first step to tackle these challenges on the plane of individual urban areas should be complex and integrated strategic planning. This involves taking into account demographic conditions and trends in each area of planned and undertaken activities as well as developing a complex idea for ways of adapting to or counteracting change, based on a diagnosis of local conditions. All areas subject to urban authorities' activities must be “filtered” from the perspective of demographic phenomena. Moreover, in order to make sure that demographic issues are considered in strategic planning and public intervention programming in a more accurate and complex manner (including the necessary

cost-benefit analyses), it is relevant to support knowledge and experience exchange between urban areas and various urban actors, in particular residents and authorities.

Integrated strategic planning carried out in this way ought to be supported by the cities' "internal" databases concerning the social, economic and spatial situation, which will be helpful in planning and monitoring the effects of the implemented solutions. Reliable and comparable data should be acquired in smallest possible territorial units. Thus it is necessary to work out a system which would oblige state institutions to render available "anonymized" data, which will make it possible to study the differences within urban areas in order to adapt instruments to problems.

The modus operandi ought to take into account wide public participation, since the future of numerous urban areas hinges

On addressees and activities

All residents of urban areas should be the addressees of activities undertaken by public authorities in areas related to demographic challenges. As the population of cities is declining, such activities should be directed at potential new residents, as well. Except for the supply of workplaces, it is the quality of life (conditioned i.a. by the access to public services and culture, the attractiveness of public space and the quality of green areas) that becomes an increasingly significant factor affecting the decision to settle or remain in a particular area.

As emphasized above, urban areas ought to identify and response to local challenges and problems while at the same time supporting and complementing government policies and programmes. A way to face the demographic challenges will be first and foremost stimulating the growth of the birth rate, professional activation, particularly in the case of women and persons aged 50+, leading to a maximum use of the existing labour force, prolonged professional activity and

upon the individual decisions taken by residents (e.g. concerning a change of place of residence). Residents may become involved i.a. by establishing consulting, advisory and initiative bodies, e.g. councils of elders or councils of the youth .

The measures taken to tackle demographic challenges should support and complement national policies, systemic solutions and regional initiatives. Such a modus operandi requires cooperation and progressive coordination of various entities' activities .

MONITORING THE APPLICATION OF THE URBAN POLICY



PUBLIC PARTICIPATION, SUPPORTING BOTTOM-UP ACTIVITY OF THE RESIDENTS



DRAFT POLAND'S POPULATION POLICY GUIDELINES 2013



the development of a system facilitating skill upgrading and lifelong learning.

The guidelines of the Long-term Senioral Policy in Poland in the years 2014–2020 determine goals, directions and activities and concern matters related to health care, security, space design and activation of elderly people. Demographic challenges and related activities are also the subject of numerous further governmental documents, e.g. the National Development Strategy and the National Strategy of Regional Development 2010-2020. Urban areas should direct their attention in particular to elderly people and families with children in order to support and complement measures on the national level.

GUIDELINES OF THE LONG-TERM SENIORAL POLICY IN POLAND IN THE YEARS 2014-2020 AND THE GOVERNMENTAL PROGRAMME FOR THE ACTIVATION OF SENIORS IN THE YEARS 2014-2020, DRAWN UP IN THE MINISTRY OF LABOUR AND SOCIAL POLICY



Age-friendly cities

Age-friendly cities should take into account the diverse needs of elderly people in order to prevent their exclusion, promote their contribution to social life and the city's identity and respect their decisions and way of life, but also be ready to introduce appropriate alterations in all areas of urban life. In 2006, the World Health Organization established the Global Network of Age-friendly Cities and Communities. The impact of the network was i.a. indicating eight interrelated key areas which should be subject to cohesive activities. These areas are: public space, transport/communication, housing, public participation, social integration, active citizenship and employment, communication and information and community support and health care.

WORLD HEALTH ORGANIZATION'S
"GLOBAL AGE-FRIENDLY CITIES: A GUIDE.
AGEING AND LIFE COURSE, FAMILY AND
COMMUNITY HEALTH", 2007]

A good quality of seniors' life requires increased supply and accessibility of health and care services as well as the development and popularization of activities facilitating active ageing (e.g. in the areas of culture or education). Furthermore, measures ought to be undertaken in order to facilitate cooperation, familiarity and sharing experiences between generations.

ACCORDING TO THE DEFINITION PROPOSED BY THE UN WORLD HEALTH ORGANIZATION, ACTIVE AGEING IS A PROCESS THAT ALLOWS BOTH INDIVIDUALS AND POPULATION GROUPS TO REALIZE THEIR POTENTIAL THROUGHOUT THE LIFE COURSE AND TO MAINTAIN PHYSICAL AND MENTAL WELL-BEING, PROFESSIONAL AND SOCIAL ACTIVITY AS WELL AS INDEPENDENCE AND SELF-RELIANCE



KNOWLEDGE CENTRE

Objective: efficient, coherent and competitive city

A "senioral" knowledge centre will be established. It will comprise information and good practices concerning the activation of elderly people and the so called silver economy as well as promote solutions facilitating the removal of architectural obstacles. The centre will support local authorities in designing activities meant to facilitate the efficient use of the potential of seniors and intergenerational integration.

responsible: minister competent for labour and minister competent for social security

It is necessary to develop services (particularly long-term care) for elderly people, above all in their homes, but also in other forms of care provided within the local community (in the so called deinstitutionalized forms). Taking into account the local demand for support for families, it is possible for the city to provide services for families in the form of care and education vouchers. Services provided within the local community are services allowing elderly people to live independently in their homes and in other facilities with specified characteristics (i.a. a low number of residents, individualized services, living

conditions as close to home and family conditions as possible, including the ability to decide about oneself and one's day schedule). An additional task is developing separate forms of daily care for seniors. Thanks to them, family members will not need to either give up their jobs in order to take care of the seniors or to place them in 24-hour facilities. The transition to services provided in local communities (the so called process of deinstitutionalization) requires a new approach from the local authorities. First and foremost, it requires a new way of thinking on satisfying seniors' needs, but other changes

are necessary, too: suitable infrastructural arrangements, alterations in service financing, staff policy concerning subordinate entities (e.g. employing experts to prepare and carry out local service deinstitutionalization plans, but also preparing human resources directly to provide services for elderly people, e.g. caretakers, physiotherapists, animators etc.)

and a broad cooperation with other local entities (e.g. non-governmental organizations or social enterprises) who provide care services.

THE PERENNIAL, STATE BUDGET FINANCED PROGRAMME "SENIOR-WIGOR" FOR THE YEARS 2015-2020 PROVIDES FOR THE ESTABLISHMENT OF DAYCARE HOMES AND THE SUPPORT OF THEIR OPERATION. ITS MAIN GOAL IS TO IMPROVE THE QUALITY OF LIFE OF ELDERLY PEOPLE BY PROVIDING I.A. CARE, ACTIVATION, EDUCATION, CULTURAL OR RECREATIONAL ACTIVITIES IN SUCH FACILITIES



EUROPEAN FUNDS 2014-2020

Activities which deinstitutionalize services provided in local communities will be financed from the funds of the Regional Operational Programme. The ESF and the ERDF will finance the infrastructure facilitating the process of deinstitutionalization (ERDF) and the services which will increase the number of places in deinstitutionalized facilities (ESF).

The Operational Programme Knowledge Education Development will further involve working out new solutions in terms of day medical care services provided in local communities to be used predominantly by elderly people after hospital stay who still need to use medical services.

One of the means to activate seniors economically and socially is the notion of intergenerational social enterprises. Cities should promote and support the establishment of such entities, since the business they operate clearly has a socially

useful goal and a bottom-up, civic and community-oriented character. At the same time, such enterprises facilitate social inclusion through work and the development of social capital.

Child-friendly cities

Cities and towns should take steps to increase the availability of care and educational services for children, i.a. by increasing the number of places in nurseries, children's clubs and kindergartens and by developing related infrastructure while taking into account the changing demographic conditions.

Increasing the accessibility of child care services, including those for disabled children, in terms of their cost ought to be accompanied by that in terms of their location and organization (introducing flexible working hours, availability all year long etc.).



EUROPEAN FUNDS FOR 2014-2020

Cities can obtain funds for measures aiming at improving the availability of care of children up to three years of age from the ESF. The support is granted under the Regional Operational Programme in two areas: creating new places in nurseries and other child care facilities for children up to three years of age and providing direct support for parents who intend to return to the labour market. Cities can also use European funds for activities related to creating places in kindergartens.

In order to allow people to satisfy their aspirations concerning parenthood, it is crucial to support women's professional activity as a factor of a household's financial stability. Public institutions and offices as employers should promote best practices and solutions, helping men and women combine their professional and family functions.



ACTION

Objective: competitive city

The minister competent for labour and the minister competent for family will develop solutions which create appropriate conditions for combining professional and family roles and for dividing responsibilities and duties evenly between the parents.

person responsible: minister competent for labour, minister competent for family

It is moreover essential to lower the direct costs related to giving birth to and raising a child. For that purpose, cities should support families with children, including large families, through various forms of integrated and intergenerational preferential treatment adjusted to actual needs, e.g. in the form of family benefits granted by local authorities (for instance care and educational vouchers). When it comes to large families, we ought to mention in particular the local "family cards" and the Polish Large Family Card, which entitle large families to use public services, including transport, culture, sport and recreation, free of charge or on preferential terms.

ACT OF 5 DECEMBER 2014 ON THE LARGE FAMILY CARD; GUIDEBOOK FOR LOCAL AUTHORITIES "HOW TO INTRODUCE THE LARGE FAMILY CARD?"



ACTION

Objective: competitive city

Solutions and good practices related to supporting families, including large families, will receive more intensive promotion. In particular it is essential to further enhance measures which aim at developing a coherent and complex support system for large families under the Large Family Card and local cards initiatives.

person responsible: minister competent for family and minister competent for social security

On a friendly urban space

SPATIAL MANAGEMENT,
On shaping high-quality
urban space

Demographic conditions should be clearly reflected in the spatial planning and the investment policy of towns and cities.

What definitely ought to be prevented is the situation when areas for building development included in local zoning plans or reports on the conditions and directions of spatial development may be settled in by more people

than a particular city really needs. The consequences are uncontrolled suburbanization and a number of resultant adverse phenomena. Adopting both these documents must be preceded by diligent analyses of demographic trends in the entire functional urban areas, not only in individual administrative units. The conclusions constitute the basis for coordinating land development planning with particular reference to investments on already developed lands.

When it comes to friendly space, cities should also create conditions which will facilitate and encourage physical activity. That entails e.g. sport infrastructure and maintenance of green spaces and recreational areas.

On housing

Stable housing situation improves the sense of security and allows the citizens to carry out their life goals (such as parenthood). Housing is one of the major areas of operations which aim at reversing negative demographic trends.

INVESTMENT POLICY

Investment decisions concerning housing ought to take into account demographic forecasts.

It is vital to increase the availability of flats, in particular for those social groups who are not capable of satisfying their housing needs on their own (individuals and families with low income and at risk of social exclusion). Apart from improving

SPATIAL MANAGEMENT

the municipal housing stock (e.g. thanks to the Additional Payments Fund), it is crucial to manage the existing stock rationally.

ACTION

Objective: compact and sustainable city

Based on an analysis of the housing market, minister competent for building, local spatial planning and land development and housing will prepare proposals of changes regulating the manner of managing the municipal housing stock and the functioning of the private rent market.

person responsible: minister competent for construction, local spatial planning and land development, and housing

The government will take measures to develop initiatives aiming at improving social security of families by means of satisfying the fundamental need of a flat.

ACT OF 25 JUNE 2015 AMENDING THE ACT ON STATE AID FOR YOUNG PEOPLE PURCHASING THEIR FIRST FLAT - MDM ("FLATS FOR THE YOUNG"), WHICH PROVIDES FOR PREFERENTIAL TREATMENT FOR LARGE FAMILIES



Local authorities should also use the opportunities provided by the sector of rental housing construction (social and private). It can involve special support for selected target groups, e.g. young people and families with children.

ACT AMENDING THE ACT ON SOME FORMS OF SUPPORTING HOUSING CONSTRUCTION AND SEVERAL OTHER ACTS



It is essential to take further regulatory and financial measures for the benefit of developing an effective system of flat renting and popularising this form of satisfying housing needs.

REVITALIZATION, On the sources of financing for revitalization undertakings



On the optimization of the functioning of services and infrastructure in urban areas with decreasing population

In urban areas which are already facing depopulation or where demographic forecasts indicate the near approach of this problem, it will be indispensable to optimize the functioning of public services and the urban infrastructure – to introduce corrections and to right-size the existing resources. The task of cities in reference to the general phenomenon of depopulation must be to adapt to the population forecasts by i.a.: developing infrastructure in a modular way (rendering it possible to give up on or to expand certain modules depending on demographic changes) and constructing buildings whose function and purpose can be modified. Complex strategic thinking will help avoid potential financial, economic and social problems.

If the case of already existing depopulation and risk of diminished aggregate demand in urban areas, cities have to look to obtain new customers and service recipients. Therefore municipal authorities ought to cooperate with the adjacent communes, creating a functional area in order to carry out

public tasks jointly in an optimal and efficient manner. A useful tool of coordinating activities aiming at minimising the adverse effects of demographic change for local authorities may be developing a special strategy of counteracting depopulation and carrying out a reliable diagnosis of the demographic processes based on a reliable population forecast.

When it comes to the opportunities of obtaining new recipients of products and services, it is necessary to analyse the possibilities to enhance activities in the area of migration policy in order to attract human capital, e.g. by employing various incentives for foreigners to take up education at Polish universities and to stay in Poland. Another vital element are programmes supporting returning emigrants, e.g. in the form of forgivable loans and simplified return procedures.

URBAN GOVERNANCE,
On integrated approach
to development



Demographic challenges as an impulse to redefine the development path of towns

Municipal authorities should treat local demographic trends as significant factors in planning their activities, and in some cases also as impulses to redefine their strategic vision. A key task is to restrain the outflow of young, resourceful individuals by offering them favourable conditions for their professional and personal activity.

For some cities, particularly minor towns, places with attractive locations or health resorts, the concept of economic development may entail creating new professions and sectors. One of the new sectors is the so called silver economy, understood as economy which absorbs the economic and professional potential of elderly people. Silver economy is characterized by a growing supply of workplaces in sectors

related to production and services for elderly consumers (including the areas of culture, recreation, everyday facilities, care and rehabilitation). Market change must be supported by appropriate systemic activity on the governmental level, e.g. through the development of the sector of care and health services for seniors.

Places with an attractive location in terms of nature and culture have an additional new path of development, namely employing elements of the concept of slow city. It involves creating the image of a city which cares specifically for a high standard of life: quality of the natural environment, attractiveness and accessibility of space, promotion of regional products and development of infrastructure based on pedestrian and bicycle transport.

4.10

Urban governance

4.10.1 Conditions and challenges

A sine qua non of improving regional competitiveness and attractiveness is modernising the system of managing the development of cities and their functional areas. In Poland, we can still observe a distinct deficit of horizontal and vertical cooperation between the individual levels of public authorities. Similarly vital are the insufficient conditions for building social activity in terms of urban development.

Modernising the system of development policy should have a strong urban dimension – it is namely in the urban areas where numerous development activities of various entities (on various levels) intersect. Moreover, efficient management of urban areas aims at improving the competitiveness and quality of life not only in cities, but also in the entire regions. It is the urban areas (and not only the largest ones) who are the driving forces of development of the country and the individual regions.

Currently cooperation between local government units aiming at joint execution of tasks takes various forms, most commonly of unions of communes or districts established under the Act of 8 March 1990 on Commune Government and the Act of 5 June 1998 on District Government. Other forms of cooperation are local associations under the Act of 7 April 1989 – Associations Law, agreements between communes under the Act on Commune Government and

other legal and organizational solutions, predominantly partnerships and companies. Such cooperation often has positive results, yet in some areas remains insufficient.

The need for new, successful solutions is particularly visible in the area of financing and using shared infrastructure. The situation when cities compete among each other to obtain new citizens in order to gain income and when public services are used by people who do not participate in their financing, as they live in a different territorial unit, cause some local authorities to have inadequately high expenses (e.g. for public transport) and, more centrally, provokes conflicts between individual entities. Another substantial problem is the lack of coordination in the decision-making process when it comes to

planning services, housing, or transport. At present, these decisions are often taken without consideration for the common needs of all the involved local authorities within the same functional area.

The management of the functional urban areas **concerns all cities irrespective of their size**. Whether small towns or the largest urban centres, all need to render the activities of many entities (residents, authorities, businesses) more efficient. These entities often have different interests, which means that their activities require coordination.

Another thing worth noting is the fact that, ownership transformations notwithstanding, the State Treasury still remains one of the key “investors”, being active in numerous areas of the economy. Thus, along with government agencies, it has a substantial impact on the situation of many cities. Another major issue is the lack of the indispensable coherence in the activities of state authorities in this respect and the insufficient level of cooperation with cities when it comes to their principal challenges and problems (uncontrolled suburbanization, spatial order, revitalization).



URBAN POLICY GOALS RELATED TO MANAGING URBAN AREAS ORIGINATE I.A. FROM THE FOLLOWING DOCUMENTS: THE NATIONAL STRATEGY OF REGIONAL DEVELOPMENT, THE EFFICIENT STATE STRATEGY 2020, THE WHITE BOOK OF METROPOLITAN AREAS, THE NATIONAL SPATIAL DEVELOPMENT CONCEPT 2030

On the implementation of urban policy objectives

A key direction of the National Urban Policy in terms of managing cities and their functional areas as carried out by the government and its agencies as well as local governments is enhancing cooperation. **In essence, voluntary cooperation in managing cities and their functional areas ought to engender constant improvement of the quality of said management, which in turns leads to a better allocation of resources and a greater accessibility and quality of public services, and finally to an improved quality of life and competitiveness of urban areas.**

Improved management quality should be achieved through attempts to effectively exploit the potential of urban areas (human resources, tangible assets, interrelations) by improving the opportunities and propagating coordination of public administration units at various levels in cooperation with the representatives of social and business partners.



AMENDMENT OF PROVISIONS

Objective: efficient, competitive and strong city

A review of provisions on the operation of local government will be carried out, followed by a proposal of modifications, whose results should be:

- launching modern mechanisms of development management aiming at resource efficiency and engaging social and business partners,
- providing stable and lasting economic growth,
- enhancing public participation in the activities of local authorities.

person responsible: minister competent for regional development in cooperation with competent ministers, including the minister competent for public administration

Cities and their functional areas ought to be managed on the basis of the **principle of partnership**, which entails common determination and achievement of developmental goals within a particular functional area. Furthermore, it is crucial to apply the **principle of multi-level management**, which is salient for the entire National Urban Policy and entails effective coordination of activities between the government (and the entire administration), the province governments and the local governments in the form of horizontal and vertical cooperation between local government units and other entities within the urban functional area (business circles, local

institutions, NGOs, residents) – all partners whose activities may be material for the achievement of common goals.

Urban management ought to involve municipal authorities actively searching for partners and common problem solving. Cities can find their partners in various activities and spheres among e.g.: the government, other local governments (i.a. province, district and municipal authorities), social actors (associations, NGOs), academic centres, business and citizens. What might be extremely helpful and facilitate the process of engaging citizens in urban management is

expanding the competences of municipal bodies (estate or district councils)



PUBLIC PARTICIPATION,
Supporting bottom-up activity
of the residents

The cities' networking and undertaking permanent, long-term cooperation is

particularly vital in the case of neighbouring minor urban centres. For them, an essential area of cooperation is a rational division of functions in order to e.g. provide better public services and manage their budgets more efficiently.

On the fundamental principles of cooperation

The quality of urban functional areas will be improved for the purposes of the National Urban Policy by means of the following measures:

Introduction of **flexible mechanisms of cooperation** between local government units, with the main principles being:

- the principle of voluntary cooperation – when seeking to provide possibly permanent cooperation mechanisms, local authorities should be able to choose the model of managing a functional area (due to the diverse structure of functional urban areas, cooperation traditions, variety of programmes supporting shared activities etc.);
- the principle of developing possibly flexible solutions, cooperation rules and institutional forms (imposing the scope of activities on shared bodies should be avoided; the choice and rules of transferring tasks to local government units should be possibly flexible and subject to decision by the involved parties);
- the principle of striving for the rationalization of public expenditure;
- the principle of abstaining from creating new levels of local government and from establishing superfluous institutions;
- the ability to establish municipal unions between various levels of local government (voivodship, poviats, municipality).
- the principle of equality of the partners, which entails ensuring balance, acknowledging the significance of units of various size

within a particular functional area (which is especially substantial in functional urban areas centred around a large city) and covering the expenses jointly and fairly;

- the provision of various communication models, including communication being managed by a local government company (also by an external operator);
- the ability to unify the rules of application, acknowledgement and settlement of concessions e.g. in public transport.



ACTION

Objective: efficient, competitive and strong city

The competent ministers will assess the functioning of the provisions regulating the mechanisms of cooperation between local government units and will study the need for legal amendments.

person responsible: minister competent for public administration and minister competent for regional development

The essence and the goal of the amendments should be to deepen and to expand the existing solutions towards a more efficient cooperation. The above mentioned provisions will facilitate effective institutionalization of cooperation within functional urban areas – both in the largest ones (cities) and in small and medium-sized towns.

A key issue, where inadequate cooperation between local governments in a functional area causes a lower quality of public services, is that of transport services. Cities ought to make special effort to solve this problem by cooperating more closely, e.g. establishing transport unions covering an entire functional area, introducing a “shared ticket” and further solutions which integrate services and improve their quality.

At present, the system of financing local governments does not adequately support cooperation between local government units which aim at optimising public services. In some cases it goes as far as discouraging the authorities from such cooperation. Some of the

problems are the uneven responsibility for costs of providing services by local authorities (not adequate to the services’ actual recipients) or the difficulties in assigning services precisely to citizens according to the latter’s place of residence (or the place where they pay their taxes). This gives rise to conflicts and hampers permanent, unanimous cooperation. Steps must be taken to find systemic solutions to these issues. It is indispensable to work out financing mechanisms which would encourage local government units in functional urban areas to cooperate in order to optimize the provision of public services such as public transport, water management, waste management, education etc.



AMENDMENT OF PROVISIONS

Objective: competitive and strong city

The regulations and the condition of the finances of local government units need to be reviewed and analysed in order to identify obstacles for cooperation between units as well as other dysfunctions and to find end-to-end solutions in order to optimize the system. The directions of change may concern i.a.:

- the local governments’ share in income from personal income taxes and corporate income taxes (Act of 26 July 1991 on Personal Income Tax, Act of 15 February 1992 on Corporate Income Tax),
- concessions – in the form of subsidies for local government units – for more efficient spending of resources resulting from cooperation of local government units in providing public services,
- issues of distribution of general subsidies, including the possibility of directly subsidising formal entities established for the purpose of joint provision of public services by local governments.

person responsible: minister competent for public finance in cooperation with minister competent for public administration and minister competent for regional development



EU FUNDS FOR 2014–2020

Objective: competitive and strong city

The **Operational Programme Technical Assistance** involves local government units and their unions carrying out projects propagating a functional approach in spatial planning, an integrated approach to solving common problems (e.g. by means of Integrated Territorial Investments) and the development of conditions in which it will be possible to determine the areas of cooperation between local government units within functional urban areas. Funding is provided i.a. for activities developing the competences of local government units and activities related to revitalization planning.

An additional instrument which cities will be able to use are **innovative actions in the field of sustainable urban development**. 370 million euro is the amount earmarked for this instrument from the ERDF (for all Member States). These funds will support activities including research and pilot projects aiming at identifying or testing new EU-wide solutions related to the sustainable development of urban areas.

The EEA Financial Mechanism includes the programme “Urban development through strengthening the competences of local government units, social dialogue and cooperation with representatives of civic society”. The programme’s objective is to achieve a greater social and economic coherence on the national, regional and local level by means of working out mechanisms of effective cooperation between local government units and between those units and representatives of civic society or business in order to take joint decisions on a given area or solve issues vital for the area. The goal of the projects carried out under the programme is also designing urban areas which will be friendly for all categories of residents.

On taking into account urban cultural policy

A key element in urban management, including the management of functional urban areas, is a consistent and coherent urban cultural policy. Culture not only involves creating the city’s image, but also

constitutes an essential element of urban economy and a factor with a real impact on the quality of life of all residents of a given functional area.

On integrated approach to development

Introducing and propagating functional urban area management, not only in minor towns, requires **determining rules and practice of management in accordance with the principle of functional approach**. This concerns predominantly the management of functional urban areas, in particular precluding and restraining spontaneous suburbanization

SPATIAL MANAGEMENT,
On reducing the chaotic urban
sprawl

Another important matter which requires functional approach to management are issues related to road management. In essence, the model applied in cities with district rights, where the city manages all the roads on its territory regardless of the category (with the

exception of highways and expressways), could be used in all urban areas – depending on the choice of the authorities depending on their readiness to take such responsibility and in consultation with road operators. This solution ought to be available not only in cities, but also in their entire functional areas. In such cases the function of road operator would be taken over by a union of local government units (or another formal entity). Yet the solution should be employed with flexibility, admitting various forms (e.g. in some cases the city could take over the management of all but national roads, and in another, for instance that of major functional urban areas, it could operate even expressways).

The general course of action in managing functional urban areas is developing the culture of cooperation between local governments, so that it becomes real, partnership-like and effective. Cooperation in managing functional urban areas ought to be supported in the case of not only large, but also minor – sub-regional and local – centres. Furthermore, the province authorities, too, should be included in the management.

An instrument which is expected to strongly enhance the development of a permanent platform for functional urban area management are the **Integrated Territorial Investments (ZIT)** – a new tool of the EU Cohesion Policy implemented by the government to strengthen the development in functional urban areas. One of the central objectives of the Integrated Territorial Investments is promoting a model of partnership cooperation among various administrative units of a functional area by means of carrying out shared and integrated undertakings which constitute a complex answer to the needs and problems of cities and their functional areas. This new solution should be treated not only as an element of cohesion policy, but also as a pilot study on developing effective, institutionalized cooperation in functional areas. The conclusions and experiences gathered thanks to the Integrated Territorial Investments will become the basis for effective and permanent models of functional urban area management in Poland.

EU FUNDS FOR 2014–2020

The prerequisite of eligibility for assistance under the Integrated Territorial Investments instrument, which is directed at functional province centres, is a documented intention of cooperation between local government units in the form of an institutionalized partnership, followed by preparing an Integrated Territorial Investments Strategy – a document indicating common challenges and objectives, but also proposals of specific projects.

It is indispensable to maintain activities aiming at a better use of national (distributed by various ministers or earmarked funds) and regional (distributed by local government units) public funds, which will ensure coherent financing of the adopted goals and their highest effectiveness.

Urban issues should be reflected in the system of implementing strategic documents on the national (nine integrated strategies) and on the regional (province development strategies) level. This will allow for an optimal use of the system of territorial agreements.

OBJECTIVES OF THE NATIONAL URBAN POLICY

THE IMPLEMENTATION SYSTEM OF THE NATIONAL URBAN POLICY



ACTION
Objective: compact and sustainable, competitive and strong city

The delivery of integrated strategies in the system of implementing strategic documents will take into account the objectives of the National Urban Policy in the relevant elements of the implementation of those strategies.

person responsible: ministers competent for the implementation of integrated strategies, coordination: Coordinating Committee on Development Policy

Another thing which is crucial for the furtherance of public interests is ensuring the coherence of the activities undertaken by government agencies with the courses of action determined by the National Urban Policy. Minister competent for the State Treasury, as the central entity who initiates and coordinates the policy of managing the property of the State Treasury and of public legal persons, together with public administration bodies representing the State Treasury and other bodies authorized to represent the State Treasury under separate regulations (ministers, province governors, directors of state agencies) should endeavour to carry out their activities in accordance with the objectives determined in the National Urban Policy to the greatest possible extent.



ACTION

Objective: compact and sustainable, competitive and strong city

The minister of the State Treasury will inform the representatives of the State Treasury in supervisory boards and partner plenipotentiaries of the directions and objectives determined in the National Urban Policy, in particular of the issues concerning sustainable development and quality of life.

minister competent for State Treasury



SPATIAL MANAGEMENT,
On improving the quality
of spatial planning and shaping

On the regional level, province authorities are encouraged to prepare their own regional urban policies, where they will determine the role of the province

government in facilitating urban development in the province (including functional urban areas).

The role of regional authorities in managing urban development, including functional urban areas, is especially essential due to the fact that regional government is responsible for the implementation of province strategies, allotting a considerable part of EU funds for

Poland to regional and local investments through regional operational programmes and spatial planning on the level of provinces, which entails the integration of functional urban areas.

Since administrative bodies and government agencies act directly in cities and their functional areas, it is necessary to maintain permanent dialogue with cities and to enhance cooperation in order to ensure a flow of information between the government and local authorities.



AMENDMENT OF PROVISIONS

Objective: compact and sustainable city

The applicable regulations ought to be analysed and new regulations should be proposed in order to develop a suitable legal framework for dialogue between the government and municipal authorities.

person responsible: minister competent for regional development

On the integration of municipal planning documents

On the municipal level, improving the effectiveness of local government's activity requires the integration and coordination of activities in various areas. This will enhance synergy and connect activities, thus improving their effectiveness and ensuring more efficient public spending. This is material also in the context of the integration of social and economic planning with spatial planning, which has been announced for the national regional and spatial policy (National Strategy of Regional Development 2010-2020 and National Spatial Development Concept 2030).

Ensuring a strategic, multisectoral and long-term approach to development-related measures may take the form of e.g. gradual

integration of documents drafted by cities under various provisions. Currently, numerous statutory duties of cities are often carried out in an incoherent or insufficiently coordinated manner. The catalogue of municipal duties involves a number of issues, including spatial order, roads and traffic organization, organization of public transport, health care, public education or culture.

Planning the urban authorities' activities in all these areas should be integrated within coherent documents covering various aspects of local development and management. A possibly low number of documents should bring together a large number of areas and issues in a city which are subject to obligatory sectoral plans, programmes

or strategies. The integration of these documents will render them a real reference for all activities undertaken by the authorities.



ACTION

Objective: compact, efficient, competitive and sustainable city

Minister competent for regional development in cooperation with minister competent for administration will carry out pilot activities to analyse the obligatory strategic documents prepared by the city and their factual delivery and usefulness in performing the city's statutory duties.

person responsible: minister competent for regional development

It is necessary to ensure active participation of the local community at every stage of drafting municipal development documents. Including a possibly large number of citizens in the process will enable them to play a more active role in shaping their direct environment.]

PUBLIC PARTICIPATION,
Consultations as the basic form
of social participation



AMENDMENT OF PROVISIONS

Objective: compact and sustainable city

Analysis of the applicable regulations and activities aiming at a gradual integration of local sectoral documents or plans which the cities are obliged to draft under various acts of law (e.g. the plan for the supply of heat, electricity and gaseous fuels, the strategy of social problem solving etc.)

minister competent for regional development and minister competent for public administration in cooperation with competent ministers

A high quality of documents concerning municipal development will facilitate the integration of social and economic planning with spatial planning (local zoning plans) on the local level.

The above mentioned mechanisms of cooperation between local government units should help determine development-related documents which encompass not only cities, but rather their entire functional areas. Even if it is impossible or superfluous to draft formal supramunicipal documents, it is still recommendable to seek to coordinate the content and premises of the documents in adjacent municipalities.

SPATIAL MANAGEMENT,

On developing centres of knowledge, exchange of experiences and promotion of good practices

Local governments and state administration could be assisted in spatial planning by means of establishing a national school for local government employees. It could train analysts and planners as a professional base in spatial planning.

Integrated approach to development requires a constant exchange of knowledge and the opportunity to profit from the experiences of other cities. The existing legal, organizational and financial solutions concerning integrated local management and cooperation



KNOWLEDGE CENTRE

Objective: sustainable and competitive city

Minister competent for regional development will coordinate modern, complex and functionally flexible solutions in terms of integrated management in functional urban areas. Furthermore, he or she will oblige the subordinate institutions to cooperate with local government units in terms of sharing experience in integrated management of functional urban areas, in particular when it comes to flexible mechanisms of local government cooperation.

person responsible: minister competent for regional development

with partners should be further developed and serve other cities. Similarly, the Leipzig Charter points to the growing significance of systematic and structured exchange of experiences and knowledge on sustainable development.

Apart from knowledge centres, also the already existing instruments of experience pooling should be developed, an example being the URBACT programme. Confronted with complex social and economic

change, cities still lack knowledge on the promotion of good practices, acquired expertise and experiences on sustainable urban development. It is vital to facilitate sharing experience between local and regional authorities, drawing conclusions based on completed projects and propagating their effects as well as creating a platform for cooperation for those who develop the directions of urban policy and the practices of sustainable urban development. Ever since 2002, the URBACT programme has been a forum for pooling experience,



ACTION

Objective: compact, efficient, competitive and sustainable city

The URBACT programme is part of the European Territorial Cooperation programme and is co-financed by the EU funds (under the European Regional Development Fund) and by the Member States. Its objectives are sharing knowledge and experience and promoting sustainable integrated urban development. It assists cities in developing practical, innovative and sustainable methods which combine economic, social and environmental dimensions. It allows them to share good practices and experience with all professionals dealing with European urban policy.

Through participating in shared projects (so called thematic networks), the cities strive to find viable solutions to relevant issues, such as for instance supporting business, developing housing, enhancing the city's brand or facilitating the operation of instruments such as the Integrated territorial Investments. On the one hand the partners participate in international meetings where they can share experience, on the other hand each project partner, assisted by its local support group, has to work out a so called local action plan.

The programme's budget amounts to 74 million euro from ERDF funds and 22 million euro from Member States' contributions (96 million euro in total).

person responsible: minister competent for regional development

which is especially useful in terms of popularising knowledge on integrated urban management. The experience gathered through the URBACT programme is used also on the Urban Development Network platform initiated by the European Commission in October 2014. The platform gathers together predominantly municipal authorities.

Integrated management requires an improved system of collecting information and statistical data and of monitoring and evaluating policies, systems of providing public services and other phenomena related to the development of functional urban areas. This will

render it possible to create (quantitative and qualitative) databases, which policy-makers need when taking decisions concerning functional urban area management on the

basis of up-to-date and possibly accurate information (evidence-based policy).

These activities will be accompanied by measures improving the institutional capability of multilevel and partnership-oriented management of functional urban areas. These measures are particularly relevant in cities where such instruments have not been applied so far.

In order to improve the effectiveness of urban management, which in turn leads to a higher quality of life and financial efficiency of local governments, cities ought to apply **modern and effective management tools** for the administration of the city and its functional area. Therefore the local authorities should strive to improve the development of IT and telecommunication tools in order to ensure a swift and efficient flow of information or use monitoring tools which enable immediate response.

They should seek to create and expand an IT platform where they could collect data on the city's infrastructure and processes. Such a platform could include subsystems operating individual infrastructural elements such as urban transport, traffic and crisis management, urban lighting, urban monitoring system, urban grids, waste management, water and sewage management and communication with citizens (in terms of both public participation in

urban management and ad hoc information relevant to the residents). The operation of such a platform requires efficient data transfer infrastructure which covers the entire urban area and allows for the future integration of new services and functionalities. The result should be increased public security, improved operation of the city and better adjustment of the services to the citizens' needs.

PUBLIC PARTICIPATION,
Consultations as the basic form
of social participation



The development and application of new technologies may substantially support cities in improving their efficiency and in adapting their organizational and functional structures to economic and social changes. Therefore it is indispensable for cities to carry out modern technological projects (including information and



ACTION

Objective: compact, efficient, competitive and sustainable city

Minister competent for science will support the dissemination of modern technical, technological and organizational solutions related to the functioning of urban areas. He or she will assist local government units in choosing optimal technological and organizational solutions improving the conditions of urban areas. Together with other ministers, he or she will coordinate activities aiming at the cooperation of science, business and local government units in terms of developing, expanding and implementing modern management and technical solutions which answer the cities' needs.

person responsible: minister competent for science

communication technologies, involving i.a. increasing the access to broadband Internet, modern administration of valuable databases (e.g. big data, cloud computing) and introducing public e-services into the process of modern urban management), which will render the urban structures more efficient and improve the quality of services, which in turn will improve the living conditions of the citizens.

5

THE IMPLEMENTATION SYSTEM OF THE NATIONAL URBAN POLICY

The delivery of the National Urban Policy is an element of the implementation system of the National Strategy of Regional Development 2010-2020, the National Spatial Development Concept 2030 and the National Development Strategy. Similarly to those three documents, it is carried out by the **Council of Ministers**. Urban policy is delivered by means of local activities carried out for the benefit of cities (functional urban areas) in individual sectors of state administration, arising particularly out of the obligation to implement nine integrated strategies, including the National Strategy of Regional Development. In consequence, all the competent **ministers** participate in the delivery of the National Urban Policy within their capacities, especially by means of adjusting sector policies to the diverse needs of cities and their functional areas. Ministers work towards better complementarity of various national public policies with urban policies. They organize centres of knowledge, whose purpose is to find model solutions for complex developmental undertakings in urban areas which require cooperation, synchronisation of the activities of various entities and the development of legal solutions. Further goals of the centres is to carry out pilot projects and to propagate good practices.

APPENDIX NO. 1



Minister competent for regional development plays a special role in terms of urban policy, as it is his or her task to initiate, design and deliver urban policy. Minister competent for regional policy coordinates and monitors the implementation of the National Urban Policy on the national level. This coordination involves:

- harmonising a possibly wide spectrum of simultaneous development activities of various sectors carried out for the benefit of cities (functional urban areas),
- initiating mechanisms which improve the municipal dimension of public policies (territorialisation),
- improving the effectiveness of activities for the benefit of cities in various sectors.

The activities carried out by government agencies who deliver urban policy are coordinated by the **Team for Territorial Dimension, Spatial Order and National Urban Policy** of the Coordinating Committee for Development Policy. The Team's task will be to monitor and coordinate the delivery of the strategic objective and the individual detailed goals of the National Urban Policy on a permanent basis. The Team as well as the entire Coordinating Committee for Development Policy coordinate the implementation of the country's developmental objectives determined in the National Development Strategy and the nine integrated strategies, striving for an optimal inclusion of the urban dimension of those strategies, with particular focus on the development-related background of small and medium-sized towns.

The principal platform of strategic dialogue between the government and the local governments on the implementation of the National Urban Policy is the **Joint Central Government and Local Government Committee**, and in particular its Team for Functional Metropolitan and Urban Areas.

Minister competent for regional development, acting on behalf of the Council of Ministers, enters into a territorial agreement with the voivodship government. The agreement specifies the objectives and priority undertakings which are vital for the development of the country and the relevant voivodship, the form of their financing, coordination and performance as well as subsidies for programmes prepared by the voivodship government and related to the performance of the partnership agreement in the area of cohesion policy. The territorial agreement is of importance for urban policy due to the fact that the projects it encompasses largely concern the development of urban areas. Perfecting the contractual approach while taking into account the provisions and objectives of the National Urban Policy will facilitate more accurate, efficient and partnership-like decision making concerning the principal investments and undertakings. This is crucial from the point of view of both the central objective of the National Urban Policy in the context of quality of life and sustainable urban development and the necessity of rational public spending.

Minister competent for regional development uses the centre of knowledge to gather, produce and render accessible information on mechanisms, solutions, instruments and other tools which may be useful to municipal governments and render their activities more efficient. Furthermore, minister competent for regional development undertakes additional outreach and promotional activities concerning the accomplishment of the objectives and the delivery of the National Policy and carries out respective pilot projects.

APPENDIX NO. 2



Taking an active part in the debate on the determination and implementation of the European Urban Agenda, the minister competent for regional development strives for synergy and complementarity of the National Urban Policy with the Urban Agenda at the stage of its development, delivery and possible review after 2020.

All **government agencies and other public entities**, including those responsible for corporate governance in the State Treasury, are involved in the implementation of urban policy.

Cities (local government)

Local government units are the primary and fundamental subjects implementing the objectives of the National Urban Policy. Only the aggregate of their activities can produce a result – the delivery of the strategic objective of the National Urban Policy, namely the improvement of the quality of life of the citizens and the enhancement of the capacity of cities and urban areas, which in turn will produce sustainable development and new workplaces.

One of the responses to the challenges indicated by the National Urban Policy is improving the cooperation between local government units. The delivery of the National Urban Policy will require cooperation among cities, integration within functional urban areas and relations between towns and rural areas as well as between public authorities at various levels in functional urban areas. Following the provisions of the National Urban Policy should result in the development and constant expansion of a platform of partnership dialogue between government agencies and cities as well as of improved institutional and legal conditions for a shared, multi-actor performance of the cities' development activities.

The implementation of the National Urban Policy may be contingent on the unions of local governments, both on the national and on the regional level. They are important actors in the discussion on the development of cities, regions and the entire country. From the perspective of the National Urban Policy, they are relevant partners who propose concrete directions of activities and legislative changes as well as constitute crucial nodes in the information network.

Voivodship local government

On the regional level, the delivery of the objectives of the National Urban Policy hinges upon the role of the voivodship government. The **voivodship local government** is responsible for preparing and implementing the voivodship development strategy and the related voivodship land use plan. The plan should define the areas of the individual functional urban centres in the region (according to the recommendation in the National Spatial Development Concept 2030) and determine the functional urban areas of the voivodship centres (statutory requirement).

The voivodship government participates in developing and operating cooperation mechanisms in functional urban areas, where the following entities cooperate: city authorities and the authorities of the adjacent municipalities (together forming functional urban areas), local representatives of the government administration and representatives of the voivodship departments of government agencies who are responsible for the implementation of elements of the development policy.

The voivodship government and the voivodship speaker ought to take into account the urban dimension and the role of cities (including the small and medium-sized ones) as factors of development in the implementation of the voivodship development strategy. Voivodship authorities, who are most familiar with the local challenges and problems, are also encouraged to develop their own, regional urban policies. Regional urban policy differs from the National Urban Policy in that it omits to introduce systemic solutions and oblige the Council of Ministers to perform specific activities, while at the same time taking care of the situation in voivodship cities belonging to individual categories, so that the voivodship is able to make use of the potential of the cities for the benefit of regional development. The voivodship government should develop cooperation with cities and municipalities within the functional urban area, thus playing an active role in enhancing the development of all the regional cities and their functional areas. Regional urban policies may become a fundamental element in determining the development policy of the regions after 2020 (including support priorities in the next batch of European funds and in the next edition of territorial agreements).

Social and economic partners

According to the current integrated approach to regional policy, not only the government and the local governments, but to a large extent also social partners and businesses constitute its actors. The objectives of the National Urban Policy cannot be achieved without them. Enhancing cooperation must be based on social dialogue, the citizens' participation in city management and close cooperation with science and business. Thanks to society's participation in city management, the local governments' activities may be better adjusted to the actual needs of the citizens and other urban users. The involvement of business is indispensable due to the fact that it is businesses who facilitate the expansion and economic development of urban areas to a greatest extent. Furthermore, business becomes a key participant of development activities due to its participation in public-private partnership. In addition, the involvement of social partners, non-governmental organizations and businesspeople will provide for the necessary support for the activities.

Expanding participation in activities aiming at urban development constitutes a vital element of the National Urban Policy. The notion of participation was implemented during work on the National Urban Policy. The preparations of and discussion on the National Urban Policy coincided with the dynamic development of the so called urban movements, which may be seen as a potentially meaningful party in the debate on urban areas – not only on the local, but also on the regional and national level.

Assessment of the implementation of the National Urban Policy

The effectiveness, accuracy and efficiency of governmental activities towards the implementation of the objectives determined in the National Urban Policy will be ensured by a two-time assessment of the delivery: in 2019 and after 2023 (ex-post evaluation). Moreover, the delivery of the National Urban Policy will be subject to continuous evaluation on the basis of information from individual ministries, central agencies and voivodship agencies and opinions from local governments and professional organizations, studies, assessments and other documents. The results will be presented every six months on the forum of the Coordinating Committee for Development Policy. The assessment of the implementation of the National Urban Policy is a part of the process of continuous evaluation of the effectiveness of public policies which are elements of the system of Poland's development management. The evaluation process is organized and the conclusions are implemented by the minister competent for development.

6

MONITORING THE APPLICATION OF THE URBAN POLICY

Monitoring objectives

The dynamic development of urban areas, their internal diversity and the processes within them bring about – often extensive and intense – transformations of the urban space and landscape. These transformations and their results are registered, albeit ordinarily in an incomplete and diffuse manner. As a result, the knowledge which could be used in the management of cities and their functional areas as well as in the decision-making process concerning the use of space in accordance with the principle of sustainable development is insufficient. The purpose of monitoring urban policy activities is to correctly diagnose the level of development of a particular area on the basis of internal data and to obtain reliable feedback on the results of the activities undertaken in urban areas, which are the complex addressees and places of intersection of various policies.

The conclusions of the monitoring should be used as bases for developing long-term urban strategies, signals of imminent difficulties and sources of knowledge on the present and planned changes from the perspective of local communities. One of the stages of developing the system of monitoring the implementation of urban policy is the integration of data from various existing systems and resources and their constant adaptation to local needs – especially in terms of scale/level of collecting reliable data.

Urban policy will be monitored in connection with the existing institutions and tools which describe and monitor development policy. The fundamental prerequisite for launching an efficient urban policy monitoring system will be **adapting the development policy monitoring system so that it can monitor the activities of urban policy on the level of functional urban areas** following their prior determination (in accordance with the predefined standards and local needs).

Meeting the above condition will be possible thanks to the fulfilment of the two partial objectives:

- 1. formulating/expanding the data set territorially within cities and using it as foundation for databases**, which will make it possible to e.g. identify degraded areas and propose suitable interventions. The fundamental activity leading to that end is obtaining and integrating a wide spectrum of **existing** data (from municipal registers, tax offices, voivodship speakers' offices, the Head Office of Geodesy and Cartography etc.), which will allow for the analysis of internal disparities within cities. Additionally, as far as possible, activities to expand the obtained data set and to have the Central Statistical Office perform separate studies dedicated to urban areas will be carried out.
- 2. creating opportunities to obtain necessary, currently unavailable data for cities (including small and medium-sized ones)**. It is essential to deepen the level (down to the level of town districts or urban units) and to expand the catalogue of data collected e.g. in the Bank of Local Data of the Central Statistical Office or on the basis of the development of the STRATEG system. It is also vital to create access to basic data in order to prepare a reliable diagnosis or a demographic forecast for urban areas, predominantly for the purposes of making a reliable list of lands to be used for construction.

For that purpose, the minister competent for regional development in collaboration with the Central Statistical Office will expand the scope of official statistics in order to:

- enhance the possibilities of monitoring the changes in the development of functional urban areas,
- enhance the possibilities of studying diversity within urban areas,
- identify and monitor degraded areas,
- measure the economic potential of urban areas.

Institutional system

According to the principle of integrity, the system of monitoring urban policy will be a part of the system of monitoring spatial and regional development policy proposed in the existing documents – the National Spatial Development Concept 2030 and the National Strategy of Regional Development 2010-2020, which determined the system's foundations. One of the objectives of monitoring public policies from the territorial point of view is to facilitate the delivery of urban policy on each level of management and to carry out a continuous verification on the basis of the collected and analysed data.

Efficient implementation of development policies, including urban policy, and ensuring objective and complete information (evidence-based policy) will require the use of institutions that will assist the monitoring processes introduced by regional policy (Regional Territorial Observatories and the National Territorial Observatory) and the evaluation processes (National Evaluation Unit and regional evaluation units). At the same time the existing database will be expanded with data which will make it possible to assess changes caused by the implementation of urban policy. These institutions constitute a system of cooperation and provide a flow of information between the major public entities participating in the planning and implementation of development policy in order to monitor and assess the entire public intervention with territorial impact, also on urban areas. The regional and spatial policy monitoring system will focus more on monitoring tendencies and phenomena in cities and functional urban areas.

Ultimately, an **urban policy monitoring system** will be launched. It will have the character of a network and will consolidate the activities of entities on the national and the regional level. In this context it will be crucial to create a permanent connection with the work of the Central Statistical Office and the Head Office of Geodesy and Cartography as natural participants of the monitoring process. The role of the Central Statistical Office will be more prominent here: the obligation to carry out statistics imposed on cities and other units and institutions involved in the process of providing data, the reliability of data and the adjustment of their detail to the needs of urban policy and revitalization, as well as the interval and regularity of their collection (not necessarily annual) are the foundations of the system, which is supposed to facilitate the analysis of the condition and trends for the purpose of efficient management of urban development and revitalization programmes in accordance with the principle of evidence-based policy.

An additional element facilitating urban policy monitoring will be the findings of research institutions specialising in urban, spatial and evaluative matters, as they will contribute expertise, analyses and assessments, ensuring accuracy and effectiveness of the delivery of urban policy.

Sources of data

Since various sources of information, data sets, indices and registers of spatial data, in particular data essential for cities (collected on various levels and in various spatial scales) exist as resources of public institutions, yet not within official statistics, a key task in the process of developing an urban policy monitoring system are permanent attempts to systematize, marshal and connect or coordinate these resources and to lend them an interoperational character. Many public and non-governmental entities have taken the initiative to consolidate the existing knowledge and to render it accessible. An urban policy monitoring system requires the development of a system of obtaining information from various sources (especially public ones) and the cooperation of the minister competent for regional development with i.a. the Central Statistical office, the minister competent for administration and the Head Office of Geodesy and Cartography.

Review of the possibilities of obtaining information from public sources (databases, registers, resources of central agencies and local government units, reviews and reports produced by national and European institutions, research centres etc.) in order to develop an efficient networking urban policy monitoring system.

Example sources (already existing or currently developed) are: Geoportal 2, STRATEG, public services monitoring system, System of Local Government Analyses, Open Information Platform "Post-industrial and Degraded Areas", Integrated System of Information on Real Properties, Centre for Spatial Analyses for Public Administration (as a centre for spatial analyses connecting and analysing data from various registers), Polska 3D+, Urban Audit and others.

The functionality of the STRATEG database concerning data review and analysis from various territorial angles will be expanded as far as possible with data for functional urban areas and cooperation areas (including e.g. integrated territorial investments).

As the works on the development of national infrastructure for spatial information and standardization of data resources progress, the monitoring system will become able to use resources of spatial data and network services created as part of this infrastructure.

Various aspects of urban spatial policy will be reflected in the report on social and economic, regional and spatial development as well as in related interim reports made by the minister competent for regional development on the basis of the results of evaluations and analyses. The assessment (evaluation) of the implementation of urban policy objectives in the context of phenomena occurring in cities and functional urban areas makes it possible to adjust policies focused on urban issues from the territorial point of view on the national and regional level.

Additional elements increasing the knowledge of urban areas

The urban policy monitoring system, which is useful on both the national and the local level, will be complemented by additional tools which will increase the knowledge of urban areas and render it possible to take optimal decisions on urban development. One of the noteworthy instruments are the instrument for comparing urban areas developed by ESPON (city benchmarking), the Local Human Development Index and a developing branch of knowledge – urban studies.

City benchmarking

Municipal authorities should as far as possible make use of research data and research tools in terms of knowledge-driven territorial planning.

City benchmarking is an analytic method applied in ESPON projects, a tool of shaping and evaluating development policies on the central, regional and local level. The simplicity and ease of applying benchmarking as an evaluation tool allows its practical use by representatives of public administration at various levels and by experts responsible for developing and implementing spatial planning policies.

[HTTP://CITYBENCH.ESPON.EU/](http://citybench.espon.eu/)



Benchmarking is a transparent method of comparing similarities in cities, at the same time giving each city an opportunity of self-assessment. Benchmarking is a tool for evaluating the level of development of a city and its position in comparison to cities of similar dimensions, specificity, functions etc. It renders it possible to diagnose the potential of the city's development against the background of a selected group of other cities. The result of benchmarking is indicating factors which render a particular process or urban activity implemented elsewhere more effective.

Local Human Development Index

One of the existing elements facilitating urban policy monitoring is the Local Human Development Index (LHDI), which shows inequalities in territorial development on the level of districts. The indicator, which is based on three fundamental variables related to health, education and wealth of the citizens, may be helpful for local authorities in determining priorities in the context of present and future social problems. The LHDI study is carried out regularly, yet not more frequently than every two years due to the character of the indicator's components – health, education and investments – which produce effects only in the long term.

Urban studies

Managing cities and their functional areas requires taking into account the complex relations within functional areas. Urban studies are a relatively new discipline dealing with the functioning of urban areas and modelling their sustainable development. Its application may turn out useful, because not all phenomena occurring in the city can be calculated and analysed and bring conclusions serving as basis for effective activities by municipal authorities and other entities. Urban studies could have the added value which sets of indicators lack – the historical or sociological perspective (the usefulness of public spaces, satisfying the needs of citizens etc.). Noticing long-term processes in Poland coupled with findings from analyses based on the regular collection of “hard” data and well-organized knowledge ought to constitute the foundations of determining priority activities and taking accurate decisions in the process of urban management.



APPENDIX No. 1

Report on the relations between the specific objectives of the urban policy with the objectives of the integrated strategies

The following list presents major objectives of integrated strategies, which will be attained as a result of implementing individual objectives of the National Urban Policy:

Objective 1.

Establishing the conditions for effective, efficient, and partner-like management of development in urban areas, in particular in metropolitan areas [efficient city]

This objective will be achieved through implementing in particular the following objectives of integrated strategies in the urban dimension:

Strategy for Innovation and Efficiency of the Economy “Dynamic Poland 2020”

Objective 1. Adjustment of the regulatory and financial environment to the needs of innovative and efficient economy

Objective 2. Stimulating innovation through increase in knowledge and work efficiency

Objective 3. More efficient use of natural resources and raw materials

Objective 4. Greater internationalisation of Polish economy

Human Resources Development Strategy 2020

Objective 5. Improving competence and qualification levels of citizens

Transport Development Strategy until 2020 (with a prospect until 2030)

Objective 2. Improving the organization and management of the transport system

Objective 1. Establishing a modern and coherent transport infrastructure network

Efficient State Strategy 2020

Objective 2. Increase in institutional efficiency of the state

Objective 3. Effective management and co-ordination of development actions

Strategy for Sustainable Development of Rural Areas, Agriculture, and Fisheries for 2012-2020

Objective 1. Improving the quality of human and social capital, employment and entrepreneurship in rural areas

Objective 2. Improving the living conditions in rural areas and improving their spatial accessibility

Social Capital Development Strategy 2020

Objective 2. Improving the social participation mechanisms and the citizens' influence on public life

Objective 3. Facilitating social communication and knowledge sharing processes

Energy Security and Environment Strategy (prospect until 2020)

Objective 1. Sustainable management of environmental resources

Objective 2. Providing the national economy with a safe and competitive energy supply

Objective 3. Improving the condition of the environment

National Strategy of Regional Development 2010-2020: Regions, cities, rural areas

Objective 3. Creating the conditions for efficient, effective and partnership implementation of development activities targeted at territories (efficiency)

Objective 2.

Supporting the sustainable development of urban centres, including preventing negative phenomena of uncontrolled suburbanization [compact and sustainable city]

This objective will be achieved through implementing in particular the following objectives of integrated strategies in the urban dimension:

Strategy for Innovation and Efficiency of the Economy "Dynamic Poland 2020"

Objective 1. Adjustment of the regulatory and financial environment to the needs of innovative and efficient economy

Objective 2. Stimulating innovation through increase in knowledge and work efficiency

Objective 3. More efficient use of natural resources and raw materials

Objective 4. Greater internationalisation of Polish economy

Transport Development Strategy until 2020 (with a prospect until 2030)

Objective 1. Establishing a modern and coherent transport infrastructure network

Objective 2. Improving the organization and management of the transport system

Objective 4. Reducing negative impact of transport on the environment

Efficient State Strategy 2020

Objective 3. Effective management and co-ordination of development actions

Strategy for Sustainable Development of Rural Areas, Agriculture, and Fisheries for 2012-2020

Objective 2. Improving the living conditions in rural areas and improving their spatial accessibility

Social Capital Development Strategy 2020

Objective 3. Facilitating social communication and knowledge sharing processes

Energy Security and Environment Strategy (prospect until 2020)

Objective 1. Sustainable management of environmental resources

Objective 2. Providing the national economy with a safe and competitive energy supply

Objective 3. Improving the condition of the environment

National Strategy of Regional Development 2010-2020: Regions, cities, rural areas

Objective 1. Support for the growth of competitiveness of regions (competitiveness)

Objective 2. Building territorial cohesion and preventing the marginalization of problem areas (cohesion)

Objective 3. Creating the conditions for efficient, effective and partnership implementation of development activities targeted at territories (efficiency)

Objective 3.

Restoring the development capacity through revitalization of socially, economically, and physically degraded urban areas [coherent city]

This objective will be achieved through implementing in particular the following objectives of integrated strategies in the urban dimension:

Strategy for Innovation and Efficiency of the Economy “Dynamic Poland 2020”

Objective 1. Adjustment of the regulatory and financial environment to the needs of innovative and efficient economy

Objective 2. Stimulating innovation through increase in knowledge and work efficiency

Objective 3. More efficient use of natural resources and raw materials

Objective 4. Greater internationalisation of Polish economy

Human Resources Development Strategy 2020

Objective 3. Improving the situation of persons and groups at risk of social exclusion

Social Capital Development Strategy 2020

Objective 4. Development and effective use of cultural and creative potential

Energy Security and Environment Strategy (prospect until 2020)

Objective 1. Sustainable management of environmental resources

Objective 2. Providing the national economy with a safe and competitive energy supply

Objective 3. Improving the condition of the environment

National Strategy of Regional Development 2010-2020: Regions, cities, rural areas

Objective 1. Support for the growth of competitiveness of regions (competitiveness);

Objective 2. Building territorial cohesion and preventing the marginalization of problem areas (cohesion)

Objective 3. Creating the conditions for efficient, effective and partnership implementation of development activities targeted at territories

Objective 4.

Improving competition and the capacity of main urban centres to promote development, growth, and employment [competitive city]

This objective will be achieved through implementing in particular the following objectives of integrated strategies in the urban dimension:

Strategy for Innovation and Efficiency of the Economy “Dynamic Poland 2020”

- Objective 1. Adjustment of the regulatory and financial environment to the needs of innovative and efficient economy
- Objective 2. Stimulating innovation through increase in knowledge and work efficiency
- Objective 3. More efficient use of natural resources and raw materials
- Objective 4. Greater internationalisation of Polish economy

Human Resources Development Strategy 2020

- Objective 1. Increasing employment
- Objective 3. Improving the situation of persons and groups at risk of social exclusion

Transport Development Strategy until 2020 (with a prospect until 2030)

- Objective 1. Establishing a modern and coherent transport infrastructure network
- Objective 2. Improving the organization and management of the transport system

Efficient State Strategy 2020

- Objective 5. Efficient provision of public services

Strategy for Sustainable Development of Rural Areas, Agriculture, and Fisheries for 2012-2020

- Objective 2. Improving the living conditions in rural areas and improving their spatial accessibility

Social Capital Development Strategy 2020

- Objective 4. Development and effective use of cultural and creative potential

Energy Security and Environment Strategy (prospect until 2020)

- Objective 1. Sustainable management of environmental resources
- Objective 2. Providing the national economy with a safe and competitive energy supply
- Objective 3. Improving the condition of the environment

National Strategy of Regional Development 2010-2020: Regions, cities, rural areas

- Objective 1. Support for the growth of competitiveness of regions (competitiveness)

Objective 5.

Supporting the development of sub-regional and local urban centres, primarily in the thematic areas of the urban policy (including some rural areas) through strengthening their function and through preventing their economic collapse [strong city]

This objective will be achieved through implementing in particular the following objectives of integrated strategies in the urban dimension:

Strategy for Innovation and Efficiency of the Economy “Dynamic Poland 2020”

- Objective 1. Adjustment of the regulatory and financial environment to the needs of innovative and efficient economy

Objective 2. Stimulating innovation through increase in knowledge and work efficiency

Objective 3. More efficient use of natural resources and raw materials

Objective 4. Greater internationalisation of Polish economy

Human Resources Development Strategy 2020

Objective 1. Increasing employment

Objective 2. Extending the vocational activity period and ensuring better functioning of seniors

Objective 3. Improving the situation of persons and groups at risk of social exclusion

Objective 4. Improving the health of the citizens and improving the efficiency of the healthcare system

Efficient State Strategy 2020

Objective 5. Efficient provision of public services

Strategy for Sustainable Development of Rural Areas, Agriculture, and Fisheries for 2012-2020

Objective 1. Improving the quality of human and social capital, employment and entrepreneurship in rural areas

Objective 2. Improving the living conditions in rural areas and improving their spatial accessibility

Social Capital Development Strategy 2020

Objective 4. Development and effective use of cultural and creative potential

Energy Security and Environment Strategy (prospect until 2020)

Objective 1. Sustainable management of environmental resources

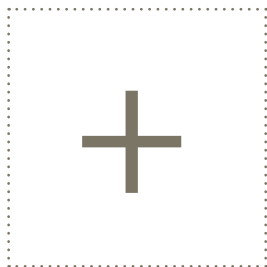
Objective 2. Providing the national economy with a safe and competitive energy supply

Objective 3. Improving the condition of the environment

National Strategy of Regional Development 2010-2020: Regions, cities, rural areas

Objective 1. Support for the growth of competitiveness of regions (competitiveness)

Objective 2. Building territorial cohesion and preventing the marginalization of problem areas (cohesion)



APPENDIX No. 2

Summary of public consultations

Legal basis

.....
Pursuant to Article 21c(2) of the Act of 6 December 2006 on the principles of development policy (Dz.U. 2006 No. 227, item 1658, as amended), draft national urban policy is subject to consultation with social and economic partners and it is agreed upon with the Council of Ministers.
.....

1st stage of works on the National Urban Policy – informal debate

The official beginning and basis of works on the National Urban Policy were the National Urban Policy Objectives by 2020, adopted by the Council of Ministers on 16 July 2013.

After the adoption of the abovementioned Objectives, works began on the first National Urban Policy draft. Due to the observed increased interest in the cities and matters relating to the broadly understood urban policy from the part of various local and regional groups, it was assumed that the final document should be integrated and responding to the needs of city dwellers and users in a comprehensive manner. Based on that assumption, efforts were made to prepare the document in close cooperation with a vast group of external partners, such as city officials, self-government corporations, self-government experts, ministries, academics, as well as social and economic organizations. To this end, a series of seminars was organized with the participation of various industries and groups to discuss the main thematic areas of the National Urban Policy. At that stage, particular focus was on cooperation with specialized experts so that further consultations would cover only high-quality material. Joint ideas to make Polish cities competitive, strong, cohesive, coherent, sustainable and efficient formed the basis for detailed development of the content of thematic areas.

The first version of the document was presented during the national conference held at the Ministry of Infrastructure and Development on 7 April 2014. The aim of the conference was to discuss the document, the works completed to date, as well as further plans. The event marked the beginning of the informal broad public debate on urban policy and the future of Polish cities. The debate lasted from April to September 2014. Such a long duration of the debate was justified by the fact that it was the first attempt in Poland to formulate a comprehensive urban policy and it was an opportunity not only to prepare the content of the document itself, ensuring it was deeply rooted in the existing circumstances, but also, in a broader sense, to initiate a general discussion on Polish cities and the desired directions of their development.

The public debate covered three thematic regional conferences in order to discuss the contents of respective thematic areas of the National Urban Policy. Moreover, the draft National Urban Policy was presented and discussed during many other conferences, events and bilateral meetings organized both by the Ministry of Infrastructure and Development and by other entities, cities and organizations. The discussion was organized in cooperation with professionals, self-government officials and other partners willing to participate in the process. At the same time, additional measures were taken to disseminate information about the creation of the National Urban Policy among the largest possible number of recipients and to make them involved in the works on the document, e.g. through media releases.

2nd stage of works on the National Urban Policy – public consultations

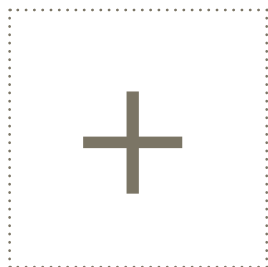
Conclusions and opinions gathered during the informal debate on the National Urban Policy, relating to a vast spectrum of matters pertaining to urban development and to the content, form and scope of the document, were used to develop the second draft of the Policy document.

Official public consultations of the draft National Urban Policy began on 27 August 2015 and comments could be submitted by 10 September 2015.

Approximately 600 comments were filed during the consultation. They were submitted e.g. by city, voivodeship and powiat local governments, social and economic partners, local government corporations, city activists, universities, chambers of commerce, experts, academics, industrial organizations and individuals. The comments related to the document as a whole, while the most interesting ones referred to such thematic areas as spatial management, public participation, revitalization, transport and urban mobility, as well as well as Low-Carbon Economy and energy efficiency. Consideration of the comments implied rendering the content of the document more coherent and complete, and to a

lesser extent, excessive elaboration of content. The accepted comments were the ones that improved the clarity of the National Urban Policy document and made it more precise. Consequently, both the document's quality and its internal cohesion were improved.

Under public consultation, the draft document was also subject to the opinion of the Joint Commission of the Government and Local Self-Government (in accordance with Article 8(1) of the Act of 6 May 2005 on the Joint Commission of the Government and Local Self-Government and on representatives of the Republic of Poland in the Committee of the Regions of the European Union), and received a positive opinion on 17 September 2015.



APPENDIX No. 3

Pilot projects

Introduction of specific legislative, informational and organizational solutions, as well as development of tools and instruments, is necessary to implement projects planned under the National Urban Policy.

In order to improve the effectiveness of city management, the National Urban Policy stipulates that cities should apply innovative and effective tools to manage the city and its functional area. The aim of pilot project is to develop model solutions for respective measures relating to the application of such tools. Consequently, best practices would be developed with regard to the solving of specific problems, elimination of barriers etc., which would bring specific positive results for the functioning of the cities and which could be possibly used by other local self-government units.

The following indicative list of pilot projects highlights the main directions of preparing model and effective solutions applicable to new or complex matters relating to the development of cities and their functional areas that follow from the National Urban Policy. The scope and possibility of implementation of respective pilot projects is conditional on the available funds, as well as on organizational and institutional potential. Detailed rules of selecting the local self-government units which would implement the pilot projects, as well as the entities coordinating those projects, will be set at the stage of implementation of the National Urban Policy, although, given the willingness to offer the broadest possible participation opportunities to local governments, tender procedure will be preferred. At the stage of implementation of the National Urban Policy, the list of pilot projects and the ministries managing them will be agreed upon and updated under the Development Policy Coordination Committee.

Insofar as it improves the effectiveness of investment of Cohesion Policy funds under the Financial Framework 2014-2020 and the preparation for the implementation of Cohesion Policy funds past 2020 (where one may assume that the focus on sustainable and comprehensive urban development will be maintained or increased), depending on the availability of funds, selected pilot projects will be financed from the Technical Assistance Operational Programme funds.

Project: Change of ownership structure towards better spatial design

Objective	Development of model solutions regarding real property consolidation and division procedure on areas where the ownership structure prevents appropriate land management in line with the city's spatial development policy.
Scope	<p>Implementation of the real property consolidation and division procedure in connection with the planning procedure in order to enable implementation of objectives set in the local spatial development plan.</p> <p>The procedure should be carried out in at least three cases selected on the basis of the planning procedure stage, including procedures after the adoption of the local spatial development plan, or procedures initiated before such adoption (in the case of revitalization areas).</p> <p>The process should be accompanied by supporting measures, including consultancy relating to PR, communication, negotiations, development of investment concepts and summary, including conclusions, of the comparative analysis of the procedures, as well as development of a publication allowing for dissemination of the developed solutions.</p>
Thematic areas	<ul style="list-style-type: none"> ● Spatial management ● Revitalization ● Public participation ● Urban governance ● Transport and urban mobility

Project: Reversing urban sprawl

Objective	Determination of model methods allowing detailed analysis of the area covered by the processes of chaotic dispersion of suburban development, as well as specific solutions in order to create adequate conditions for actual remediation of space, interpersonal relationships and living conditions in such areas.
Scope	<p>Development of the concept of urban sprawl remediation, containing an analysis and a diagnosis of the current state of affairs, including spatial, social, economic and environmental conditions, taking into account the balance of the areas planned for development, as well as the proposed solutions in order to improve the situation in such areas, and their implementation in the prepared acts and documents of the municipality, in particular with regard to the content of the planning documents and acts.</p> <p>In the context of an adequate diagnosis and search for model solutions, the project should cover three types of areas:</p> <ul style="list-style-type: none"> ● An area located within a large central city, with relatively limited space; ● An area partially overlapping with the area of a central city and a suburban municipality; ● An area covering several suburban municipalities.
Thematic areas	<ul style="list-style-type: none"> ● Spatial management ● Public participation ● Transport and urban mobility ● Low-Carbon Economy and energy efficiency ● Revitalization ● Investment policy ● Protecting the environment and adapting to climate change ● Demography ● Urban governance

Project: Cooperation of local self-governments to develop a cohesive spatial planning policy

Objective	Development of model solutions with regard to cooperation of local self-governments (cities and neighbouring municipalities) towards a cohesive spatial planning policy.
Scope	Carrying out of the procedure for amending or drafting new planning documents and acts in the manner guaranteeing their coordination, consolidation and updating and allowing for development of a cohesive spatial planning policy ensuring harmonious development in the broader territorial context. The project is addressed in particular to municipalities located within functional urban areas. Emphasis is also put on the role of the voivodeship self-government as the coordinator of activities and entity responsible for spatial planning in the voivodeship.
Thematic areas	<ul style="list-style-type: none"> ● Spatial management ● Transport and urban mobility ● Low-Carbon Economy and energy efficiency ● Revitalization Investment policy ● Economic development ● Protecting the environment and adapting to climate change ● Demography ● Urban governance

Project: Public-private urban planning project

Objective	Preparation, in terms of planning and execution, of a large planning project (on brownfield land) crucial for the city's development.
Scope	Development of model public-private cooperation and a project financing model (preparation of draft contracts, agreements, acts of law). Creation of a spatial management concept (urban planning competition?). Drafting planning documentation. Support for social participation measures.
Thematic areas	<ul style="list-style-type: none"> ● Spatial management ● Investment policy ● Economic development

Project: Reinforcement of the role of an integrated transfer hub as a city-forming factor

Objective	Development of model solutions relating to designing transfer hubs for public transport in the manner guaranteeing adequate development of the city-forming function.
Scope	Development of the concept of an integrated transfer hub around the railway station, including a programme and spatial development concept, feasibility study/business plan ensuring project viability, so that it performs a crucial city-forming role with a clearly and skilfully programmed commercial component securing its economic efficiency. Preparation of the necessary planning documentation. The project will include preparation for the possible application of public-private partnership mechanisms. The project is to implement the ideas of sustainable mobility, carbon efficiency, "return to the centre", a city that is cohesive, friendly and attractive to live in.
Thematic areas	<ul style="list-style-type: none"> ● Spatial management ● Economic development ● Transport and urban mobility ● Urban governance ● Investment policy

Project: Better transport

Objective	Development of model solutions to create a cohesive and carbon-efficient city with regard to urban structure, as well as designing and planning of transport solutions for a selected area in accordance with the principle of sustainable mobility.
Scope	Development of the concept of a new approach to transport in a small or medium city and in a large city district, taking into account creation of multifunctional development areas, shortening itineraries, giving priority to public transport, pedestrians and cyclists, including development of detailed solutions for vital areas, locations and transfer hubs and with due consideration given to both the infrastructural and the organizational matters.
Thematic areas	<ul style="list-style-type: none">● Spatial management● Transport and urban mobility● Low-Carbon Economy and energy efficiency● Revitalization● Economic development● Urban governance

Project: Improving access to transport

Objective	Development of model solutions aimed at improving access to transport in a given area.
Scope	Development of the baseline concept of change of access to transport and transport services (material change of interbranch division with discontinuous increase in the importance of public transport) for a set of small cities/residential areas of high tourist attractiveness, combined with transformation of their transport system correlated with such change.
Thematic areas	<ul style="list-style-type: none">● Spatial management● Transport and urban mobility● Investment policy● Economic development● Urban governance

Project: Innovative public transport project

Objective	Development of innovative solutions relating to public transport organization, operation, research or planning, forming an example to be followed by other cities or functional urban areas.
Scope	Diverse scope of research, analyses, studies, documents, technical documentation, depending on the detailed subject of the project, whereas focus should be on such matters as integration of means of transport, tariff integration, transport unions, or public transport organization.
Thematic areas	<ul style="list-style-type: none">● Transport and urban mobility● Low-Carbon Economy and energy efficiency● Urban governance

Project: Improved cohesion of local policies

Objective	Determination of the direction of changes necessary to improve the cohesion and coordination of local policies in order to enhance their effectiveness in all areas of city functioning.
Scope	Carrying out an analysis of local sectoral documents as well as plans and programmes and planning documents and acts, drawn up on the basis of different regulations, and presenting proposals for necessary paperwork reduction in municipalities (specification of investment directions, e.g. in the municipality development strategy), improvement of their cohesion and integrity, and thus their quality and effectiveness. In order to obtain the fullest possible picture of the necessary changes, the project should be carried out in at least 3 cities, including at least one small or medium city.
Thematic areas	<ul style="list-style-type: none">● Spatial management● Public participation● Transport and urban mobility● Low-Carbon Economy and energy efficiency● Revitalization● Investment policy● Economic development● Protecting the environment and adapting to climate change● Urban governance

Project: Consolidation of municipalities in order to improve their potential

Objective	Carrying out of a model procedure for voluntary consolidation of municipalities – small city with the surrounding rural municipality – in order to improve the potential of the whole area and to broaden the territorial and substantial context of the city development measures.
Scope	Support for local self-government in the municipality consolidation procedure, including legal changes, amendments to planning acts and documents, amendments to strategic documents, in order to develop cohesive solutions for the area of the municipality created from consolidation of a small city and the surrounding municipality.
Thematic areas	<ul style="list-style-type: none">● Spatial management● Transport and urban mobility● Low-Carbon Economy and energy efficiency● Investment policy● Economic development● Protecting the environment and adapting to climate change● Urban governance

Project: Mitigating negative effects of urban shrinkage

Objective	Development of a programme offering measures necessary for mitigating negative effects of urban shrinkage.
Scope	<p>Development of a comprehensive, multisectoral programme/strategy offering measures necessary for mitigating negative effects of urban shrinkage towards optimization of public services and urban infrastructure, such as:</p> <ul style="list-style-type: none">● Adjustment of the scope of planned investment projects to demographic projections;● Construction of infrastructure on a modular basis, permitting to abandon specific modules when population decreases or to add modules when population grows;● Creating structures in the manner permitting to combine or modify their functions and intended use;● Social measures addressed at senior citizens;● Measures aimed at improving the attractiveness of cities as places to live in. <p>The programme should serve as a basis for developing guidelines for other related documents and acts of the municipality. The project is dedicated in particular to small and medium cities.</p>
Thematic areas	<ul style="list-style-type: none">● Spatial management● Revitalization● Investment policy● Economic development● Demography● Urban governance

Project: Innovative forms of satisfying residential needs in cities

Objective	Support, development and dissemination of mechanisms aiming at satisfying residential needs of various nature (ownership, rental, mixed), which, due to their innovativeness, will offer an advantage (economic, organizational, formal etc.) over traditional solutions.
Scope	Diverse scope of research, analyses, studies, documents, technical documentation, financial models, support for organizational measures, depending on the detailed subject of the project.
Thematic areas	<ul style="list-style-type: none">● Spatial management● Revitalization● Investment policy● Economic development● Demography

Project: Improvement of urban green spaces

Objective	Development of standard solutions relating to the analysis of availability, quality and attractiveness of green spaces for residents and specific solutions aimed at creating a cohesive system of green spaces (with the use of greenway and/or blueway) that would be available and attractive for urban dwellers and commonly used by them.
Scope	<p>Analysis of the area of the city and selection of areas with insufficient quantity of green spaces (insufficient relationship of green spaces and biologically active areas to developed areas and the number and the needs of residents), taking into account the availability, quality and attractiveness of those areas.</p> <p>Development of a concept of a cohesive system of green spaces through:</p> <ul style="list-style-type: none">● Increasing the share of green spaces and biologically active areas with the use/consideration of diverse conditions (including ownership of land) and with the use of alternative forms of increasing the share of green spaces;● Linking green spaces in terms of function and spatial management and improving their availability, with particular focus on interactions with the city's transport system;● Improving the quality and attractiveness of green spaces (focus on local context);● Development of guidelines for green space management. <p>The concept should include/take into account e.g.:</p> <ul style="list-style-type: none">● Environmental context;● Quality and sustainability (e.g. selection of species, maintenance survey);● Utility and availability for the residents (taking local needs into account);● Involvement of various stakeholders (e.g. forms of incentives, activities with the participation of residents or institutions – at the stage of formulating needs, concept or execution). <p>The concept should serve as a basis for developing guidelines for other related documents and acts of the municipality. In order to form an adequate diagnosis and search for universal solutions, the project should cover three types of areas:</p> <ul style="list-style-type: none">● An area located within a large central city, with relatively limited space;● An area partially overlapping with the area of a central city and a suburban municipality;● Small city – the entire area.
Thematic areas	<ul style="list-style-type: none">● Spatial management● Public participation● Protecting the environment and adapting to climate change● Demography● Urban governance

Project: Water management in the city with the use of hydrographic system within the urban system and increasing water retention potential of urban areas

Objective	Development of standard solutions relating to analysis and specific solutions with regard to water management in the city, including better use of hydrographic system within the urban system, increasing water retention potential in urban areas and counteracting soil crusting.
Scope	<p>Development of a concept of water management in the city. The concept should include:</p> <ul style="list-style-type: none"> ● Increasing water retention in the area (taking heavy rainfalls into account), including local environmental and anthropogenic conditions, diversity of forms of water retention (e.g. rain gardens), counteracting soil crusting and replacement of impermeable surfaces with permeable ones, simulation of a hydrological model before and after the introduction of the proposed solutions; ● Flood safety; ● Environmental benefits; ● Attractiveness for residents and/or tourists; ● Use in the transport system. <p>The concept should serve as a basis for developing guidelines for other related documents and acts of the municipality. The project may cover the entire city area or an area no smaller than the area of a given hydrological unit including catchment range, increased by areas covered by the concept.</p>
Thematic areas	<ul style="list-style-type: none"> ● Spatial management ● Public participation ● Transport and urban mobility ● Protecting the environment and adapting to climate change ● Urban governance

Project: Integration of city data and knowledge – creation of an IT platform collecting city data

Project	Integration of city data and knowledge – creation of an IT platform collecting city data
Objective	Creation of an IT platform under which data relating to the city infrastructure and the related processes would be collected and published.
Scope	<p>The platform may cover subsystems managing specific infrastructural components, such as:</p> <ul style="list-style-type: none"> ● Urban transport, traffic management and extraordinary situations management; ● City lighting; ● Urban CCTV system; ● Urban power grids; ● Waste disposal; ● Communication with residents (both in terms of public participation in city management processes and ad hoc provision of information that is essential for city residents). <p>The platform would operate on the basis of an efficient data transmission infrastructure covering the entire city and allowing for integration with new services and functionalities in the future. This should improve public safety and city operation quality and permit better adjustment of services to the needs of the residents.</p>
Thematic areas	<ul style="list-style-type: none"> ● Spatial management ● Transport and urban mobility ● Investment policy ● Economic development ● Urban governance

Project: „Main Street” or „Market Square 2.0” or downtown quarter

Objective	Development of a model scope of integrated and comprehensive measures aimed at revitalization, including restoration of the importance of main streets/market squares as the vital functional centre and meeting point.
Scope	<p>The selected city/cities should actively start steering the processes of management of commercial premises in selected areas of the main street or market square. The aim of the pilot project is to support development of the city-forming functions in those areas, i.e. functions that make those zones attractive leisure areas for residents and visitors. Under the pilot project, cities should draw up a list of desired activities, such as catering, culture and entertainment, public services, crafts, or selected types of trade.</p> <p>The solutions worth consideration include support for the development of the abovementioned activities through proposing rent rates that would be significantly lower than market rates¹ and active acquisition of commercial premises by the city.</p>
Thematic areas	<ul style="list-style-type: none">● Spatial management● Public participation● Revitalization● Investment policy● Economic development● Urban governance

Project: Social economic entities in revitalization

Objective	Development, as part of comprehensive solutions aimed at revitalization, of model paths of cooperation and sustainable contracts for services in areas revitalized by social economic entities employing persons from those areas who are unemployed, at risk of exclusion, or requiring support.
Scope	<p>Development of models for application of social clauses in public procurement contracts with regard to social economic entities employing persons from the revitalized areas.</p> <p>Beneficiaries of support should include not only social economic entities, but also local self-government units and their budgetary units commissioning the provision of simple services.</p>
Thematic areas	<ul style="list-style-type: none">● Spatial management● Public participation● Revitalization● Investment policy● Economic development● Urban governance

¹ W wielu miastach, dotkniętych kryzysem funkcji usługowych w centrum – szczególnie małych i średnich, a także w większych miastach tracących funkcje przemysłowe – powinien być możliwy zakup tego typu lokali, szczególnie jeżeli część lokali nie może znaleźć najemców.

Project: Advertising code for a small or medium city

Objective	Development of a model of an advertising resolution to be disseminated in other cities.
Scope	Preparation of necessary analyses, concept works, support for public consultation, substantial and formal preparation of a draft resolution of the municipality council.
Thematic areas	<ul style="list-style-type: none"> ● Spatial management ● Revitalization ● Economic development

Project: Aesthetic values and image of the city

Objective	Development of model solutions relating to creation of city identity and image, in particular in visual and aesthetic terms.		
Scope	<p>Development of a concept of creation of city identity and image in visual terms in order e.g.:</p> <ul style="list-style-type: none"> ● To create an image that is compliant with the city's development policy and strategy; ● To facilitate spatial identification and improve spatial orientation; ● To create a <i>genius loci</i>, ● To improve the degree to which users identify themselves with the space, thus increasing their responsibility for the activity in that space; ● To organize public space. <p>Development of guidelines to be included in the related documents and acts of the municipalities.</p>		
Thematic areas	<table border="0" style="width: 100%;"> <tr> <td style="vertical-align: top;"> <ul style="list-style-type: none"> ● Spatial management ● Public participation ● Transport and urban mobility ● Low-Carbon Economy and energy efficiency ● Revitalization </td> <td style="vertical-align: top;"> <ul style="list-style-type: none"> ● Investment policy ● Economic development ● Protecting the environment and adapting to climate change ● Urban governance </td> </tr> </table>	<ul style="list-style-type: none"> ● Spatial management ● Public participation ● Transport and urban mobility ● Low-Carbon Economy and energy efficiency ● Revitalization 	<ul style="list-style-type: none"> ● Investment policy ● Economic development ● Protecting the environment and adapting to climate change ● Urban governance
<ul style="list-style-type: none"> ● Spatial management ● Public participation ● Transport and urban mobility ● Low-Carbon Economy and energy efficiency ● Revitalization 	<ul style="list-style-type: none"> ● Investment policy ● Economic development ● Protecting the environment and adapting to climate change ● Urban governance 		

Project: Increasing residential development density downtown

Objective	Preparation of model solutions relating to comprehensive revitalization, taking into account the need to intensify residential construction in downtown areas.
Scope	<p>In cooperation with private partners, Social Housing Association, property developers, financial support projects should be launched under the pilot project in order to supplement residential development (including commercial premises on ground floor). Due to the significant amount of funds necessary for the implementation of such pilot project, it should consider the specific nature of local real property markets and it should require a detailed business plan.</p> <p>Expected required public support accounting for 25-30% of the investment project value.</p>

Thematic areas	<ul style="list-style-type: none"> ● Spatial management ● Public participation Transport and urban mobility ● Low-Carbon Economy and energy efficiency ● Revitalization 	<ul style="list-style-type: none"> ● Investment policy ● Economic development ● Protecting the environment and adapting to climate change ● Urban governance
-----------------------	---	--

Project: Improvement of the quality of life in large panel building residential areas

Objective	Development of standard procedure to improve the quality of life in large panel building residential areas located on revitalized areas in small and medium cities. Such residential areas often are not considered degraded, but the quality of life there is low or unsatisfactory, hence the need to develop models to improve it.	
Scope	Broad public consultation with local NGOs and residents regarding the necessary changes, possibility to use an architectural and/or urban spatial planning competition as a tool allowing for redefinition of the spatial and functional structure of such residential areas. Assumed financing of small modernization projects.	
Thematic areas	<ul style="list-style-type: none"> ● Spatial management Public participation ● Transport and urban mobility ● Low-Carbon Economy and energy efficiency ● Revitalization 	<ul style="list-style-type: none"> ● Investment policy ● Economic development ● Protecting the environment and adapting to climate change ● Urban governance

Project: Revitalization – additional pilot projects

Objective	Supplementary pilot projects to projects submitted under the competition <i>Model revitalization of cities</i> , as well as pilot projects in Łódź, Bytom and Wałbrzych.	
Scope	Pilot projects relating to matters that have not been fully or sufficiently solved under the earlier pilot projects.	
Thematic areas	<ul style="list-style-type: none"> ● Revitalization 	<ul style="list-style-type: none"> ● other areas



APPENDIX No. 4

Application by the Government of the Republic of Poland for the right to hold the International EXPO in 2022

The Government of the Republic of Poland is applying for the right to organize International EXPO 2020 in Łódź. International EXPO is a regular thematic exhibition, so-called “small EXPO”, presenting global civilizational and technical achievements, organized by the Bureau International des Expositions (BIE) seated in Paris. In accordance with its rules, the entity applying for the right to host International EXPO is the government of the country where the exposition is to be held.

The Government of the Republic of Poland has approved the idea to organize International EXPO as a confirmation of Poland’s position as a leader of change in Central and Eastern Europe. The theme of the exhibition will be the comprehensive and integrated revitalization of urban areas, which is one of the key challenges for city development and which will become increasingly important in the coming years.

The problem of revitalization of city centres affects many global agglomerations. Łódź is a city that requires comprehensive revitalization and the scope of challenges in this respect is very large. At the same time, Łódź is a city where a number of revitalization projects were and are implemented, which is an opportunity to present the achievements relating to revitalization and urban development policy accomplished to date.

The concept of International EXPO is in line with respective thematic areas of the National Urban Policy and thus with the approach to urban development and revitalization promoted at the national level through e.g. location of the exhibition in the city centre instead of the typical location in the suburbs; incorporation of the exhibition in a broader city development and country promotion strategy instead of being treated as a one-off event; support for the idea of an exhibition that uses the already existing infrastructure to the maximum and assumes prospective planning of projects in view of the future possibility to adapt them and use them after the end of the event.

Therefore, the Government of the Republic of Poland, on its meeting on 12 November 2013, adopted the Information for the Council of Ministers regarding the application for the right for the city of Łódź to host International EXPO 2022. The process of application for the right to organize International EXPO 2020 in Łódź is carried out in close cooperation between the Government and the local self-government. Process coordinator for the Government is the Minister of Infrastructure and Development in cooperation with the Minister of Economy and the Minister of Foreign Affairs. On the part of the local self-government, the main partner is the city of Łódź.

Cooperation between the Minister of Infrastructure and Development and the Mayor of Łódź has become official by way of the Letter of Intent on cooperation in order for the Republic of Poland to receive the right to host International EXPO 2022 in Łódź, signed by the Parties on 11 February 2014.

Cooperation between the Government and the local self-government has been formally structured and organized in accordance with Decree No. 56 of the President of the Council of Ministers of 14 July 2015 on the Steering Committee for EXPO 2022 (M.P. 2015, item 598). The task of the Committee is to carry out works in order for the Republic of Poland to receive the right to organize International EXPO 2020 in Łódź, in particular

to initiate, direct and review the progress of such works. Creation of the Committee also allowed for the involvement of other key entities in terms of the conducted works.

Composition of the Committee reflects the various aspects of the EXPO project, as well as the selected theme: revitalization, as a process of improving the critical condition of degraded areas in a comprehensive manner, through integrated measures for the local community, space and economy, with focus on territorial matters. Members of the Committee include the Minister of Infrastructure and Development and the Mayor of Łódź as co-chairpersons, as well as the Minister of Administration and Digitization, the Minister of Finance, the Minister of Economy, the Minister of Culture and National Heritage, the Minister of Labour and Social Policy, the Minister of Agriculture and Rural Development, the Minister of Treasury, the Minister of Sport and Tourism, the Minister of the Interior, the Minister of Foreign Affairs, the Minister of Health, the Head of the Chancellery of the Prime Minister, the Voivode of Łódź, as well as the Secretary of the Committee. In accordance with the Decree, the following entities have been invited to participate in the works of the Committee with member rights: the Marshal of the Łódzkie Voivodeship, the Mayor of Łódź as a co-chairperson, and representatives of the Management Boards of PKP S.A. and of PKP Polskie Linie Kolejowe S.A. Moreover, the Committee's formula provides for the possibility to invite other persons competent for specific matters under discussion to participate in the works of the Committee as advisors. The Committee is operated by the Ministry of Infrastructure and Development.

Application for the right to host International EXPO is in line with the objectives and directions specified in the National Urban Policy and may become the greatest success of all measures implemented within the period stipulated in the Policy, offering the opportunity to present the achievements of Łódź and other Polish cities in terms of their development and revitalization. The efforts of the Government of the Republic of Poland may lead to organization of the first such international event in Poland and in Central and Eastern Europe.



Photo:
Town Hall – Zduńska Wola Integration Centre in Zduńska Wola

