OPERATIONAL PLANNING IN POLISH CITIES. 
THE PROBLEM OF INTEGRATED PLANNING¹

Keywords: operational plans/programmes of cities development, local development plan, local revitalisation programme, integrated public transport development plan (in the agglomeration), integrated urban development planning

Introduction

In highly developed EU countries an integrated planning (spatial planning integrated with socio-economic planning and extensively socialised) is nowadays used in the management of urban development as an instrument for implementing the principle of sustainable development favourable for the integration of European space. The integrated planning of development and revitalisation of cities enables conducting comprehensive actions by various (public and private) entities in a form of partnership. It allows to solve many new urban problems that have appeared in connection with the collapse of the traditional industry and globalisation processes. Due to the integrated planning and management cities make a qualitative reconstruction of their spatial, social and economic structure.

¹ This article presents some results of the author’s studies on a research problem no. 3 ‘Integrated planning of development and revitalisation of cities - studies and proposals’, realised in the Institute of Spatial Planning and Housing in Warsaw in the years 2009-2010 in the framework of its statutory activity.
They improve the quality of public spaces, places of residence, work, service and recreation and transport systems.

In many EU documents, particularly in the documents of the European Conference of Ministers responsible for Regional Planning\(^2\), integrated planning referring to the idea of a balanced, sustainable development is recommended. As specified by the EC, the use of EU funds for the comprehensive development of Polish cities (communes) is subject to the preparation of integrated operational plans/programmes\(^3\), namely: local development plan, local revitalisation programme, public transport development plan (in city agglomerations). These plans/programmes are enclosed to applications for financing with EU funds projects in the area of development of social and technical infrastructure, revitalisation of degraded/crisis areas and the development of public transport (in city agglomerations).

In order to find out how cities are coping with the issue of integrated development planning within existing legal and institutional systems (the separation of spatial planning from social and economic planning), operational plans/programmes of 5 big cities: Bydgoszcz, Katowice, Cracow, Lublin, Poznań were examined. These cities have development strategies defining the policy of local authorities. Operational plans/programmes have been drawn up or updated after 2006, the achievements of the first period (from 2004-2006) of creating integrated operational plans/programmes were used to prepare them. Revitalisation programmes concern the city as a whole and areas selected for revitalisation.


\(^3\) There are three levels distinguished in the planning process of the territorial unit: strategic (of the longest time period, widest extent of the impact of decisions and the highest level of decision-making), tactical (of medium time period and the extent of the impact and intermediate level of management), operational (of short time period and the extent of the impact and the low level of management) [W. Kłosowski, J. Warda, 2001].
The following research procedure was used:
- studies of experiences of selected countries of ‘old’ EU (Germany, France, Great Britain) in the field of integrated planning of development of cities\(^4\),
- the analysis and evaluation of instructions and guidelines as regards the integrated planning of development of cities, included in documents and publications (national and EU),
- the analysis and evaluation of 3 types of operational plans/programmes (local development plan, revitalisation programme, public transport development plan) from the point of view of integrated approach to their development.

1. Recognising the issue of integrated planning of development/revitalisation in national and EU documents and publications

1.1. Instructions of the Ministry of Economy and Labour for the years 2004-2006/2008

The Ministry of Economy and Labour indicated in the document Integrated Regional Operational Programme (IROP) – according to EC guidelines – three types of integrated plans or programmes that municipalities applying for co-financing by the EU of specific projects should prepare, namely:
1) Local development plan – projects under Measure 3.2. ‘Areas subject to restructuring’,
2) Revitalisation programme of urban/post-industrial/post-military areas – projects under Measure 3.3. ‘Degraded urban, post-industrial and post-military areas’,
3) Public transport development plan – projects under Measure 1.1. ‘Modernisation and development of the regional transport system’ (Sub-Measure 1.1.2. ‘Public transport infrastructure’) and Measure 1.6. ‘Development of public transport in agglomerations’.

\(^4\) The results of the literature studies were presented in the article ‘Integrated planning of development and revitalisation of cities in selected countries of ‘old’ EU and in Poland’ published in the quarterly journal *Człowiek i Środowisko* No. 1-2/2010.
Types of revitalisation projects eligible for EU funding were presented in the IROP, namely: taking into account complex technical operations and concerning the modernisation, extension or construction on areas and in facilities of basic infrastructure being revitalised. It was emphasised that projects contributing to the development of economic activity and employment will be given a priority. Projects on housing stock could not have been supported with EU funds.

The arrangements as regards the integrated plans/programmes for urban areas were particularised in the document Supplement to the Integrated Regional Operational Programme 2004-2006.

The local development plan required under Measure 3.2. should be prepared ‘in a form of partnership’. It should contain at least: a description of the current social and economic situation in the area covered by the plan, a description of planned investment tasks and the financial plan. Projects should have an impact on increasing the economic and investment attractiveness of the area and should create the conditions for employment growth.

Areas undergoing revitalisation (including the level of unemployment, poverty, crime, education, population, technical degradation of infrastructure and buildings, environmental pollution) should be designated in the local revitalisation programme. This programme should include: a description of actions necessary for the economic development of areas being revitalised, proposed methods of solving social problems and financial plans for several years.

The public transport development plan should be developed for:
- cities of more than 50,000 inhabitants within administrative boundaries with functionally connected areas (i.e. areas where transport services are carried out pursuant to the Act of 6 September 2001 on road transport) in a situation of supporting projects under Sub-Measure 1.1.2.,
- agglomerations with more than 500,000 inhabitants (i.e. Warsaw, Upper Silesian, Cracow, Poznań, Tri-City and Wrocław agglomerations) – in a situation of supporting projects under Measure 1.6.

It was pointed out that integrated means integration of all forms (means) of transport in the urban area and within the agglomeration.

In the Manual of procedures for the implementation of the IROP (2005) the Ministry of Economy and Labour presented ‘Guidelines for the preparation of Integrated Public Transport Development Plans, Local Development Plans, Local Revitalisation Programmes’ (Section 4). In the introduction (‘The idea of preparation of development programmes’) it was
pointed out that ‘Such documents should be created with the participation of social-economic partners and should constitute an important contribution to the building of civil society’. The purpose of plans/programmes ‘should be to ensure the concentration of resources on strategic activities of local governments’. Financial resources should be spent on planned investments according to the established order. It was pointed out that ‘they could be implemented in the longer term, which would allow local governments for the consumption of resources from Structural Funds also in the next programming period’. It was noted that local governments can themselves decide on the procedure of preparing a plan/programme. Only the adoption of a resolution by the city council on proceeding to its development and adoption was required.

The manual presents ‘examples of procedures’ for the preparation of individual plans/programmes (the same for three types of plans/programmes) and ‘examples of structures of documents’ (differentiated). The following main elements of the content of operational plans/programmes were distinguished:

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Linking project(s) with other actions carried out within the communes, poviat and voivodeships | Financial plan for the implementation of revitalisation for the years 2004-2006 (obligatory) and for the subsequent years (optional) | Expected plan performance indicators

Expected plan performance indicators | Implementation system | Financial plan (for the years 2004-2006 – obligatory and for the subsequent years – optional)

Financial plan for the years 2004-2006 (obligatory) and for the subsequent years (optional) | Methods of monitoring, evaluation and social communication | Implementation system

Implementation system | System of monitoring, plan evaluation and social communication

Methods of monitoring, evaluation and social communication

Source: Manual of procedures for the implementation of the IROP. Ministry of Economy and Labour, Warsaw 2004

1.2. Methodological guidelines of voivodeship local governments for the years 2007-2013/15

Some voivodeship local governments published – in Particularisations to the ROP for the years 2007-2013/15 – guidelines as regards the preparation of integrated plans/programmes.

Local Development Plan

Voivodeships where the studied cities are located (Kuyavian-Pomeranian, Lublin, Lesser Poland, Silesian, Greater Poland) failed to provide guidelines on the method of developing the Local Development Plan for the years 2007-20135.

5 No such guidelines were found in the Suppletions to integrated regional operational programmes of individual voivodeships. The governing body of the Greater Poland Voivodeship presented draft guidelines for the principles of development and evaluation of Integrated Plans for Development of City Areas (ZIPROM – Zintegrowany Plan Rozwoju Obszarów Miejskich), which, however, has not been adopted by the Council.
Local Revitalisation Programme

Instructions of the Ministry of Economy and Labour contained in the Manual of procedures for the implementation of the IROP (an example of the procedure of preparing the revitalisation programme and an example of the structure of the document – for urban areas as well as post-industrial and post-military areas) were repeated in the guidelines of the above-mentioned five voivodeship local governments.

Integrated Public Transport Development Plan

The guidelines presented for the Kuyavian-Pomeranian and Lesser Poland Voivodeships relate closely to the instructions of the Ministry of Economy and Labour as regards the development of this kind of plan in the framework of the IROP in the years 2004-2006 (contained in the Manual of procedures for the implementation of the IROP from 2004) and contain only proposals on the procedure of preparing and the structure of the planning document.

The integrated public transport development plan was defined in both guidelines as a comprehensive, long-term planning document setting out the conditions, goals and priorities in the field of development of public transport of a particular city with the functionally connected area. It was assumed that in addition to the term ‘integrated public transport development plan’ it is possible to use other names, such as: ‘public transport development strategy or policy (or urban strategy/urban policy)’.

The body responsible for preparing the plan (voi/mayor/president or board of the union or association of entities), forms of public consultations (presenting comments and suggestions for solutions), method of approving a document (by way of a resolution by the competent body of the commune, union or associations of entities) were indicated in the procedure of preparing the ‘integrated public transport development plan’ – in the analysed guidelines.

In order to standardise the content of the integrated public transport development plan a ‘model’ structure of the document was provided in each document ‘Particularisations to the ROP for the years 2007-2013’. They all include: a diagnosis and characteristics of the social and economic situation and the condition of the public transport sector, a forecast of the public transport development, goals, tasks to be performed, the financial plan, the system of implementation and monitoring as well as information on the connection of the plan with strategic documents.
1.3. Recommendations contained in selected EU documents and national publications

European cities were instructed in the Leipzig Charter on Sustainable European Cities to develop strategies for integrated development and the characteristics of this type of long-term plan for the city as a whole were pointed out. It was stressed that ‘local authorities should develop necessary skills and efficiency to implement policies of integrated development of cities’. The European Parliament suggested in its resolution of 2008 on further actions concerning the Territorial Agenda and the Leipzig Charter (European Action Programme for Spatial Development and Territorial Cohesion) that ‘the implementation of an integrated approach in the framework of planning of programmes and selection of projects of structural funds was a mandatory prerequisite’.

A review of publications on the implementation of EU funds in Polish cities shows that the authors focused their main attention on planning the revitalisation of degraded areas and – to a lesser extent – planning the public transport development in city agglomerations. No reference was, however, made to creating local urban development plans of an operational character.

Local revitalisation programme

The revitalisation of degraded (crisis) areas is grasped in the EU documents (such as the Lisbon Strategy, the European Spatial Development Perspective, Aquis Urban and the Leipzig Charter on the Sustainable European Cities) as part of urban policy based on the principles of balanced and sustainable development. The European Commission considered that revitalisation programmes – in accordance with the concept of sustainable development of the city – should include four key priorities: economic recovery, promoting equal opportunities, social integration and rehabilitation of the most vulnerable urban areas, protecting and improving the urban environment, contribution to the good urban governance (with the participation of the local community). Moreover, it indicated integrated approach to revitalisation programming based on the concept of sustainable development, i.e. taking into account the economic, environmental, urban and human dimension of the area covered by intervention (Brouwer, A. et al., 2005).

It was stressed in the Revitalisation Manual (2003) prepared at the initiative of the Office of Housing and Urban Development within the fra-
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...framework of Polish-German cooperation (the TRANSFORM programme) that ‘the application of the principles of sustainable development in the field of revitalisation involves an effective integration of spatial, construction and investment, social, economic and ecological aspects within one compact and coordinated process’. The revitalisation programme as well as projects should consist of four parts:

- general,
- investment and construction (tasks concerning renovations, modernisations, new construction investments and infrastructure investments),
- social (tasks in the field of social policy),
- economy (tasks related to the development of local services).

Projects ought not to be formulated in a sectoral and autonomous manner. Many of them should have an integrated character (combining investment or economic goals with social ones). It was stressed that integrated projects are of particular value because ‘they integrate mechanisms for coping with crises, many reasons of which lie in the disintegration of actions’. It was pointed out that creating an integrated network of institutional ties for them is an important condition for the success of social and economic projects. One of the major tasks of these projects is the activation of local communities in crisis areas. The socioeconomic issues cover such areas as environmental protection, cultural heritage protection, security, transport, energy efficiency and education.

In his ‘Practical Guide’ (published online) C. A. Heller points out that ‘in the coming years the urban development will be understood and shaped as an integrated urban renewal, which will include both the undertakings of construction of flats, institutions, networks and social and technical infrastructure facilities, as well as a qualified revalorisation of the existing building resources and sensible integration of new construction undertakings with existing structures, as well as its subject matter will be, in particular, economic and social renewal of the city’. According to the author the implementation of revitalisation undertakings should take place on the basis of an integrated plan of action for the selected area of the city. An important feature of the integrated development of urban areas (districts) is their horizontal orientation. It means that social requirements (for the employment, education, environment, cultural policy and housing economics) are applied equally to the construction and urban planning tasks. The integrated action plan for the urban area (district) includes all the tasks necessary to solve problems of a particular area (both investment and non-investment), and they are interconnected.
In the text entitled ‘Requirements for Local Revitalisation Programmes in terms of their compliance with the requirements of the IROP’ W. Kłosowski explains that the revitalisation programme may be considered integrated if:

− ‘it is coherent, of comprehensive character and consists of multi-faceted mutually reinforcing (synergistic) operations’ and ‘aims at producing a qualitative change over the entire designated area, including changes of a negative image of this area’,
− ‘provides for cooperation of a variety of local partners of both public sector (including the applicant) and local businesses, the non-governmental sector and others’.

**Integrated public transport development plan**

An emphasis was put in the Leipzig Charter on Sustainable European Cities on the development of an integrated urban transport, while stressing the need to improve the condition of cycling and walking infrastructure, especially in large cities. Attention was drawn to the need to support local authorities in the development of strategies of integrated transport networks, particularly in less developed regions.

The European Economic and Social Committee – EESC (2007) recognised in its opinion on transport in urban and metropolitan areas the need to better coordinate planning of transport structure and the structure of development of residential areas. According to the EESC, integrated planning of urban development and communication requires:

− taking into account various types and purposes of transport,
− their assessment in the context of regional network, covering suburban areas,
− public participation in the planning process.

Integrated planning of development of public transport should contribute to reducing road traffic, urban sprawl and the location of shopping and commercial centres as well as industrial facilities on the outskirts of cities. The EESC recommended to local governments a broad participation of citizens and associations of users in the process of planning the development of public transport systems.

Planning of transport and urban development was the subject of research of the European TRANSPLUS project (2007). Case studies carried out in the framework of this project pointed out the differences in the approach to the integration of urban and transport planning and in appropriate measures of solving problems. The following were recommended for
building long-term strategies: spatial planning aiming at reducing the need to travel and planning transport aiming at improving accessibility through a broad range of transport alternatives. It was pointed out that integration is a multi-dimensional task and applies not only to policies, but also tools that assist them (models, monitoring indicators) and institutional structures. The need for building the cooperation network in the field of spatial and transport planning, consisting of politicians, officials, NGOs and groups of citizens and experts was highlighted.

Aleksandra Koźlak (2009 b) points out that, in the light of the concept of sustainable development, the development of transport should be seen in the context of land development and spatial distribution of economic and social activities. In order to solve communication problems of a particular urban area it is necessary to coordinate a number of spatial, economic and environmental policies. According to the author (2009a) ‘transport availability’ is the key concept in integrated planning of transport development. Increasing the accessibility of citizens to all places where they can satisfy their needs can be achieved not only through transport development, but also by properly conducted economic and spatial policy. Opportunities to improve transport through cycling or travelling on foot is taken into account in planning the transport development based on the assessment of availability. Transport needs can be reduced due to appropriate distribution in space of various types of economic and social activities and appropriate development of residential areas. A change in the approach to the development of transport in urban areas ‘is that the emerging transport needs are no longer sought to be met, but they are actively managed with different methods’ (A. Koźlak, 2009 b).

2. The approach to integrated planning in selected cities

The analysis and evaluation of operational plans/programmes of five cities were conducted from the point of view of an integrated approach to their development and implementation. Main features of the integrated operational plan/programme⁶ were highlighted, namely:

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⁶ Based on the review of the state of knowledge on integrated planning of urban development in selected countries of the ‘old’ EU and in Poland (T. Topczewska, 2008, 2009, 2010).
• applies to the entire city (urban agglomerations) and selected (problem, crisis) areas,
• integrates social, economic, environmental and technical (urban planning and architectural) aspects,
• developed in four interconnected stages:
  – decision (due to the identified problems and outlined vision),
  – analysis (including comprehensive and dynamic assessment of opportunities for the city/district/area development – using the SWOT analysis),
  – concept (a set of interconnected integrated projects; integration of activities in space and time in order to achieve synergy),
  – implementation (including a specific set of indicators enabling periodic evaluation of the degree of implementation of goals),
• designed and implemented with the broad social involvement and cooperation of various entities in a form of partnership.

It was assumed that all documents are consistent with the local, regional, national and EU policy. These kind of formal statements of local authorities are included in all analysed plans/programmes.

2.1. Local Development Plan

Only Bydgoszcz and Poznań out of five cities studied prepared local development plans. They have different names: The City of Bydgoszcz Development Plan for the years 2009-20147 and The City of Poznań Development Plan for the years 2005-2010. Priorities and programmes. Both Bydgoszcz and Poznań authorities accepted that this is a medium-term planning document consistent with the development strategy of a city. It supports the management and implementation of a socioeconomic development strategy. It is the basis for the preparation of annual investment plans (in the case of the City of Bydgoszcz Plan – also limits of expenditure on long-term programmes included in the city’s budget). It enables efforts to gain EU funds to finance undertakings important to the city development.

In the City of Bydgoszcz Development Plan the following parts were highlighted:

7 Bydgoszcz has four editions of the city development plan adopted in the years: 2006-2009. These are: Local Development Plan of the City of Bydgoszcz for the years 2006-2009 (2006), the City of Bydgoszcz Development Plan for the years 2008-2010 (2007), the City of Bydgoszcz Development Plan for the years 2008-2013 (2008), the City of Bydgoszcz Development Plan for the years 2009-2014 (2009).
1) ‘The current socioeconomic situation of the city (general information about the city, demography, demographic forecast, the condition of the local economy, the labour market, unemployment, social welfare),
2) ‘Assessment of the condition (SWOT) and key issues of the city’,
3) ‘Presentation of activities relevant to improving the situation in Bydgoszcz (priorities of the Plan, linking programmes adopted for the implementation with the strategy of voivodeship development, the implementation of the Plan – cards of programmes, cards of projects’,
4) ‘Plan schedule’,
5) ‘Financial programme for the years 2009-2014’,
6) ‘Spatial distribution of projects’. Only two parts were identified in the structure of the City of Poznań Development Plan:
1) ‘SWOT Analysis’,
2) ‘Development priorities’.

The City of Bydgoszcz Development Plan is to be implemented through the implementation of 14 programmes in which 166 projects were grouped. ‘Logical matrixes’ and ‘project fiches’ were developed for all programmes in order to efficiently manage the plan. Entities involved in the implementation and responsible for the supervision and financial expenditures and sources of their financing were identified. Indicators (of outputs and outcomes) were defined and agreed to monitor the implementation of the plan. The Schedule of Plan Implementation (of individual programmes) was developed on the basis of the assessment of financial capacity of the city and analyses of the degree of preparation of individual projects for implementation. The financial plan is general in nature (tasks and financial resources of the city and other entities). It forms the basis for the preparation of annual plans and budgets of the city.

Programmes that contain sets of proposed actions for each identified priority were defined in the City of Poznań Development Plan. Indicators enabling the assessment of the degree of implementation of planned activities were established. Actions relate to the tasks of both local government and other entities.

The City of Bydgoszcz Development Plan for the years 2009-2014 was consulted with the urban community. The priorities of city development were agreed with social partners. Proposals of projects submitted by various

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8 The SWOT analysis in the City of Poznań Development Plan is more specific in relation to the SWOT analysis included in the long-term strategy of city development.
entities were introduced to the plan. The needs of young people (based on a survey carried out among secondary school students) were taken into account. There is no information in the City of Poznań Development Plan about its socialisation.

2.2. Revitalisation programmes

All studied cities prepared revitalisation programmes for the years 2007-2015. These are:
- Local Revitalisation Programme for the City of Bydgoszcz for the years 2007-2015 (updated document of 2005),
- Local Revitalisation Programme for the City of Katowice for the years 2007-2015 (2010),
- Urban Revitalisation Programme for the City of Cracow (2008),
- Revitalisation Programme for the City of Lublin (updated document of 2005),

Urban Revitalisation Programmes for Cracow and Poznań are general in nature and provide a basis for the preparation of local programmes for specific areas designated for revitalisation (in the first place – priority). The analysis of crisis phenomena in all documents was presented in the scale of the city. The degree of intensity of the crisis in the studied urban units was established (using a different number of indicators) and areas for revitalisation were designated. Strategic SWOT analyses were developed for specific cities and areas selected for revitalisation. These constituted the basis for formulating objectives and operational actions.

The studied programmes are a set of projects (revitalisation undertakings) prepared by individual cities and projects submitted by other entities. Projects/undertakings in the area of public utility (including municipal and other beneficiaries) and regarding housing were separated. Schedules for their implementation in the years 2007-2015 were developed defining financial expenses and sources of financing.

Revitalisation projects (undertakings), recognised in the studied programmes, include the following groups:
- projects to be implemented in the city’s budget and included in the Long-Term Investment Plan,
- projects submitted by various entities during the selection action organised by the municipal office,
projects proposed by the team of designers preparing the Revitalisation Programme.

‘Flagship projects’ were highlighted and urban concepts were developed for them in the Urban Revitalisation Programme for the City of Cracow. It was assumed that they will be a source of impulse for further development and will initiate the process of revitalisation of a particular area (complex). It was assumed that a detailed comprehensive plan for the development of all areas designated for revitalisation (the so-called ‘Target Plan’ in the EU called a strategic development plan, urban planning framework plan or urban planning project) will be prepared on the basis of existing planning documents.

Investment projects predominate in all programmes. They relate to modernisation and construction of technical infrastructure and renovation, modernisation and construction of public utilities and housing stock (to a lesser extent). Some programmes include social projects. In the programme for the area ‘Śródk – Ostrów Tumski – Chwaliszewo’ in Poznań, 7 out of 35 projects are of social character (include such actions as: creating a social theatre, creating a support club for the unemployed, social, cultural and artistic activity). 16 social projects that are or will be carried out throughout the city, and not in the areas selected for revitalisation, were entered in the programme for the city of Bydgoszcz. Few projects are of complex (integrated) character and include both technical and social or economic activities. Such projects are included in the programme for the ‘Old’ Nowa Huta in Cracow (e.g. the project ‘Revitalisation and modernisation of Plac Centralny in conjunction with Łaki Nowohuckie’ in the framework of which a series of public debates about the revitalisation of public spaces and developing a methodology for field activities on Łaki Nowohuckie and the project ‘Revitalisation and modernisation of Aleja Róż’, which includes among others the development of ‘green’ and ‘thematic’ walking trails in Nowa Huta were scheduled).

National financial resources for the implementation of revitalisation projects come mainly from budgets of cities and budgets of other public entities (such as universities, cultural, health care and police institutions). Few projects included in the revitalisation programmes are to be carried out by private entities (mainly communities, housing associations and the Church). There are no undertakings to be implemented under public-private partnership.
Information on public participation in the preparation of four revitalisation programmes (Bydgoszcz, Cracow, Lublin, Poznań)\(^9\) indicate a diverse scope and forms of social participation. Basic knowledge of urban revitalisation was provided through the media in the stage of diagnosis of the social and economic situation and in terms of spatial development and the designation of areas for revitalisation in all cities. In Bydgoszcz, trainings for municipal services, institutions and citizens were also conducted. In Poznań, applications for covering specific areas with a revitalisation programme were collected (in 2005), and a survey was conducted in 7 points in the city on criteria for selecting areas for revitalisation and a discussion on the problems to be solved in delimited areas was organised. In all cities, selection, evaluation and typing for the implementation of projects was carried out at the stage of conceptual works. In Bydgoszcz, consultations for potential beneficiaries of the projects were organised. In Cracow, the urban revitalisation programme was discussed in public. During the open debate opinions, positions and ideas that have influenced the prioritisation of actions were obtained from some individuals.

2.3. Integrated plans for the development of public transport (in agglomerations)

Public transport development plans were prepared by three studied cities:

- Cracow – Integrated Public Transport Development Plan for the City of Cracow for the years 2007-2013,
- Lublin – Integrated Public Transport Development plan for the City of Lublin for the years 2005-2013,

They relate to urban areas. They contain only the foundations of public transport development in functionally connected areas.

The above-mentioned studies consist of a section on the assessment of the existing condition and the section on urban planning. Cracow also presented the forecast development of public transport services. The diagnostic section of the plans includes a description of a situation with regard to urban development, economic and social spheres and the public transport

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\(^9\) The Local Revitalisation Programme of the City of Katowice for the years 2007-2015 is missing information on social participation.
sector. The SWOT analysis refers only to the public transport system; there is no assessment of public transport in the context of urban development and economic and social activities.

The scope and method of assessment of the existing condition in three plans varies, namely:

- In the Plan of Cracow, urban development was recognised in the categories of conditions for the transport development. In addition, general statements about the impact of the public transport development on economic policy and employment, and the impact of demographic and social factors on the formation and functioning of the public transport system were included in the diagnosis. The evaluation of the situation of the public transport system was based on the SWOT analysis.
- In the Plan of Lublin, the characteristic of socioeconomic situation provides general information on the urban development, public transport system, demography, economy and social sphere. The SWOT analysis applies only to the urban transport in Lublin.
- In the Plan of Poznań, the assessment of the existing condition covers the characteristics of the urban transport system. Problems from the point of view of transportation needs and the state of development were identified.

Action plans in individual documents also vary:

- The Plan of Cracow includes objectives and indicators of the implementation of the plan, public transport development priorities, tasks to be implemented in the years 2007-2013, planned to be carried out investment projects in the field of public transport specifying financial resources, method of monitoring, evaluation and social communication. Indicators of monitoring the output, result and impact were provided.
- The Plan of Lublin contains tasks to be performed within individual subsystems of public transport (regional rail, regional bus service, trolley bus, bus) specifying the anticipated financial expenditures and sources of financing, method of monitoring and evaluation of the implementation of the plan. Only general method of implementation of the plan was presented. No monitoring indicators were provided.
- The Plan of Poznań includes: the concept of development and integration of various modes of transport in the metropolitan area, the list of undertakings to be implemented in the years 2007-2013, the financial plan, the implementation system, methods of monitoring, evaluation and social communication. Indicators for monitoring the output and result were provided.
There is no information about the socialisation of the planning process in the plans for development of public transport in Lublin and Poznań. The public transport development plan for the city of Cracow informed that ‘bigger undertakings will be preceded by appropriate public relation actions’.

3. Summary and Conclusions

In accordance with the guidelines of the European Community the condition for EU financing of the implementations of many projects is to prepare relevant plans/programmes of integrated character by the city/commune. The Ministry of Economy and Labour managing the IROP in the years 2004-2006/8 presented the requirements for the preparation of planning documents to the local governments in the following way:

- in the IROP (2004) it specified the types of required plans/programmes in relation to the intended undertakings/projects (local development plan, local revitalisation programme, integrated public transport development plan – in urban agglomerations),
- in the Supplementation to the IROP (2005) some specific requirements were formulated,
- ‘examples of procedures’ and ‘examples of structures’ of plans/programmes were provided in the Manual of procedures for the implementation of the IROP (2004).

Instructions of the Ministry of Economy and Labour were not prepared carefully. The names of individual planning documents (the term ‘plan’ was used in relation to the local development and the public transport development, while the term ‘programme’ – in relation to revitalisation, the term ‘integrated’ was used only in relation to public transport development plan) were not thought through. It was unclear what the integrated approach to planning involves. Features of the integrated operational plan/programme as well as elements of its structure were not specified in a uniform manner.

Voivodeship local governments managing the regional operational programmes for the years 2007-2013/15 published – in the Particularisations to the ROP – guidelines on the preparation of local operational plans/programmes. Five voivodeships included in the studies (Kuyavian-Pomeranian, Lublin, Lesser Poland, Silesian, Greater Poland) developed guidelines for local revitalisation programme, two voivodeships (Kuyavian-Pomeranian
and Lublin) – guidelines for the preparation of an integrated public transport development plan. None of these voivodeships prepared guidelines for the local development plan. All instructions refer to the indications of the Ministry of Economy and Labour, contained in the IROP. They focus on the content of each document. They do not develop or organise methodological indications from the period 2004-2006.

Some of the voivodeships present the structure of revitalisation programmes in more detail and introduce new elements (e.g. Lesser Poland and Lublin voivodeships introduced criteria and indicators to identify areas of support, including residential investments). The positive aspects of the ROP of the Lesser Poland include indicating features of a well-developed revitalisation programme, namely interdisciplinarity, response to the crisis, partnership and complexity. They point to the integrated nature of the programme.

Attention is drawn to the lack of indications on the analysis of the structure of development of residential areas and the lack of analysis of the distribution of economic and social activity in the city in the diagnostic section of ‘model’ structures of the public transport development plan. The strategic analysis of development opportunities was indicated only by the Marshal Office of the Lesser Poland Voivodeship and only in relation to the public transport sector. Indications on forecasting relate only to the development of public transport services; they ignore changes in the spatial development of the area. In all the analysed methodological guidelines there is no explanation on what the new approach to the public transport development involves.

Experts (foreign and domestic) transferring the knowledge necessary for the implementation of structural funds in Poland gave the majority of attention to urban revitalisation, including the construction of the local revitalisation programme. There was no guidance as regards the general approach to integrated planning of development of cities based on the experience of countries of advanced democracies.

The analysis of operational planning documents of five major cities (Bydgoszcz, Katowice, Cracow, Lublin, Łódź and Poznań) indicates the focus of municipal authorities on planning the revitalisation. All the cities studied have prepared revitalisation programmes for the years 2007-2013, three cities (Cracow, Lublin, Poznań) have developed public transport development plans, while only two cities (Bydgoszcz, Poznań) – local development plans. Revitalisation programmes should be highlighted, while assessing these documents from the perspective of an integrated approach.
to planning. They contain main elements of an integrated operational plan. During their preparation much attention was paid to social aspects of revitalisation, both in the diagnosis and concept stage (especially in Cracow and Poznań). This is a positive change in relation to revitalisation programmes developed in the period 2004-2006. Local Development Plans (Bydgoszcz and Poznań) are long-term investment plans extended only by projects of other entities than the city. Public transport development plans (of the city of Cracow, Lublin, Poznań) do not exhibit the characteristics of an integrated operational plan. The development of an integrated public transport was not planned in the context of spatial development and development of economic activities. Local communities were not included in the process of creating plans. A weak point of all operational plans/programmes is their low level or lack of socialisation of the planning process as well as a low level of participation of private entities in financing the undertakings/projects. In all cities, in the course of work on operational plans, a shortage of urban concepts in existing planning documents was revealed.

For the purpose of integration of the EU space it is required for all Member States to adopt common standards of development planning of territorial units. EU documents as well as planning practice in ‘old’ EU Member States point at integrated planning (interdisciplinary and holistic), in accordance with the idea of sustainable development. In Poland it was initiated on the local level – in cities.

Integrated urban development planning involves complex solving of (social, economic, environmental, spatial) problems focused on problem/crisis areas. It requires the creation of a comprehensive long-term development strategy (taking into account not only the social and economic, but also spatial dimension)\(^\text{10}\) and their implementation through integrated operational plans/programmes. For this purpose it is necessary to coordinate many policies (in terms of social, economic, environmental, spatial and transport development) and the cooperation of relevant institutions and organisations as well as citizens.

As a result of studies carried out the following conclusions were made:
1) Extending the Polish planning system with the integrated planning will enable effective actions for qualitative development of cities and metropolitan areas.

\(^{10}\)Strategies for the development of Polish cities apply mainly to the social and economic development. They lack spatial dimension, or it is insufficient.
2) Local governments in many cities should redetermine their municipal policy, which requires adjusting existing strategies of development to the requirements of integrated planning and developing (elaborating on) urban concepts.

3) Depending on the assumed – in the development strategy – direction of long-term actions, cities will develop relevant operational plans constituting tools for the implementation of the strategy.

4) Each operational plan should contain the specification of
   - goals to be achieved,
   - expected results (measurable results),
   - scope and schedule of actions,
   - instruments for fulfilment,
   - units executing the projects,
   - funds and sources of financing.

5) The process of integrated planning should be carried out, both on the strategic and operational level, in the iterative manner, with the following stages distinguished:
   - decision to take actions,
   - analysis of development possibilities,
   - the concept of development and action,
   - the manner of implementation and control of execution.

6) The methodology of integrated planning must be improved, with manuals developed by experts. Individual marshal offices should concentrate on integrated planning of development on the regional level so as to have grounds for giving directions for the development of cities in voivodeships.

7) Integrated operational plans/programmes ought not to be treated merely as a tool for obtaining structural funds for co-financing development undertakings. They should be instruments for the execution of policy of municipal authorities, specified in the integrated development strategy.

8) It is necessary to include integrated development plans, both strategic and operational, in the provisions of spatial planning law – as an element of the planning system.

9) The planning system reform should be carried out in the direction of integration of social and economic planning with spatial planning.
For this purpose, it is necessary to:
- specify the role and tasks of individual documents in the planning process, both statutory (formal), and extra-statutory (non-formal) ones,
- interrelations between individual types of plans – within and among individual levels of planning and management.

10) The development of integrated planning in cities and metropolitan areas requires:
- the integration of actions of organisational units at municipal offices,
- wider socialisation of the planning process,
- the implementation of instruments motivating the private sector to participate in undertakings/projects in a form of public-private partnership due to high effectiveness of such forms of actions.

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