

# Best Practises

of the Paweł Adamowicz

## **UNION OF POLISH METROPOLISES**



**UNION  
OF POLISH  
METROPOLISES**

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This publication has been prepared  
to mark the 30<sup>th</sup> anniversary  
of local self-government in Poland  
and the 30<sup>th</sup> anniversary of the establishment  
of the Paweł Adamowicz Union of Polish Metropolises

Best Practices  
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## FOREWORD

*Ladies and Gentlemen,*

*thirty years ago, Poland embarked upon the process of restoring the structures of territorial self-government. 8 August 1990 saw the enactment of the new law on local self-government; less than three months later (27 May 1990), first elections to municipal councils were held. These were the first fully democratic elections in our country after the Second World War.*

*Today, no one challenges the view that the establishment of local self-government was one of the fundamental reforms of Poland's political transformation. It allowed the real decentralization of public authority, which was brought closer to localities and citizens. Ever since, local authorities have exerted a huge impact on the standard of living, including owing to the effective acquisition of EU funds and financing pivotal developmental projects in regions. The remarkable achievements of local self-governments at all levels are unquestionable. Our villages, towns, and cities have grown and have become more beautiful. The work done by the members of local self-governments has helped reduce the gap between Poland and the countries of Western Europe.*

*This year we have also celebrated the thirtieth anniversary of establishing the Union of Polish Metropolises. Its inaugural meeting was held on 11 October 1990 in Kraków. Today, the organization that I have the honour to lead is composed of 12 largest Polish cities: Białystok, Bydgoszcz, Gdańsk, Katowice, Kraków, Lublin, Łódź, Poznań, Rzeszów, Szczecin, Warsaw, and Wrocław. Thanks to the 1990 reform which laid a firm foundation for the local self-government by offering it legal personality, property, own income, powers, and legal protection, these urban centres are today the driving force of the development of the Republic of Poland and home to the most innovative segments of the economy.*

*Looking back at changes that have occurred in the cities-members of the Union of Polish Metropolises, they clearly appear to have been not only quantitative but also qualitative. The development of the largest Polish cities has long gone beyond their administrative boundaries. On the contrary, it spreads outwards to include and benefit both the closer and more distant parts of the region. Therefore, Polish cities can be said to be genuine metropolises. This process clearly*

*gained momentum along with the establishment, largely thanks to EU funds, of the so-called functional areas and Integrated Territorial Investments. Especially the latter instrument allows the city and its fringe municipalities to pursue joint pro-development projects, in particular in the field of transport, environmental protection, R&D, and innovation.*

*The double anniversary celebrated in 2020 invites reflection on the past. It is worth pondering upon what has been done for the citizens over the past 30 years and spending some time identifying opportunities that have been missed. It is also the best moment to recall the daily effort of successive mayors, treasurers, and secretaries, local self-government executives and thousands of anonymous municipal employees who work for the benefit of local communities with dedication and passion. Their effort and contribution make our towns and cities grow, despite the recurring economic crises and instability of municipal revenues due to, but not only, the need to pursue new and often budget-depleting tasks and objectives imposed by the central government. We cannot forget to mention their numerous legal and regulatory ideas and initiatives that have allowed us to operate in a smooth and more efficient manner. In order to perpetuate and appreciate the great effort of our organisation and our cities, I decided, following the example of my predecessor, the tragically deceased Mayor of Gdańsk Paweł Adamowicz, to initiate a thoughtful discussion on an idea to create a network of Polish metropolitan centres.*

*This publication stems from such consideration. Its formula departs from that adopted in the Good Practices of Large Cities published by the Union of Polish Metropolises ten years ago. This volume has been divided into chapters addressing specific issues and challenges, in which our cities share their most innovative solutions. In my opinion, this is the optimum way for the Best Practices of the Cities of the Union of Polish Metropolises to become a visiting card of our urban centres, showcasing their dynamics, creativity, and openness to challenges.*

*Tadeusz Truskalaski  
President of the Board  
of the Paweł Adamowicz Union  
of Polish Metropolises*

# THE POWER OF METROPOLISES

**Prof. Irena Lipowicz, LL.D.,**

Head of the Department of Administrative Law and Local Government,  
Faculty of Law and Administration, Cardinal Stefan Wyszyński University,  
Commissioner for Human Rights of the 6th term (2010-2015)

As independent and legally separated units of local self-government, agglomerations and metropolises have invariably been a vital part of the state organisation system because they shape the life of a large group of citizens and other residents. Their administrative separation has marked an important stage in the evolution of the city as an organisational unit of a local self-government. Already at its early stage, one of the basic challenges of the Polish local self-government reform was excessive uniformity and the lack of diversification across the individual categories of administrative units: municipality, city, city with county rights, and separate regulations governing the organisation of the metropolitan city of Warsaw. That original division exhausted the legal diversity of the units for many years to come. However, the general conditions, the overall setting, and information technologies have changed urban reality.





The most profound global change in the organisation of public administration since 1990 has been both the expansion of large cities, the emergence of new agglomerations and megalopolises, i.e. huge urban areas with more than 10 million inhabitants, and more and more complex tasks allocated to public administration in large cities. Over the past 20 years, it has become more than clear that large cities, also in Poland, require a different legal basis to operate, greater freedom in their organisation system, a go-ahead for managerial experiments, and the possibility of implementing new tasks that will facilitate their going smart.

Poland is an interesting example of a country in which the passive attitude of successive governments and parliaments, and even the ignoring of obvious social needs by responsible public bodies, arrests the development of large cities. However, they do not step aside waiting for the legislator to change its mind. The literature on the subject highlights numerous initiatives of individual cities and their civil society. From the viewpoint of the theory of administrative law, this is an ideal research province. The legal forms related to the operation of a city are many and various, just to mention associations, foundations, joint-stock companies, Integrated Territorial Investments areas (ITI), traditional municipal unions and associations of local self-government units at various levels. No doubt, an impressive array of possibilities.

Yet, all these various forms actually reveal major negligence on the side of the legislator which is constitutionally obliged to ensure that the ever-growing number of tasks and powers, in this case of agglomerations and metropolises, is backed by commensurate funds and organisational support that should facilitate the aforesaid tasks and powers to be exercised effectively. The paramount importance of efficient organisational structures behind public administration tasks has been long highlighted in the science of administrative law by Franciszek Longchamps de Brier and Teresa Rabska.

This publication, however, rather focuses on the increasing possibilities of implementing public tasks, meeting residents' needs, and, in particular, on social innovations that attract the greatest attention, deserve credit, and are worth recommending. Therefore, this study brings projects and initiatives into the spotlight. It also shows how valuable and invariably fresh the idea of a local self-government is, since this local authority is

never reluctant to accept new tasks, often demanding a shift towards new forms of operation.

Although the areas of social innovation have not (fortunately) been imposed arbitrarily, this remarkable set features all forms of social activity pursued under the umbrella of local self-government. It is very often that social innovation is unjustifiably associated with non-governmental organisations only. The great strength of the Polish local self-government, especially metropolises that still await the award of an adequate legal status, is the fostering of innovation and creating a legal framework for innovative action by residents and citizen organisations. Take a look at the plethora of existing initiatives. North or south, east, or west, there has been a tremendous change whereby existing social deficits, attributed to the omissions of the central government, have been narrowed and overcome.

This is the most urgent question when reflecting on the content of this publication: Are the discussed innovations a natural area of activity for any local self-government or do they work, which is typical of Poland, as rescue wheels for areas that have been neglected or ineptly managed by the central administration? An example of such forced action was the establishment of regional railway companies years ago. Railway services may but do not have to be the responsibility of local self-government at the regional (voivodeship) level. This reform had not been originally planned as part of municipal tasks; however, the almost complete collapse of the centrally organised railway transport in the regions, low quality of carriage services, and passengers' protests led to the gradual transfer of responsibility for railway transport to the regional self-governments. Although they were in the hands of various political groups, they would always reach the same conclusion: social needs must be satisfied effectively. New needs are not the only ones. The state has supplied rail transport services, as undisputed collective social needs, since the beginning of the development of railways, yet the novelty is that new responsibilities are imposed not as a result of a centrally made decision but as a result of the so-called "decentralization of problems" in those areas where the central government has failed. However, a warning needs to be sent out: local self-government may fall victim to its own success. For years, the central government has become accustomed to the fact that public responsibilities (e.g. education or health care), initially shared between the central administration and local government, may be gradually transferred to the latter if the local budget makers learn to realise significant savings at the expense of local communities. This strategy has been long successful. However, a fly in the ointment would be the aptest expression to describe this situation. As the strategy of



“decentralization of problems” continued to be pursued without the transfer, which is contrary to the Constitution of the Republic of Poland and the European Charter of Local Self-government, of relevant (adequate) financial resources, the growing number of “flies” becomes intolerable and even the most innovative and flexible local self-government with a very modern structure and management methods will not to be able to stop the degradation of the quality of infrastructure and services. A prime example is the current situation of the administration providing healthcare services at the level of metropolitan areas, cities with county rights and counties. These services are in crisis despite introducing medical innovations as an attempt to produce a breakaway effect.

The forms of organisation of the only metropolis system currently permitted by the law, its possible and abandoned variants, and the current legal situation are thoroughly discussed by Prof. B. Dolnicki in the closing part of this publication. At this point, therefore, I wish to focus primarily on the general problems of the agglomeration system, and conclusions that can be drawn therefrom. The showcase projects completed by the cities and discussed in this publication reveal a lot not only about the initiatives themselves but also highlight the type of social needs that are being met, the obstacles that had to be overcome, and the legal solutions selected to make the projects work .

The polycentric administrative structure of the country facilitates the effective organisation of its administration. Poland is among the countries that are not excessively dominated by the size of the capital city (as in the case of, for example, Hungary or Austria). It has twelve large cities and three distinct mono and polycentric agglomerations (Warsaw and its surroundings, Gdańsk, and Upper Silesia with the Dąbrowa Basin). This enables a harmonious development which, however, requires a modern legal and institutional framework to be put in place.

After 30 years of experience of the reborn local self-government in Poland, the doctrine of administrative law does not challenge the view that the lack of a proper and statutory legal basis for the development of large urban centres means an actual hindrance to that development. This has been the case with the Upper Silesian and Grańsk agglomerations, but also with those of Kraków, Poznań, Łódź, Wrocław, and Lublin. That functional cooperation, especially at the neighbourhood level, is sufficient used to be a commonly held conviction; great hope was placed in the so-called municipal unions and municipal accords. Saying that Polish cities and their governing bodies have neglected this possibility would be unfair. Indeed, the cooperation is impressive, but the main problem seems to be the lack of separate financing. With the permanent underfinancing of territorial governments in Poland, the expectation that significant funds would be allocated from the tight

central budget to further cooperation within agglomerations or metropolises has proven anything but illusory. Warsaw is the major testing ground in terms of whether it is possible to abandon a particular form of metropolitan organisation. In fact, long-term experiments with the organisational form and system of administration of the capital city have not yet completed. Undoubtedly, it is mandatory to distinguish the so-called shared tasks within the agglomeration, which is even more challenging for the “capital city,” and to establish a legal framework for the decision-making process on matters shared by the city’s districts. Reduced autonomy of the districts and how it affects the overall development of Warsaw also remain an open question. Warsaw is an example of an urban centre that meets both the Polish statutory requirements for a city to be named a metropolis (population of 2 million) and also the criteria adopted in the European Union.

Most Polish agglomerations have a single distinctive centre. However, Poland has as many as three types of such urban clusters. Two-centre agglomerations are only budding. A typical conurbation, meaning an actual union of similar cities, despite the apparent leading role of Katowice, is the Metropolitan Union of Upper Silesia and Dąbrowa Basin. A conurbation-like organisation is also seen, yet to a lesser extent, in the Pomeranian Metropolis. Its cities, Gdańsk, Gdynia, and Sopot, are not balanced in terms of population and infrastructure. However, all the three cities and their surrounding municipalities exhibit the highest quality of life in Poland.

Each development generates tensions at the same time. Transition to another, modern organisational form, which metropolises and agglomerations in Poland must adopt to go beyond the existing (and necessary) legal regulation of the Metropolitan Union of Upper Silesia and Dąbrowa Basin, is a matter of establishing the optimum relations between the agglomeration centre and its fringe municipalities, as far as a single-centre urban system is concerned. A question that remains open is the statutory number of population required to consider a city a metropolis. Well, terminological disputes should be put aside, and the future of metropolitan tasks and organisational structures should be given a priority. It is essential to know that although the tensions related to the strategic management of an entire metropolis and the use of information technologies in the digital era can be seen as pro-developmental and naturally creative, they can only be successful if the identity, traditions and interests of the outer districts and municipalities surrounding the metropolitan core are duly respected. The process of development of the Upper Silesian metropolis is particularly interesting in this respect. In the early phase, the cities located in the centre of the metropolis: 14 out of 41 that make its actual core, declared their readiness to join the initiative.

Lessons learned from Kraków, Wrocław, and Gdańsk show that the process of creating a modern agglomeration is likely to arouse concerns among the individual towns that they would be “swallowed” and dominated by the central entity. From this point of view, the initiatives showcased in the publication are particularly valuable, as they prove the ability of the cities of the Union of Polish Metropolises to cooperate and their legislative and executive bodies to recognise interests and legitimate expectations of individual city districts, including related to any past negligence. In agglomeration-building, the constant temptation is to reduce the process to mere incorporation of the surrounding localities into a greater metropolitan body. Even if, in the light of applicable law, this process can take place without much resistance or controversy, failure to hold full public consultation and administrative mediation is likely to lead to various internal frictions after the agglomeration has been formed. In other words, investment in public consultation and mediation is by all means beneficial.

The basic conclusion, however, is that to close the law-making process regarding metropolises is more than urgent as it will allow all large cities in Poland to opt for the most optimum form of organisational under applicable law. For too long has the development of Polish largest urban centres and their outer communities been hampered by legislative inaction. It should be noted that in the face of the lurking global economic slowdown local self-governments will have to demonstrate their resourcefulness in generating jobs, partnering up with economic operators, and intervening in crisis situations. Another crucial area is sustainable development. After years of approaching it as anything more but a slogan, it has become a vital element to ensure the harmonious development of our cities and win social acceptance, since residents closely monitor how both the central and local governments tackle present-day challenges, including the climate change. The UN Millennium Goals are no longer an abstract concept: they are becoming an understandable guideline for further action aimed to benefit common interest.

Several elements should be highlighted in the presented best practices. First, it is a mosaic of top-bottom, bottom-up, unilateral, and bilateral actions. Second, they can be seen as a creative response to new collective social needs or to a worsening social situation. This is proof of viability of local self-governments: without waiting for the legislator’s reaction, they leap into quick and effective action. Third, social participation is gaining in importance in setting new goals and deciding forms of action.

Tremendous strength of the local self-government is its proximity to residents, which makes problem definition much more efficient. In the best practices described below, there is the example of a social housing programme in Gdańsk building on the innovative

“housing first” formula implemented in Finland. What is fascinating about the innovativeness of this approach is the question, asked for the first time in our country, of how much the status quo costs, i.e. the absence of a solution to homelessness and permanent residence in state-run care institutions. Comparing the costs of supported housing and stationary care is clearly in favour of the modern solutions. Characteristic of Polish reality is the unchanged, or even growing, number of the homeless. Until now, however, there has been no intention to overcome the situation on a permanent basis. The decision-makers would often remain at the stage of establishing night shelters, “warm houses” or baths for the homeless, which would not make a fundamental change, despite considerable financial outlays made.

Another example of an ambitious strategic programme is Białystok’s Silicon Forest project alluding to the name of Silicon Valley, California. This is an interesting example of taking control over an area neglected for years at the level of central strategic planning for innovation and putting it in the spotlight rather than on the side-track of traditionally understood development. The will to skip certain development stages and making yesterday’s deficiencies tomorrow’s strengths to avoid the mistakes of predecessors are of fundamental importance and, although without a guarantee of success, still trigger great drivers of change.

Despite official declarations, there is no breakthrough in public policy concerning housing in Poland. The urban regeneration projects in Łódź and Gdańsk are yet another great example of keeping ahead of social cohesion trends. It should be emphasized that the projects are fully comprehensive, i.e. the regeneration process is assisted by the so-called “social keepers” and street workers. The main problem in urban renewal projects is gentrification. Former tenants often fail to return to thoroughly renovated but much more expensive premises, and the entire change, even if the tenants are able to move out for the period of major renovation, is a massive shock for most of them. The idea of encouraging this kind of social change and supporting it with modern, non-authoritative forms of administrative activity is relatively new in Poland. It is worth learning from the experiences of Łódź, which might be particularly valuable for the municipalities of mining and traditionally industrial regions. Massive redundancies or the closure of a large industrial plant leads to a major individual and collective disturbance. Although numerous retraining schemes (not always dovetailed with the market needs) are available, mainly paid from EU funds, personal assistance in difficult cases is often missing. The innovation of local self-government’s action accompanying major economic transformation programmes can thus be seen in assistance provided to individuals who

have somehow been affected by such programmes. This approach should be strongly advocated, especially in the face of inevitable mining industry restructuring measures.

A very interesting example of education project is the Mathematics Bubble in Bydgoszcz. Innovative teaching methods and their promotion naturally fall within the remit of the competent ministry and minister of education, including their auxiliary apparatus and institutes that are tasked to support the ministry in promoting such innovative forms. The local self-government, which becomes aware of educational gaps and underperformance of its pupils and students, especially within a specific school subject, has the right and real ability to introduce changes. Attention should be paid to other innovative measures put in place: the atmosphere of compulsion was removed, and oppressive teaching methods were replaced by cooperation and play in the pursuit of the serious goals of improving learning outcomes. Public funds were allocated to support the programme. In such a case, should the local self-governmental be censured for working outside its competence because it should generally focus on improving the educational infrastructure and leave the curricula, especially problem innovations, to the government administration? Such an assumption should be considered ungrounded because the territorial authority acts within its competence. In contrast, it is the central government administration that has captured an excessive slice of education management during the process of recentralisation. The self-government took advantage of research data (from the Educational Research Institute) and cooperated with experts. The project also stimulated teacher-to-teacher collaboration by enabling an inter-school group and seeking new methods of improving instruction efficiency. The projects from Warsaw are similar, but they shift their focus more towards digitisation, transparency, and access to school data. Kraków's projects, although forward-looking, are in a way faithful to tradition. They follow charted paths yet offer novel tools. The Our Schools web portal and the related initiatives, however, share one valuable feature: they strive to restore standardisation, so much forgotten and neglected for many years. Clear standards in administration favour accountability, allow comparison of educational services, and allocate responsibility to local self-government units. Such an approach to the Warsaw-based initiatives opens up a completely new dimension to reflect upon, and it is a positive reflection. It is hoped that they will prompt a wider discussion on standardisation and standards of Polish local self-government administration. The Warsaw project aimed to raise the number of places in free (unpaid) nurseries. The very way of implementing the project deserves special attention. The Union of Polish Metropolises should be a first-choice platform for exchanging any lessons learned from such projects.

The variety of local initiatives is also seen in activities intended directly for citizens. Lublin and its ambition to become the capital of Polish electromobility is particularly noteworthy. Its meaning for the future cannot be underestimated. At the same time, Lublin's creative approach to this challenge is outstanding. The city does not start from scratch, but it builds on what it already has: a trolleybus network. However, this is just a springboard for initiatives in electric transport, including public one. On top of that, the city promotes electric vehicles and develops EV charging infrastructure. A related idea is the participatory Green Civic Budget allocated exclusively to environmental projects (in this case urban greenery), which would normally give way to more "attractive" initiatives, such as related to sports, in general participatory budgeting.

It is worth studying the recommendations that close each section devoted to individual projects. This method of sharing deserves special endorsement as it is still rarely used in Polish reality. Local self-government in Poland, especially in large cities, does not only rely on experience but also has the ability to draw practical and theoretical conclusions from failures and achievements. This is particularly evident when these conclusions take the form of *de lege ferenda* recommendations (some of the discussed projects propose new outline laws).

Now, pay attention to municipal initiatives intended for the most vulnerable citizens. An example of this is Poznań's Viva Senior campaign. This comprehensive action for the elderly who are compelled to stay indoors but struggle with numerous everyday difficulties saves these people from being transferred, often involuntarily, to old age care facilities. This is the best method aligned with deinstitutionalisation. Seemingly minor assistance services, such as small repairs, window cleaning or podiatry care, can not only help seniors remain independent but also relieve the pressure on city's social welfare budget. Spiritual needs were also addressed through the Book for Seniors project.

I could not wait to learn about initiatives from Rzeszów, by many considered Poland's capital of social innovation. The city's projects did not disappoint me. They target advanced traffic control systems and social services. Certain innovation specialisations are apparently emerging in some areas of the country, which should not be disturbed by the central government.

Szczecin's proposals should also be mentioned. The city's project attempts to respond to advancing globalisation and the growing fear of strangers, not infrequently exploited on purpose on both sides of the Polish-German border. Teaching the neighbouring country's language and respect for it, as well as the advanced refugee and immigrant integration programmes proposed in Gdańsk, are measures aimed to avert

possible social conflicts and protect against them in the best possible way. They are also a new pre-condition for sustainable economic development. Cities open to various cultures and integrating foreigners well attract inward investment and international cultural initiatives. Wrocław has already experienced that.

These are just a handful of examples from the wealth of initiatives discussed in this anniversary publication. It should be an enjoyable reading, and its recommendations must be followed in practice. Polish local self-governments of the 21st century appear to be ahead of threats and grasp opportunities opening up on the horizon. This capacity for innovation should be supported by the legislator through re-designing both the organisational structure and operations of local administration, especially the administrative contract.





**PEOPLE FIRST**



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# GDAŃSK

## Gdańsk Social Housing Programme

With the implementation of the Gdańsk Social Housing Programme, we test in practice how a housing investment and tailor-made action transform and improve the lives of residents of assisted living and supported accommodation.





## Dwelling as a basic commodity

The Gdańsk Social Housing Programme (GSHP) is implemented pursuant to Resolution of the Gdańsk City Council No. XXXI/867/16 of 24 November 2016. The programme addresses the needs of individuals and families who are not able to satisfy their housing needs on their own and overcome difficult life situations without targeted external assistance. This is one of the many complementary pro-demographic initiatives undertaken in Gdańsk.

Having a permanent place to stay is the fundamental condition for setting up a household as well as building family and neighbourly life. It has a favourable effect on the couple's decision to have and raise children. As reported in the 2016 study by the Government Population Council, Demographic Outlook as a Challenge for the Population Policy of Poland, it is the poor financial situation, including inadequate habitat, that is pointed to as one of the most important reasons behind a decision not to have children, which translates into a low fertility rate in Poland.

The GSHP is a large undertaking in terms of scale, the size of target groups, and the range of services provided. Implemented by the Gdańsk local self-government, the programme was designed and launched in cooperation with numerous partners from the non-governmental organisations circle.

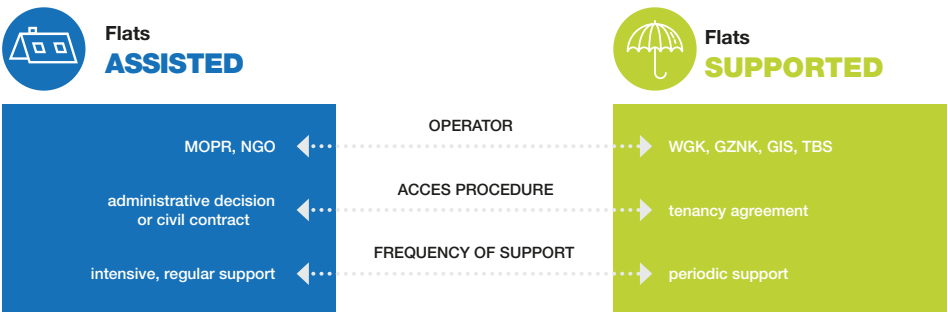
The programme offers two models of residency: assisted living and supported homes. The apartments covered by the programme are both the municipality's property and private premises. The implementers took care to avoid excessive concentration of the dwellings in one neighbourhood.

The programme participants are individuals struggling with the crisis of homelessness, young people leaving foster care, people with disabilities, the elderly, individuals with addictions, individuals experiencing crises, e.g. due to domestic violence, and immigrants. The participants are recommended by the social workers of the Municipal Family Support Centre (MOPS) in Gdańsk or non-governmental organisations. Housing eligibility is determined by dedicated teams. Currently, 297 people, including 71 children, occupy 149 flats.

The Gdańsk Social Housing Programme delivers what every human being craves for most: HOME: a decent and safe place to be for individuals and families, indispensable for them to pursue their aspirations and dreams.

Housing support is an element of the Gdańsk social assistance and integration system. The scope of services covers social work, specialist services, care and assistance, as well as services of stimulating tenant’s activity while at home and invigorating local life. An important aspect of this model is that assistance is gradually reduced as the situation of the tenants stabilises. Over time, the services are also modified and tailored to the diverse needs of individuals, families, or groups.

Two models of the Gdańsk Social Housing Programme



Dolne Młyny ecological assisted living house

One of the many projects under the umbrella of the GSHP that deserves having a closer look at is the late Mayor Paweł Adamowicz’s initiative of development and operation of the Dolne Młyny ecological assisted living house. Built in the prefabricated wooden frame technology, the house accommodates 25 turnkey flats. Their design and layout are tailored to the needs of single tenants as well as small and large families (from one-room to three-room flats with a kitchen, from 25 to 68 m2). There is also a common day room, a laundry room, and some premises for an NGO providing assistance services locally. The selected construction technology means reasonable operating costs and a high quality of living conditions. In October 2017, Dolne Młyny became home to 26 communities (36 people in total, including 19 children), which, supported by the aforesaid NGO, overcome various adversities caused by their difficult life situation.

The first two-year stage of the project focused on resident adaptation. In the so-called re-qualification procedure (evaluation of tenants' progress based on a contract, analysis of timely rent payments, interview with a commission), all the residents sought recommendations to conclude further contracts and assisted living housing agreements.

In 2019 the Dolne Młyny project received the Green Building Award from the Polish Eco Building Association. It won the competition category of the best ecological multi-family property development. Both the project and the GSHP were also named best practice in the homeless assistance system in the thematic area of housing solutions by the National Federation for Solving Homelessness Problems in consultation with the Ministry of Family, Labour and Social Policy.

## Gdańsk Social Housing Programme: all housing solutions in one place

Thanks to the drawing up and implementing the GSHP, Gdańsk managed to re-organise many social policy initiatives focusing on housing solutions intended for various groups, which would normally go beyond the scope of legally regulated sheltered housing (this was attributable to various reasons, including the housing resources at hand, identified individuals' and families' needs impossible to satisfy in the assisted living scheme, the need to tailor support to residents' needs and capabilities). Today, in spite of positive changes in the regulation on sheltered housing, the problem has not fully disappeared, e.g. whether it is possible to combine sheltered accommodation with the use of a community self-help facility is still unclear.

The GSHP pioneered many new housing policy solutions integrated with initiatives linked to social assistance and integration. They made it easier for individuals at risk of social exclusion to find shelter. Among them, there were people who, having no other accommodation options, occupied training, sheltered and re-adaptation premises for a long time, thus preventing others from taking advantage of such assistance. The solutions employed in the GSHP also created room for continued support after the residents became relatively independent, i.e. to help them maintain their flats free from debt and devastation, which would often be a significant problem before.

## The economic facet of housing support

That it is worth investing in such solutions as outlined above has been confirmed in a study on operating costs of the Dolne Młyny ecological assisted living house. Compa-



ring the city-wide costs of the assisted living housing project and the costs of provision to persons at risk of social exclusion or socially excluded of institutional services within the social welfare system, the housing support represents a much lower financial burden.

This data is confirmed by the example of the 26 communities that entered the project both from institutional facilities and supported housing, which is a transition phase for individuals previously residing in institutions. The annual cost of providing institutional support to the same people would amount to PLN 1,085,377, i.e. PLN 41,745.30 from the city budget for one community annually. The cost of maintaining the beneficiaries in the first year of the project is PLN 396,737.10 (the cost of the social assistance system and surcharge of the Gdańsk Municipal Property Authority – today the Gdańsk Property Authority). On average, it is PLN 15,259 per annum per one community, and this amount is bound to decrease. Moreover, the Dolne Młyny multi-family unit consumed about 40% less heat per 1 m<sup>2</sup> than a comparable building erected in traditional technology.

The most important, however, is the social dimension of organising assistance for individuals and families confronted with various problems, including the housing support scheme. It goes with the recognition of values such as respect for the rights and dignity of people benefiting from social services. A system of services that is being built ensures equal development opportunities for everyone, creates conditions conducive to social integration, and forges local community bonds. This means a solid chance of effective



inclusion of socially excluded individuals as well as motivating them to be active and rethink life attitudes.

## Project costs



## Recommendations:

- » to regulate local solutions by acts of local law;
- » not to form clusters of social premises and to tailor support;
- » to develop criteria for access to housing;
- » to secure broad partnership of the local self-government, institutions, and non-governmental organisations;
- » to verify the effectiveness and efficiency of implemented solutions on a regular basis;
- » to employ solutions used in the Dolne Młyny ecological assisted living house project, which is one of the projects under the GSHP.

**Keywords:**

family, home, deinstitutionalisation, tailoring, assisted living flat, supported flat, development, ecological house, housing policy, municipal housing resources

**Abstract:**

Access to housing is instrumental in maintaining a happy family. It is a promise of better quality of life, sense of security, forging relationships with other family members, creating neighbourly bonds. It also has a favourable effect on the couple's decision to have and raise children. A flat or apartment is where your HOME is: a place where we spend about 80% of our lives with our family in a cosy and safe space. The GSHP was launched to meet the expectations of individuals and families from Gdańsk who are unable to address their housing needs on their own and overcome life difficulties without adequate support. The programme offers solutions that combine a housing scheme with personal assistance and support from specialists in handling everyday problems. The most important goal of the programme is to give individuals and families in a dire life situation a chance and prospect of community-based living outside institutions.



*The Gdańsk Social Housing Programme is but a slice of a greater legacy of the late mayor of Gdańsk, Paweł Adamowicz. Today we are continuing and growing this work. New investment projects are on the way that will provide security, shelter, and support to the needy in Gdańsk.*

*Aleksandra Dulkiewicz*  
Mayor of the City of Gdańsk



POZNAŃ

## **Viva Senior: Innovative Services for Poznań's Senior Citizens**

The Poznań Viva Senior project aims to create friendly conditions for the elderly to age with dignity and remain independent and active as long as possible.





## Senior policy in Poznań

Poznań has been undertaking various initiatives aimed to improve the quality of seniors' lives for over 15 years. These activities cover social assistance, health protection and prophylaxis, active citizenship, and social programmes. For 12 years, Poland-first Senior City Council has been operating in Poznań. It speaks for Poznań seniors as well as providing opinions and advice and proposing initiatives to the city authorities.

In October 2017, the Poznań City Council adopted a Poznań Senior Policy 2017–2021 scheme which provides an agenda of activities, tasks, and projects intended to secure conditions for dignified and healthy ageing. The goal of the senior policy is, but not only, to create conditions for the development and life of the oldest generation through activities concerning improved accessibility of public spaces and buildings, the development of age-friendly transport, the development of age-friendly housing. Moreover, the policy aims to inspire respect for the elderly in society, create conditions for greater social and civic participation of the oldest city residents, and afford employment and job retention opportunities. It wants to stimulate and support various and effective forms of communication, information exchange, and development, as well as increasing the quality and availability of social services and health protection.

The senior policy is monitored and implemented by the Programme Council appointed by the city mayor.

## Poznań Viva Senior: innovative services for the elderly

One of the projects of the senior policy is Poznań Viva Senior. It is in fact a whole package of innovative services for seniors not provided ever before but requested by them and responding to their actual needs. The project is comprehensive as it addresses different shortages and needs registered by elderly, secluded individuals, such as the obstacles of everyday life or moving around. The services are expected to improve the beneficiaries' life quality, facilitate their independent functioning, and enable them to stay in their place of domicile as long as possible.

The package has been implemented and constantly upgraded since 2017 and currently covers the following segments:

- » Senior Card: Poznań Golden Card,
- » Taxi for Seniors,
- » Handyman for Seniors,
- » Book for Seniors,
- » City Rehabilitation Equipment Rental Service,
- » Book for Seniors,
- » City Rehabilitation Equipment Rental Service,
- » Mobile Toenail Care for Seniors,
- » Poznań Life Box,
- » Window Cleaning for Seniors,
- » Family Tombstone Maintenance,
- » Senior Transport to Municipal Cemeteries.

The **Senior Card: Poznań Golden Card** segment means special discounts for seniors offered by 140 project partners (municipal culture institutions, sports and educational facilities, and private companies) grant special discounts dedicated to seniors. The card is available to people aged over 60 who pay income taxes in Poznań. Before the end of 2019, a total of 27,552 cards had been issued.

The **Taxi for Seniors** segment covers free transport services available to individuals having difficulties in using public transport independently. The trips are confined to the boundaries of the city of Poznań and may cover visits to official institutions, cemeteries or to specialised healthcare facilities (e.g. a medical examination or doctor's appointment). The segment is intended only to the residents of Poznań who are 80 or more (or are 70-79 years old and their disability is visible and prevents using free public transport), run a household alone or with another living-in person who meets the criteria of age or a difficult life situation, and have low income. A total of 23,588 trips have been made so far, of which 13,443 in 2019 only.

As part of the **Handyman for Seniors** segment, free repairs and maintenance services are provided. This kind of assistance covers simple technical assistance that is not urgent, does not require expert knowledge or does not need a licence to perform (e.g. bulb replacement, door handle repair, hammering nails, sealing a leaking tap, repairing a toilet cistern, etc.). The services are available to individuals who are at least 65 years old and reside in Poznań, especially if they live alone. Since 2017 a total of 5,099 handyman services have been delivered.

Under the **Book for Seniors** segment, senior residents are provided with free books, audiobooks, and films from the Raczyński Library in Poznań. The campaign is intended for people over 60 from the city of Poznań who, due to disability and other constraints, find it difficult to reach a library on their own. Those who do not have a borrower's card can have it issued during the first visit of the librarian. In 2019 87 active borrowers borrowed a total of 2,930 books.

**The City Rehabilitation Equipment Rental Service** provides individuals with rehabilitation and orthopaedic equipment matching their actual disability and needs. It also takes into account the degree of users' independence and functional limitations as well as equipment usability in rehabilitation and therapy. The aim of the rental is to improve the quality of life of the elderly, sick and disabled whose medical fitness limits their freedom of active participation in public and social life. The free rental service is available to people aged 70 and more, especially those in a poor financial situation, at risk of poverty or social exclusion, who, due to their health status, require support with the use of specialist equipment. Since June 2018 a total of 209 rental contracts have been concluded.

**Mobile Toenail Care for Seniors** is a free cosmetic service of trimming and polishing toenails. The segment is addressed to people of 75 or more years of age who live in Poznań, run a household alone or with another person who meets the criteria of age and life situation, or is disabled and/or chronically ill. Persons entitled to use the service also receive a leaflet with information/recommendations on how to improve toenail condition (which is also handed out to persons who have been refused the service). Since June 2018 a total of 4,132 services have been provided.

**Poznań Life Box** is a plastic box containing data on the health status of the box holder and about persons to be notified in emergency. In the event of intervention, medical services can immediately learn the most important information about the patient. The project is aimed at the elderly who live alone or independently by choice. The box contains an up-to-date health status questionnaire, a list of medications taken and their dosages, information about the person's allergies, their home address, or personal details of their relatives. To ensure that the medical data provided is accurate, the questionnaire is completed with a family doctor. The questionnaire should be updated on a regular basis (at least once a year, upon each change of administered medications and their dosages). Over 26,600 boxes have been issued to date.

**Window Cleaning for Seniors** is a segment covering the cleaning of windows (on both sides), frames and sills at the senior's house. The service is intended primarily for lonely, disabled, long-term and chronically ill persons who are more than 80 years old



and reside and pay income taxes in Poznań. The service does not cover the removal of curtains, drapes, shades, or blinds. A cleaning company or a cleaner brings their own portable equipment to perform the service in a safe and proper manner. They also provide cleaning agents for the windows, frames and sills. Since May 2019 the service has been performed 438 times.

**Family Tombstone Maintenance** is about helping seniors to maintain their family tombstones at municipal cemeteries (Junikowo and Miłostowo in Poznań). The service is available to persons over 80 years of age who runs a household alone or live with another person who is disabled, dependent, or chronically ill. The maintenance is limited to one tombstone during the project implementation period. Since September 2018 a total of 147 services have been provided.

**Senior Transport to Municipal Cemeteries** helps the elderly to visit their relatives' graves. The service is provided with electric vehicles resembling golf carts at two municipal cemeteries (Junikowo and Miłostowo). The beneficiaries can be individuals aged at least 80, or 60 if they have a visible dysfunction of the motor system making it difficult to move around independently, who live and pay income taxes in Poznań. Carts can be booked via a consultant for a specific day and time. It is also necessary to report how many persons will be riding the vehicle (the cart is a three-seated vehicle). The consultant can also help locate individual graves. The cost of a single service is PLN 1. Since October 2018 a total of 90 services have been provided.



## Seniors' opinion matters

The Poznań Viva Senior project is co-created with seniors themselves. The services address specific problems reported by the elderly, for example during need analysis sessions, during meetings at the Senior Initiative Centre, or during the mayor's and the Senior City Council's office hours. Representatives of the council set out the rules and terms of specific services on behalf of Poznań-based seniors. The council's conclusions and recommendations collected during service pilots are taken into account when designing subsequent project editions.

*It is important to define the eligibility criteria well and monitor their fulfilment!*

From the very beginning of its implementation, i.e. 2017, the Poznań Viva Senior project has been considered the city authorities' response to the actual needs and challenges faced by its oldest residents. Improved quality of seniors' lives is one of the priorities of the municipal senior policy.

## Poznań Viva Senior in practice

Pursuant to the Act on Public Benefit Activity and Volunteering, many services may be outsourced to non-governmental organisations that coordinate their delivery, e.g. they collect service requests, verify qualifications, acquire contractors, monitor service provision, as well as promoting and evaluating work that has been completed.

Requests for services and notifications of completed services are submitted via the Poznań municipal helpline (Contact). This means that one unit keeps information about the scope of services, collects requests, and forwards them to service coordinators.

There is a keen interest in the services. Funds allocated to their provision often exhaust before the ultimate project deadline, which means that subsequent project editions must be launched.

*Growing demand for services demonstrates how relevant they are in making seniors independent and better-off.*

The Poznań Viva Senior project is constantly expanding to give more room to new services. Each of the services has been provided incessantly since it was made available, and subsequent project editions allow for seniors' improvement suggestions and proposals. Owing to the project, Poznań seniors may benefit from more convenient

living conditions, can participate in social life, and have easier access to the cultural, service, sports and recreational offer of the city. The project inspires other cities and self-governments that launch similar campaigns based on Poznań's experience. The implemented solutions arouse interest and gain recognition of not only European but also Asian cities (in Japan and South Korea). Their representatives pay study visits to Poznań to learn about its senior policy.

## Recommendations:

- » to establish a city senior council which will represent senior citizens and share opinions, give advice and propose initiatives to the city authorities;
- » to respond to seniors' needs and feedback;
- » to offer a package of innovative services tailored to the needs of older residents;
- » to define eligibility criteria for senior-centred projects, verify them, and adapt them to actual needs;
- » to incorporate senior projects in the city's development strategy papers.

## Keywords:

senior policy, innovative services, improvement of quality of life, Viva Senior, age-friendly city

## Abstract:

The implementation of the Poznań Viva Senior package of services is one of the examples of senior policy solutions that help create a friendly living environment for the elderly by securing conditions for dignified and healthy ageing while remaining as active and independent as possible. The project confirms the city's strong aspiration to be perceived as friendly to residents.



*With a view to attending to the needs and challenges of the oldest residents of Poznań, we have undertaken the Poznań Viva Senior project. The project gives seniors a sense of safety and improves their life quality. The project components also encourage human activity, both at home and outside. The provision of project services, whose quality is being improved all the time, is bound to be one of the priorities of the city's senior policy.*

*Jacek Jaśkowiak*  
Mayor of the City of Poznań



# WARSZAWA

## **Development of the Warsaw Nursery System**

Warsaw launched the free nursery programme in September 2019. Since then, the number of places in pre-school facilities has been gradually increasing, also owing to entrepreneurs who have joined the initiative on the way. The city is also building new nurseries.





## About the beginnings

The approximate number of children aged one to three in Warsaw is 40,000. In quantitative terms, before the implementation of the nursery network development project, about 20% of children at pre-school age attended facilities run by the city. The city provided 7,843 free places at nurseries, kids' day care clubs, and day carers, of which 7,374 were places in public nurseries and 469 in non-public (private) establishments. The public institutions comprised 64 nurseries and 27 day care facilities. In addition, at the beginning of 2019, 6,500 places were available in Warsaw-based private nurseries. The private pre-school care was used by approx. 16% of children under the age of three. At the same time, almost 13,000 kids were on a waiting list to be admitted to public nurseries, according to the recruitment system of the Pre-school System of the Capital City of Warsaw.

## Free nurseries programme

Securing an appropriate number of free places in Warsaw's nurseries for children up to three years of age was an election pledge of Rafał Trzaskowski, incumbent mayor of Warsaw. It was a response to young parents' needs. Many of them postpone their decision to resume professional work after childbirth because they have no access to unpaid childcare. A large group of parents rely on the services of private establishments, which entails major financial outlays that strain home budgets.

**Nursery care has a positive impact on the social and emotional development of the youngest Warsawers.**

The city intends to promote pre-school institutions as a form of childcare, recognising their positive impact on kids' social and emotional development. At the same time, access to unpaid nurseries is an important factor contributing to parents' reasonably quick return to professional activity after childbirth. Moreover, nowadays young parents tend to rely less and less on their grandparents' assistance in childcare. This can be explained by the fact that many people in their late fifties remain active professionally and

still pursue their own goals, thus being not available to take care of their grandchildren on the daily basis.

## Invitations to tender for entrepreneurs running or wishing to run pre-school establishments

During the project implementation period, the city announced five tendering procedures intended for private entities running or wishing to tender to run childcare facilities for children under the age of three. The procedure was preceded by preparations led by a dedicated team for the nursery system development in Warsaw. The team headed by one of the deputy mayors of Warsaw brought together representatives of the municipal offices and organisational units who were assigned specific roles at various stages of project implementation. In this way, a support system for bidders was organised involving information meetings and training sessions. A guide for bidders was also published alongside a website launched to inform about the project.

Further activities related to the tendering procedure were made public in social media on official municipal websites. Entrepreneurs already running pre-school facilities were also reached via the governmental *empati@* portal. Those interested in cooperation with the city under the project were able to seek subject-matter support and advice from the municipal office personnel. As a result, further tendering procedures enjoyed great interest, which translated into an increasing number of unpaid nursery places for children from September 2019 on.

Open tenders were announced in accordance with the Act on Public Benefit Activities and Volunteering for three- or five-year contracts. The three-year contracts were intended for entrepreneurs who had already run facilities for children aged below three (nurseries, kids' day clubs, day care establishments) in which there were vacancies on the day of bidding. The goal was to pay for the vacancies and prevent the winning bidders from terminating agreements with parents whose children already attend the institution on commercial terms.

One of the terms of the tendering procedure was to secure all the places in the facility for the city no later than in the last year of the project. Three procedures were announced, as a result of which places were booked mainly in small and medium-sized institutions (from a few to 40-50 places each). After the first procedure was closed in June 2019, more entities reported their willingness to join the project and create or expand their facilities to satisfy the city's need for pre-school care. However, the bureaucracy

proved cumbersome as well as the necessity to engage significant funds, which is why the bidders requested that the investment schedule be adjusted, and financing guarantees be put in place. Responding to the request, two five-year contract tenders were announced. The winning bidders were promised to obtain a subsidy, provided that they establish and register their facility in accordance with the submitted bid within a specified period, which could be several months (specific time limits were provided in the procedure). The preferred bids were those offering the establishment of larger facilities for at least 70 places. As a result, 14 nurseries with a total of 1,440 places were created.

The cost of one place is PLN 1,400 per month, which is equivalent to the cost of maintaining one child in city-run nurseries. The parents are only required to cover the cost of food (as in public institutions).

### Subject-matter support for bidding entrepreneurs

Pursuant to the Act on Childcare (regulating care of children up to three years of age), the provisions of the Act on Public Benefit Activities and Volunteering apply to the procedure of selection of entities contracted by the city to run nurseries, kids' day clubs, and day care establishments. To submit a bid according to the model proposed in the law was challenging for many potential bidders. During the invitation to tender period, dedicated staff of the municipal office were on telephone duty to answer questions related to bidding and offer guidance on how to fill in the tender forms. The issue that required new regulations at the local law level was the maximum amount of the meal fee. The announced tenders indicated that the meal fees would be paid by parents in accordance with the Resolution of the Warsaw City Council establishing the maximum amount of fee for meals in pre-school establishments run by the City of Warsaw and at day carers (PLN 10 a day). This fee was calculated based on costs of purchase of ingredients for meals prepared in public nurseries. Entities that started their nursery establishments under an agreement concluded with the city reported that in private nurseries the cost of meal was between PLN 12 and 15 a day when delivered by external catering providers. Given that, those entrepreneurs running smaller establishments accommodating from a few to less than 20 places were not able to cover the costs of food for children from their parents' payments. To remedy the situation, in November 2019 the city council decided to set the maximum amount of meal fee at PLN 15 a day. Before adopting the relevant resolution, a survey was carried out among pre-schoolers' parents to verify whether they would be ready to pay such fees.



### More places in pre-school establishments

In August 2019 (about eight months after the launch of the project), over 1,300 first unpaid places were registered in the recruitment system created by private entities selected in the first tender. Further places were added to the system every Friday, and the parents following the recruitment procedure were notified by e-mail.

By the end of 2019, more than 4,600 unpaid places had been made available in facilities operated by private entities. The city offered its youngest residents almost 13,000 unpaid nursery places, which translated into more than 32% of children at pre-school age in Warsaw.

### Only vaccinated kids are admitted

As more childcare places for children up to three years of age were made available in nurseries, children with a lower scoring in the recruitment process were recruited, including those living in the neighbouring municipalities and those who did not meet the statutory obligation of vaccination.



Analysis of this situation led to adjustments to the recruitment terms. From then on, only children living with their parents or a parent within the boundaries of Warsaw, children subjected to compulsory vaccinations, or the ones that could not be vaccinated for health reasons, were able to be admitted to an unpaid nursery. In the previous system, parents would have been credited with extra scoring if these conditions had been met, however, that did not guarantee admission to a nursery.

At the beginning of 2020, the city offered over 5,000 new places for children up to three years of age. The waiting list is still there but, at the same time, several hundred nursery places are now available in various districts of Warsaw. However, a city's research shows that parents are reluctant to drive their children to an institution in another district: most wish for a nursery within a reasonable distance from home. The city has taken this feedback seriously. In its plans for the coming year, it will strive to establish nurseries within specific neighbourhoods with the greatest demand.

### Recommendations:

- » to promote nurseries as a form of childcare; to enable parents to return to professional activity after childbirth;
- » to tap the potential of privately-run institutions to build a city network of nurseries;
- » to offer subject-matter and financial support for entrepreneurs; to distribute pre-school institutions geographically depending on demand;
- » to introduce compulsory vaccinations as part of new admission rules.

### Keywords:

nurseries, unpaid places, meals, vaccinations, entrepreneurs, tendering procedures, care for children up to three years old

### Abstract:

Securing an appropriate number of unpaid places in Warsaw's nurseries for children up to three years of age was an election pledge of Rafał Trzaskowski, incumbent mayor of Warsaw. Establishment of a municipal network of nurseries was a response to young parents' needs. The city understood that pre-school childcare has a positive impact on kids' social and emotional development. At the same time, access to unpaid nurseries is an important factor contributing to parents' reasonably quick return to professional activity after childbirth.



*Warsaw provides its youngest residents with high-quality care in nurseries. This has been confirmed in surveys held among parents and carers. On the other hand, owing to securing an appropriate number of unpaid places in pre-school institutions in Warsaw, parents can return to professional activity faster than before. We promote this form of childcare because it has proven to exert a positive impact on the emotional, social, and psychomotor development of children.*

*Rafal Trzaskowski*

Mayor of the Capital City of Warsaw



SZCZECIN

## **Solutions Strengthening the Care Potential of Alzheimer Patients' Families**

The ageing of the population requires a systemic approach in order to be tackled effectively. The task of local self-governments is to draw up local action plans for the ageing society and to offer alternative, effective, and economically viable solutions to support individuals of all ages.





## “Double ageing” of the population: demographic situation

Demographic forecasts have exposed the phenomenon of the double ageing of the population. In less than 15 years, the number of young retirees over 60 or 65 is bound to grow significantly. This growth will run in parallel to an increase in the number of people in advanced old age, i.e. entering the so-called “fourth age.” One of the major challenges in supporting the elderly is the insufficient availability of diagnostics and treatment in the public health service system due to limitations in central funding (National Health Fund). Another problem is the insufficient number of places in geriatric wards of nursing and therapeutic facilities. Greater access to rehabilitation, including at patient's home, and access to long-term home nurse care, as well as the integration of social and health services, are becoming more than urgent.

The seniors who need care and support in the first place are those suffering from Alzheimer's disease and their caregivers, mainly family members. The municipality of Szczecin, like most local self-governments in Poland, is facing the problem of a growing population of people developing dementia conditions. According to the demographic forecast of the Central Statistical Office, by 2050 the population of people over 85, the so-called oldest old, will have tripled. With age, the risk of dependence increases, so does seniors' need for assistance and support in daily life activities. In 2030 Szczecin will have over 27,000 residents aged 80 and more; by 2050 their number will have risen to 36,000.

Due to the nature of Alzheimer's disease, the care effort increases as the condition advances. More and more elderly people affected by Alzheimer's disease are transferred to nursing homes. The costs of care are also increasing, so are the municipal subsidies to care institutions. According to nationwide estimates, the main burden of nursing care is carried by relatives who care for dependent seniors for years and bear the health, social, economic, and psychological costs thereof. The family is an invaluable source of aid; yet, without systemic support mechanisms in place that would match patients' needs, families will not be able to handle the challenges of nursing or it will lead to excessive health, social, mental, and economic costs to be incurred by caregivers. Consequently, they might need support themselves at some later time. This is true pri-

marily about the spouses of sick elderly persons but also about their children, especially daughters. With that in mind, Szczecin selected support for people with dementia and their families as one of the objectives of its senior policy. The following were considered equally important:

- » to revise the approach to care for the elderly in line with the idea of deinstitutionalisation of services (the process of transition from institutional care to services provided within a local community);
- » to design forms of 24-hour care that would work as an alternative to nursing homes, would be less expensive and more acceptable to the elderly, such as sheltered and supported housing;
- » to develop of social services within the senior community;
- » to coordinate the offer for seniors through a senior centre; to promote social participation of the elderly;
- » to promote volunteering and education until old age.

## Alzheimer 75 Care Voucher

The Alzheimer 75 Care Voucher idea is intended for caregivers who take care of a relative aged 75+ who has been diagnosed with Alzheimer's disease by a psychiatrist, neurologist, or geriatrician, and their level of dementia according to the ICD-10 classification is: F00.0, F00.1, F00.2, F00.9 or equivalent to G30.0, G30.1, G30.8, G30.9. In addition to the relevant doctor's certificate, the beneficiary applying for funds is required to submit the following documents:

- » statement on the personal data of the senior and caregiver;
- » statement that the senior is not staying in an institution that provides 24/7 care;
- » statement of residence in Szczecin;
- » statement of support for the senior and the degree of kinship.

Moreover, at the stage of submitting applications, caregivers consent to participate in a study to be conducted with a view to investigating the care status of elderly people suffering from Alzheimer's disease.

Persons eligible to apply for the benefit are caregivers: family members, including the spouse, children, grandchildren, parents, siblings, daughter-in-law, son-in-law. The list of beneficiaries is limited due to the lack of an unambiguous definition of the family in the Act on Family Benefits, which is the legal basis for awarding the benefit.

The Alzheimer 75 Care Voucher is paid out in cash. The programme provides for the payment of three tranches of PLN 1,000 each (only two tranches in 2018). Due to

the mounting interest among caregivers (560 applications submitted in 2018, 480 qualified for the benefit; 757 applications submitted in 2019, 731 qualified for the benefit) in 2020 the Alzheimer 75 Care Voucher budget increased from 1, 8 million (2019) to PLN 2.2 million. In total, in 2020, the programme beneficiaries may expect a support in the amount of PLN 3,000 PLN (depending on when they submit the application). The Szczecin Benefits Centre is responsible for the benefit management.

The voucher was intended to reflect the idea of social trust, which generated a vivid discussion at the early design stage. For example, the limit of expenses to be covered by the voucher cash was not agreed. Caregivers' needs are many and various, and it was agreed that they should be able to decide single-handedly whether to spend the money on a new bed, mattress, medications, or hygiene products, refurbish a bathroom to adapt it to the needs of a relative with reduced mobility, or for other purposes. The voucher was not encumbered with the income criterion, either, as the programme designers assumed that the benefit went beyond the scope of the Act on Social Assistance and should be available to everyone. In technical terms, the verification of income and income data updates would increase programme management costs. Due to the progressive nature of the disease, statements submitted in 2018 were accepted.

At the stage of designing the framework of the new benefit, the obligation to fill in an anonymous questionnaire (an integral part of the application) was also questionable. It turned out, however, that no one had objected; what is more, in the open section of the questionnaire, the beneficiaries eagerly shared their experience and suggested solutions that were not included in the closed questions section. The research made it possible to learn more about the situation of caregivers nursing people with Alzheimer's disease and became a starting point for developing systemic solutions under the Regional Operational Programme.

## Benefits for caregivers as part of a family assistance system

A benefit for caregivers, which is an innovative solution on a national scale, is another element of the broader support system for the elderly, who require assistance in everyday life, and for family carers. The system encompasses, for example, nursing homes, sheltered and supported housing, day care homes, a system of care services provided at the place of residence, etc. The year 2020 saw the inauguration of the project, The Cared For: Systemic Strengthening of the Nursing Potential of Families, co-financed under the Regional Operational Programme of the Western Pomerania Voivodeship

2014-2020. Part of the project was the establishment of a support centre for real caregivers of dependent persons suffering from dementia. The centre was named "Forget-Me-Not." The centre's initiatives include:

- » a recreation day room;
- » consulting, advisory, and training services for caregivers;
- » individual counselling;
- » mobile support team;
- » guidance;
- » caregiving training;
- » self-help and therapeutic groups.

The project is implemented in Szczecin and five counties of Western Pomerania Voivodeship (one of the partners will stimulate neighbourhood services for the benefit of dependent persons).

### Recommendations:

- » to intensify effort to support families of persons with Alzheimer's disease;
- » to design a local action aimed at strengthening the nursing potential of families;
- » to open a debate on systemic and statutory solutions in the field of care coverage, the geriatric care system and the relevant standards, as well as the integration of social, health, and neighbourhood services;
- » to propose an unambiguous definition of family in the Act on Family Benefits;
- » to intensify efforts to adopt the National Alzheimer Strategy recommended by the Polish Alzheimer Society.

### Keywords:

ageing of the population, old age, dependent persons, Alzheimer's disease, care voucher

### Abstract:

In 2018 Szczecin launched Poland-first programme of financial support for the caregivers of elderly Alzheimer persons aged 75+. However, the Alzheimer 75 Care Voucher is not the central element of the family assistance system. In 2020 the Forget-Me-Not support centre was opened for de facto caregivers of people with dementia. The centre is where the sick and their family members can receive specialist and targeted assistance.





*The Alzheimer 75 Care Voucher is a unique pecuniary benefit for carers of people suffering from Alzheimer's disease. The benefit goes with a diagnosis of carers' actual needs. The carers themselves provided guidance as to how the support system should be designed. In 2020 new forms of assistance will be made available, including an information centre, a recreation day room, a mobile support team, self-help and therapy groups. Szczecin is also extending other benefits for families.*

*Piotr Krzystek*

Mayor of the City of Szczecin





# ŁÓDŹ

## A Friendly City

For years Europe has been struggling with the challenge of population ageing. So has Poland. The Łódź authorities have implemented measures that managed to stop youth migration. The last ten years have seen a consistent effort to improve the quality of life of Łódź residents.





## Internal migrations or how to improve life quality

The actual number of Łódź residents is much higher than the one reported by the Central Statistical Office. The data provided by the Central Statistical Office (CSO) (below 683,000 people) include foreigners employed in Łódź, mainly Ukrainians, and university students who are not registered as temporary residents. Therefore, the total figure should be close to 750,000 people. On top of that, the city has the so-called daytime population of approx. 100,000 (township residents commuting to work, university students, and people using metropolitan services), which gives a total of approx. 850,000 people.

Both initiatives improving the quality of life of the young and an ambitious senior programme are important!

Today, which is a huge success for Łódź, thanks to large-scale investment in jobs (almost 50,000 jobs created over the last 10 years), the unemployment rate in the city is 4.5% and falling compared to as many as 18% during the period following the collapse of the local textile industry. Is the population of Łódź still shrinking? Yes and no. Łódź is experiencing a population shift from the central urban area to the peripheries (within the metropolitan area of Łódź), and although they officially become residents of nearby localities, they remain in Łódź because of employment or paid taxes. The decline in the number of the population of the city, which has been a fact for many years, is 80% the result of a negative birth rate and only 20% of permanent migration. The overall net migration rate in Łódź is relatively low and is mainly caused by relocation within the Łódź Metropolitan Area, which is largely a consequence of the above-mentioned movement of wealthier residents to the suburbs.

It is also worth noting that in the group aged 20-29, the net migration rate is positive, i.e. at the level of over 500 people per year. The number of foreign students is also growing. Currently, Łódź is home to approx. 5,000 undergraduates from almost 100 different countries, including Ukraine, Belarus, China, India, Kyrgyzstan, and Malaysia. The steadily growing number of work permits confirms an avid interest of foreigners (mainly Ukrainians) and their families in Łódź. Numerous infrastructure investment projects

add to the attractiveness of the city. The city demonstrates its untapped potential, for example, by developing its new centre with new office, commercial, cultural, and public space, which, consequently, translates into new and attractive jobs.

## IVF programme

Łódź is a pioneer of the IVF (In Vitro Fertilisation) programme, which works perfectly here. The programme of co-financing IVF procedures for Łódź started in mid-2016 and was aimed as a response to the discontinuation of a government family support programme for couples who seek to have a child.

The effect of the programme was 200 childbirths, including 13 twins. Since the beginning of the programme, 853 couples have applied, and 300 women have managed to become pregnant (of which 16 were multiple pregnancies). In 2016 PLN 1 million was allocated to co-finance 200 IVF procedures in two clinics: GAMETA (100) and Salve (100). Applications for this year are still being sent in. Since the programme kick-off, PLN 3.4 million has been spent on co-financing IVF procedures for Łódź couples. The first baby born thanks to the programme was Hania. She turned three in May 2020. September 2018 saw the birth of the hundredth child under the Łódź IVF programme. About the same number of boys and girls are born.

Łódź shares the programme licence with other local self-governments free of charge. The first contract was signed in October 2016 with Sosnowiec, then Szczecinek, Pabianice County, Błaszki, Gniezno and Zgierz (October 2019).

The programme provides for the co-financing of one biotechnological procedure with the amount of up to PLN 5,000, however, no more than 80% of the entire cost of the procedure. The same couple can enter the programme no more than three times, i.e. they can obtain the amount of 5,000 PLN for each procedure. The city presents happy parents with layettes.

## Łódź responds to seniors' needs

Łódź is among the cities in which the average number of inhabitants aged 60+ is above average. This means that seniors' needs must be especially addressed. To facilitate access to information, a dedicated senior online service has been created ([uml.lodz.pl/seniorzy](http://uml.lodz.pl/seniorzy)). There is a Senior Policy Department within the structure of the Department of Health and Social Affairs of the Łódź Municipal Office.

Several dozen initiatives for people of pensionable age have been launched: from health promotion projects through education and sports to active leisure, arts, theatre, and creative groups. Łódź seniors attend in great numbers, which means that, in terms of information and organisation, this area of city's policy works well. The University of the Third Age is highly successful. The very idea of university education for the elderly in Poland was pioneered by Halina Szwarc-Kłąb from Łódź, a physician and valued member of the WW2 Home Army's intelligence service. Certainly, some seniors choose to stay in isolation at home. Other seniors already involved in various municipal activities motivate them to go out. One of the ideas to keep seniors up to date is the Łódź Senior Envelope, which is generally distributed and available in every city's office. It is a handy envelope containing the current programme of events, tours, lectures, and workshops organised by the Łódź Municipal Office, municipal units, and non-governmental organisations. The booklet is published periodically and handed out in places frequented by seniors as well as being posted on the information website for seniors.

Another city's project aims to encourage the elderly to socialise in their place of residence. It is known as the Fit and Active Senior Centre (the Polish acronym for the name is "CZAS," which means "time"). Its main goal is health education and promotion of healthy and active ageing. The idea behind the project is to enable the operation of such centres in all municipal outpatient clinics. They work as meeting spots where seniors can socialise, learn, have fun, use the Internet, or spend time in day rooms. The centres operate five days a week and offer an educational, recreational, and health programme according to a pre-set agenda. Besides, off-time events are held, such as lectures, meetings with interesting guests, and computer courses. The Fit and Healthy Senior Centres are equipped with PCs, digital projectors and other infrastructure needed during lectures, workshops, computer, or sports and leisure activities. The rooms can also be used for free by seniors who wish to share their passions or skills with others (through workshops or presentations), as well as senior and intergenerational groups that do not have their own place to meet (interest groups, bridge players, chess players, discussion clubs, etc.). The City Senior Card has been designed for persons aged over 60 and residing in the city of Łódź. Since August 2016, the card has also been available to individuals having their centre of interest in the city, i.e. pursuing their personal or economic interests in Łódź (close personal or economic bond). The card holders can produce the card at different facilities in the city indicated by the project partners to obtain discounts, promotions, and various offers. Some of the registered partners are

rehabilitation facilities, restaurants, sports and recreation complexes, leisure centres, and many others.

### Crowds at Senioralia: a music festival for seniors held in Łódź for many years and modelled on the Juwenalia student festivals

A vital element of the city's senior policy is the support of the healthcare service, including through education and awareness-raising among young residents. Seniors can access a telephone helpline to get information on almost any useful issue related to everyday life, including on how to request support. A Box of Life project has been developed intended for the elderly, the sick, and those who live alone. Its goal is to enable rescue services to take proper action quickly when a patient, for example, suffering from stroke, is unconscious, which can dramatically delay adequate rescue response. The project proposes that all important information about the patient, such as: suffered diseases, allergies, administered medications, relatives' telephone numbers (if they need to be informed about the patient's health status or hospitalisation), be placed in a special box. Each person who wishes to join the project can collect the appropriately labelled box from a special collection point. Inside, there is a questionnaire to be filled in and a sticker to be attached to the refrigerator door at home. The box is placed inside the refrigerator. The boxes have already been handed out to approx. 40,000 residents of Łódź. With a view to enhancing seniors' safety, the project keeps growing to cover more useful components. For example, since 2018, a first aid guide is attached to the box. It shows how to properly react in the event of injuries, fainting, choking, and other life-threatening situations as well as instructing how to carry out basic life support procedures. The latest project component added for the safety of seniors is a Life Card.

Microgrants for Seniors is a way to support informally operating senior groups and non-governmental organisations. This year, invitations to submit applications will be issued for the fourth time. In 2018 as many as 19 groups benefited from non-returnable project financing from the city budget, which makes a total of 1,653 involved people. In 2019 17 groups and organisations secured funding for their initiatives. The Microgrants for Seniors programme aims to trigger initiatives that promote volunteering and neighbourly aid, social activation, and creativity of Łódź-based seniors. Thanks to the adopted application procedure, it was not only NGOs that were able to seek funding for projects dedicated to people aged 60+; also, informal groups were invited to apply (senior and intergenerational groups). An informal group must consist of at least five people, including no fewer than two adults residing in Łódź, of which one must be over 60.



Activation 60+ is another programme implemented by the Łódź Municipal Office in 2012. The goal was to set up the so-called Active Senior Centres in five city neighbourhoods, their purpose being to encourage activity and social integration of people over 60 in their place of residence. The Active Senior Centres are a multi-layer and interdisciplinary social and educational project galvanising seniors into developing a habit of spending their time in an active and creative way, acquiring new skills, learning to handle new situations, and adapting to the reality of present-day world. The offering is split into four thematic blocks and is the same in all the centres. The point is for every senior to know what to expect at each separate centre.

### Recommendations:

- » to intensify effort of stop the outflow of inhabitants;
- » to implement solutions to the city's social challenges through the use of the participatory budget;
- » to face demographic problems by attracting university students and foreigners to the city;
- » to integrate foreigners with the local community;
- » to continue infrastructure projects increasing the attractiveness of the city.

### Keywords:

migrations, demography, ageing population, IVF, active senior

### Abstract:

The decline in the number of the population of the city, which has been a fact for many years, is 80% the result of a negative birth rate and only 20% of permanent migration. The overall net migration rate in Łódź is relatively low.

Numerous infrastructure investment projects add to the attractiveness of the city. The city demonstrates its untapped potential, for example, by developing its new centre with new office, commercial, cultural, and public space, which, consequently, translates into new and attractive jobs. However, the city seeks to implement both initiatives improving the quality of life of the young and an ambitious senior programme.



*Łódź, like most cities, is facing the problem of population ageing. We have been monitoring this process for years and can now say that the net migration rate for people aged 18 to 32 is positive. The city attends to the needs of seniors but also invests in the youth and students to encourage them to stay in Łódź after graduation. That is why we are rebuilding the city. We are also among the best-rated cities in terms of creating favourable conditions for businesses generating new jobs. Consistency, patience, and hard work for the city apparently produce desirable results.*

*Hanna Zdanowska*

Mayor of the City of Łódź

# MEETING CITIZENS' NEEDS



UNION  
OF POLISH  
METROPOLISES

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## LUBLIN

### **Prevention Better Than Cure**

Lublin implements long-term disease prevention and health programmes for its residents. They cover, but not only, dental caries prophylaxis at Lublin schools, preventive vaccination of seniors, and vaccination of 12-year-old girls against human papillomavirus (HPV).





## Healthy teeth of our kids

Lublin is one of the few cities in Poland where for many years school-based dentist's surgeries have offered dental care to pupils. Such a care is provided in 63 educational establishments throughout the city. About 7,000 school-goers benefit from a free caries control programme each year.

Caries is the most widespread oral disease among children today. The problem is likely to appear already at the age of 5-6 when kids lose milk teeth. A conducted research shows that a 6-year-old has an average of four milk teeth and an 18-year-old more than eight permanent teeth affected by decay. Preventable caries requires prophylaxis: proper oral care, proper nutrition, and regular checks. The city authorities realised the scale of the problem among Lublin's elementary and high schoolers a few years ago and took steps to tackle it by increasing the availability of dentistry services. It was possible thanks to surgeries operating at many Lublin schools, which provide the service contracted by the National Health Fund. The aim of the programme is to reduce the number of pupils without access to comprehensive dental care and to increase their awareness, as well as the awareness of parents and educators, of the importance of oral hygiene.

Dentistry services are provided while children are at school and in premises that meet high hygiene standards.

The launch of the programme needed a go-ahead from the Agency for Health Technology Assessment and Tariff System. Because dentistry services are a part of the programme, the initiative was not an easy task for the local self-government to succeed in. However, a detailed analysis of guaranteed services eliminated any obstacles. Now, the kids and adolescents from Lublin schools enjoy free and comprehensive dental care at school. The framework adopted for the Lublin programme also helped secure funding from the National Health Fund in line with applicable law.

## Battling cancer with free vaccinations

One of the strategic directions of Lublin's health programmes is the prevention of oncological disorders, including cervical cancer. Lublin was among the first local self-

-governments to introduce protective vaccinations against human papillomavirus (HPV). The programme started in 2008, and each year several hundred 12-year-old girls are vaccinated for free. Between 2010 and 2018, over 5,600 young women from Lublin entered the programme. Every year, vaccinations financed by the territorial government reach approx. 40-45% of the population of a given class.

Cervical cancer is responsible for the greatest number of deaths among women between 15 and 44 years of age. At the same time, this oncological disorder can be relatively effectively prevented given the current state of medical knowledge. The recommended forms of cervical cancer prophylaxis are cytologic screening and preventive vaccinations. In Poland HPV vaccinations are recommended but not paid for by the state. Concerned at the health status of its inhabitants, Lublin has decided to shoulder this burden on its own. Vaccinations are given in 40 medical facilities selected in a tender procedure. The procedure is preceded by a medical examination, and guidance is provided on how to react in the event of undesirable post-vaccination effects. The main objective is to acquire immunity to human papillomavirus infection and to reduce the incidence of cervical cancer. The programme achieves the following:

- » greater awareness of cervical cancer prevention;
- » a higher rate of women undergoing free cytologic screening;
- » reduced incidence of cervical cancer among female residents of Lublin.

The overarching goal of the programme is to improve the health status of residents and raise public awareness of cancer and sexually transmitted diseases. The clinical effects of the programme will be seen in the long term, but the available global data seems to confirm the effectiveness of vaccinations.

Among the reasons behind implementing the programme of preventive vaccination against human papillomavirus, there was also the high price of the vaccine, which had been a major barrier to many women who had not been able to pay for the procedure on their own. Therefore, the funding of the programme from the city budget is regarded as part of a broader family support scheme.

Initially, the programme was met with some resistance from anti-vaccination movements, but an effective publicity campaign in the media, discussions held in city council groups, training offered to physicians, promotional activities, and prophylaxis and educational events helped dispel doubts and overcome prejudices related to this type of vaccination. Today, the interest in this form of prophylaxis is growing, and the only concerns among the general public are the lack of a sufficient number of vaccines on the market. Discontinuation of the funding of the programme by the National Health



Fund posed certain challenges at some point, however, the upping costs did not cause the initiative to come to a standstill, and all its expenses are now being covered by the city budget.

Free vaccinations are an investment in the health of residents. This investment is more than likely to return benefits not only for the city but also for the entire society.

Owing to the programme, not only has the health status of the local residents been enhanced but also the knowledge and awareness of cervical cancer prevention have been raised. It is worth creating a good vaccination ambience and convincing residents of vaccination effectiveness in preventing dangerous diseases, especially cancer. This health promoting tool is bound to improve the health status of a large part of the local population in the future.

### Lublin braced for flu

Since 2007 Lublin has been offering a flu vaccination programme for people over 65. In the years 2007-2019, more than 90,000 Lublin residents were vaccinated. Every year vaccinated seniors account for about 13% of the 65+ population, and each year the pool of funds allocated for this purpose increases.

Flu is an infectious disease transmitted via airborne droplets. Although flue mortality has been significantly reduced, the virus still poses a serious threat to human life and health. Diseases caused by the influenza virus are particularly dangerous for the elderly. That is why, battling flue is among the priority areas of Lublin's health promotion initiatives, and the implemented preventive vaccination programme is an effective weapon in this battle. The main goal is to improve the health condition of Lubliners, reduce the number of individuals suffering from influenza, and curb the number of flue-induced complications. An additional objectives is to increase the knowledge about influenza, post-flu complications and the role of preventive vaccination in the prevention of infectious diseases.

Flu vaccinations are given in over 40 medical facilities distributed throughout the city and easily accessible to seniors. Every year, from September to November, about 9,000 seniors are vaccinated at the expense of the city. The programme has grown in popularity and is well-received by the residents, despite firm action taken by vaccine hesitancy groups.

A major hindrance to developing the programme was the absence of statistical data on flu in the city of Lublin. Scattered and out-of-date on the prevalence, morbidity or number of people hospitalised with influenza was gathered from all possible sources, such as: the National Institute of Public Health, Lublin Voivodeship Office, the Lublin branch of the National Health Fund, the District Sanitary and Epidemiological Station in Lublin, Local Data Bank of the Central Statistical Office. When designing the programme, the authors were not able to rely on any previous models and projects approved by the Agency for Health Technology Assessment and Tariff System. First regulations in this area were introduced not earlier than in December 2017. The changing legislation was another challenge to be faced by the sponsors of the flu vaccination programme, in particular regarding funds allocated to the territorial administration from the National Health Fund. The launch of the government programme of preventive vaccination against influenza for people aged 75+ and the absence of funding from the National Health Fund has materially limited the extent of the local self-governments' initiative in this regard.

### Recommendations:

- » to diagnose the health needs of the local community before taking preventive measures in health protection;
- » to select best possible prophylaxis programmes aligned with the effects of need analysis in the region;
- » to list health protection priorities in the city's strategy papers;
- » to raise public awareness regarding health care goals;
- » to anticipate and respond to the emergence of new health issues, also with the use of modern medical technologies.

### Keywords:

prophylaxis, prevention, health policy programmes, residents' health status, preventive vaccinations, social policy

### Abstract:

The absence of comprehensive systemic solutions in health care is a challenge for the different levels of territorial administration. Therefore, when considering this type of preventive measures, a health needs analysis is needed among the local population. Lublin has completed a strategic programme, Health for Lublin 2016-2020, which demonstrated the need for influenza vaccination for 65+ residents. The value of the campaign is also education of the society: the advantages of vaccination are highlighted but also

the importance of taking care of your own health. The flu vaccination programme for persons aged 65+, whose immunity response lowers with age, is an effective action, and its implementation brings measurable health and economic benefits.

However, local self-governments that pursue preventive health protection campaigns are facing new challenges. The emergence of new health hazards and modern medical technologies requires action that will allow for effective support of residents' health potential. This task requires constant adjustments, growing financial outlays, and system support.



*Over the past few years, thousands of people have benefited from the free vaccination programme aimed to prevent influenza (people over 65) and human papillomavirus (12-year-old girls). Lublin has invested in prophylaxis by financing caries prevention at schools and promoting annual preventive vaccination among its residents of all ages.*

*Krzysztof Żuk*  
Mayor of the City of Lublin





# KATOWICE

## **Work Off Your Debt: Education over City's Income**

The Work Off Your Debt programme launched in Katowice has enabled some of its residents to repay their liabilities and, in many cases, turn the corner and begin anew.





## Indebtedness of tenants in municipal premises

Katowice owns a major resource of municipal premises (subsidised housing). At the end of 2019, there were almost 17,000 of them. Unfortunately, as is the case in other cities across the country, a large group of tenants fail to pay the rent for various reasons. The reasons for that are many and various: accidents, chance occurrences or a disease in the family – they all put tenants in a dire financial situation. On the other hand, there is a group of residents who could pay their liabilities, at least in part, but they do not. This is often attributed to a long-held and common belief that the local self-government will not harm its tenant even if they violate the agreed terms.

Today (January 2020), outstanding payments for municipal premises already amount to PLN 110 million and as much as PLN 208 million with interest. Having this money repaid would be a huge cash infusion for the Katowice Municipal Housing Management Company (KZGM), and thus for the city budget. Regrettably, when it comes to collecting this kind of debt, the law is relatively lenient, at least to the extent that there are fewer disadvantaged persons among debtors than those who deliberately avoid their payment duty.

The experience of KZGM shows that formal requests for payment are only effective with those individuals who have previously paid their rent on time but have temporarily lost liquidity for various reasons. Such prompted tenants will usually seek ways to resolve the problem, for example, by requesting the repayment of the outstanding amount in instalments or at a later date. They will also be ready to pledge partial repayments to the extent permitted by their current resources until their financial situation improves. Unfortunately, the vast majority are debtors who are not interested in admitting and dealing with their arrears. Their liabilities are impressive: the biggest Katowice debtors owe the city over PLN 200,000.

## How to recover back payments and municipal premises

How to tackle a problem of this size? From the perspective of the territorial government, this is challenging, especially given the fact that the pro-social policy of Polish governments in recent years has been less and less restrictive towards municipal deb-

tors. Certainly, municipalities may seek justice in courts, but the existing legal provisions reduce the effectiveness of such procedures. Statistically, every year 70 evictions from premises owned by the city are carried out in Katowice through court orders, and in many cases, and based on court's judgement, debtors still maintain the right to demand public (social) housing. Facing a shortage of this type of premises in the municipal resources, KZGM is not in fact in a position to initiate all eviction proceedings to which it is otherwise authorised under the law. Recovery of indebted municipal premises can also take place when a tenant returns or abandons their flat voluntarily. The total number of municipal flats recovered by KZGM annually (175) is relatively stable.

The Katowice Municipal Housing Management Company liaises with the National Debt Register of the Economic Information Office and shares all data of the city debtors. For several years, the number of reported defaulters has been around 1650-1800 (both natural and legal persons) annually. A procedure has been adopted in which, before a relevant entry in the debt register is made, debtors are given reminders and notices to pay containing information about the consequences of failure to do so, in particular about difficulties with access to financial services or instalment purchase. After several years of cooperation with the National Debt Register of the Economic Information Office, whether this approach is effective cannot be confirmed unambiguously. Certainly, it does not produce powerful effects, but still, there are cases where, as a result of entry in the debtor register, defaulters decided to repay their debt in instalments. Thus, KZGK is not planning to abandon this debt collection method.

## Work Off Your Debt

The option of making up for rent arrears by performing work was introduced in Katowice by an ordinance of the mayor in 2013. The hourly rate was initially set to PLN 10; today, it is PLN 17. This programme provides that the value of performance is the product of the hourly rate and the number of hours worked. It is credited towards the debtor's outstanding payment. Eligible for this repayment option are debtors who are tenants of municipal flats, persons paying compensation for occupying flats without a legal title, and debtors who no longer live in a flat allocated by KZGM and whose debt was incurred during an earlier tenancy of premises managed by KZGM or occupancy of such premises without a legal title. An agreement to repay debt through benefits in kind may be concluded only if the debtor, who wishes to work off their debt in kind, has been paying the current rent or compensation and other fees for at least the last three



months. This condition, of course, does not apply to debtors who no longer live in a municipal flat. The maximum amount to be repaid through work cannot exceed PLN 15,000, including the principal amount with interest.

Although, in practice, the programme is received favourably by its potential addressees, experts, and the mass-media, few tenants actually take advantage of it. To date, 140 individuals have chosen to work off their debt in this way, and the value of their work has been estimated at over PLN 30,000. This is not an

overwhelming percentage given that the debt of over PLN 200 million was accumulated by about 9,000 debtors.



*Work Off Your Debt is not a tool that is expected to solve the problem of indebtedness in the city and generate measurable economic benefits. The programme is centred around educational and motivational goals.*

At first glance, the programme may seem a failure. So, why is it being continued? The officials and representatives of KZGM underline that the Work Off Your Debt initiative is not a tool that is expected to solve the problem of indebtedness in the city and generate measurable economic benefits. Its main advantage is education and incentives. For some people, painting a staircase or taking care of city greenery has become a chance to overcome the daily inactivity and inertia and start anew. For others, the ability to wipe off debt is a way to increase stability and safety of the household. According to data collected by KZGM, programme participants tend not to incur new debt. In some cases, joining the programme stimulated former debtors to find a job. As a result, not only did they clear their current liabilities but, in some cases, also ceased to depend on social aid provided by the city.

## Recommendations:

- » to implement systemic financial and legal measures in housing management;
- » to adopt a rational financial policy of municipal companies;
- » to employ alternative methods of recovering municipal housing debt;
- » to educate and incentivise persons in a difficult financial and life situation;
- » to use the opportunity to work with excluded persons with a view to changing their general attitude to life.

## Keywords:

municipal flats/premises, debt, rent, tenants, work, social activation

## Abstract:

Katowice owns a major resource of municipal premises (subsidised housing). Unfortunately, as is the case in other cities across the country, a large group of tenants fail to pay the rent for various reasons. The reasons for that are many and various: accidents, chance occurrences or a disease in the family – they all put tenants in a dire financial situation. On the other hand, there are tenants who are able to pay their liabilities, at least in part, but they do not. The Work Off Your Debt programme launched in Katowice in 2013 has enabled some of its residents to repay their liabilities and, in many cases, return them to normal life.



*Work Off Your Debt is a social programme primarily intended to educate and stimulate residents to action. Debt recovery is of secondary importance. For many people, doing simple jobs or assignments helps build up self-confidence, self-agency, and a sense of being needed. In many cases, this simple step is the beginning of a long way towards a new life.*

*Marcin Krupa*

Mayor of the City of Katowice



## SZCZECIN

### Closer to Your Neighbour's Tongue

Creating an ambience of cross-border partnership between countries is an indispensable element of the process of establishing strong relations and exchanging experience. It helps deepen mutual understanding, build respect, and secure long-term cooperation.

Szczecin advances the concept of continuous education from kindergarten to high school graduation!



## Szczecin language standard

At the end of the school year 2014, a need arose to adjust the existing concept of continuous teaching of the neighbour's language by incorporating initiatives undertaken with German partners. The comprehensive Szczecin Language Standard scheme was aimed to (i) broaden the bilingual education programme at every level of education, (ii) develop the linguistic and intercultural competence of children and youth, (iii) lift linguistic and cultural barriers, (iv) study the neighbour's mentality, and (v) facilitate labour market exchange. The scheme was financed from the municipal budget.

During the run-up to implementation, the groundwork was laid for the core programme, including meetings of experts, representatives of the territorial government, and working groups, joint events for Polish and German children and youth, competitions, quizzes, and games aimed to facilitate integration, overcome language and cultural barriers, learn the neighbour's country, mindset, or preferences. Also, demand was measured and confirmed among children and youth to acquire broader competence in using the neighbour's tongue.

## Teaching the neighbour's language from pre-school to graduation as a tool enhancing communication in Pomerania Euroregion

The next step was to draw up a programme aligned with the original concept. The authors were the Western Pomerania Maritime and Technical Education Centre in Szczecin and German partners. The programme was approved by the Monitoring Committee of the Interreg VA Cooperation Programme Germany/Mecklenburg-Vorpommern/Brandenburg/Poland, which awarded a funding of EUR 2.2 million under the European Territorial Cooperation objective of the European Regional Development Fund (ERDF). That was how the project, Teaching the Neighbour's Language from Pre-school to Graduation as the Key to Communication in Pomerania Euroregion, with the Szczecin municipality as a partner, was launched at educational establishments in Szczecin and in Germany. The project covered 3,165 learners from 53 institutions, including 24 operating in Szczecin and 29 in Germany. Pre-school educators and foreign language te-

achers (321 people in total) joined the project. They participated in numerous training sessions and workshops to improve their professional qualifications.

The project embraced:

- » schools and kindergartens implementing innovation classes of the German language financed by the city, participating in various projects funded by the EU and Pomerania Euroregion, which pursue bilingual programmes with German, teach a professional language and coordinate Polish-German exchange; their teaching personnel use modern German language teaching methods and liaise with educational institutions on the German side;
- » institutions or axes around which other German teaching activities had been performed before;
- » institutions having a positive climate for cooperation and experience in projects;
- » schools and kindergartens as the so-called language centres to ensure that the programme be extended to different municipal districts (from kindergarten through junior to high school); for that purpose, the city was divided into sections (Bukowo, Zdroje, Wielgowo, Niebuszewo, Warszewo, Płonia, Śródmieście, Turzyn);
- » institutions continuing their activities: nine kindergartens, seven elementary schools, five junior high schools and three high schools.

Recruitment to the programme was open and transparent and available to all interested parties without discrimination based on sex or disability. It is worth noting that the project does not replace the municipality in its foreign language teaching obligations, but it goes beyond the general and core curriculum. With this view of the teaching of a foreign language, starting from kindergartens through elementary schools and ending with secondary schools, extra classes of German are taught using an innovative approach to bilingualism.

The following action have been taken so far:

- » development by a Polish-German team of experts of a shared, universal, and innovative concept of continued teaching of the neighbour's language;
- » provision of any necessary teaching aids to schools;
- » introduction of a new language teaching programme at institutions on the German side;
- » introduction of language and intercultural classes on the Polish side;
- » inclusion of culture studies and bilingual methods (early partial immersion in kindergartens, Content and Language Integrated Learning in elementary schools).

The classes are held every week according to the following timetable:

- » kindergarten: 3/4-year-old children: five hours week, 5/6-year-old children: 10 hours a week;
- » elementary school: grades 1-3: three hours a week;
- » grades 4-8: initially two hours a week, later up to four hours a week;
- » junior high school: four hours a week;
- » secondary/high school: four hours a week.

The implementation of the project did not reveal any new limitations besides the ones diagnosed before, i.e. linguistic and cultural barriers and insufficient and underqualified teaching staff. The project also covered meetings of children and youth, training sessions, workshops, forums, and exchange of experience. The content of the workshops often responded to the needs registered by the teaching staff. Children and youth meetings were held with an emphasis on lifting the linguistic, mental, and cultural barriers. The sustainability and attractiveness of the project motivates teachers and kindergarten personnel to make an extra effort, such as to improve professional competence.

So far, a total of 3,469 learners and 621 teachers have participated; about 30,299 German classes have been taught. A team at the University of Greifswald (Szczecin's partner) have carried out language studies to determine the level of linguistic competence of children and adolescents. The research participants were requested to complete lexical, grammatical, and communication competence tests. The results show gradual progress in foreign language acquisition, which means that the longer the learners are exposed to a foreign language in a systematic way, the better their language competence.

Currently, a bilingual online educational platform is being developed. It is expected to serve as a practical tool and a knowledge base for teachers and educators involved in foreign language instruction. In addition to teaching materials, task scenarios, and publications by experts and practitioners, the platform will offer games and activities to be used in foreign language classes.

## Effects of the cross-border approach of local self-government to the development of linguistic competence

The implementation of the project, Teaching the Neighbour's Language from Pre-school to Graduation as the Key to Communication in Pomerania Euroregion, has contributed to the development of language competences of children and youth and to the acquisition of extra qualification by the teaching staff (thanks to numerous training



sessions, forums, and workshops) as well as enhancing participants' and beneficiaries' awareness of the need to learn and teach the neighbour's tongue.

The added values generated over such a short project period come from the effort and commitment of all project partners and teams, educators and teachers, speakers and experts who help us lift language and cultural barriers on a daily basis.

The satisfactory outcomes of the project have prompted a decision to apply for its continuation in the years 2020-2022. The application has already been approved.

### Recommendations:

- » to promote a comprehensive approach of the local self-government to the development of linguistic and cultural competence;
- » to establish a common, bilingual educational platform for foreign language teachers and educators from different countries;
- » to invest in the future by boosting linguistic skills of future labour force;
- » to use the concept of continuing education in cross-border projects;
- » to broaden knowledge about the culture and mentality of the neighbour;
- » to engage teaching staff in a multifaceted project.



**Keywords:**

teaching neighbour's language, continuous learning concept, bilingualism, education, cross-border co-operation, German language

**Abstract:**

Opening up to Europe, labour markets, and the “neural” connections formed in the processes of cultural adaptation rely on the basics, i.e. Education. Without education, the process of laying foundations used in business, cooperation, or partnership would be impossible. Szczecin has decided to embrace the concept of continuous teaching of the neighbour's language, from kindergarten to high school graduation, by implementing the cross-border project, Teaching the Neighbour's Language from Pre-school to Graduation as the Key to Communication in Pomerania Euroregion. The project has contributed to the development of linguistic competence of children and youth; has enhanced the qualification of the teaching staff participating in training events, forums, and workshops; and has influenced participants' and beneficiaries' awareness of the need to learn and teach the neighbour's tongue.



*In Szczecin we teach our neighbour's language at all levels of education. The programme has been received favourably not only by the participants (children, youth, teaching staff, parents) but also by the authorities of Mecklenburg-Vorpommern and the European Commission bodies responsible for regional policy. Young people overcome language barriers, get to know the neighbour's country and its people. Finally, the initiative teaches openness and how to reap mutual benefits from closer neighbourhood.*

*Piotr Krzystek*

Mayor of the City of Szczecin





WROCLAW

## Intercultural Dialogue in Wrocław

Wrocław approaches intercultural dialogue as an overly broad concept. We pursue the vision of an open, competent, and friendly city. A city in which everyone can feel at home, regardless of their original country or region, the language spoken, religion, age, appearance, or other inborn features.





## The origin of multiculturalism in Wrocław

Wrocław's multiculturalism is firmly embedded in its history. The city was built by Poles, Czechs, Germans, Austrians, Jews, Walloons and Ruthenians who would live side by side and closely interact with each other. Contemporary Wrocław celebrates social and cultural diversity, a multitude of lifestyles, outlooks, behaviours, languages, sexual orientations, denominations, religions, as well as rich urban architecture.

One of Wrocław's missions is to cherish and develop this diversity. Hence such projects implemented in the city as WroMigrant, Preparatory Classes and Support for Schools and Pre-school Institutions, Ambassadors of Dialogue, Education in Places of Remembrance, the Intercultural Education Fairs, and the Wrocław Strategy for Intercultural Dialogue which integrates and expedites various initiatives effectively.

## Intercultural dialogue as a key path of development

Intercultural dialogue is a key focus in the development of modern European metropolises. In recent years, Polish cities have become more and more popular destinations for persons seeking university education, employment, or new home. Despite the lack of targeted national policies, local self-governments attempt to respond to community needs and design their own programmes or strategies. Wrocław's authorities follow the same model. In cooperation with many non-governmental organisations, institutional partners, services, and residents, the Wrocław Strategy for Intercultural Dialogue was drawn up through extensive consultation to set the goals of for intersectoral action and cooperation.

Wrocław Strategy for Intercultural Dialogue 2018-2022 was adopted by the city in 2018 as a response to the absence of nationwide systemic solutions for migration management. The strategy set the goals and streamlined cooperation between institutions, especially the municipal ones which were increasingly facing difficulties when handling the affairs of old and new residents of Wrocław. This cooperation is very productive. The police, business people, cultural activists, NGOs, the District Bar Council, kindergartens, schools, universities, foreigners and, of course, the local self-government support one other and form a coalition for the common cause: the city and its (old and new) residents.

## Intercultural competence development focus

This action is fuelled by a conviction that Wrocław (and other cities too) needs to teach communication and social competences to both the host society and migrants.

If you were to draw intercultural competence, it may look like a person with powerful legs, an open mind and heart, and hands ready to act and cooperate. The person stands steadily and is “rooted” because they know who they are, where they come from, and where they are going. This makes them feel self-respect, not to fear other people and be kind to them. They can hold a dialogue with a stranger and even cooperate with them. This person does not use violence and knows how to talk about differences. In addition, they have knowledge of such basic concepts as stereotype, prejudice, discrimination, hate speech, hence they can argue convincingly when needed. This person is ready to learn and welcomes support when they cannot handle something on their own. When something goes wrong, they know it and react appropriately. This person joins integration initiatives eagerly and becomes a participant of intercultural dialogue in their community. The Wrocław-based projects discussed below aimed to develop just these competences in their participants.

## Support for migrants

Sensitive to the needs registered by migrants, the Wrocław Centre for Social Development has launched WroMigrant information and activity spots in various parts of the city. They replaced the Infolinkpoint operating before. The spots are intended to make it easy for new residents to settle in Wrocław by providing information on many important matters related to everyday life and administrative issues.

At WroMigrant spots, you can find out where and how to deal with local administration, get more information about lawful residence in Poland and employment opportunities, have the PESEL number assigned (personal civil ID), rent a flat, and register for permanent stay in Wrocław. The spot consultants speak five languages and offer guidance on how to secure access to health care services and education, and how to find the Polish language classes in the city.

## Preparatory classes for foreign-speaking children and support for schools and pre-school institutions

The project, Preparatory Classes and Support for Schools and Pre-school Institutions, has been launched to establish a network of welcome/preparatory classes in

Wrocław's schools. New residents who choose Wrocław as their permanent place of residence and new home often come with their families, which translates into a greater number of foreign-language children in local educational establishments (over 3,000 children speaking 15 languages from over 40 countries in 2020 only). These children, and their parents too, would often find it difficult to find themselves in a Polish class and school, mainly due to the linguistic barrier. A dedicated task force has been established, the Team for Foreign Language Students and Families. It is composed of experts from various institutions (Department of Education of the Wrocław Municipal Office, Wrocław University, Psychological and Pedagogical Counselling Centre, NGOs, legal advisers, Wrocław Teacher Training Centre, Wrocław Centre for Social Development, and more) who are tasked with designing the best possible and feasible systemic solutions.

Thanks to model cooperation with and invaluable commitment of school headmasters, 20 preparatory classes started in September 2019 in seven schools in different districts of Wrocław. This is the best result in the country. In the preparatory classes, the main training component is the Polish language, but assistance is provided in other subjects, too. Also, student orientation is carried out through integration activities at school and outside (art, sports, culture). Initially, the sponsors of the idea were concerned at the lack of project participants, so in addition to careful preparation of school governance, secretariats, and teachers, a major promotional campaign was mounted to reach foreign-speaking parents. The response transcended everyone's expectations. All free places were taken up quickly, and the first project graduates are already moving to regular classes.

## Other intercultural projects

Another project completed in the school context, of which the city is particularly proud of, is called Ambassadors of Dialogue. An Ambassador of Dialogue is a regular person working in a Wrocław school, kindergarten, or day care room and interested in openness, counteracting discrimination, and maintaining an ambience of dialogue in their neighbourhood. The ambassador attends numerous training events, meetings, and workshops, during which they can exchange lessons learned and improve their intercultural competence in order to share it in their own institution.

Having an Ambassador of Dialogue in place, institutions gain a specialist who can intervene in difficult communication or cultural situations, as well as organising interesting intercultural events. The number of ambassadors keeps growing: from 206 in 2018 to 223 in 2019.

The Intercultural Education Fairs is an opportunity to get to know the latest educational and integration offering of non-governmental organisations and other entities supporting Wrocław kindergartens and schools in terms of interculturality. The event is co-organised by representatives of non-governmental organisations, universities, religious associations, national and ethnic minorities, personnel of the office of Commissioner for Human Rights, Ambassadors of Dialogue, teachers, educators, intercultural trainers, students, pupils, parents, the mass-media and business people, as well as representatives of public administration. The fairs is a great opportunity to gain competence, share best practices, and meet interesting partners.

Another Wrocław's project is Education in Places of Remembrance. It aims to encourage historical reflection, sensitise to violence and exclusion and highlight the effects of intolerance towards other traditions, beliefs, and religions. Through the project, the Wrocław youth can visit memorial sites and learn about various forms of remembrance. The project programme provides for prior substantive preparation of teachers. The participants attend workshops, discussions before and after visiting important historic sites, and visit places of remembrance divided into age groups: elementary school pupils visit the Wrocław's District of Mutual Respect and the Islamic Cultural and Educational Centre and older students travel to Gross-Rosen, Bełżec, Auschwitz or other former extermination camps. Since it got off the ground in 2013, 35,000 learners have participated in the project.

### Linguistic and orientation support for new residents

A good example of best practice is initiatives supporting the Polish language acquisition by new residents. It is common property that speaking the local language is a prerequisite for successful integration. Due to the lack of general Polish language training programmes, a grass roots project has been designed owing to the commitment of residents and numerous partners. It was launched in 2016 by the Wrocław Integration Centre. Under the project, Wrocław-based volunteers teach Polish in their free time. It creates an opportunity to integrate, learn about each other's cultures, and establish mutual relations. The entire campaign has attracted over 2,000 learners from 83 countries, over 2,000 tandems per year and about 80 social partners who offer space for one of a kind and informal language meetings (cafés, libraries, offices, parishes).



## Social support for intercultural dialogue action

The mayor of Wrocław has appointed a plenipotentiary and an advisor to support grass roots effort to promote intercultural dialogue. The Mayor's Plenipotentiary for Residents of Ukrainian Origin initiates and takes action to support the Ukrainian minority and Ukrainian citizens who have registered their intention to settle and work in Wrocław. Another responsibility of the plenipotentiary is to liaise with the representatives of the central government, territorial administration, social partners, non-governmental and economic organisations, and other entities. The plenipotentiary works pro bono, and their office is open to clients once a week.

The Social Advisor to the Mayor of Wrocław on Tolerance and Counteracting Xenophobia takes effective measures to eliminate and reduce xenophobic and discriminatory practices in Wrocław. Their prerogatives are, but not only, to conduct information campaigns for tolerance, openness, diversity, equality, and social justice, to cooperate with NGOs, organisational units of the Wrocław Municipal Office, and municipal entities. They also put forward legal, organisational, and legislative solutions regarding the counteracting of xenophobia and discrimination.

### Recommendations:

- » to draw up national policies, also having regard to migration policy;
- » to further bottom-up intercultural dialogue strategies;
- » to improve communication and cooperation, both inside administration and across intersectoral projects;
- » to appoint a plenipotentiary for tolerance, counteracting xenophobia, and communication with foreigners;
- » to implement high-level solutions to enable access to education to children and youth who, due to the language barrier, are not able to follow the core curriculum;
- » to offer linguistic and orientation support for new residents;
- » to galvanise local community and partners into integration.

**Keywords:**

integration, community, dialogue, intercultural dialogue, strategy, cooperation, intersectoral, complementary, participatory method, adaptation/orientation, migrants

**Abstract:**

Wrocław adheres to the idea of an open, friendly, and intercultural city. This is manifested in the numerous projects carried out in the city, among them, WroMigrant, Preparatory Classes and Support for Schools and Pre-school Institutions, Ambassadors of Dialogue, the Intercultural Education Fairs, and Education in Places of Remembrance. The Wrocław Strategy for Intercultural Dialogue incorporates all these initiatives and helps implement them effectively.



*Wrocław is people, therefore I support the idea of openness to new residents while respecting the city's history. Dialogue between cultures is part of Wrocław's DNA. After WW2, everyone was a stranger here, and today we are all Wrocław citizens. However, we need to nurture and strengthen these relations every day, so that everyone, regardless of where they come from, can feel that Wrocław is our shared Home.*

*Jacek Sutryk*

Mayor of the City of Wrocław

# EDUCATION OF THE FUTURE



UNION  
OF POLISH  
METROPOLISES

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**BIAŁYSTOK**

## **Competence Centre – Modern Education – Modern Profession**

The Competence Centre of the Białystok Functional  
Area contributes to enhancing the quality and  
attractiveness of vocational training and education.  
There are but a few similar centres in the country.





## Development of vocational training in Białystok

The project of Competence Centre of the Białystok Functional Area (CC BFA) is co-financed by the European Social Fund under the Integrated Territorial Investments (ITI) of Regional Operational Programme for Podlaskie Voivodeship 2014-2020 (ROPPV). The project focuses on a comprehensive approach to the development of vocational education through the commitment of all stakeholders of this process by:

- » establishing cooperation with employers and other entities from the educational and professional setting (including lower secondary and elementary students, their parents, universities, labour market institutions);
- » broadening the offering of extracurricular forms of training;
- » development of career counselling for children, youth, and adults.

The CC BFA programme is expected to be a point of exit for targeted and integrated investment in Białystok and its functional area. It contributes to the provision of high-quality vocational education that meets the social and economic needs of the BFA and to the improvement of BFA's infrastructure. The CC BFA is a new development model for initial vocational training. It has a direct impact on economy growth in Białystok and its functional area. It covers all vocational schools from all the BFA. The CC BFA performs regular checks on 1,800 jobs and positions to identify the sets of professional competence that they require. Based on the results, an application supporting demand consulting was designed. After entering a desired word or phrase, e.g. concerning expected earnings, the user receives information about companies that offer such remuneration; sector or industry in which they may find employment with their possessed set of skills; which school offers a programme that the user may be interested in; what competence they will obtain from a specific educational institution; what qualification they are lacking at the moment; what courses or programmes must be completed to enable them to start their dream job (the courses are offered by the CC BFA). Each vocational school within the BFA draws up a development strategy that is subject to assessment by the Białystok Accreditation Committee (BAC) established within the CC BFA. The strategy makes a reference point for the assessment of training quality, the level of cooperation with the local labour market, and whether the curriculum meets the needs

of this market. The schools implement their strategies through integrated projects financed simultaneously from the ESF and ERDF under the ITI instrument.

These undertakings are aligned with the activities of the CC BFA in the area of adjusting the competences of persons who study and make educational and professional decisions to the needs of the regional economy. The CC BFA takes the following blanket action to promote vocational education:

- » diagnosis of competency gaps (discrepancies between employers' expectations and qualification of graduates of vocational schools);
- » this is the basis for adapting the curricula and the vocational training system in the BFA to the needs of businesses as well as to the educational needs and aspirations of BFA residents; support for BFA vocational schools in the preparation of development programmes and in the process of re-writing curricula;
- » practical implementation of new solutions that bridge competency gaps owing to a selection of bespoke courses (specialist training, qualification courses, and occupational skills courses);
- » creating a system of validation and certification of occupational skills with the participation of employers;
- » preparation of a demand consulting system integrated with the BFA competency gap diagnosis process;
- » preparation of modern educational packages for high quality vocational education (vocational training programmes, e-resources for vocational training, information packages to qualification courses and occupational skills courses as well as training and internship schemes covering vocational training basics);
- » development and implementation of a system of verification and improvement of the quality of vocational training;
- » cooperation with universities (seminars and online lectures, university-hosted classes, joint research and implementation projects, preparatory courses).

## Joint social capital building

Economic development is key to improving the quality of life of BFA residents. Therefore, all the initiatives undertaken with this end in view involve cooperation between municipalities (all members of the BFA Association), Białystok County, non-governmental organisations (including the Białystok Personnel Training Foundation), all vocational schools from the BFA, enterprises operating in the region, universities, and other partners. Social capital can only be built together.



In order to ensure continuity of the project effort, a strategic document will be prepared, BFA Vocational Education Development and Optimisation Programme 2020-2030.

## Recommendations:

- » to perform needs diagnosis for occupational competence in the region;
- » the main administrative centre to cooperate with the neighbouring municipalities to work on the development of a shared vision of vocational training in the region;
- » to support vocational schools in the preparation of development programmes and in the process of revising curricula;
- » to prepare a career path that takes into account the skills and abilities of young people and, at the same time, meets the expectations of entrepreneurs;
- » to create a system of validation and certification of occupational skills with the participation of employers.

## Keywords:

education, human capital, social capital, teaching, profession

## Abstract:

The city of Białystok and its nine neighbouring municipalities have established the Competence Centre of the Białystok Functional Area (CC BFA). It assists aspiring young people in finding the best possible career path that would correspond with their skills and talents and meet employers' expectations as they enter the labour market. The project is a fine example of a comprehensive approach to the development of vocational education.



*Education requires support of local and regional authorities. The activity of the local self-government may concern both the relationships between businesses and schools (the co-operation should enable a better adjustment of curricula to the needs of the labour market) as well as direct and investment-oriented activities that will raise the quality of classes and provide optimum conditions for knowledge acquisition. The city of Białystok invests in education because well-trained labour guarantee continuous economic growth and strengthen the region's innovation potential.*

*Tadeusz Truskalaski*  
Mayor of the City of Białystok





# BYDGOSZCZ

## **Brainy Children! Bydgoszcz Mathematics Bubble**

The Bydgoszcz Mathematics Bubble project has been designed with a view to finding a way to enhance the mathematical competence of Bydgoszcz pupils.

It was a joint effort of scientists and experienced practitioners who decided to defy the long-established educational tradition.





## Reasons for learners' difficulties in applying mathematical knowledge

One of the goals of the Bydgoszcz Mathematics Bubble initiative was to induce changes to the methods of teaching mathematics to elementary school goers. Regular monitoring of the results of elementary school final exams (the sixth-grade exam) showed that Bydgoszcz pupils achieve low scores in mathematics. Ideas for improvement were sourced, but not only, from the recommendations of nationwide research conducted by the Central Examination Board (2005-2011) and the Educational Research Institute (2012-2015). The research showed that elementary school pupils struggle with applying mathematical knowledge in new, non-standard contexts, are unable to solve word problems, and find it difficult to select a mathematical model to solve a problem. The Report on a Study of Teaching Mathematics in Elementary School pointed to one of the probable causes of this state of affairs: methodological weaknesses of early school education teachers and teachers of mathematics in higher grades. Most often, teachers work on the same problem with the entire class, give directions by asking detailed auxiliary questions, prevent pupils from thinking about the solution to the problem, and avoid group work.

## Test, learn, experience or on discovering mathematics by pupils in grades 1-3

First effort to improve the effectiveness of mathematical education in Bydgoszcz was taken in the school year 2007-2008. The first formal initiative was the 2009 Test, Learn, Experience... project co-financed by the European Union from the European Social Fund. Another project was called Discovering Mathematics. It was implemented under the scheme known as, Individualisation of the Teaching and Education Process in Grades 1-3 of Elementary School in the Context of Implementing the New Core Curriculum for General Education. Both projects involved teacher training, and learners were given the opportunity to participate in extra-curricular activities. The outcomes were very satisfactory to teachers, pupils, and parents. However, only the extra-curricular classes for

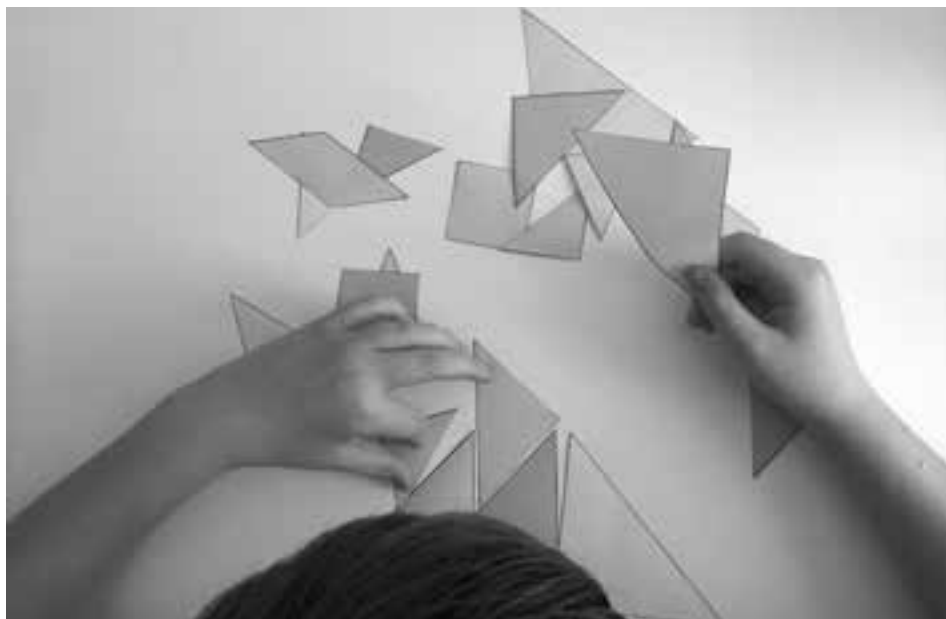
volunteers were found attractive, and the new teaching methods acquired by teachers were absent from regular mathematics lessons.

## Brainy children. How to teach children to think mathematics

Another project was launched in the school year 2012-2013. It was labelled Brainy Children. How to Teach Children to Think Mathematics and was designed by Mirosław Dąbrowski, PhD (Warsaw University), Małgorzata Zambrowska and a team of other specialists from the Educational Research Institute. It aimed to encourage early school education teachers to adopt a new attitude to developing children's mathematical skills, namely one that would focus on stimulating learners' intellectual capability and stimulating activities in their immediate development zone. Experts made teachers aware of the need to revise their attitudes towards learning and teaching mathematics and other subjects; they showed directions, encouraged initiatives, inspired, stimulated, and motivated. They worked as leaders and supervisors. They conducted workshops where they enabled participants to discover that the very essence of giving classes was not to teach but to create a learning-friendly environment and seek and apply such methods and forms of work that would unlock the learners' potential to independently acquire and process mathematical knowledge, confront it with new challenges, and integrate it with previous experience. The participating teachers understood that children's extracurricular knowledge must be relied upon in class; that their abilities, needs and experiences must be taken into consideration; and that such educational scenarios must be created that would allow pupils to discover, experiment, and research on their own. Thanks to active exchange of lessons learned during the meetings of the so-called self-education group, instead of speaking, teachers more and more often listened to their pupils; instead of presenting, they started to pay attention to what they were showing; instead of persuading children to copy adults, they made efforts to catch up with children's inquisitive minds.

About a project that changed the teaching of mathematics and about a discovery that exploring the queen of the sciences may become an adventure if going against tradition.

Today, many teachers from Bydgoszcz have understood that school is a place of learning and not teaching. They have seen that it is extremely important to offer time and space for pupil-to-pupil dialogue and to create conditions for pupils to interact with



one another, work in teams, pairs, and make the most of their classmates' presence. However, it is the teacher who has the greatest influence on pupils' best performance while being focused on their learning process.

### Interschool self-education groups as a way to change teachers' working styles

In the first year of the project, teachers from Bydgoszcz schools participated in workshops held by experts from the Educational Research Institute. They learned new working methods and implemented them during regular classes. Demo lessons were an important components of the project. The participating teachers invited one another to watch the colleague's classes and discuss them.

The experience of Bydgoszcz-first teachers' inter-school self-educating group in embracing the change was described in the publication, *Bydgoszcz Mathematics Bubble. On Making a Difference in Mathematics Teaching in Grades 1-3*, by Mirosława Cikorska.

My pupil could say:

- » I am not afraid of challenges;
- » I know that I can be wrong and make mistakes;
- » I act and observe;
- » I work better in a group;

- » I employ my own strategies;
- » I like board games;
- » I make my own assertions.

## What for? Why? How? – developing cognitive skills of pupils in grades 4-6

The next step was to revise the teaching methods of mathematics teachers of the second phase of education. 2017 saw the launch of the project, What For? Why? How? Developing Cognitive Skills of Pupils in Grades 4-6. Two groups (over 40 people) of grade 4-6 mathematics teachers were invited to participate. They met every month for 10-hour workshops conducted by experts from the Mathematics Lab of the Develop Yourself Association. Each workshop was devoted to a problem that learners find difficult to overcome. An interesting component of each meeting was exercises with teaching aids acquired for the project: blocks, jigsaw puzzles, board games, etc. The teachers were able to use the workshop experience in class. In the school year 2017-2018, teachers from half of Bydgoszcz elementary schools took part in the project. In the following year, a similar project, Edu(R)evolution, was carried out for teachers from other institutions. Both actions were co-financed by the European Union from the European Social Fund.

The projects changed the approach to teaching and learning. When watching classes, school headmasters noticed the following changes:

- » enhanced learners' mathematical skills when it comes to applying knowledge to new situations, solving non-standard word problems and discovering mathematical laws and rules unassisted; readiness to investigate and greater inquisitiveness of children when tackling mathematical problems
- » because, thanks to the established "trial and correction" rule, the learners were given the right to make mistakes;
- » increased motivation and enthusiasm in learning mathematics, both among learners and many teachers;
- » reduced frequency of using typical worksheets, exercise books, or textbooks.

## Recommendations:

- » to increase teachers' mathematical competence;
- » to create informal inter-school groups for teachers to exchange views;
- » to engage experts and practitioners in the project;
- » to create conditions conducive to learning.



**Keywords:**

Bydgoszcz Mathematics Bubble, learning and teaching mathematics, how to learn mathematics effectively, inter-school self-education groups

**Abstract:**

Teaching is not the only mathematics teacher's role in the classroom. It is more important to create conditions conducive to learners' knowledge acquisition and seek and employ such methods and forms of work that will incentivise learners to acquire and process mathematical knowledge independently, use it in new problem-solving and integrate it with previous experience. There is a way to teach differently! Children's extracurricular knowledge should be relied upon as well as taking into account their abilities, needs and experience; such educational scenarios should be developed that will prod learners to discover, experiment, and research on their own.



*The power of education is not in more reforms or new programmes and textbooks. The central component is the teacher fully focused on the process of teaching. Bydgoszcz Municipality supports the project Brainy Children! Bydgoszcz Mathematics Bubble in terms of finance and organisation through pursuing its educational objectives embedded in the Education Development Strategy of the City of Bydgoszcz and through regular acquisition of external funds from the EU, which guarantees the continuity and sustainability of the project and promises further work on improving the mathematical skills of young Bydgoszcz residents.*

*Rafał Bruski*

Mayor of the City of Bydgoszcz





# KRAKÓW

## Our Schools and Kindergartens

Kraków has launched the Our Schools online platform to shorten the distance between learners, parents, and schools. Parents and pupils gained access to information about education providers, and headmasters and teachers can boast of their own achievements in a uniform and attractive form.





## The idea behind the platform

Before the Our Schools platform was launched, representatives of the Kraków Municipal Office responsible for education had received ample feedback about problems related to access to information about educational establishments and their uniform descriptions. Also, parents had reported similar issues when confronted with a choice of an appropriate school for their children. Neither had the websites of educational institutions nor various available rankings provided data necessary for such analysis. As a result, a tool was designed that was able to provide details about each school in a standard and objective manner.

The tool was developed with active participation of parents, who submitted their suggestions as to what criteria and requirements such a platform should meet to be useful in the most optimum way. Parents' ideas and suggestions were taken into account not only at the stage of development but also during further adjustments to the platform. All in all, the innovative and Poland-unique Our Schools platform was launched to serve all Kraków residents. Because all the necessary information was collected in one place, the choice of a school for a child and the monitoring of how educational providers in Kraków operate and evolve became much easier.

The city of Kraków launched the platform to shorten the distance between learners, parents, and schools. School governance and teachers also take advantage of it, as they can boast of their own achievements in a unified and attractive form. Our Schools also facilitated the work of the Kraków Municipal Office, the Local Education Authority in Kraków and all institutions and NGOs that have to do with education in the city. The platform offers a variety of information, not only quantitative, such as the results of educational added value (EAV) or exam results, but also concerning the mission and vision statements and strengths of individual institutions.

Schools and education providers run their own websites (sometimes also on social networks) where they share information in a specific manner and on their own terms. Such information on schools and kindergartens, their activities, projects, and work results is scattered, not easy to find and not always available in full. In these circumstan-

ces, a shared platform is always the best option. It will put together an extensive data set that allows every user to find their most preferred school or kindergarten.

Before the Our Schools project got off the ground, a stock-taking was held of all websites maintained by Kraków's educational establishments. The information communicated by them proved diverse and not aligned. Some websites published the results of external examinations, including the educational added value (EAV), but some did not. The same was true of the external audit results and participation in projects. In other words, there was no shared standard of information in place concerning the organisation and operation of the reviewed institutions. There was also a major disagreement as to which data can and should be lawfully published. That is why the Kraków local self-government decided to support the development of the Our Schools platform which set new standards of communication with parents, presentation of school data, visions and missions, as well as the educational offer and strengths of all listed establishments.

## Uniform standards and model cooperation

Our Schools is an innovative city-run online platform that contains a standardised and complete set of most relevant information about the schools and education providers of Kraków. Its launch in 2015 was possible owing to cooperation between the city of Kraków and Librus, a company with extensive experience as a technology provider in projects enabling communication among schools, learners, and parents. The model cooperation between the Department of Education of the Kraków Municipal Office, the Regional Examination Board and the Małopolska Education Authority was fundamental to the success of this undertaking. Also, the commitment of school governance was invaluable.

Looking back, inclusion in the agreement between the city and Librus of provisions on extra time allocated to the development and adjustment of the platform services without additional fee seems to have been a prudent decision. It allowed the adjustment of the service to the needs registered by the managers of vocational and special schools, such as extra information on available amenities for persons with disabilities. Later on, Our Schools also started to inform about foreign language training opportunities, subjects taught at an advanced level in secondary schools, and about kindergartens. Parents proposed that the platform be equipped with a search engine to enable parents and learners to find district schools, kindergartens and schools near a specific

address, schools offering vocational programmes, foreign languages available in the curriculum, the offering of subjects taught at an advanced level.

Kraków attaches great importance to cooperation between schools and parents. With this end in view, Librus consented to and licensed the publication on the platform of selected articles from [edustrefa.indywidualni.pl](http://edustrefa.indywidualni.pl) and [rodzina.librus.pl](http://rodzina.librus.pl) for use by parents.

A major challenge was, and still is, the adaptation of Our Schools to regular changes in the system of external examinations, external audits of schools and kindergartens, the educational information system, and the structure of the education system (including school closures and reorganisations). The schools and kindergartens listed on the platform are required to engage in updating data to a greater extent than before.

## Educational outcomes: what learners should know and what is their potential

A school constitution, i.e. the core curriculum, provides what learners should know and what their potential is. But how to verify whether graduates have mastered what the core curriculum requires? One of the key indicators is the outcomes of national examinations. The examination tasks are a survey sample for the entire set of all requirements. The result of the survey, as in the case of election polls, shows an estimate of the level of meeting the requirements. The Our Schools platform follows the latest exam trends and shows whether a specific school has achieved better results compared to the national average over the past few years. If this has been the case for the last few years, parents can expect the trend to continue in the near future.

The portal also shares easily interpretable data sourced from external institutions. The information made available in this resource spans the period of the last ten years. The data can be compared against school groups, location, size, or type. Each school featured on the platform can present its offer, vision and mission, as well as different figures (including historical EAV results, exam results, school statistics). School head teachers can also add their own comments.

The exam outcome reports of the Central Examination Commission show scoring ranges for learners with low (approx. 23% in the country) and high (approx. 23% in the country) results. Our Schools shows educational outcomes of students who started high school with low, average, or top results. Their development potential is shown in the figure.



What are the school assets? Certainly, they are students who take up challenges, enter competitions and join projects. They are passionate teachers and committed parents. Among the strengths, there are also school projects that facilitate the acquisition of social competence. School's specialisation can be identified through its achievements and selection of offered extra-curricular activities.

Some schools have students who win or do well in subject competitions year after year. It does not happen by chance. Teachers improve their skills, climb the promotion ladder, complete postgraduate studies, and obtain regional examiner qualifications. This is supporting evidence that some schools have managed to develop a brand in a given field.

The site also presents the results of external school and kindergarten audits in the form of audit reports.





## A live platform

Our Schools also publishes the latest and most important communications from the local authorities. A library of articles on the platform features texts on many relevant topics. Also, school websites and online services of local self-government units offer a widget that links directly to the platform.

The platform can be accessed on all devices with a web browser installed, including on portable hardware. This means that information about Kraków schools is available anywhere and anytime.

## Recommendations:

- » to use a ready-made platform design to present information about educational establishments;
- » to follow a coherent and open policy of informing residents about the operation and education offering of schools;
- » to support activities aimed at improving the quality of services of educational establishments;
- » to ensure quick access to information through the presentation of data from many sources in one place;
- » to promote education in the city in an effective manner.

## Keywords:

Our Schools, education, innovation, technology, platform

## Abstract:

Our Schools is a platform run by the city of Kraków. It contains comprehensive information about all Kraków schools and kindergartens provided in a simple and transparent manner. It enables the residents to find information about and location of any school or kindergarten in the city, to verify its educational offer, teachers' qualification, and students' potential. Thanks to the use of reliable and standardised data, parents and learners can find and select the best possible school to attend.



*To respond to the needs registered by the inhabitants of Kraków, a few years ago, we launched the innovative Our Schools platform. This is where learners and their parents can easily become familiar with the programmes of Kraków schools and kindergartens. The platform is user-friendly and presents uniform and objective data on each listed institution. It helps young people make a decision about further education and choose an establishment that best suits their expectations.*

*Jacek Majchrowski*  
Mayor of the City of Kraków

# **CULTURE OF TRUST**



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## KRAKÓW

### **Kraków Academy of Self-governance**

As an attitude, social and civic involvement does not start manifesting itself when a person becomes an adult – adolescents can and should also be encouraged to cultivate it. Hence, the idea to establish the Kraków Academy of Self-governance, a framed training project that would promote social activity and develop social skills among the youth.





## First youth initiatives to build a civil society

In the years 2003-2004, Kraków participated in a European research project called Demos.

Its objective was to monitor grass roots initiatives contributing to the building of a civil society. The project sponsors emphasised that in the face of the crisis of the idea of civil society, it is necessary to strengthen and support all initiatives that would contribute to the revival of active citizenship and stimulate rapprochement between the world of citizens and the reality of local self-government institutions.

The project leaders paid special attention to some initiatives undertaken by young people and for young people. An interesting fact was that they would develop independently in several European cities. This meant that aspirations to live an active community life or readiness to participate in democratic processes are expressed not only by adults.

### Supporting active citizenship aspirations of young people is a contribution to educating active citizens aware of their rights and obligations.

One of the initiatives selected for monitoring under the project was the establishment of the *Śmigło* youth magazine co-created by junior high and high school students from Kraków. In a circulation of 3,000 copies, the youth magazine was distributed free of charge to Kraków schools. It served as an opinion forum, but most of all, it aspired to shape attitudes and preferences and promoted an active life free from addictions, based on cooperation, and open to socialising.

Seeking forms of active cooperation with young people, the editors of *Śmigło* inaugurated a discussion forum, *Śmigło Club*, which resided in the city hall. During the meetings, young people discussed their hopes and aspirations related to Poland's entry in the European Union, the role of school student councils, and students' rights. One of the outcomes of the club sessions was the idea of organising a training series for young leaders, particularly members of student councils, wishing to develop their social competence.

## The beginnings of the Kraków Academy of Self-governance

The idea to create the Kraków Academy of Self-governance (KASG), a training project aimed to encourage young people to social activity and develop their social skills, was conceived in 2005 and coincided with the 15th anniversary of the territorial government reform. The project architects were students at junior high schools in Kraków who were seeking to revive and improve the operation of in-school student councils.

The first KASG training sessions taught the skills and provided knowledge necessary for student council activists. The following topics were covered:

- » why we need a student council; why it is worth being active at school; how to learn to take care of one another;
- » student's rights with emphasis on school council rights;
- » how to organize a student council well: how to plan activities, divide responsibilities, raise funds;
- » developing negotiation skills or how to talk to adults.

More training proposals came later on. The youth were able to learn how to be a leader, how to work effectively in a team, and how to handle conflicts.

In the first years of KASG operation, once a month, on an ordinary school day, young people from Kraków junior high schools were invited to the city hall for meetings and lectures on civil and social issues. The lecturers were academics from Kraków universities, journalists, and representatives of NGOs. After some time, due to constraints in organising regular outside-school activities during weekdays, the meetings were suspended and abandoned.

Today, social skills training and workshops conducted by various institutions (e.g. NGOs or youth culture centres) are easily available in great variety, and such activities no longer look as impressive as before. However, it should be kept in mind that in 2005 Poland had been a member of the European Union only for a year, and a proposal of social activation of young people by inviting them to a training project integrating young leaders was something extraordinary.

## Kraków Academy of Self-governance as part of the Young Kraków programme

1999 saw the inauguration of the Municipal Youth Crime Prevention Programme in Kraków. As part of the programme, a network of specialist day support centres was



created. The centres were very well-equipped community facilities with a rich and multidimensional schedule of activities which were intended to fill young people's free time and reduce the risk of illicit conduct. The initiator and coordinator of the programme was mayor's plenipotentiary the Rev. Andrzej Augustyński. The Kraków Academy of Self-governance and other activities prompting young people to pursue a positive life agenda became part of the larger Municipal Youth Crime Prevention Programme launched by the city. In 2009 it was renamed as Young Kraków.

The Kraków Academy of Self-governance evolved over time. After its first year of operation, at the request of the participants, the scope of activities was broadened, and the full training programme was extended to two years. New area of interest were addressed: time planning and management, self-presentation and public speaking, volunteering, establishment of non-governmental organisations. The participants of the second year KASG programme learned how to prepare grant applications and implemented their own small projects.

### Admission to the Kraków Academy of Self-governance

At the beginning, the KASG project was promoted only in schools, and participants were recruited straight from the classroom. Each participant was required to make the "yes" decision personally. The point was to avoid situations when young people would have entered the project forced by teachers or delegated by the school. Every year, 100 participants were admitted in total at two training levels. In general, young leader certificates at the end of the training cycle were awarded to about 70-80 students. Over time, the recruitment procedure moved to the Internet.

Although the KASG continues to operate relatively normally, recent years have seen a declining number of students willing to participate and a lower attendance. For example, in 2019, for the first time in the history of the academy, the second-year course did not start due to insufficient number of applicants. One of the reasons for that was the rich offering of social skills training and courses for young people. Another factor might have been the liquidation of the lower secondary school level of education in Poland. The KASG initiative enjoyed the greatest popularity among lower secondary students. To re-promote the academy in elementary and high schools will take time.

## Current training offer of the Kraków Academy of Self-governance and its lasting effects

Currently, the KASG programme consists of eight four-hour Saturday meetings between October and May. The training scope includes, but not only, the following areas:

- » Me and My Team.
- » How to Be a Leader?
- » How Conflicts Arise.
- » Efficient Team Communication.
- » Effective Student Council at My School.
- » Volunteering.
- » Foundations, Associations.
- » Contemporary City.
- » Citizens' Initiative.
- » Public Speaking.
- » Cyberworld and Its Secrets.

The course closes with an interactive game for participants (Young City Councilors) and a gala event. Attending the academy courses have changed the participants' outlook on many areas and also allowed them to discover and understand matters that were unknown or ignored before. Today, they have a greater faith in themselves and feel responsible to the world around them. Many graduates combine their professional work, and those from the first years their studies, with social activity. The academy has produced district councillors and a city councillor; its graduates are active in non-governmental and university organisations and in social dialogue bodies.

### Recommendations:

- » to design youth activation projects with the participation of young people;
- » to create a programme incorporating activation methods, play pedagogy, gamification;
- » to carry out a training cycle outside the school to enable interaction and exchange among young people from different peer groups;
- » to build a training project brand as a municipal project implemented by local self-government institutions;
- » to stage non-training events allowing integration of young leader community.

**Keywords:**

Kraków Academy of Self-governance, civic involvement, social involvement, training, youth, student council, youth activation projects

**Abstract:**

The idea to establish the Kraków Academy of Self-governance, a framed training project that would promote social activity and develop social skills among the youth, emerged 15 years ago. The project architects were students at junior high schools in Kraków who were seeking to revive the operation of in-school student councils.



*Kraków has always advocated the development of self-governance understood as a community in which residents can directly engage in municipal affairs, and where various communities can have their say. We tried to instil these values in young people in the Kraków Academy of Self-governance. This year, 15 years since the beginning of the initiative, we can see how much it has contributed to the fostering of the civic spirit in subsequent generations of young Kraków residents. The academy also set the framework of thinking that we are building on today in the Young Kraków 2.0 programme of active participation of the youth in the life of the city.*

*Jacek Majchrowski*  
Mayor of the City of Kraków





ŁÓDŹ

## **Participation: the Łódź Way!**

A participatory management system is the most optimum way to implement projects that are relevant to all: from broadly consulted strategic development plans to participatory budgeting. This is how it works in Łódź, which has been respecting its residents' view of the life of the city for many years.



## Development of a participatory management system

Openness to participatory city management surfaced already in 2011 during the work on the Strategy for Integrated Development of Łódź 2020+, whose development has been designed as a participatory process (the workshop or world café methodologies were used). The key pillars in the strategy adopted in 2012 were the growth of social capital (as a factor stimulating city's development) and "hard" projects (investment, infrastructure development). A separate section in the strategy was devoted to the development of social capital through dialogue.

The Łódź Municipal Office established a City Strategy Bureau and identified units coordinating public consultation procedures and the implementation of participatory budgeting (Social Participation Bureau). Other municipal units and sections were included through participation in training sessions on designing and holding public consultation under the Active in Consultation project. Some of the project outcomes were:

- » development of a model of public consultation tailored to the character of the city of Łódź (hundreds of person-to-person meetings with residents, "economic walks," etc.) and completion of the 2015 city budget consultation (in two stages) along with consulting a social problem-solving strategy;
- » 50 municipal employees trained in holding public consultation;
- » 20 representatives of NGO involved in consultation activities, as a result, over 400 residents were consulted;
- » consultation procedure promotional campaign.

Two participatory projects were also implemented: Social Service Contracting Model and NGO Cooperation Model.

A participatory management system is the most optimum way to implement projects that are relevant to all residents: from broadly consulted strategic development plans to participatory budgeting.

The 2012 Strategy for the Integrated Development of Łódź 2020+ saw public consultation and participatory budget (also civic budget) as instrumental in the development of social capital. The final version of the Code of Public Consultation, drawn up

in cooperation with many communities, was adopted in 2012. In the years 2012-2019, the code was observed in many consultation processes. Based on lessons learned, it became clear that consultation carried out in a routine and procedural fashion attract few people and mainly those opposing a specific solution. New forms of consultation (especially at its opening stage), such as project workshop, e-contacts between residents and city authorities, and enabling various resident groups to enter into a dialogue with one other and with the representatives of city administration made it possible to reach stakeholders with the most relevant message.

### Łódź participatory budget as a special case of participatory city management

The inhabitants of Łódź have demonstrated that they want to decide how their city changes and what happens in their immediate neighbourhood. However, the openness of the municipal office and councillors to this initiative and the close cooperation of the city with NGOs are not without significance. Forms of technical processing of the participatory budget have been deployed (e.g. algorithms verifying personal IDs, text messages to voting residents, etc.). They have expedited the voting process, and everyone was able to vote in accordance with the rules. Most of the inhabitants of Łódź consider involvement in the work on participatory budgeting as their civic duty, which is an additional reason to be proud.

Participatory budgeting in Łódź has changed evolved over the past few years, but some of its underlying principles, such as residents' needs is always the first priority, process socialisation, and annual evaluation, are still there. Efforts were made to provide residents with full information on the budget, submitted projects, and voting rules. Cooperation with NGO proved invaluable. Many unconventional solutions were introduced, such as a special campaigning bus with a mobile voting point.

In the previous participatory budget editions, almost one million votes were cast. Nearly 8,000 projects were proposed, of which 1,206 were selected for implementation. This level of civic involvement was possible thanks to a massive promotional campaign run both by NGO partnerships selected in a call for proposals and by the municipal office (door-to-door campaign, media briefings, meetings of the mayor with office personnel, TV and radio spots promoting participatory budget, leaflets, guides, posters, picnics). Within a few years, the amount allocated to projects submitted by Łódź residents more than doubled: from PLN 20 to 50 million.





In parallel, other solutions and tools were implemented to engage residents in co-operation in city management:

- » meetings with residents, regular updates on running and scheduled investment projects in the area, visualisations of planned solutions;
- » involving district councils in pro-participation activities (e.g. the Good Advice for Łódź project);
- » inclusion of other groups (Youth City Council, Senior Council);
- » launch of an online service, Łódź of Active Citizens;
- » presence in social media;
- » campaigns in urban space.

## Forms of dialogue with residents

For several years, Łódź has been developing various forms of dialogue with residents with primary focusing on people-to-people contacts and easy access to information. In the years 2018-2019, several dozen meetings were held of the representatives of city authorities with the residents of Łódź housing estates. They were combined with the so-called study walks, most of which concerned the Plan for Estates carried out since 2019. The plan was put together like in no other city in the country. Thousands of Łódź inhabitants participated in meetings with Mayor Hanna Zdanowska.



During joint walks around housing estates, streets, playgrounds and squares, the participants were taking a closer look at the condition of their immediate surroundings. They were able to spot every hole in the road, and the residents, who know their place best, were guiding the officials.

The regular consultation sessions on the drafted city budget were alternated with less formal “Let’s Talk Budget” meetings in shopping malls where you were able to chat with the mayor and municipal office directors over coffee and tea. A discussion panel was also held with members of the academia participating. They tackled the problem of future use of one of the green areas in the city.

An example of unconventional approach to urban affairs in Łódź is the information and consultation campaign on changes in public transport conducted at bus stops across the city during the rush hour. Officials of all levels, including the top management of the Łódź Municipal Office, also participated. During these brief bust stop encounters, passengers were updated on upcoming changes, were handed special maps and could immediately get answers to questions.

It is worth noting that Łódź also taps new technology as a tool furthering the development of participatory management. 2016 saw the launch of the Vox Populi platform. It is used for short and quick polls among city residents, for example, on changing some street names, shopping for spirits in the city centre, or public space management. Vox Populi is Poland-first local e-referendum platform. Its ultimate objective is to support the emergence of a modern civil society and to encourage residents to take part in the decision-making process controlled by local authorities.

## Model of participatory design in public investment projects

In 2017 the Stare Polesie District of Łódź witnessed public consultation with the residents and other users of public spaces about the transformation of several local roads. That experience helped design a model of the so-called participatory design of public investment. The idea was to enable contacts and cooperation of local government units responsible for planning and implementation of spatial transformations with their direct and indirect users. Part of the model was a Manual drafted to facilitate the process (from the planning to the closing phase) both to civil servants and companies (organisations) assigned to handle the participation procedure at the level of preparation of an investment project. The Manual recommends procedures, proposes proven methods of communication, and may also include printable mock-up elements, which come useful as a co-designing tool. This participation model will be implemented in the near future.

First steps have been taken to organise Łódź-first Urban Greenery Civic Forum. Vital decisions concerning the green area in the city will be made by a randomly selected group of female and male residents, whose role will be to decide a specific case mindful of the common interest of all Łódź residents. Forum members will be randomly selected from all interested parties so as to speak on behalf of the general population of Łódź.

Public consultation is a form of dialogue and cooperation with residents that should be subject to evaluation and improved on a regular basis. A discussion is planned in the near future on lessons learned from consultation held in the city to date and possible enhancements to the process.

## Recommendations:

- » to introduce a participatory management system;
- » to nurture a sense of shared responsibility for the city;
- » to incorporate participation in the city strategy;
- » to lay down the rules for conducting public consultation;
- » to introduce participatory budget as a form of residents' influence on projects important for the community;
- » to design a model of participatory design of public investment projects.

## Keywords:

participatory budget, participation, dialogue with residents, poll, public consultation, participatory management system

## Abstract:

Łódź implements mechanisms that allow its residents to co-create the city on all levels of operation of the local administration. We focus on fostering a sense of shared responsibility for the city among the residents and strive to include them in city-making processes.



*The city is made by its residents, and their voice should be heard in the first place. For several years, Łódź has been a leading Polish city in terms of model participatory cooperation programmes. Consulting residents on what the city should be like is the key to successful implementation of accepted and desired changes.*

*Hanna Zdanowska*  
Mayor of the City of Łódź



# RZESZÓW

## Urban Lab Rzeszów

Rzeszów has pioneered a country-unique model of cooperation between residents, experts, and representatives of local administration: Urban Lab Rzeszów is a space where, in line with the smart city concept, solutions will be proposed, tested, and implemented to improve the quality of residents' lives.





## Urban lab

Urban Lab has been developed in cooperation with the Ministry of Investment and Development and the Institute for Urban and Regional Development. The aim of the project was to identify thematic areas corresponding to previously diagnosed issues affecting city functioning or management. One of the priorities of the Urban Lab project is (i) to make a real difference by implementing changes proposed based on cooperation of various interest groups in the city and (ii) to create a modern city that is in a position to support various forms of innovation within its statutory remit and existing business structure.

The project seeks to promote the use of the city as an urban laboratory. In other words, the city should assume the role of an enabler and driver of ground-breaking urban solutions. The starting point will be the promotion of innovative solutions to real urban problems and challenges and the empowerment of the society through knowledge and technology. The city's resources will be made available to everyone, especially to business with innovative ideas. These ideas will be tested in a real environment for possible implementation.

When organising the lab, the city was confronted with certain hindrances. One of them was the time-consuming and demanding tendering procedure. At the early stage of project implementation, a major barrier was the recruitment of IT specialists for the project, especially due to remuneration demands and shortage of experts in the field.

Running a pilot is time-consuming, especially given the addressees of individual activities. This project was no exception. Opening up of the project stakeholders to its initiatives proved challenging. Financing was also pointed to as one of the major hurdles. The binding settlement period and the need to apply for a successive tranche, and thus the withholding of the project's capital resources, slowed down its efficient implementation.



## Expected benefits of the lab

Despite a relatively short period since implementation, the Urban Lab project in Rzeszów has already produced several unquestionable benefits. One of them is cooperation with Microsoft and licence-free access to software for 30,000 users. Events held in the Rzeszów lab help diagnose the most burning problems and deficits in city's operation. Another positive outcome is the activation of children and young people (hackathons, robotics, Minecraft) and joint problem-solving games revolving around the quality of life in the city (designing playgrounds, urban infrastructure, such as bicycle paths, running lanes, and scooter paths). Elementary school students interested in robotics can learn new skills during rover competitions supervised by university students, world champions in robotics.

Projects run at Urban Lab engage residents to have their say about the city. Ideas developed during various events, such as incubators, accelerators, or hackathons, will allow certain urban problems to be eliminated, thus improving the quality of residents' life (smart city life).

The activity of Urban Lab in Rzeszów arouses great interest among various social groups willing to cooperate and design new and out-of-the-box urban solutions. Thanks to the policy of open city data, new start-ups and companies are emerging.

## Recommendations:

- » to diagnose the most urgent problems and deficits in city functioning;
- » to organise IT training for teachers and elementary school students;
- » to integrate groups interested in the promotion of personal light vehicles by encouraging a discussion on building a safe infrastructure for bicycle and scooter users, etc.;
- » to involve residents in project implementation;
- » to create an urban space for joint debate of all communities and urban life stakeholders;
- » to launch tools, such as thematic teams and strategic groups, that will identify problems and propose guidelines for the further operation of the lab.



**Keywords:**

LivingLab, innovation, residents, participation, smart city, Urban Lab, thematic teams, strategic groups

**Abstract:**

Urban Lab has been developed in cooperation with the Ministry of Investment and Development and the Institute for Urban and Regional Development. It has been piloted in two cities: Gdynia and Rzeszów. PLN 3.5 million was allocated to the project, of which PLN 2.6 million from EU funds. Urban Lab is a place for everyone who wants to make a difference and set a future development path for the city. The space encourages the exchange of thoughts, views, and ideas and also provides conditions for new businesses to grow. The lab mentors will advise how to implement a new idea for city's development.



*Sometimes, during my meetings with residents, I can sense that we have not been able to address all problems, and there are always some outstanding matters to be discussed. Urban Lab is a place where everyone can contribute ideas on their terms and waiting for a meeting with the mayor. Our residents can join lab thematic groups and discuss their ideas not only with city officials but also with acknowledged experts.*

*Tadeusz Ferenc*

Mayor of the City of Rzeszów





GDAŃSK

## Gdańsk Model of Immigrant Integration: Focus on Housing

Gdańsk's local integration and migration policy responds primarily to the needs of immigrants and the local host community. However, it may also work as a long-term plan in the event of a major influx of immigrants to Gdańsk in the future.



## Gdańsk Model of Immigrant Integration: features and goals

The Gdańsk Model of Immigrant Integration covers 11 areas of public life: sports, culture, local communities, health, housing, security, social communication, school education, university education, social aid, and employment. The process of preparing the model stemmed, in a sense, from a need to develop a preventive measure.

The goal was to avoid issues and difficulties related to migration and to mitigate the risk of their emergence. Of key importance was to prevent marginalisation, isolation, and separation of migrants, as well as preventing attitudes towards migrants from becoming more radical. This urban policy on migration and integration was also expected to produce a side-effect of reduced anxiety of the inhabitants of Gdańsk caused by migration processes. The model organises cooperation of various entities, sets out procedures and supports municipal institutions in cooperation with immigrants. Pro-integration action is aimed at increasing the social cohesion of the population of Gdańsk and improving the quality of city services.

The Model of Immigrant Integration is an important strategic document among Gdańsk's policy papers. As the first city in the country, Gdańsk identified challenges to urban policy posed by immigrant communities and put them in a strategic framework. The document has strong legal and democratic underpinnings. It was adopted after extensive public consultation by Resolution of the Gdańsk City Council No. XXVI/673/16 of 30 June 2016.

The content of the model was provided by a team of experts, practitioners, and civil servants from various sectors and policy areas. The adopted integration policy was also a natural offshoot of the vision of Gdańsk marked by openness, tolerance, and solidarity, as outlined in other strategic documents.

## Gdańsk Model of Immigrant Integration: focus on housing

Among the achievements of the Gdańsk Model of Immigrant Integration, systemic solutions are particularly noteworthy. They have contributed directly to improvement in the situation of immigrants and refugees residing in Gdańsk as they address such areas as housing.

Seeking to offer housing solutions to immigrants, an inventory-taking of city's available housing resources was carried out. A debate was also held, coupled with a thorough analysis, on the effects and risks of creating immigrant ghettos. The conclusion was that one of the key principles of housing allocation should be a dispersed model, i.e. one that promotes the integration of immigrants with the host society. The presented solutions make up a set of activities in housing policy of Gdańsk municipality in the area of municipal housing.

Already during the work on the Model of Immigrant Integration, refugees were taken into account when discussing access to the Gdańsk municipal housing resources. In August 2015, the city council adopted a resolution which broadened the list of individuals who could apply for subsidised housing to include refugees and persons with subsidiary protection; in May 2016, persons with granted political asylum were added to the list of eligible tenants of municipal premises. Previous regulations had provided for such a possibility only for repatriated persons.

The new regulations permit refugees and asylum seekers to be granted the right to rent a limited number of flats in particularly justified cases. The justification to the resolution (No. XXVI/673/16) read, "Another of the proposed changes responds to the state policy in the field of assistance to foreigners who have been granted a refugee status or subsidiary protection in the territory of the Republic of Poland. The Gdańsk Municipal Office declares its assistance in the form of granting the right to newly arrived families rent a flat, which will give them a sense of security and an opportunity to live in dignity after harm and injustice suffered in the country of origin."

The solution is intended for families and individuals undergoing or completing the statutory Individual Integration Programme (IIP) in Gdańsk. When implementing the solution, the meaning of the phrase "particularly justified cases" needed clarification.

For that purpose, criteria were laid down according to which social workers and persons representing the social side (NGO) and working with persons implementing the IIP prepare justifications/recommendations to support their arguments for being allocated a municipal flat. In addition to the requirements set out in the regulations on rental of municipal flats, the following criteria are taken into account: the number of children, post-traumatic stress disorder, survivor syndrome, disability, and other social problems. It was also assumed that the list of persons eligible for a subsidised flat would be revised each year. In this way, both reviewing applications from previous years and determining whether an applicant from the previous year still meets the criteria of eligibility for municipal housing would be avoided. Persons who were on the list in the previous year need to re-apply for the next housing allocation procedure themselves. If the number of persons eligible for being granted a municipal flat exceeds the available housing options, time criteria are taken into account, i.e. the duration of stay in Gdańsk and the time of submitting the application. Following the procedure, the city is capable of offering two subsidised apartments per year.

The local self-government should, however, use the proposed solution temporarily. Along with this initiative, the city of Gdańsk introduced legal measures to ensure equal opportunities for minority groups (foreigners, refugees, asylum seekers, or persons with subsidiary protection). However, too long rental periods may be regarded as discrimination against the population belonging to the majority group. Moreover, if the scheme is extended, municipal flats should be allocated in those districts where the programme was not implemented before; this is to reduce the risk of creating ghettos.

### Recommendations:

- » to adopt relevant acts of local law;
- » to lay down housing allocation criteria;
- » to implement individual solutions in cooperation and partnership with entities involved in this process, city governance and NGOs;
- » to validate adopted solutions periodically;
- » to avoid the clustering of allocated housing premises to counteract marginalisation, isolation, and separation.

**Keywords:**

integration, immigrants, refugees, local law, housing, equal opportunities, prevention, criteria

**Abstract:**


As a city of freedom and solidarity, equality and openness, Gdańsk has developed and implemented a local-level migration management policy called the Model of Immigrant Integration. It covers 11 areas of public life: sports, culture, local communities, health, housing, security, social communication, school education, university education, social aid, and employment. One of the systemic projects within the model, which significantly and directly contributes to improvement of the situation of immigrants and refugees in Gdańsk, covers housing support.



*The Model of Immigrant Integration defines the challenges of urban policy regarding the immigrant community and makes them part of the city's general strategic framework. Initiatives in the field of housing are a prime example of the scaling of social services whereby foreigners were included in the Gdańsk Social Housing Programme (GSHP) as one of the target groups. This is a tangible expression of the strategic vision of Gdańsk as a city marked by openness, tolerance and solidarity and recognising foreigners as new and fully-fledged residents of the city.*

*Aleksandra Dulciewicz*  
Mayor of the City of Gdańsk





**Volunteering.  
Good to have  
you nearby.**



WARSZAWA

## **Volunteering in Warsaw: Warsaw Volunteers Project**

For years, Warsaw has been very supportive of aid initiatives and the spirit of assisting the weak and the needy.

The city helps develop passions and satisfy the need to test oneself. Voluntary work is a means to make it happen.



## Features and goals of the Warsaw voluntary service

The Warsaw Volunteers project was a response to the need to undertake coherent and coordinated activities aimed to encourage Warsawers to engage in voluntary service. It is implemented by the Office of the Capital City of Warsaw in liaison with municipal institutions and non-governmental organisations.

The original stimulus to undertake the project was the UEFA EURO 2012™ tournament. Warsaw was not only one of the host cities but also the key organiser of the volunteer effort in the capital. The event revealed the enormous potential of Warsaw institutions and NGOs as well as the readiness of Warsawers to get involved. The needs of the two groups were quickly diagnosed. On the one hand, volunteering organisers required support and competence training; on the other, a need was registered to create a place that would channel the voluntary service opportunities throughout Warsaw and would present them in an attractive and accessible way.

The skeleton of the project was designed by a team appointed by the Social Communication Centre of the Office of the Capital City of Warsaw in 2012. The team was made up of representatives of organisations and institutions committed to volunteering and promoting the idea of pro bono assistance. The main goals of the project were defined as: to increase the awareness and involvement of the population of Warsaw in voluntary work; to support volunteers; and to increase competence of and strengthen entities organising voluntary work. The Warsaw Volunteers project also led to initiating the Personnel Volunteering Programme in the Office of the Capital City of Warsaw in 2017.

## Big city, big needs

The Warsaw Volunteers project is the only initiative of this type in Poland and has no match among other European cities. The level of innovation of this type of systemic solutions in the city required its sponsors to pay special attention to the preparation and implementation phase as well as carefully analysing each step of the action plan. Most of them were piloted, e.g. in several branches of selected institutions.

A major challenge for projects implemented in Warsaw is the size of the city itself: the number of inhabitants, entities involved in voluntary work, and initiatives. Warsaw has over 600 municipal institutions and almost 13,000 registered NGOs. Therefore, not only is it necessary to create forms of support that are open-ended and available to all stakeholders (training, networking opportunities, co-financing) but also to launch massive promotional campaigns that can publicise the offer.

Volunteering development programmes in municipal institutions were introduced successively in different types of establishments. Libraries were the first to be invited to the programme, followed by culture centres, nursing homes, and care and education facilities. Even though the project has been around for several years, it has not lost its momentum and will be continued.

## Self-government supports volunteering

The Warsaw Volunteers project is coordinated and implemented by a team at the Social Communication Centre of the Office of the Capital City of Warsaw. Many activities are outsourced to NGOs and partnerships created for running projects. Engaging various entities, despite the need to coordinate numerous activities, is an investment in the development of the community of facilitators and volunteers but also creates a reliable network of local self-government partners.

The Social Communication Centre maintains the Municipal Volunteering Website. Its main purpose is to share searchable voluntary service offering from all over Warsaw. It is a source of knowledge about voluntary service, local self-government's offers of assistance made to volunteers and facilitators, project activities and various volunteering initiatives currently running in the capital city.

Every year, social campaigns are staged to promote the idea of voluntary work and invite residents to visit the municipal Warsaw Volunteers portal ([www.ochotnicy.waw.pl](http://www.ochotnicy.waw.pl)). The project team with the Social Communication Centre are responsible for regular communication and promotion of all current activities and offers of support in order to reach the largest possible audience (both potential volunteers and volunteering facilitators).

Many initiatives are intended to engage the youth and seniors. The centre encourages the development of school volunteering and organises information sports where seniors, without the need to access the Internet, can find options for voluntary work that they will be ready to consider.

Volunteers can also improve their competence and learn new skills. The local self-government provides various free training options. A special form of support is an unpaid supervision programme launched in 2018 for volunteers working in the nursing and health care area. A study carried out in the city showed that special attention should be given to volunteers actively working in hospices, nursing homes, and similar establishments.

The largest number of activities in the Warsaw Volunteers project revolves around competence-building and support for entities organising voluntary work (facilitators). Both official institutions and NGOs have access to a free and open offering of training programmes and counselling, especially for coordinators. Thematic meetings, debates, conferences, and numerous events are held to enable networking and exchange of best practices. Volunteering development programmes are designed in municipal institutions. They are provided with financing for training and implementation of solutions that streamline efficient and effective cooperation with volunteers.

Another project outcome is the development of standards of cooperation with volunteers. The standards are made public and promoted among Warsaw-based NGOs and institutions. Making facilitators aware of the value of quality of cooperation with volunteers, let alone improving this quality on a regular basis, is extremely important and underlies all undertaken initiatives.

## Volunteering and the legal framework

The laws governing voluntary service and terms of cooperation between volunteers and entities that organise their work are of paramount importance for successful project implementation. Voluntary service is defined in the Act on Public Benefit Activities and Volunteering. The act does not impose a rigid framework on this kind of service, yet it set out the basic principles as well as the rights and obligations of all involved parties, thus creating a safe collaboration setting for all.

Already at the stage of designing the Warsaw Volunteers project, a borderline was drawn between the project activities and other types of undertakings (e.g. neighbourhood cooperation, grass roots initiatives of residents, involvement in participatory budgeting, etc.).

## Lessons learned

Recent years have seen a rapid development of volunteering and its great value. Each city, however, has its own character of institutions, the NGO context, and the scale of pursued activities. Volunteer support should always be preceded by a thorough local needs analysis as well as measurement of the potential and resources of institutions.

Lessons drawn from the experience of the capital city show the great value of developing online tools that facilitate access to voluntary work opportunities for residents while presenting the offering of local facilitators.

The development of voluntary service is only possible owing to the potential and resources of the local self-government. Opening institutions to cooperation with residents-volunteers should be a responsibility of the local self-government rather than just an option.

Financial resources allocated to the development of volunteering contribute not only to the promotion of active citizenship and the development of the community. They are an indirect investment in areas where volunteers operate, among them culture, sports, education, social assistance, health care, and the development of civil society. Also, indirect investment in the development of municipal institutions in charge of voluntary service cannot be ignored. Better educated municipal personnel means greater selection of proposals for residents and openness to designing new ones.

The local self-government actively shapes the operation of institutions and supports NGOs, not only as the disburser of their funds but, above all, as an active partner, the main initiator, and implementer of pro-volunteering activities.

## Recommendations:

- » to diagnose local needs as well as the potential and resources of institutions;
- » to use modern technologies in informing about voluntary activities;
- » to assign responsibilities for voluntary work to a specific unit of the municipal office;
- » to promote action taken and support opportunities;
- » to take action aimed at increasing the competence of voluntary service and volunteers and offer them support.

**Keywords:**

volunteering, volunteers, Warsaw, development, innovation, municipal institutions, non-governmental organisations, systemic solutions

**Abstract:**

The Warsaw Volunteers project was a response to the need to undertake coherent and coordinated activities aimed to encourage Warsawers to engage in voluntary service. It is implemented by the Office of the Capital City of Warsaw in liaison with municipal institutions and non-governmental organisations. The project is the only initiative of this type in Poland and has no match among other European cities. The city supports volunteers, institutions, and non-governmental organisations, and residents are encouraged to do voluntary service by numerous campaigns and promotional activities. The key is to exploit the potential and resources of the local self-government. Its role as the main initiator and implementer of pro-volunteering initiatives is invaluable.



*Support that the local self-government lends to voluntary work is one of the ways of shaping residents' attitudes and responding to social needs, which are particularly conspicuous in the present day. Voluntary work done by residents can have a community-building effect, strengthen social and intergenerational integration, build a sense of responsibility and agency, as well as being a form of social participation and activity.*

*Rafał Trzaskowski*

Mayor of the Capital City of Warsaw







# LUBLIN

## **Poland-first Green Budget!**

How to involve residents to have a significant impact on the development and protection of the city green? Is it possible to find a dialogue tool that would give every concerned city resident a chance to have their say on this subject? Lublin has launched Green Budget: the first participatory tool in Poland dedicated to urban green.





## Green Budget launched

Green areas are essential to the spatial development of every city. They make urban space more attractive as well as enhancing the quality of life. In recent years, residents' "green" awareness has increased. The City Landscaping Department of the Lublin Municipal Office began to receive requests from residents and district councils regarding the development of green areas in selected neighbourhoods. Each year the requests were more and more numerous and covered a growing number of areas. Therefore, in 2016 the city decided to launch a participatory tool called Green Budget and allocated PLN 2 million annually for investment projects related to urban green. Lublin was the first city in Poland to introduce such a "green" solution.

The Green Budget programme allows residents to have a real impact on the development and protection of green areas in the city by submitting ideas on how to manage public spaces.

Projects can be proposed for implementation within landed property owned by Lublin Municipality; however, in the case of projects of special importance to local communities, also the property of housing cooperatives and homeowner associations may be taken into account. Ideas for the Green Budget can be submitted by all residents as well as institutions, NGOs, district councils, housing cooperatives and homeowner associations. Applications may concern protection of trees against diseases, greening, regeneration of garden squares, creating flower beds, installing urban furniture or parklets. The winning projects are selected by a team of experts in the field of landscape architecture, architecture, land management and planning, culture, and social activists, as well as representatives of the Social Participation Bureau and the City Landscaping Department of the Lublin Municipal Office (evaluation jury). From the point of view of the evaluation jury, the key criteria were the share of greenery in the project (i.e. to what extent a submitted project actually increases the amount of vegetation in the area), the environmental context (to what extent a submitted project fits into the function of the place, its normal use or even history, and to what extent it meets the needs of local residents), innovation, and functionality. The project must also be open to and

accessible by the general public, including people with physical disabilities, the elderly, and parents with young children. At the stage of designing the programme framework, a city price list was created for use by the applicants, and expert assistance was ensured in the process of drafting projects. In Lublin that role was taken on by an NGO selected in a tender procedure.

## Green Budget: programme objectives

The Green Budget seeks to achieve two main objectives. One is to improve the quality of life of residents and to increase the share of green in the city. The other and equally vital objective is to promote social integration, grow residents' sense of identity and responsibility for shared space and build awareness that everyone, regardless of their social status, education, position or affiliation, is empowered to change the appearance of their city.

The first objective has been achieved, among others, through the regeneration of degraded green areas, protection of the existing and valuable tree stand or new plantings. Natural and picturesque wildflower meadows partly have replaced old and neglected lawns. The aesthetics of road lanes and roundabouts has improved embellished with plant compositions of native species of trees and shrubs. Many sites, unused due to reduced visual appeal, have gained a new look. The so-called Places for You have appeared across the city. Small squares and plazas once lost within the city tissue among stone buildings have now been given a second life thanks to appealing design, urban furniture, and new vegetation that invite passers-by to sit down and relax. The Green Budget initiative means new design documentation for numerous squares, parks, ravines, and new walking routes.

The other objective has also been achieved as city residents began to submit applications, share their ideas, and participate in public consultation at the subsequent levels of project implementation. The participatory action covered meetings intended to collect suggestions and comments related to land or area management. Some of them were open meetings but only thematic walks and consultation breakfasts where the representatives of city administration conversed with Lubliners about their needs and expectations. Joint undertakings definitely strengthened the citizen initiative, contributed to the galvanising and integrating of local communities and helped stimulate active citizenship. They were also useful in solving problems as they afforded everyone the opportunity to listen to all stakeholders and strike a compromise.

## Limitations to green projects

The outcomes of the Green Budget initiative have proven effective and are visible in the urban space; still, the programme team encountered some hurdles during implementation. Some issues arose, among others, at the stage of verification of applications by the evaluation jury. Positive intentions of the applicants, i.e. to meet the needs of residents, we confronted with complex reality, such as too demanding a terrain to complete the project. There were cases where it was not possible to perform greening due to conflict with underground utilities. Some projects could not be implemented exactly as originally designed by the applicants: concessions and adjustments turned out to be necessary at the expense of the original idea. However, despite some complicating factors, greenery was installed even as separate islands accompanying brick-and-mortar architecture.

The programme evolved building on lessons learned in the previous years. In the second year of the Green Budget, the city proposed the Aesthetics initiative. Experts from an NGO partnering up with the city provided information and assisted in submitting applications. The option of a substantive consultation by far reduced the problem of residents' concepts rejected on technicalities already at the first stage of evaluation.

Among the ideas submitted to the Green Budget, there were some that the jury referred for consultation immediately. This was the case with hard infrastructure applications (benches, arbours, playgrounds, paved walkways). The purpose of joint concept work for the development of greenery in an area was to educate the residents and make them aware how essential greenery is as a city resource. The social aspects were also relevant, namely to enable local communities to work on joint initiatives. Often, submitted ideas were discussed with the users of the target area, i.e. residents who use the place on a daily basis. That was the best way to make sure whether the applicant's initiative was aligned with the expectations of the local people.

Some formal and legal procedures, including arrangements with institutions or reconciliation of project documentation, also proved repeatedly challenging during project implementation. Meeting the necessary procedural requirements, especially in the case of large-area sites, such as parks, squares, or ravines, meant the prolonged processing of applications and, consequently, inability to complete certain projects within a one-year time limit. To partly alleviate the problem, applicants submitted draft project documentation one year and an application for project implementation the following year. Even if certain applications were not qualified for the Green Budget, at least the applicants had

the project documentation ready and were able to seek funding effectively in another source.

### Recommendations:

- » to recognise residents' needs and use their enthusiasm in the development of shared space;
- » to improve the quality of residents' lives by increasing the share of green areas in the city;
- » to appoint a person in an official position responsible for designing and managing urban green;
- » to include local initiatives in participatory budgeting;
- » to offer residents substantive consultation of projects with experts in ecology and to assist in submitting applications related to green infrastructure.

### Keywords:

green areas, landscape architecture, city spatial planning, urban green, social integration, green budget

### Abstract:

Green areas are essential to the spatial development of every city. They make urban space more attractive as well as enhancing the quality of life. The inhabitants of Lublin recognised the need to expand the urban green areas and started to submit proposals to the city officials. In 2016 the city decided to launch a participatory tool called Green Budget and allocated PLN 2 million annually for investment projects related to urban green. Lublin was the first city in Poland to introduce such a "green" solution.



*Our residents know best what their immediate neighbourhood should look like. That is why we decided to launch the Green Budget tool to enable Lubliners to co-design their own green spaces. As a result, flower meadows, garden squares, arbours and rain gardens have emerged, and the residents, by submitting their own ideas, have a real impact on how their place looks like.*

*Krzysztof Żuk*  
Mayor of the City of Lublin

# **DEVELOPMENT DRIVERS: RESEARCH AND INNOVATION**



**UNION  
OF POLISH  
METROPOLISES**

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## KATOWICE

### **E-sport in Katowice: City's Image and Finances Enhanced**

“Differentiate or Die” or how the idea of a Katowice councillor helped bring the largest global e-sports event, Intel Extreme Masters, to Katowice and how this event has transformed the city.





## City image building

Local government officials compete with each other as they seek to attract new businesses and residents, acquire EU funds or host events that draw national or global public. Such activities have three main goals. First, they raise the quality of life in the city permanently, e.g. through a greater supply of attractive jobs, new housing projects or the development of the leisure industry. Second, they produce a long-term increase in budget revenues, including from PIT, CIT, or real property tax. The third goal, however, is to bolster the image of the city and afford it the opportunity to stand out among other metropolises: in today's world there is no place for dullness and mediocrity. A city brand and image are not built overnight. It is an all-out effort undertaken in small steps. However, in the case of such events as Intel Extreme Masters, which is the largest business event in Poland, it was not a step but a major leap for the city.

Consistent image building enables municipalities to take advantage of the snowball effect. It can be seen in Katowice. The influx of inward investors and the organisation of large events have created demand for new hotel beds and office space. Over the past few years, Katowice has become one of the most important destinations for the business services sector. Some of the recent investors in the city are: Fujitsu, IBM, Huawei, Accenture, Capgemini, Knauf, PwC, Rockwell Automation, Sopra Steria, Unilever, and TÜV Rheinland. At the same time, Katowice embarked upon the largest urban transformation project in Central Europe: the reconstruction and regeneration of the city centre. The project covered the reorganisation of the road system, redevelopment of the technical infrastructure, upgrades to the public transport system, and the renewal of public spaces. On the premises on a former coal mine, a Culture Zone was created. Along with the International Congress Centre, the Silesian Museum and the edifice of the Polish National Radio Symphony Orchestra (NOSPR), it reached a landmark status not only Katowice and the region but in the entire country. The construction of the new seat of the Polish National Radio Symphony Orchestra, with one of the best concert halls in the world, enabled the city to garner the prestigious title of UNESCO's City of Music. The organization of the COP24 Climate Summit in December 2018 created an opportunity for the city to host other prestigious events, such as the 2022 UNO's World City Forum.

## Katowice: the capital of e-sports

Katowice would not have gone in that direction, or at least not so much, if not for the initiative of Michał Jędrzejek, a Katowice councillor. Ten years ago, he invited the world-class... e-sports players to Katowice! The then city mayor, Piotr Uszok, who knew next to nothing about computer games, saw something special in this young man's initiative and put his idea into practice. That very project changed Katowice and marked a milestone in its development for many years.

Today, Intel Extreme Masters (IEM), the e-sports world championship combined with IT industry fairs, is the largest business event in Poland. The first edition was held in 2013 and the eighth in 2020. Since the event attained the status of world championship finals, it has been attracting extra 170,000 visitors to Katowice annually. Katowice has become the global capital of e-sports. Although the IEM is also held in Chicago, Sydney and Shanghai, the capital of Upper Silesia hosts the most important, final round of the games.

Not only does the prize pot of one million dollars testify to the importance of this event. It also owes its prestige to tens of thousands of fans and visitors in the Spodek convention centre and millions in front of computer screens. The event is aired in ten different languages, and the game stream is watched for the total of over 2 billion minutes. These are just some examples that illustrate how the hosting of IEM translates into the global promotion of Katowice as a centre of new technologies and a destination for leisure industry players.

Intel Extreme Masters is not a usual recurring event that reinvigorates the city once a year. More than that, it is a catalyst for new initiatives, and cooperation with INTEL and ESL Polska (event organisers) has spawned new projects. Katowice has inaugurated the Museum of the History of Computers and Information technology, and the concert halls of the Polish National Radio Symphony Orchestra are regularly filled with music scores from the most popular Video Games Live set. Also, an impressive ESL Arena production hub was developed to accommodate numerous gaming competitions, including the Polish e-sports championship and the qualifying round of the IEM finals.

## Benefits for the city

In recent years, business tourism in Katowice has boomed to become a significant factor in the city's development. It influences various levels of economic and social life and is a key element in the promotion of Katowice, both on domestic and international markets. IEM itself also translates into measurable profits for residents. Thousands of visitors means revenues for the hotel industry, catering industry, taxi drivers, and local entrepreneurs working on the event. Intel Extreme Masters was also one of the factors stimulating the rapid development of the hospitality and MICE segment. The event became so popular and generates such immense benefits to the city that in 2018 the Katowice City Council adopted a resolution that allocated as much as PLN 12.5 million to support the IEM events in the years 2019-2023.

## Recommendations:

- » to improve the quality of life in the city, e.g. through a greater supply of attractive jobs, new housing investment or the development of the leisure industry;
- » to increase city budget revenues in the long term;
- » to enhance the image of the city and afford the opportunity to stand out;
- » to grow business tourism as an opportunity for business development;
- » to remain open to innovative ideas.

## Keywords:

Katowice, Intel Extreme Masters, e-sports, computer games, investment, ESL, Intel

## Abstract:

"Differentiate or Die" is not only the title of an inspiring book by Jack Trout but also one of the fundamental principles of both consumer and local government marketing. From time immemorial, cities have always competed with each other in many areas. This is also true today and at every possible level: global, regional, and local.



*There is a grain of truth in the saying that if you do not take risks, you do not drink champagne. As local self-government officials, among the many important and current matters, we should also find time to look for something that will make us stand out among others and label us as unique. The idea of attracting the best e-sports players to Katowice was not only a critical milestone in the general development of our city but also became Katowice's visiting card on a global scene.*

*Marcin Krupa*

Mayor of the City of Katowice



RZESZÓW

## Municipal ICT Network

Many years of investment in a wireless network in Rzeszów has culminated in launching the city's own telecommunications infrastructure, the Municipal ICT Network. It is a platform that accommodates many strategic municipal projects financed by the EU under the smart cities initiative.







## Platform for implementing strategic city projects

Thanks to the wireless network investment project started as early as in 2004, Rzeszów has developed its own telecommunications infrastructure, the Municipal ICT Network. The platform is intended for the implementation of project of strategic significance for the city and co-financed by the EU as part its support for smart cities projects. The platform consists of:

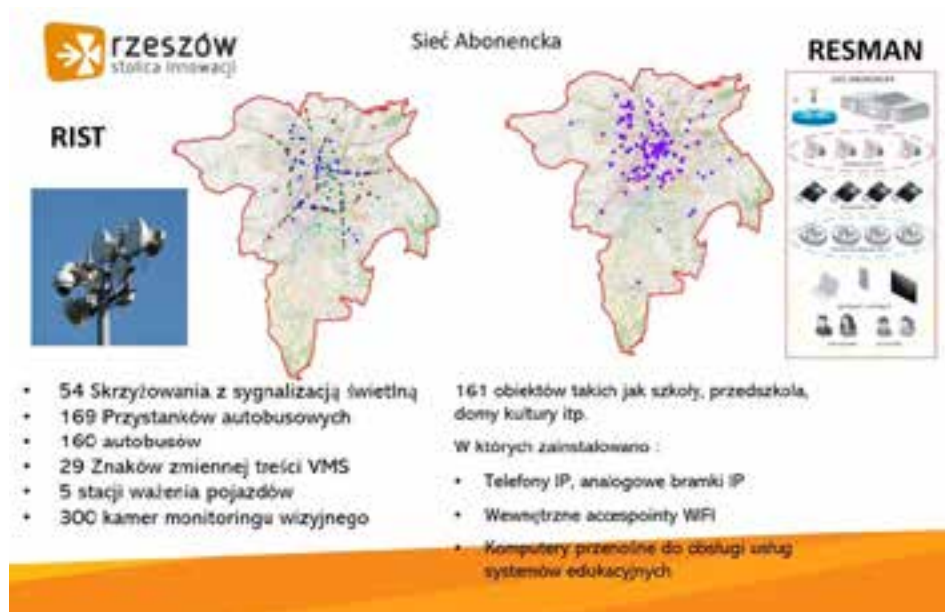
- » ResMAN project;
- » RIST project;
- » digital city monitoring system.

The multi-stage **ResMAN project** has enabled 161 organisational units of the city's administration (including schools, kindergartens, nurseries, resident service centres) to gain access to a secure IntraNet, VoIP telephony, internal city management systems, and e-services. The recently implemented e-services enable comprehensive education management (including recruitment handling, the use of electronic student books, electronic organisation sheets), budget planning, e-accounting and e-secretariat capabilities in educational institutions.

A wireless network developed under the **RIST project** (the acronym for Rzeszów Smart Public Transport System) serves as a platform of data exchange between an area traffic light control system (70 intersections), a passenger information system at bus stops (210 stops), and an e-ticket system in public transport. It also allows the control of variable-message signs, bus ticket machines, and weather information. The network enables operators to monitor 200 city buses in motion, collect data on the operation of on-board installations (controlling the operation of on-board computers), monitor bus occupancy, transmit information from buses to the traffic light system in order to enable public transport priority at intersections (the green wave).

The aforesaid digital city monitoring system is made up of over 400 HD cameras installed throughout the city.

## Municipal ICT Network in Rzeszów



The infrastructure of the Municipal ICT Network are masts, a fibre-optic network core, and redundant data processing centres. They are all 5G-ready, i.e. perfectly suited for the implementation of the new networking technology, currently the most advanced tool necessary for smart city capabilities and development to run seamlessly. This technology is being implemented in major Chinese and Western European agglomerations. It enables data transfer at least ten times faster than today.

Thanks to exceptionally low latency and broadband data transmission, 5G will soon enable safe management of a fleet of autonomous (driverless) buses that will soon fill the streets of Rzeszów.

City residents will be able to enter a completely new level of user experience on their smartphones. The 5G network will enable the advancement of the Internet of Things, that is, control of and communication between devices, e.g. household devices, over the Internet. Refrigerators will contact shops online to replenish foodstuffs inventory, washing machines will control the process of repair and maintenance, and all devices connected to 5G will communicate with one other to maximize their capabilities and usability without owner's intervention.

## Tomorrow's technologies in Rzeszów

The advantages of the Internet of Things (IoT) and 5G will improve the comfort and quality of residents' lives dramatically. The volume of content exchanged over and published in the network and in social media will rise exponentially. This will likely strengthen interpersonal relations and raise the level of residents' trust in the city authorities which share the network with them. All public services provided by the city, such as public transport services on demand (autonomous buses calling at individual address), will reach a completely new quality level and operational reliability, causing residents to gradually switch from private means of transport to public transport.

Increased public safety through smart surveillance cameras in public places and educational institutions will also build trust. The use of telemedicine over 5G will allow remote and effective response of medical services, even saving patients' lives before they even notice first signs of disease. Autonomous drones will support ground police patrols, thus increasing safety in passageways, parks, boulevards, etc.

The 5G network will also allow us to make the best use of the IoT devices installed in the city and will increase the comfort of city dwellers. The quality of services provided by the city, especially in public transport, telemedicine, and public safety, will reach an unprecedented level. Artificial intelligence will be harnessed to assist the management of the city's infrastructure. A smart camera will automatically notify the nearest police patrol via 5G or will dispatch a medical drone with a defibrillator to the scene of an accident, thus significantly reducing the first aid waiting time.

The 5G network along with the IoT, city robots (drones) and AI will secure a fully sustainable urban development.

## Recommendations:

- » to invest in municipal ICT infrastructure;
- » to implement comprehensive e-services for residents;
- » to promote smart transport as an alternative to private means of transport;
- » to improve public safety;
- » to improve the quality of life in the city.

**Keywords:**

network, IT, Resman, innovation, 5G network, smart city

**Abstract:**

Rzeszów has been investing in new technologies for many years. An example of successfully implemented solutions is the Municipal ICT Network, which has largely contributed to the more efficient functioning of the city. The platform hosts many strategic municipal projects co-financed by the EU under the smart cities initiatives, including the ResMAN project, the RIST project and the digital city monitoring system.



*Thanks to the installation of 21 base stations connected by radio links, the Municipal ICT Network has covered the entire city. City management is now more efficient and faster. We are already considering further innovative solutions and applications.*

*Tadeusz Ferenc*

Mayor of the City of Rzeszów



# BIAŁYSTOK

## **Modern Technologies in Białystok's Silicon Forest**

The Białystok Science and Technology Park (BPN-T) has completely redefined the image of the city. The place has brought together entrepreneurs from the new-tech segment and has offered them favourable conditions for collaborative work. The challenge was monumental: to overcome deeply ingrained stereotypes that the city of Białystok had been struggling with for years.



## Transformation of city image

Back in 2007 the concept of innovation ecosystems was still somewhat vague in Poland. The word “start-up” used to sound alien in our city, as in other Polish cities and regions. Business support institutions in Białystok were only few. There were no places or organisations that would enable entrepreneurs operating in new-tech segments to associate and that would create favourable conditions for cooperation and enhancing the synergy effect. At the same time, Białystok was home to three large public higher education establishments: the University of Technology, Białystok University and Medical Academy (now the Medical University of Białystok). They produce several hundred talented graduates every year, including in computer science, automation and robotics, mechanics, power engineering, pharmacy. Many of them join forces with local entrepreneurs, but some leave for other regions or abroad. Brain drain becomes an issue.

To counteract this negative trend and create an attractive climate for high-tech business development as well as with the intention of supporting young and talented residents of the city in starting their business based on innovative ideas and cooperation between entrepreneurs and universities, the city authorities decided to launch the construction of a science and technology park with the support of EU funds. After an in-depth analysis, the south-east section of the city was selected as the location, close to the Białystok Subzone of the Suwałki Special Economic Zone and not far from the future Białystok University campus. It was one of the largest investment projects co-financed by the European Union and implemented by the city of Białystok. It was also the largest innovation-related undertaking under the Development of Eastern Poland Operational Programme. The value of the entire project was over PLN 168.5 million, of which PLN 120 million was EU funds, and PLN 7 million was allocated from the state budget. The foundation act of the Białystok Science and Technology Park (BSTP) was signed, and the cornerstone was laid in May 2011.

The investment faced various hurdles resulting mainly from:

- » complicated and equivocal laws and regulations governing the award of public contracts and the subsequent execution of agreements concluded for awarded contracts;

- » laws and regulations, as well as guidelines, governing the implementation and accounting for projects co-financed by the European Union;
- » laws and regulations governing the rules or remuneration of local self-government officers, which makes it extremely difficult to recruit qualified industry specialists (in particular engineers, IT specialists, business advisers) from the market due to salary caps in the territorial government sector.

In July 2014, first innovative enterprises moved in the park. The park's team, equipped with modern infrastructure and a network of global contacts going as far as Silicon Valley in the USA, began their activities focused, in particular, on:

- » supporting the establishment and growth of start-ups (incubation);
- » fostering cooperation between the academia and business;
- » supporting the development of clusters and cluster initiatives;
- » promoting entrepreneurship and entrepreneurial spirit among children, youth, and students;
- » promoting the achievements of science and technology.

This ambitious Białystok project encouraged a private investor to erect a commercial business park in the immediate vicinity of the BSTP. Another landed property adjacent to the BSTP was purchased by the Medical University of Białystok. The university is making preparations to build a medical imaging facility (PET/MRI) to accommodate, among other things, high-end equipped currently available in one of the BSTP research laboratories. Since January 2015, the operator of this laboratory has been a special purpose vehicle established by the university.

## Białystok's Silicon Forest

There are currently over 70 innovative companies seated in the BSTP, mainly representing the IT/ICT industry but also automation, robotics, life science, and electronics segments. Among them, there are over 40 technology start-ups. The BSTP (as a leader) implements, along with university and business partners, a start-up incubation project, Hub of Talents Start-up Platform for New Ideas, co-financed under the Development of Eastern Poland Operational Programme. The expected outcome of this effort is the establishment of over 200 new businesses within the next few years. Among the primary goals of the BSTP is also to support and attract talented and enterprising individuals from the region and other parts of Poland to Białystok.



More than ten thousand people from all over Poland have participated in industry events, workshops and training sessions organised and co-organised by the park since its inauguration. It is also home to one of the national key clusters, the Metal Processing Cluster, which has decided to partner up with the city of Białystok and the BSTP. The BSTP also champions the activity of the Info-Tech Technology Cluster reactivated in 2018. Its initiators have coined the slogan, “Silicon Forest,” that promote the concept of Białystok as a destination for high technology players, mainly in the IT/ICT sector. Silicon Forest will keep growing in Białystok if the key actors of the ecosystem, i.e. representatives of universities, business, public administration and non-governmental organisations, understand and appreciate the added value of this vision of development, openness, and cooperation.

Commissioned by the municipal authorities, the Białystok Science and Technology Park is about to close a project of establishing region-first science popularisation centre. Known as Epi-Centrum, the centre will feature over 100 educational exhibitions representing over a dozen areas of science and knowledge.

Over the five years of its operation as a budgetary unit of the city of Białystok, the park has become the heart of the new science and industry district. It is an active participant of the development of a local open innovation ecosystem, which Victor Hwang and Greg Horowitz has compared metaphorically to a rainforest. An innovation ecosystem, like a rainforest, grows lushly thanks to diversity and seemingly chaotic but in fact truly balanced cooperation and competition.

## Recommendations:

- » to promote initiatives striving to transform the image of the city;
- » to create conditions for the development of enterprises investing in modern technologies;
- » to support the establishment and growth of start-ups;
- » to foster cooperation between the academia and business;
- » to support the development of clusters and cluster initiatives;
- » to advocate entrepreneurship and entrepreneurial spirit among children, youth, and students;
- » to popularise the achievements of science and technology.

**Keywords:**

innovation, science, Białystok Science and Technology Park, development, Silicon Forest, start-up

**Abstract:**

California has its Silicon Valley, and Białystok has its Silicon Forest. Opened in 2014, the Białystok Science and Technology Park has completely redefined the image of the city. The place has brought together entrepreneurs from the new-tech segment and has offered them favourable conditions for collaborative work. Cooperation with Białystok-based universities, which produce many talented graduates every year, has resulted in business growth. Over 70 innovative enterprises currently operating in the park (representing mainly the IT/ICT industry but also automation, robotics, electronics, and life sciences segments) have generated many new jobs.



*Inspiring creativity that leads to more and higher quality innovations is the responsibility of any city leader thinking strategically. The Białystok Science and Technology Park brings together representatives of the academia, business, and local self-government to offer a synergy effect. The idea of the project has proven worthwhile and its effects are visible in the dynamic development of the city's industrial district.*

*Tadeusz Truskalaski*  
Mayor of the City of Białystok



# POZNAŃ

## Open City Data

The Development Strategy for the City of Poznań 2020+ points to the concept of smart city as one of its priority drivers. The strategy provides for the use of information and communication technologies in such areas as: economy, environment, mobility, and management with a view to improving the quality of residents' lives and increase their participation decision-making.





## Development Strategy of the City of Poznań 2020+

Smart city is one that prioritises creativity and flexibility, which is understood as the ability to adapt to external and internal conditions without undue delay, modern participatory management, openness to innovation, the application of smart technological solutions, the potential of social capital, and residents' involvement in the development of smart city solutions.

Developed in 2019 and building on the Development Strategy for the City of Poznań 2020, the Smart City Poznań model envisaged such activities for residents and with residents that would make the city evolve towards becoming more and more modern, safe, and comfortable. The concept embraces six overlapping areas: quality of life, environment, economy, community, mobility, and digital city linked to the following smart criteria:

- » advanced technology;
- » innovation;
- » data use and integration;
- » broad inclusiveness.

The model covers smart city projects, both already implemented in the city and planned for the future.

## City's drive for data openness

An important component of a smart city concept is the collection and use, with the support of modern IT tools, of large data volumes on the current status of city's resources and possible issues and making them available in real time. Data analysis facilitates changes in production and consumption, thus limiting the consumption of natural resources without lowering the living standard of city dwellers.

Each large city has a database filled with data collected in real time; making it available for business and research purposes contributes not only to local but also global progress.

The research of the University of Łódź on the development of smart city solutions in Polish cities shows that Poznań leads the way in making city data available externally. This data is used in publicly available applications. Some of them were commissioned by the city and developed during hackathons, i.e. informal programming workshops where attendees work together on a published source code or an interface of the city web portal, and in programmer competitions organised in cooperation with external companies. The city's readiness to open access to its data was also acknowledged in an OECD report on the status of openness of public data in Poland. The report pointed to Poznań as one of the five local self-governments leading the country in implementing digital access to public data.

Open data is used, for example, in modern city transport solutions for residents, environment, city e-services, and the city management system. The city provides data free of charge via mechanisms that enable automatic content download using an API (Application Programming Interface). This allows developers to design web apps and deploy them in external information and service websites. More than 30 free mobile apps and services have been launched to date. The city also partners with external institutions to offer smart services for residents. In recent years, the following mobile apps have been released: myMPK, mobileMPK, FindPark, SmartZOO, Wywózik GOAP, Poznań w Porządku. Modern services and smart solutions have been adopted, just to mention: Poznań Electronic Metropolitan Card, NFC tags on bus shelters, ITS Poznań, Atmosphere for Poznań, Educational Anti-smog Network, Internet Platform of Public Consultation, Admission System, CYRYL Digital Local Repository Poznań, Electronic Textbook Exchange, Electronic Job Exchange for Educators, Electronic Job Exchange for Nannies, Electronic Cemetery Search, pomocni.poznan.pl, Glanc information service on municipal matters, Poznań Kontakt call centre, Geobaza spatial planning support system for Poznań, Digital City Plan with a digital 3D Model of Poznań.

Most of the city's e-services are made available via the electronic information and service platform, Municipal Multimedia Directory, which is an example of a smart city solution. The following developments are employed in the city's management system: Integrated IT System for City Management, smart process management systems (BIC-Portal), operational and strategic risk management systems (MJUP), e-learning systems (Webankieta, Moodle), paging and information systems and geosurveys.

## Open data development barriers

The central government's plans envisage a greater use of the system of nationwide central databases to process citizen affairs under the [obywatel.gov.pl](http://obywatel.gov.pl) project. This requires a streamlined information flow between source databases, and central and local administration because any communication issues will have a negative impact on the quality of services provided by municipal departments and organisational units.

Communication with residents is essential and should be maintained in various ways: both through electronic media, including social media, as well as in direct conversations or consultation meetings. Only the use of multiple communication forms and channels will enable residents to voice their needs and expectations and then select the optimum ways to render specific services. Local talks, meetings with district councils, the use of participatory budget or various granting systems are aimed to satisfy very specific needs of the population, and this approach is fundamental to city's aspirations to become a smart city.

Poznań holds consultation on spatial development plans, stages architectural competitions, and arranges meetings with investors. Of great value are initiatives proposed by the city residents for participatory budget. Next to foundations and associations, individual citizens can also submit their ideas and secure funding under the Get to Know Your City Centre competition. This is how the so-called micro-interventions in urban space are created: artistic installations, activities for residents, such as tours or walks, a map of Poznań murals, graffiti, and neon lights.

## Municipal openness policy

The city's policy of openness aims to provide public information to all stakeholders and, to an increasing extent, tap new technologies to support transparent city management; it also creates conditions for innovative use of information, stimulates business and economy by creating new products and services and enables residents to become more involved in urban affairs. It is one of the priorities of the European Union, which has launched the European public data access strategy and has committed the member states to implement the revised PSI directive. Enforcement of the open data access policy is likely to result in an increasing integration of open data collected at the city level with open nationwide databases and will necessitate the application of uniform data formats and licences.

Poznań's experience in opening access to city data shows that this initiative is expected and widely accepted. Business, science, and residents are interested not only in the automatic collection of information but also in detailed spatial and statistical data highlighting various facets of urban development. These activities are also intended to support residents' contribution to the life of the city and to its co-creation.

### Recommendations:

- » to introduce smart city solutions in the urban development policy;
- » to advocate an open city policy;
- » to work towards open data access;
- » to provide open data for business and research purposes.

### Keywords:

mobile apps, mobile services, municipal openness policy, Smart City Poznań

### Abstract:

Poznań's policy of openness aims to share public information with all stakeholders and, to a greater extent, use new technologies to support transparent city management. Business, science, and residents are interested not only in the automatic collection of information but also in detailed spatial and statistical data highlighting various facets of urban development. This is an important trend in opening access to city data that can be followed by all local self-governments.



*Open data is used in modern solutions for residents: public transport, environment, welfare, health care, public safety, education, social dialogue, city e-services, and the city management system. Each large city has an extensive database filled with data collected in real time. Making it available for business and research purposes contributes not only to local but also global progress.*

*Jacek Jaśkowiak*  
Mayor of the City of Poznań



# **FORGING TIES WITH LOCAL SELF- -GOVERNMENTS**



**UNION  
OF POLISH  
METROPOLISES**

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# BYDGOSZCZ

## **Suburban Communities on Their Way to Bydgoszcz**

Every day, several thousand residents commute using ten lines of the inter-municipal public transport service within the Bydgoszcz Metropolitan Area. An efficient integrated transport network boosts the economic, tourist, and social attractiveness of the area and alleviates the negative impact of transport on the environment.





## Cooperation with neighbouring municipalities in public transport

Seven thousand people use the inter-municipal transport services within the Bydgoszcz Metropolitan Area. Recent years have seen a rapid development of these services. In 2013 there was only one bus line available, today there are ten. The buses serve almost 40 localities.

The city closely cooperates with its neighbouring communities. The main goal of this cooperation is to make life easier for residents, including by providing a shared and efficient public transport system within the city and outside.

Provision of public transport services is the responsibility of local authorities. Joint organization of transport and the development of inter-municipal services ensued from fruitful collaboration among the local governments concerned. An important aspect is the functionality of the entire system and the unification of transport services in the city and the neighbouring municipalities, including in such areas as bus fares or ticketing and passenger information systems.

Law permits the conclusion of inter-municipal agreements on joint organisation of public transport services and does not require any specific content to be included in such arrangements. While in compliance with the statutory requirements regarding public transport organisation, the city and its neighbours can freely seek mutual cooperation. The city remains responsible for the organisation component, but the other municipalities also have their part of the work to do to, e.g. ensure appropriate personnel for the transport services. This is one of the most important aspects that needs to be agreed in the first place.

Many private operators provide passenger carriage services in the neighbouring communities, mainly where they can earn profit. However, the municipal authorities must ensure public transport to all residents. Maintaining a balance between the city and municipal transport system and commercial operators is therefore difficult and requires extra caution. Municipalities are not able to cover all their territory with their own bus services only; this is challenging even for financial reasons. Therefore, they are in a sense

forced to make some routes available to private carriers. A disadvantage of this solution is, for example, the lack of shared transport systems, which may be considered an inconvenience for passengers.

An important element of this cooperation is mutual accountability for operating costs in separate areas. The participatory obligation is provided for in the Act on Municipal Self-government. However, there are no ready models or guidelines as to what such accounting should look like. Consequently, the adopted models are based on various parameters are used, most often operational ones, although it seems that occupancy parameters on specific routes will be more adequate. Such a model would rely on statistics and the theory of probability (the movement of people is a stochastic process). They are more adequate; however, they refer to estimations, which lowers their actual value. Additionally, they require marketing research to be performed.

## Benefits from transport integration of the city and its neighbouring communities

The advantages of transport service integration of the city and the localities beyond its confines are many and various. They are, but not only, cost optimisation, fare scheme integration, timetable and information integration, reduced passenger car traffic, and increased safety. Residents can commute to work, school, and for recreational purposes conveniently. An efficient network of integrated transport in the city and within its functional area translates into its economic, tourist, and social attractiveness, as well as minimising the negative impact of transport on the environment.

However, all such activities require formal, legal, and organisational problems to be resolved in order to streamline cooperation between separate local administrations. They may also require the acquisition of additional fleet, which means that they are likely to take a longer period of time to fully implement. The necessary pre-condition is for the neighbouring municipalities to secure adequate financial resources, which may be a challenge, especially when starting the first services.

Inter-municipal services are less frequent than in the city; in addition, outside the city, buses need to travel longer distances to reach scattered human settlements. A major challenge is therefore the correct diagnosis of transport needs and the creation of such a network of services that will meet these needs in the most optimum way.

From December 2019, thanks to additional services being provided within the Bydgoszcz Metropolitan Area, elementary and secondary school students from some loca-

lities have been able to purchase cheaper student tickets, and children aged 4-7 can now benefit from a concessionary fare for kids. Previously, reduced season tickets had already been available to young residents of Bydgoszcz. This was an important decision because learners commute to Bydgoszcz to study and, in the future, they might also choose to work here.

All these solutions have enabled Bydgoszcz to report a record-low unemployment rate.

### Recommendations:

- » to develop public transport services in the metropolitan area;
- » to diagnose transport needs and create of such a network of services that will meet these needs in the best possible way;
- » to ensure an efficient network of integrated transport in the city and within its functional area to increase the economic, tourist, and social attractiveness of the agglomeration and minimise the negative impact of transport on the environment;
- » to offer services to all residents in the entire metropolis, e.g. cheaper tickets for pupils or preschoolers;
- » to account for transport operating costs in separate areas;
- » to secure a modern bus fleet: low-floor and energy-efficient vehicles.

### Keywords:

Bydgoszcz, metropolis, public transport, inter-municipal lines, collective transport

### Abstract:

Every day, several thousand residents commute using the inter-municipal public transport within the Bydgoszcz Metropolitan Area. Recent years have seen a rapid development of these services. In 2013 there was only one bus line available, today there are ten. The buses serve almost 40 localities. The city of Bydgoszcz closely cooperates with its neighbouring communities. There are numerous advantages of this cooperation, just to mention cost optimisation, fare scheme integration, timetable and information integration, reduced passenger car traffic, and increased safety. An efficient network of integrated transport in the city and within its functional area translates into its economic, tourist, and social attractiveness, as well as minimising the negative impact of transport on the environment. Residents can commute to work, school, and for recreational purposes conveniently.



*Inter-municipal public transport services are one of the many examples of cooperation that benefits the city and its partner communities and translates into the development of the entire Bydgoszcz Metropolitan Area. Not only has access to Bydgoszcz and its suburban districts improved significantly, which school children and other commuters will be happy to confirm, but also the number of private vehicle has decreased in the downtown. The latter is invaluable for ecological reasons. I am glad that more and more residents (and this can be seen in statistics) appreciate the benefits of the development of public transport.*

*Rafał Bruski*

Mayor of the City of Bydgoszcz





# WARSZAWA

## **Integrated Territorial Investments as a Tool for Enhancing Cooperation between Local Self- -governments in the Warsaw Metropolitan Area**

An innovative EU instrument for the implementation of partnership projects, the Integrated Territorial Investments, serve as a model of fostering effective territorial development. Under the ITI formula, the Warsaw Functional Area pursues projects covering e-services, urban mobility, education, and the labour market.



## Integrated Territorial Investments: a Warsaw idea

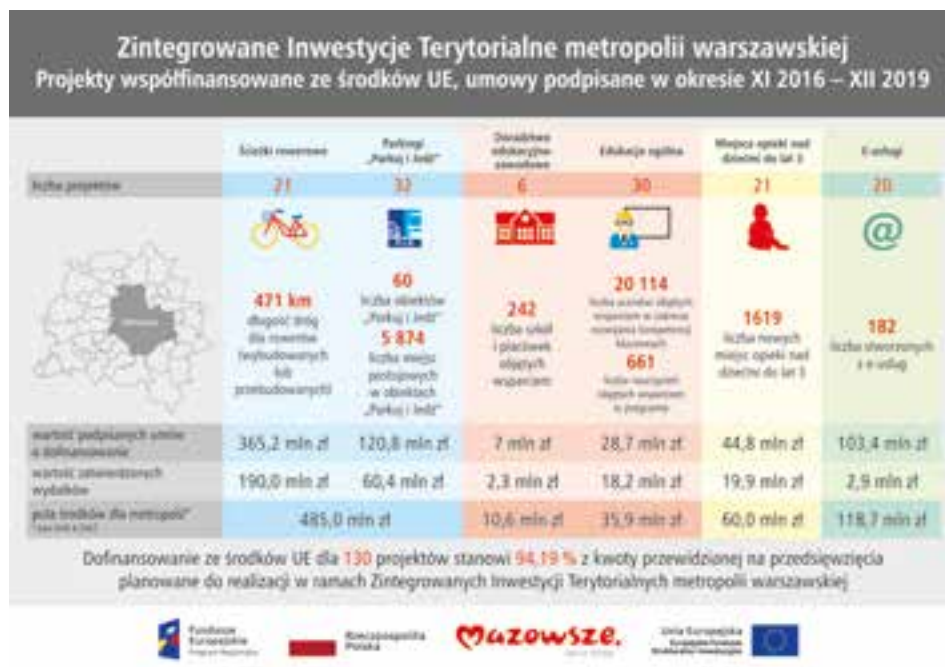
Metropolitan development cannot progress without favourable legal, financial, and organisational setting. No less important is the positive attitude of local self-governments to cooperation and a shared goal. One of the stimulus for the development of systemic and consistent metropolitan cooperation came with the solutions adopted in 2013 and regarding the use of European Union funds. For the first time in the history of the EU cohesion policy, they laid the foundations for financing urban policy initiatives. Based on these solutions, Polish metropolises made an effort to programme joint local self-government projects for sustainable development, co-financed by the EU. The basic assumption that distinguishes this new approach from the previous one concerning the EU funds is focus on those activities that generate an added value for the entire functional area, i.e. the “core” city and neighbouring municipalities. This instrument is known in the EU nomenclature as Integrated Territorial Investments (ITI).

When the first programming under ITI began, Poland lacked statutory solutions for metropolitan cooperation. Therefore, it became necessary to define the organisational and legal foundations for building local cooperation to implemented projects under the ITI formula. Of equal significance was to define the territorial boundaries of functional areas covered by the intervention of two major EU funds, the European Regional Development Fund and the European Social Fund. Based on the analytical work carried out by the Polish Academy of Sciences and in cooperation with the ministry responsible for regional development and the voivodeship administration, the Warsaw Functional Area (WFA) was delineated with the capital city of Warsaw and 39 surrounding municipalities. According to an algorithm for allocation of funds within ITI projects, the Warsaw Functional Area was awarded nearly EUR 166 million for the 2014-2020 programming period (the effective use of these funds is available through 2023), which placed the WFA in the middle of the list of all 17 regional functional areas of Poland with regard to the pool of funds.

A few more steps were needed to be taken before the ITI instrument was able to produce effects:

- » formalisation of inter-municipal cooperation within the WFA along with defining the role of Warsaw as coordinator;
- » joint preparation of a strategic document establishing the framework of project implementation in the ITI formula, i.e. a document taking into account any formal and legal conditions;
- » approval of the strategy by the voivodeship self-government and the competent ministry.

Due to the allocation of EU funds via the ITI formula for the functional areas of regional capital cities in Poland at the level of regional operational programmes and given the decision to involve local self-governments in the implementation of ITI also as entities co-managing these funds, it was necessary to conclude an additional agreement with the voivodeship self-government regarding the role of Warsaw as the so-called Intermediate Body. The scale of challenges faced by the local administration of the Warsaw Metropolitan Area in connection with the new urban policy instrument can be best illustrated by the fact that almost 2.5 years elapsed between the signature by the WFA



municipalities of the letter of intent to cooperate and the launch of the first call for proposals under the ITI scheme.

## Projects implemented in the Warsaw Functional Area

Given the character of the ITI instrument, it was necessary to identify and select thematic areas to be addressed under the EU funding. Taking account of the guidelines of the Ministry of Regional Development and inter-municipal consultations, it was decided that the Warsaw Functional Area would implement ITI projects focusing on the following objectives:

- » development of possible uses of ICT technologies in public services;
- » support for entrepreneurship;
- » promotion of sustainable urban mobility;
- » support for professional activity by creating day care facilities for children up to three years of age;
- » support for educational and professional development through counselling and key competence-building among children and youth in response to labour market needs.

The fundamental aspect of ITI implementation in the WFA is that the vast majority of funds allocated under this instrument is intended for undertakings implemented through inter-municipal partnerships. In the case of projects with a particularly complex implementation configuration, individual procedures (restricted calls) were decided to be followed.

The largest ITI project in the field of ICT deployment in the Virtual Warsaw Functional Area (Virtual WFA) which required a partnership of 26 WFA municipalities. The project covers five thematic components: e-accessibility, e-tourism, e-mobility, e-parking, and e-environment. One of the project outcomes will be a public e-services portfolio in the form of mobile and desktop solutions for residents, tourists, and entrepreneurs from the Warsaw agglomeration. The other project in the same thematic area and selected in a restricted call procedure is the Construction and Implementation of an Integrated Support System for Nursing Services Based on ICT Tools in the Warsaw Functional Area (E-Care). The project involves the deployment of an IT system in Warsaw nursing homes and assistance to persons using nursing services at home, including by enabling access to a 24/7 support centre and by providing personal monitoring devices.

The largest volume of funds under the ITI for the WFA was allocated to two types of general urban mobility projects: development of a network of Park and Ride facilities and cycling routes. The network is included in masterplans drawn up for the entire WFA. The Park and Ride facilities to be developed in the WFA under the ITI, their role being to reduce the inflow of vehicles to Warsaw, are most often located near railway stations and stops of the Warsaw railway system. The ITI enable the extension and upgrade of the network of WFA cycling routes. Route continuity and proximity to public facilities are taken into account in the design work, which significantly improves the attractiveness and comfort of cycling and creates a real alternative to using a private vehicle. Despite the fact that these projects are co-financed under a call for proposals procedure, owing to the evaluation criteria that promote the cooperation of local self-governments, they are generally implemented through inter-municipal partnerships.

Apart from infrastructural investment, also soft projects are carried out. Under the ITI scheme, the WFA implements (in a call procedure) three such types of projects focusing on unlocking the educational and professional potential of the residents of the Warsaw metropolis. Because new childcare facilities are established, young parents are able to return to professional work sooner than before. In this case, EU funds are expended to carry out adaptation work in the premises and provide equipment and aids supporting child activities. Projects aimed to develop specific attitudes and skills in children and youth, including in the sciences, IT, and foreign languages, help raise the number of classes taught, introduce new forms of instruction and new curricula, and ensure that educational institutions are equipped with teaching aids. Education and career counselling projects tighten the relationships between schools and the labour market by identifying market needs and promoting vocational training.

## Lessons learned from Integrated Territorial Investments

In the course of implementing the ITI strategy for the WAF, it became apparent that the range of support needed some revisions. Due to the unfavourable criteria of access to financing and certain external administrative barriers, projects, such as measurement of the value of landed property, broadening the supply of investment areas, and business promotion, were abandoned. The funds saved were transferred to initiatives that enjoyed the greatest popularity among applicants as well as to additional types of projects, such as digitisation of health care services, administration, and cultural institutions and resources.

The most positive and remarkable examples of implementation of the ITI instrument in the Warsaw metropolis were trust-building between local self-governments, defining common, acceptable, and realistic goals matching the EU indicators and funding regime, as well as creating a sense of benefit and responsibility for the overall success of the ITI scheme at the level of each local self-government. Another positive outcome was the possibility of formalising inter-municipal cooperation by entering into an agreement without the need to form an ITI-related association, which allowed the use of the existing structure and administrative capacity of the capital city and other WFA localities. Equally important was to debunk the myth that Warsaw would dwarf other ITI players and seize the largest slice of EU funds under the new instrument.

The solid basis for cooperation is an excellent starting point for future joint undertakings, not necessarily EU-funded. This is important as the new EU programming period, i.e. 2021-2027, is coming near and is going to follow a different scenario for Poland than before because of the establishment of a new statistical region, the Region of the Capital City of Warsaw, in 2018. Apart from Warsaw, this region covers nine counties from Mazowieckie Voivodeship and 69 municipalities within these counties (including almost all listed in the WFA). The new region, as the only Polish region ranked in the European “better developed” category, will no longer be able to access EU funds on the same favourable terms as before. Experience gained in the preparation and implementation of the ITI instrument will be invaluable in strengthening and expanding the existing cooperation between municipalities for the benefit of the capital city metropolis.

## Recommendations:

- » to strengthen cooperation between territorial governments for the development of the metropolis;
- » to create, at the level of each local self-government, a sense of benefit and responsibility for the overall success of the ITI strategy;
- » to identify and select thematic areas earmarked for support from EU funds under the ITI;
- » to prepare thorough project documentation;
- » to build on the established inter-municipal relationship in the following programming period.

**Keywords:**

EU funds, functional area, cooperation, partnership, e-services, mobility, education, statistical region

**Abstract:**

An innovative EU instrument for the implementation of partnership projects, the Integrated Territorial Investments, serve as a model of fostering effective territorial development. Given the absence of an established tradition of cooperation between local self-governments that form functional and metropolitan areas, the ITI instrument was conducive to fostering good relations and allowing previous prejudices and distrust to be put aside. The size of EU funds allocated to the WFA in the ITI formula certainly do not allow for a comprehensive change in the metropolis development model, but they are enough to accelerate pilot implementation of certain important local self-government projects. Under the ITI formula, the Warsaw Functional Area pursues projects addressing such thematic areas as e-services, urban mobility, education, and the labour market. These projects are based on trust and a sense of responsibility for all activities displayed by each of the participating municipality. Lessons learned from building partnerships for joint strategies and projects are crucial from the point of view of programming the development of the capital city, also being aware of less favourable future financial terms, including limitations in EU funding.



*The initiative of Integrated Territorial Investments allows its actors to go beyond the rigid administrative boundaries of local self-government units. This special pool of EU money helps the local self-governments of the Warsaw Metropolitan Area improve some aspects of city life that are important to residents, such as public transport, education, and economic development. These funds also foster cooperation between Warsaw and the metropolitan municipalities by unlocking their potential and using their strengths to their best advantage.*

*Rafał Trzaskowski*

Mayor of the Capital City of Warsaw





# WROCŁAW

## **Agglomeration: Working for Business and Local Community**

Wrocław and its neighbouring districts cooperate on many levels. They attract inward investment and promote local community development. It is easier with the support of the Wrocław Agglomeration Development Agency and the Wrocław Agglomeration Association.





## Wrocław Agglomeration Development Agency: your business partner

Despite extensive real property resources, Wrocław does not have free land to accommodate large production facilities, and the area of the neighbouring municipalities is not sufficient to satisfy the needs of a major investor, e.g. LS, especially if it were to operate in isolation from the potential of the labour market, educational institutions, or the cultural offering of the metropolitan capital. Wrocław's neighbouring communities also lack resources and experience in cooperation with big business.

Some noted that a smaller and more dynamic organisation, focused exclusively on cooperation with companies and offering them substantive support, would respond faster and more inclusively than a large entity such as a metropolitan area. Such a service to investors should be supervised by an individual in an official position who would liaise with investor's representatives throughout the cooperation process. This person should be able to provide any necessary data and reports, organise visits of investor's representatives to the agglomeration and keep assisting the investor even after a positive decision to locate its business in the territory of a specific municipality. For this purpose, the Wrocław Agglomeration Development Agency was established, and a joint business proposal was put together of Wrocław and the surrounding local self-governments. This decision has significantly improved the quality of assistance rendered to foreign investors.

The result so far has been 250 completed investment projects and as many as 100,000 new jobs not only in Wrocław proper but also in the other municipalities of the agglomeration. Some examples of new investors are Amazon, BASF, Xeos, Pittsburgh Glass Works, Cargill, Mondelez, and Nestle Purina. An indispensable element of successful implementation of projects of this size was close cooperation with the central government administration and decisions taken at the central level to create special economic zones in some areas. Originally focused of attracting investment, Wrocław's cooperation with its neighbouring communities was soon broadened to embrace other areas, such the development of a network of cycling routes and Park and Ride facilities.

This cooperation, also including central institutions and authorities, still continues and delivers benefits. For example, LG has decided to launch another project: its LG Chem business is planning to establish Europe-largest electric vehicle battery manufacturing facility. The Koreans have declared investment outlays of almost PLN 6 billion.

Thanks to the agency, incoming business becomes local business that generates jobs and bolsters the economy.

## Wroclaw Agglomeration Association: development projects for residents

While the agency's role is to create fertile ground for growing business, the Wrocław Agglomeration Association meets the daily needs of residents and takes care of universally understood development by pursuing inclusive thematic projects such as:

- » educational projects;
- » social projects aimed to raise environmental awareness;
- » projects promoting sports-related activities.

One of the educational projects carried out by the Wrocław Agglomeration Association is Nice Piece (of Art) of Holidays. It is a series of summertime arts workshops held in partnership with the Academy of Fine Arts in Wrocław. Young people from the municipalities belonging to the association, from including Wrocław, have the opportunity to learn various artistic forms in painting, sculpture, ceramics, and glass. During the workshops, children can also exhibit the effects of their work during a closing presentation. The project is effective in promoting attitudes based on cultural self-awareness and teaches respect and acceptance of other groups and individuals. As part of the Book-Engrossed Agglomeration project promoting reading, each year about 50 meetings are held with leading authors of children's literature. In addition, in cooperation with the British author Graham Masterton, the Wołów Penal Institution, and the Rebis and Albatros publishing houses, for three years the association has been organising a nationwide writing competition for inmates.

Toleration Unites the Nation is another project addressing the urgent problem of lack of self-acceptance among children and adolescents, cultural and religious differences, hate speech, and the negative impact of content published in social media. The project aspires to foster the attitude of tolerance towards other people and prevent discrimination, xenophobia, and hate speech. The concept of the project also revolves around the respect for human rights and mutual assistance and support.

The League of Extraordinary Minds is an innovative project of teaching software programming in the final grades of elementary and secondary schools. It is a multi-stage, long-term training programme with an increasing degree of difficulty: starting from scratch to reach an advanced programming level. Everyday practice is based on a constantly updated problem database. The League of Extraordinary Minds has already accumulated over 1,500 problems across various courses.

One of the social projects building environmental awareness is Ecomission: Small Ecology Education for Children and Youth. It aims to foster pro-environmental attitudes of its young participants by providing knowledge about the impact of everyday choices on the natural environment, with particular emphasis on climate change and air pollution (smog). The idea of the project stems from environmental challenges related primarily to air pollution. Air in Lower Silesia is one of the most polluted in the country. The workshops are interactive games with the use of teaching aids. The participants receive all the necessary educational materials (brochures, eco bags).

Pro-environmental attitudes of young people are also cultivated during the project, ECOcirculation: Water Education for Children and Youth of the Wrocław Agglomeration (the project is implemented at the Hydropolis Centre for Environmental Education) and Life in a Tree: About the Role of Trees in the Natural Environment: Lessons for Children and Youth.

The Wrocław Agglomeration Association also promotes sports activities. It organises the Wrocław Agglomeration Championship in Orienteering under the slogan, "Orient Yourself in the Agglomeration," and the AgloCamp multisport camp for young residents of the associated municipalities. The aim of the camp is to encourage young people to take part in physical activity, especially outdoors, and to take up niche sports. The ambition of the projects is to find ways to encourage children not to ignore physical activity, given the alarming childhood obesity level and the falling attendance at PE classes.

Inaugurated in 2013, the Wrocław Agglomeration Association has remarkably reduced the gap in access to sports infrastructure, cultural services, and education (mainly environmental) in areas with varying degrees of urbanisation. The member municipalities can shift some of these tasks to the association, thus obtaining favourable pricing terms for services and operating consonantly and in a systemic way. A barrier to implementing supra-municipal projects is the absence of unambiguous regulations that might otherwise facilitate mutual cooperation. If enacted, a law on metropolises would facilitate the solution of problems with transport within the metropolitan area. It would allow a coherent system to be built and would make it easier to secure financing for robust

transport solutions, especially in railway (and its further development), which is still deficient in the Wrocław agglomeration.

## The role of the Office of Integrated Territorial Investments of the Wrocław Functional Area

The development of inter-municipal cooperation is partly in the hands of the Office of Integrated Territorial Investments of the Wrocław Functional Area. It works for the support the idea of local self-government, protects common interests, encouraged the exchange of best practice, promotes joint achievements as well as projects and investments. A best practice exchange forum supervised by the office addresses challenges that go beyond the administrative boundaries of a single municipality. It also co-designs joint projects in, but not only, mobility, environmental protection, safety, education, natural resources, ICT, and nursing and assistance services.

Acquired expertise is published as studies and analyses for the ITI of the WFA, mainly concerning transport. The institution also participates in the allocation of EU funds. In the current financial perspective 2014-2020, it has approx. PLN 1.2 billion at its disposal and trains future beneficiaries of EU funds. It also advocates the use of EU funds and informs about their influence on the development of the area. This is done, for example, during meetings with entrepreneurs and people with disabilities (the office has been selected to do so in a call for proposals held at the Ministry of Investment and Development).

## Recommendations:

- » to ensure collaboration of all levels of local self-government administration;
- » to appoint an entity coordinating cooperation of local self-governments with investors;
- » to establish a metropolitan association that facilitates the development of the local community, including by cultural and educational projects;
- » to take legislative action to strengthen agglomerations within the general administration system;
- » to secure expert support in designing projects.

**Keywords:**

Wrocław agglomeration, cultural identity, artistic workshops, tolerance, programming, hydropolis

**Abstract:**

One of the pivotal initiatives in the field of cooperation between the city of Wrocław and its neighbouring communities was the establishment of the Wrocław Agglomeration Development Agency. Its shareholders are Wrocław Municipality and 29 neighbouring local self-governments. The establishment of the agency was a pioneer project on a national scale and was necessitated by the need to speak to foreign investors together. While the agency's role is to create fertile ground for growing business, the Wrocław Agglomeration Association meets the daily needs of residents and takes care of broadly understood development.



*Establishing the Wrocław Agglomeration Development Agency proved to be an extremely successful undertaking that empowered the metropolitan city of Wrocław and its neighbours to joint forces. It contributed to creating a shared and rich economic offering of the region. The result is 250 new investment projects and 100,000 new jobs. We have the academia and big business. This is our capital for now and for the future.*

*Jacek Sutryk*

Mayor of the City of Wrocław







POZNAŃ

## **Metropolitan Cooperation as a Response to Contemporary Challenges of Large Cities**

The Poznań Metropolis Association has undertaken many successful joint initiatives which have shown that bottom-up action can yield measurable benefits.

Currently, the initiatives of the local self-government players of the Poznań Metropolis focus on rail transport and clean air.





## Fundamentals of the operation of the Poznań metropolitan area

Working together with your neighbours, you can resolve many problems easier, cheaper, more efficiently, and more effectively. This is particularly true about large cities and suburban communities that form urban functional areas, also known as metros or metropolitan areas. The most important rule to follow by the neighbouring local administrations should be, first of all, mutual understanding and seeking agreement in pursuit of common goals.

In 2007 Poznań became an early adopted of the metropolitan formula of cooperation. There were only few similar initiatives of this kind in the country. Recognising the development potential of the entire metropolitan area, the sponsors of the cooperation project decided to formalise it. In May 2007, the Poznań Agglomeration Council and four years later the Poznań Metropolis Association were established, the latter being responsible for the implementation of a shared strategy. When the Integrated Territorial Investments (ITI) formula came into being along with the shared management and growth opportunities, the association also became an intermediary institution for ITIs in the Poznań Functional Area under the Wielkopolskie Voivodeship Regional Operational Programme 2014-2020.

## Not only Integrated Territorial Investments

The Poznań Metropolis Association has undertaken many joint and successful initiatives which have shown that bottom-up action can yield measurable benefits. The first step was to establish a joint and fairly financed development strategy. Guidelines for spatial planning were developed and adopted later as, Concept of Directions for Spatial Development of the Poznań Metropolis: An Integrated Approach. Besides, numerous research papers were published on individual areas of cooperation. They were prepared by the Metropolitan Research Centre, a consortium established by Poznań's universities. Some of the numerous initiatives of the association are:

- » a shared online website with information on public consultation carried out by all local self-governments;

- » joint tourist and economic promotion to present the highlights of the metropolis in a uniform and coherent way;
- » integrated activities for seniors to promote active citizenship and senior councils and encourage senior's involvement in local life;
- » health-promoting and disease prevention measures, such as battling obesity or flu vaccinations.

The most extensive work was done around the Poznań Metropolitan Railway (PMR) and an anti-smog educational programme.

Poznań Metropolitan Railway is a project that testifies to successful cooperation of various levels of local self-government as it goes far beyond the jurisdiction of the Poznań Metropolis Association. The project is considered one of the largest of this type in Poland. The first five railway lines connected Poznań with Grodzisk Wielkopolski, Jarocin, Nowy Tomyśl, Wągrowiec, and Swarzędz. Ultimately, PMR trains will call at 13 stops in Poznań alone. Rush hour services are available even every 30 minutes, which means faster travel to school, work, or other destinations. This is the first undertaking of this size implemented by local self-governments in which the mechanism of financing additional services is based on the principle of solidarity.

Today, an urgent problem for all territorial governments in the country is smog. Regardless of anti-smog effort taken locally, polluted air travels to the neighbouring areas with the wind. In such circumstances, only joint action can bring measurable results.

An anti-smog education project is intended to promote innovation in environmental protection, promote environmental knowledge among residents. Its outcomes are evidence of effective communication between municipalities. Started in 2018 the project made its way into schools that are not only educational institutions for children and youth but also places where opinions are formed. Device sets for measuring and displaying air quality measurements (PM10 and PM2.5 dust levels) were installed in 211 schools in the Poznań metropolitan area (including 86 in Poznań proper). Learners, teachers, and the local population can now monitor air quality in the immediate vicinity on a regular basis.

The following parameters are measured outside the school premises on a continuous basis:

- » PM2.5 concentration,
- » PM10 concentration,
- » air temperature,

- » atmospheric pressure,
- » air humidity.

Data collected by the metering equipment is made available on the project website, Educational Anti-Smog Network, and displays on screens installed in schools, thus allowing the ongoing monitoring of air quality and adequate planning of learners' activities. Using archival data, pupils can perform their own research and analysis in correlation with actual weather conditions and under teachers' supervision. The basic piece of data available is the rolling average from the last 60 minutes of the measurement changing every five minutes. In its educational and informative part, the project envisages active participation of teachers by providing them with the necessary knowledge base and teaching materials. Training for teachers-coordinators of the anti-smog project is held by



experts and practitioners engaged in the issues of smog and counteracting air pollution (PAS – Polish Smog Alert).

The primary goal of the project is to educate children, youth, and parents and to provide teachers with teaching aids concerning air protection, with particular emphasis on smog: its causes, impact on health, and possible action that allows air pollution control. School coordinators involved in the project advise the personnel of the Poznań Metropolis Association on improving educational materials and adjusting them to learners' actual needs. They also encourage the school community to fight smog. Classes on smog were held with learners of different grades (grades 1-3, 1-4, 7-8). The educational materials used were prepared by the NASK (Scientific Academic Computer Network) while parents were able to expand their knowledge during parent conferences, during which teachers discussed additional material. After the winter season, a project summary will be prepared, and conclusions will be drawn to plan future activities.

The partners of the project are: INEA S.A. (contractor) and the NASK. The project value is almost PLN 1.5 million gross, and its duration is three years.

The pace of spatial and demographic processes, especially in the last decade, has triggered many socio-economic changes as well as generating needs in the area of transport infrastructure development. Given that, public transport, as competitive to privately owned vehicles, should be given priority: metropolitan railway, construction of a network of interchange facilities, Park and Ride or Park and Go solutions, and the development of alternative means of transport, e.g. bicycles. Many projects were successfully implemented owing to the Integrated Territorial Investments scheme. Other initiatives, such as the Poznań Metropolitan Railway, required separate financial models and the support of the Marshal of Wielkopolskie Voivodeship (regional authority) as the entity in charge of the regional transport system.

## Joint measures and the establishment of a metropolitan union

According to applicable law, the formalisation of metropolitan cooperation by forming a metropolitan union should streamline cooperation; however, it could also contribute to creating discord among the municipalities and thus wreck prior achievements.

Although the list of tasks to be performed by a metropolitan union provided for in the law is debatable, it still identifies the basic areas of cooperation. According to the law, a metropolitan union does not establish a separate level of local self-government. By the way, voluntarily established inter-municipal associations do not do it, either. Undoubtedly, the most important thing is to maintain the idea of self-governance, and the establishment of a metropolitan union should not deny centralisation solutions achieved so far through sustained, bottom-up effort. Metropolises should create new and sustainable development opportunities for both large cities and smaller localities by delegating extra powers and allocating additional financial resources.

### Recommendations:

- » to draw up a joint and fairly financed development strategy and other planning documents;
- » to employ various models of financing developmental projects, not only based on EU funds;
- » to expand public transport capacity as an alternative to privately owned vehicles;
- » to take joint and coherent action on clean air;
- » to ensure smog education of residents;
- » to advocate joint legislative measures to create a law regulating the operation of metropolitan areas.

### Keywords:

cooperation of local self-governments, metropolitan cooperation, metropolitan unions, metropolitan associations, Integrated Territorial Investments

### Abstract:

Contemporary processes taking place in urban areas and their surrounding fringe necessitate new, joint action that require cooperation beyond administrative borders in order to be carried out effectively. In Poznań and its vicinity, local municipalities have worked together since 2007. Recently, particular importance has been attached to efficient and effective rail transport as well as environmental education and building awareness of air pollution among the local population.



*Cooperation is a prerequisite for the development of the Poznań agglomeration. We have already inaugurated first services of the Poznań Metropolitan Railway but are aware that environment is no less important than transport. The Educational Anti-Smog Network project is primarily about education. The measurement system implemented also enables the creation of a detailed map of pollutants, which will allow for a more effective control of their sources*

*Jacek Jaśkowiak*

Mayor of the City of Poznań



The background of the entire page is a light blue map pattern. It features a network of white lines representing streets and roads, with several circular nodes or roundabouts interspersed throughout the grid.

**GREEN CITY**



**UNION  
OF POLISH  
METROPOLISES**

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# BYDGOSZCZ

## Green and Blue Solutions Strategy

Concrete turns into green, flat terrain becomes a water basin, curb transforms into a water ditch. Based on lessons learned from the implementation of an innovative rainwater sewer system upgrade project, Bydgoszcz shows how to manage rain and benefit from it.





## When each rainfall ends with flood

Bydgoszcz is no exception. Like all large cities, it is constantly growing, which means that the green areas are shrinking, and the rain, instead of sinking into the ground, streams down the streets. On the one hand, the effect is flooded streets and buildings, inundations and puddles, and on the other, the laws of nature become violated. According to the natural water cycle, rain falls and infiltrates the soil, feeds groundwater and plants. We shorten this cycle and drain rainwater directly to the sewer system. Therefore, the concepts of spatial planning and rehabilitation of degenerated areas should return to what is natural.

Inefficient rainwater sewer systems are a problem in most Polish cities, not only in Bydgoszcz. This is attributed to many years of neglect and the fact that city dwellers are basically accustomed to flooded streets and basements when it pours. However, there are specific standards in place that regulate rainwater limits. The European standard says that in residential areas the flooding of streets or basements may occur once every 20 years, in industrial areas and city centres once every 30 years, and under viaducts once every 50 years. Frequent floods also means higher costs and damages than building and maintaining a system to prevent them.

More than ten years ago, Bydgoszcz waterworks were the first in the country to comprehensively re-organise the city's water and wastewater management and undertook to upgrade the rainwater sewer system with the aim of purifying and reusing rainwater.



## An innovative project to upgrade the rainwater sewer system

Work on the project of comprehensive upgrade and renewal of the rainwater sewer system in the city started in 2013 and was entrusted to the Municipal Water Supply and Sewerage company (MWSS). The scope of work was extremely ambitious:

- » to make a complete inventory of the existing rainwater sewer network and assessment of its condition;
- » to create a computer hydrodynamic model of the rainwater sewer system;
- » to develop a rainfall model for Bydgoszcz based on measurements from the last 50 years along forecast changes until 2050;
- » to design hydrodynamic catchment models;
- » to prepare a rainwater sewer system upgrade design;
- » to prepare a plan of necessary clearing and renewal of the existing sewer system.

To prepare an upgrade plan, the actual condition of the rain water sewer system must be exposed. Hydraulic analyses are carried out with modern computer software.

In 2018 the City Council of Bydgoszcz made a contribution in kind of the rain water sewer system installations, formerly held by the Road and Public Transport Authority, to the Municipal Water Supply and Sewerage. Since then, MWSS has been managing the entire network of municipal rainwater drainage system.

The pioneering investment project, Construction and Reconstruction of the Rainwater Sewer System and Its Adaptation to Climate Change in the City of Bydgoszcz, was granted EU funding (the project total value of PLN 258 million net with EU's contribution of PLN 154.8 million net).

## Green and blue solutions strategy: from theory to practice

This project is Poland-only undertaking resolving the problem of rainwater in the entire city. At the same time, it redefines the approach to the use of rainwater. During the hydraulic analyses and conceptual work, it became clear that the construction or extension of drainage only infrastructure, i.e. without any water management solutions, would not solve the problem of rainwater and thaw water entirely. A concrete and paved urban area has no chance to absorb water unless it will act like a sponge. Thanks to this, despite intense development, a city may become more resistant to climate change,

which contemporarily manifest itself in alternating droughts and downpours. Rainwater should be safely harvested when there is an abundance of it, so that it can be used later in the period of water shortage. To make it possible, a thorough change is necessary of how the planning and managing of urban space is carried out.

Taking away excess rainwater from the city is not enough. A strategy is needed that maximises the use of rainwater in the place of precipitation and its minimum runoff.

### Rainwater harvesting on private property



Parallel to the investment activities, MWSS designed a strategy of green and blue solutions. They prepared a brochure that uses graphics and text to provide guidance on how to collect rainwater both in the city, in an allotment, or in the home garden. The brochure is a basic how-to publication about creating a sponge city. It offers 20 different solutions that help harvest rainwater, prevent flooding, improve the microclimate, and increase biodiversity. Easy-to-follow drawings and diagrams using non-technical language allow anyone to understand how to build a green and blue infrastructure in their property. The brochure also tells residents that by collecting and managing rainwater they care about the climate but also cut their household expenses while improving their living conditions. The publication is intended for all property owners, town planners, architects, local self-government officials, namely all those who have an impact on shaping the urban space. The brochure is available for free at MWSS's website ([www.mwik.bydgoszcz.pl](http://www.mwik.bydgoszcz.pl), [www.deszcztozysk.bydgoszcz.pl](http://www.deszcztozysk.bydgoszcz.pl)).

Specialists from MWSS readily assist in resolving problems related to the collection and management of rainwater.

Green and blue solutions are designed to imitate nature. When designing natural reservoirs, it is a good idea to take advantage of the natural lay of the land and hydrophytic vegetation.

Deliberate use of water-loving plants is one of the ways to keep water in places at risk of flooding and to protect the city from inundation. A model example of open water management in the city is Bydgoszcz's Five Ponds Valley. The natural inclination of the terrain makes it possible to divert rainwater to the lowest of the ponds. Then, using a circulation system, the water is directed to the top pond with wetland plants that purify the water.

Five Ponds Valley will also be used as a large retention reservoir that will take in excess water from the sewer system. Bydgoszcz is planning to build six such reservoirs. They will be located close to parks and large green areas, and the collected water will be treated with filters and disinfected with UV lamps to make it suitable for watering.

Five Ponds Valley is an example of a natural reservoir and rainwater management on a macro scale. To build a dry tank, made of plastic boxes of adequate strength, is another idea that the municipality is considering. However, the target area should be first studied for fitness for infiltration. Certainly, water that enters the soil must be treated.

## Bydgoszcz Retention +2050: to show and educate

As part of the project, Bydgoszcz Retention +2050, MWSS organised two technical and scientific conferences: Bydgoszcz Retention +2050. Construction and Reconstruction of the Rainwater Sewer System and Its Adaptation to Climate Change in the City of Bydgoszcz and Bydgoszcz Retention +2050. Standards for Rainwater. During a workshop session accompanying the other conference, eight rainwater standards were proposed based on the Bydgoszcz original materials: starting with a plan and necessary analyses through design and ending with construction and implementation.

Only education and shaping urban space together with residents can produce expected results.

A collection of best practices in rainwater management is contained in the publication, Bydgoszcz Rainwater Standards, which is MWSS's contribution to the develop-



ment of the industry. MWSS's experts talk to school children, and the Bydgoszcz television shows an educational series instructing the residents how to manage rainwater.

## Collaboration of different expert groups

For water management to be effective, many professional groups, such as designers, architects, developers, and the academia, must work together. When creating new spatial development solutions, MWSS cooperate with urban planners and more experts. With a digital geological map of Bydgoszcz, everyone can check where rainwater can seep into the ground and be managed, and where a sewer system is necessary. The map (in particular hydrodynamic models, computer applications, databases) is also incredibly useful in simulating the effects of a planned investment project. The analyses show that as much as 40% of the city's area is suitable for green and blue solutions. They are mostly expected in the city centre and less in suburban areas.

*The implementation of green and blue solutions requires close cooperation with the city and everyone who has some influence over urban space.*

The project of green and blue solutions and the construction of sewer infrastructure with the use of distributed retention will be continued in close cooperation with the city. MWSS already carries out such projects, but beyond that, action needs to be taken to change the old approach to planning and developing new areas. This applies, in particular, to the regeneration of existing areas. This is where the Municipal Urban Planning Bureau in Bydgoszcz can be of assistance.

## Recommendations:

- » to carry out an inventory of the rainwater sewer system in the city with the use of modern technologies;
- » to manage rainwater and thaw water together with the water supply and sewerage company;
- » to implement environmental solutions in the city and educate residents on how to manage water;
- » to implement a strategy for the maximum use of rainwater on private property;
- » to ensure close cooperation between the city and all entities that have an impact on the shaping of urban space (architects, developers, the academia) in terms of water management;
- » to enlist the support of experts for project teams.

**Keywords:**

Bydgoszcz Municipal Water Supply and Sewerage, rainwater, retention, rainwater and thaw water, sponge city

**Abstract:**

Is it possible to prevent the flooding of a city after each downpour? Bydgoszcz knows how to do it and has gone a long way to make it happen. The Bydgoszcz Municipal Water Supply and Sewer company has paved the way in promoting a new approach to rain and rainwater. They designed a rainwater sewer system upgrade project, obtained EU funding for its implementation, and proposed novel solutions for rainwater management. Green and blue solutions are innovative and beneficial for the city and the climate; they also respect the laws of nature in their approach to rainwater and thaw water management.



*Ecology, environment, and sustainable development are no longer just fashionable slogans. Action taken towards their implementation, and this is happening in various areas of city life, fosters urban development and responds to climate change. Aware of this change and using technological solutions, we advocate specific construction and architectural concepts that bring us closer to the idea of sponge city. The solutions of green and blue infrastructure, as elements of an innovative scheme related to the re-organisation of the city's sewer system and rainwater management, also work as a stimulus for residents to care for our city together.*

*Rafał Bruski*

Mayor of the City of Bydgoszcz



LUBLIN

## Electromobility Leader

In recent years, electromobility has become a development priority in many cities in Poland. Lublin leads the way in e-mobility initiatives.





## From trolleybus to electromobility

The beginnings of electromobility in Lublin go back to 1953 when the first Soviet ITB trolleybuses started to be used in the city's public transport system. Since then, there has been a constant development of the trolleybus fleet (currently 123 vehicles serving 13 lines) and its accompanying infrastructure, mainly the contact line system (over 70 km of traction) with substations.

Owing to EU funds, the city has embarked upon a real transformation of its public transport system and has almost completely replaced its rolling stock. Also, comprehensive upgrades of the line system has increased the attractiveness of public transport also through new services between Lublin and its neighbouring municipalities.

## Auxiliary projects

Apart from general solutions, the city of Lublin also invested in auxiliary projects. An example of such a project is the use of an asynchronous drive in trolleybuses. This type of drive is capable of recovering energy through regenerative braking and release it to the overhead contact line. Besides, the recovered energy supplies the vehicle's on-board equipment. Another example is the use of solar power in city buses. The PV project started in 2013 with establishing cooperation between the city and the Lublin University of Technology. The research effort focused on fuel consumption efficiency in solar-powered vehicles. The project was co-financed by the National Centre for Research and Development and spanned two years. Its expected outcome was to find a solution to load shedding in bus alternators, thus reducing both fuel consumption and environmental hazards. The solution was achieved, and first vehicles were equipped with PV panels. Today, Lublin has a total of 157 such buses.

2015 saw the début of the first electric bus in the streets of Lublin, Ursus Ekovolt. The vehicle was designed by the automotive Ursus company in cooperation with the Municipal Transport Company and the Lublin University of Technology within Electric Bus Consortium. Ursus Ekovolt is a low-floor vehicle with a standard length of 12

metres. It is powered by a synchronous, liquid-cooled 170 kW traction motor. The bus is also equipped with PV cells with an output power of approx. 1 kW. They recharge batteries that supplying on-board electronics. The vehicle has lithium-iron-phosphorus batteries with a total capacity of 120 kWh. Charging can be done via a standard mains socket or a fast charger. During a 25-minute charging procedure, the bus can store enough energy to cover another 35 km.

## Ecological face of transport

The Polish Act on Electromobility and Alternative Fuels sets out a legal framework for the development of electric vehicle charging infrastructure in Poland. The said law also provides the definition of a zero-emission bus. A zero-emission bus can be a vehicle powered by electricity generated from hydrogen or a bus powered solely by an electric motor which does not emit greenhouse gases. The definition also applies to trolleybuses.

According to the law, local self-governments will be obliged to ensure at least a 30% share of zero-emission buses in their public transport fleets. The time limit for this obligation is not set but transition periods were proposed:

- » from 2021 the share of zero-emission buses is to be 5%,
- » from 2023 – 10%,
- » from 2025 – 20%.

Lublin, unlike many other larger or similar cities, already meets the required limit of zero-emission buses in the vehicle fleet (30%); by 2021 this level will have increased to 50%. Lublin's public transport fleet will boast 70 electric buses and 150 trolleybuses.

According to the aforesaid law, the minimum number of charging points to be installed by 31 December 2020 at publicly accessible charging stations in Lublin is to reach 210. Currently, Lublin has eight generally accessible charging stations with 18 charging points. The missing 192 points will be installed by PGE Dystrybucja S.A. Lublin has already prepared a draft plan for the construction of publicly available charging stations for electric vehicles. It will be submitted to the distribution system operator for review. At the end of 2017, Lublin Municipality established cooperation with PGE Dystrybucja S.A. The partnership focuses on developing a methodology for determining locations of publicly accessible charging points. The methodology will rely on the so-called supralocal service centres.

## The concept of electromobility development preceded by extensive analyses

Binding legal regulations force local self-governments to significantly accelerate the implementation of low-emission transport solutions, which entails many risks. It should be underlined that the revival of Lublin's trolleybuses began long before entry into force of the Act on Electromobility and Alternative Fuels thanks to EU funds raised for the expansion of the trolleybus line and the purchase of new vehicles.

While preparing a large-scale launch of electric buses, Lublin created a concept of implementation and operation of such a system. According to assumptions made, the buses would be recharged at the terminal stops during stopovers. The charging would allow a vehicle to travel a maximum of 40 km, which corresponds to the maximum length of one route within one full service. The vehicles are to be equipped with high power density batteries which can be charged and discharged with high currents, regardless of outdoor temperature, and with a charging time of no more than 10-15 minutes at the terminal stop.

First, the existing lines were reviewed in terms of the potential use of electric vehicles, in particular: operating hours, number of vehicle-kilometres, altitude of the route. After this analysis, technical specifications of the buses were prepared, including the method of charging and battery capacity, i.e. the key issues in the operation of electric vehicles. Before framing the concept of implementing electric buses, the city of Lublin held numerous talks and made arrangements with the bus operator and the energy supplier as well as with potential manufacturers of the vehicles and equipment. The analysis conducted so far have shown that the most optimum solution is to award a contract to one supplier that would deliver both the vehicles and the charging system.

### Recommendations:

- » to create a concept of implementation of an electromobility system;
- » to prepare technical specifications of the bus fleet based on the analysis of transport lines for the future use of electric vehicles in the urban transport system;
- » to ensure qualified staff responsible for electric transport;
- » to ensure public transport priority in city traffic.

**Keywords:**

electromobility, zero-emission transport, ecological transport, electric bus, trolleybus

**Abstract:**

Electromobility has been gaining in popularity in Poland in recent years. However, Lublin went electromobile many years ago, in 1953. A significant share of electric vehicles in Lublin's bus fleet also requires qualified staff responsible for maintaining this type of transport. This is achieved through lasting and successful development of electromobility in the city. Hydrogen-powered vehicles may be another step in the future. An additional factor that contributes to the spread of electromobility is the designation of bus lanes on the main routes of the city. In this way, public transport is given priority over private means of transport, and the role and presence of electric vehicles is acknowledged openly.



*Resident- and environment-friendly silent electric drives are the best solution for public transport purposes. Several decades ago Lublin chose trolleybuses for public transport; today, the fleet is growing to include electric vehicles. It is a response to the main challenge in the development of modern cities: sustainable urban mobility.*

*Krzysztof Żuk*  
Mayor of the City of Lublin





# SZCZECIN

**Ecoports!**  
**This is it!**

Szczecin is proud to operate one of the best municipal waste collection systems in the country. Its origins date back to the so-called “waste revolution” that changed the way we think about waste management today.





## Municipal waste collection system

When before 1 July 2013 Szczecin was preparing to meet the obligations imposed by the amended Act on Maintaining Cleanliness and Order in Municipalities, the most important challenge was to organise the municipal waste collection system in such a way as to avoid chaos and confusion that had affected some European cities, such as Naples, Italy. Nobody expected that in a noticeably short time the new waste management system in Szczecin would grow to include another element, almost as important as the core of the system and related to waste collection directly from private properties. A selective municipal waste collection point is not a very catchy phrase to keep in mind, which is why Szczecin residents dubbed such spots “ecoports.” The name chosen in a city contest caught on, and the ecoports became part of the cityscape.

Ecoports are facilities where residents, without paying an additional fee, can dispose of various municipal waste that cannot be deposited in a regular household bin. The ecoport network respects the principle of proximity to the place of residence. The original idea was for each district of Szczecin to have its own ecoport, or preferably at least two. Today, nine ecoports are already available, which is well beyond the plan since Szczecin has only four districts.

## Ecoport network

1 July 2013 is a special date for municipal waste management. Effective from that date, Polish municipalities assumed new obligations related to the organisation and operation of a municipal waste collection system. Some still refer to it as a waste revolution. Szczecin’s ecoports predate that revolution anyway. The first waste collection points (although under a different name, in a different legal setting and with a different scale of operation) were already installed in the 1990s. A hazardous waste collection point was launched 25 years ago.

In July 2013 Szczecin has already operated five ecoports (converted from hazardous waste collection points). They were included in the new waste management system as

a vital component. In 2017 the eighth ecoport was opened to residents, but that one was somewhat different. As in any other ecoport, it served for selective collection of all waste (free of charge). However, electrical power supplying the ecoport facility is obtained from solar batteries installed on the roof and water is sourced from previously harvested rainwater. Rainwater is collected in underground tanks and then circulated throughout the facility. The structure of some of the buildings is vegetation-friendly; in other words, in the near future they will be covered with climbing plants that will screen the walls and roof of the building over time. The PLN 5.5 million investment project was carried out as Expansion of the ECOPORT Network with Equipment and Improvement of the Resident Service System in the Szczecin Municipal Office. The project covered the construction of an ecoport, the purchase of two utility vehicles, digitisation of the operating system, installation of an educational room with equipment, and redevelopment of an access road with parking provisions.

Szczecin's ninth ecoport also uses environment-friendly solutions, its power is sourced from solar batteries on the roof, and water comes from precipitation. It has shelters for four 30 m<sup>3</sup> and six 15 m<sup>3</sup> containers. Besides, an office and welfare facility and a storage building were erected and, in the future, will also be cloaked with vegetation. An extra function of this ecoport is educational activity intended both for young and adult residents of the city.

Next to the development of the ecoport network, a parallel mini-ecoport system is being developed. Mini-ecoports are intended for a specific type of waste only. 180 Szczecin pharmacies collect no longer useful and expired medicaments for free. Another solution that adds to the network of ecoports is publicly accessible sets of large containers for paper, glass, and plastic. They are installed where the existing development does not allow for the location of containers for selective waste collection.

In 2013, when the Szczecin waste revolution began, less than 1,000 tonnes of selectively collected domestic waste were disposed of at the ecoports. In 2019 it was more than 8,000 tonnes. It is worth emphasising that the role of ecoports as a tool supporting residents in the smart and lawful handling of municipal waste is clearly increasing. Five years ago, only about 2.1% of the total mass of domestic waste collected by the municipality was deposited in the ecoports; in 2019 this share was already 5.5%, and the upward trend is clear. In 2019 over 200,000 residents of Szczecin visited ecoports. This is three times more than five years ago.

## Education and charity

Ecoports play an important educational role. They offer classes for children, youth, and teachers about how ecoports work, how to segregate waste, or how long some pieces of waste need to decompose. Art recycling workshops are also held titled, How to Make Something Beautiful Out of Nothing. The Nick-Nack Gallery, operating in one of the ecoports, is immensely popular. You can find everything there: toys, pieces of furniture, home furnishings, or sports equipment. Any picked item can be taken away after donating some amount of money to a public benefit organization. So far, residents have donated over PLN 100,000 to public utility institutions.

## The role of ecoports

Ecoports are a key component of the municipal waste management system. The experience of Szczecin shows that there are many possibilities of creating solutions that make the system even more efficient and complete. This is the role of the ecoport tool that separates refuse that should be managed in a special way from the entire stream of domestic waste. The other particularly important component is educational. Teaching young people on waste management, in connection with best practices followed by adults, is an investment in the future. Ecoports serve their role and are among the top-rated projects in the municipality. It is important to start with an appropriate location that the residents will accept. When one ecoport was proposed in a spot bordering on a large recreational area, it was met with resistance from part of the local community, probably due to a preconceived idea of a standard landfill. Today, the community are contented that there is a place that helps them keep their immediate neighbourhood clean. This is probably the biggest award.

## Recommendations:

- » to use ecoports as an opportunity to create solutions that supplement the waste collection system and a tool to separate specific municipal waste;
- » to select the location of waste collection points properly;
- » to encourage residents to follow pro-recycling attitudes;
- » to use waste collection points for environmental education and charity campaigns.

**Keywords:**

ecoport, waste, ecology, education, charity, waste management system

**Abstract:**

Ecoports successfully supplement the waste management system in Szczecin. The original idea was for each district of Szczecin to have its own ecoport, or preferably at least two. Today, nine ecoports are already available, which is well beyond the plan since Szczecin has only four districts. Ecoports are places where residents can dispose of various municipal waste without any additional payment. Ecoports also have a role in educating children and youth, and one of them accommodates a charity gallery.



*Szczecin is a green city where quality of life is the main focus. We pay a lot of attention to our waste collection and management system. One of the system components is ecoports, which is Szczecin's idea for selective collection of municipal waste. Ecoports are not only waste collection points, but they also serve as district centres of environmental education. It is here that Szczecin schoolchildren learn about the rules of waste segregation and learn respect for the environment in practice. Adults can re-use items brought to the ecoports to give them a second life, and at the same time support charities. In other words, ecoports combine several different functions. They are a remarkable example of sustainable urban development.*

*Piotr Krzystek*

Mayor of the City of Szczecin



# KRAKÓW

## Countering Smog

Air quality in Kraków used to be Poland's worst. Air pollution would plague the citizens for most part of the year, mainly in the winter season. Therefore, Kraków has banned the burning coal and wood in household stoves totally.







## Constant air quality monitoring

Air quality in Kraków is affected by unfavourable climatic conditions, the city's situation in a depression surrounded by hills, and densely built-up historic districts. For most of the winter period, there is windless weather, thermal inversion, and unfavourable air humidity. Kraków is the only agglomeration in Poland to struggle with such an adverse location which causes poor ventilation of the city. For years, local residents used hard coal as the main residential heating fuel because it was easily available in Poland and reasonably priced; besides, there was no awareness of the impact of solid fuel combustion on air quality.

Air quality in Kraków is currently monitored by eight stations. Constant air quality monitoring is done by the Chief Inspector of Environmental Protection. Still, in order to provide the residents with access to accurate information on air pollution, the mayor of Kraków purchased five extra measurement stations. The funds were expended from the city budget.

### Location of monitoring stations in Kraków



✓ Kraków's monitoring stations

● Monitoring stations of the Chief Inspector of Environmental Protection

The annual average concentrations of PM<sub>2.5</sub> and PM<sub>10</sub> have shown a downward trend over the recent years. Although the permissible number of days with average daily concentrations of PM<sub>10</sub> above the limit is still exceeded, it is gradually decreasing. Despite the fact that there are single days with measurements showing above 200 µg/m<sup>3</sup>, the frequency of exceeding the limit value is constantly decreasing. The highest values of annual average concentrations of PM and NO<sub>2</sub> occur in transport hubs. This is attributable to low emissions, vehicle traffic, the topographic and climatic conditions mentioned earlier, and dense development. The air quality indicators are therefore still unsatisfactory, but there is already great improvement. Air quality assessment in 2019 showed that the average annual concentration of PM<sub>10</sub> at seven out of eight monitoring stations was within the limit value.

## Air protection programme for Małopolskie Voivodeship

Initiatives aimed to improve air quality in Kraków are implemented in accordance with the Air Protection Programme for Małopolskie Voivodeship (the current version of the programme was adopted by Resolution No. XXXII/451/17 of 23.01.2017). It provided for specific remedial measures for Kraków, primarily aimed at reducing surface emissions through:

- » gradual elimination of hard coal stoves (implementation of the Low Emission Reduction Programme);
- » control of households for compliance with the prohibition of waste incineration;
- » reducing combustion of plant residues on the surface.

The city conducts parallel projects, such as expansion and upgrade of the municipal heating supply network, energy renovation of buildings, and reduction of transport emissions.

Improving air quality is a long-term process and depends not only on the effort of the local authorities but also on action taken in the entire region. Kraków's air also suffers from emissions generated in the suburban fringe. Aware that the scale and pace of municipal initiatives was insufficient to meet the needs and did not translate into a decrease in measured concentrations, from 2009 the mayor of Kraków sought to convince the Marshal of Małopolska Voivodeship to propose to the Regional Assembly of Małopolskie Voivodeship a resolution prohibiting the use of solid fuels within the city of Kraków.

On 25 November 2013, the assembly adopted Resolution No. XLIV/703/13 determining the types of fuels permitted for use in the area of Kraków Municipality. The re-

solution permitted residential buildings and other premises, as well as domestic water, to be heated with natural gas and other gaseous hydrocarbons intended for heating purposes, as well as with fuel oil and diesel fuel intended for heating purposes, with the exception of heavy fuel oil. Restrictions on the use of solid fuels was to enter into force on 1 September 2018. However, the resolution was repealed by the Voivodeship Administrative Court (the judgement was upheld by the Supreme Administrative Court on 25 October 2015). Nevertheless, Kraków continued to work towards elimination of solid fuel-fired stoves.

After consecutive amendments to the Law on Environmental Protection, the mayor again applied to the Marshal of Małopolskie Voivodeship to enforce, pursuant to Article 96 of the said law, the prohibition on the use of solid fuels for residential heating in the city of Kraków. As a result, Resolution No. XVIII/243/16 of 15 January 2016 was adopted that imposed restrictions on the operation of solid fuel installations in the area of Kraków Municipality. From 1 September 2019, the use of solid fuels for heating has been prohibited in Kraków.

In the period from 1 July 2017 to 31 August 2019, Resolution No. XXXV/527/17 of the Regional Assembly of Małopolskie Voivodeship of 24 April 2017 had been effective within the administrative boundaries of Kraków. It prohibited the operation of solid fuel-fired installations. The resolution outlawed the use of poor-quality fuels in fuel-combustion installations (boilers, stoves, fireplaces). The resolution was introduced at the request of the mayor of Kraków due to the risk of sale in Kraków, and thus also of use in the municipal and household sector, of low-quality solid fuels emitting high pollutant volumes during combustion.

Kraków is the undisputed leader in the struggle for clean air and has pioneered many projects aimed at securing a healthy environment for residents.

## Recommendations:

- » to inventory wood and coal-fired stoves, boiler rooms and fireplaces;
- » to launch large-scale environmental education campaigns;
- » to allocate massive financial resources to promotion and investment activities;
- » to support residents in overcoming barriers (technical, financial, legal) that make adaptation to applicable laws challenging.

**Keywords:**

anti-smog resolution, prohibition of using solid fuels, elimination of low-emission sources, elimination of stoves, air quality, environmental education

**Abstract:**

Kraków is the undisputed leader in the struggle for clean air and has pioneered many projects aimed at securing a healthy environment for residents. In striving to improve its air quality, Kraków has come a long and bumpy way. Specific remedial measures employed in Kraków were primarily aimed at reducing surface emissions through gradual elimination of hard coal stoves (implementation of the Low Emission Reduction Programme), control of households for compliance with the prohibition of waste incineration, reducing combustion of plant residues on the surface. The city conducts parallel projects, such as expansion and upgrade of the municipal heating supply network, energy renovation of buildings, and reduction of transport emissions. The effects of this work include liquidation of 45,000 stoves in the years 1995–2019 and restrictions imposed on the operation of solid fuel combustion installations in the boundaries of Kraków.



*Thanks to the involvement of residents in the campaign of replacement of hard coal-fired stoves and the imposition as from 1 September 2019 of a prohibition of burning coal and wood (first in Poland), we have noticed and sensed that air quality in Krakow is improving. This is seen in data collected from the monitoring stations of the Chief Inspectorate of Environmental Protection installed in the city. The results from the recent heating seasons show that in season 2017-2018 the average concentration of PM10 was 54  $\mu\text{g}/\text{m}^3$ , last sea*

*Jacek Majchrowski*  
Mayor of the City of Kraków

# **INFRASTRUCTURE AS A KEY TO DEVELOPMENT**



**UNION  
OF POLISH  
METROPOLISES**

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## BIAŁYSTOK

### **Cycle through Białystok and Neighbouring Localities**

The Białystok Functional Area has developed a network of inter-municipal cycling routes. It also operates an agglomeration bike system, BiKeR, which is a rarity in other Polish agglomerations. Just jump on a bike and hit the roads of Białystok and its charming surroundings.







## Development of the bicycle infrastructure of the Białystok Functional Area

The Białystok Functional Area Association (BFAA) includes the capital of Podlaskie Voivodeship, Białystok, and nine municipalities within Białystok Country, including the urban-rural municipalities of Choroszcz, Czarna Białostocka, Łapy, Supraśl, Wasilków, Zabłudów and the rural municipalities of Dobrzyniewo Duże, Juchnowiec Kościelny, and Turośl Kościelna. Until 2016, most municipalities forming the outer belt around Białystok had not given priority to investment projects focusing on cycling infrastructure. If any, such projects had been carried out without a coherent plan and without creating the so-called inter-municipal network. In some BFA municipalities, first cycling paths were built no earlier than during the joint partnership project, Development of Low-emission Collective and Bicycle Transport in the BFA, co-financed by the EU under the Integrated Territorial Investments instrument provided by Podlaskie Voivodeship Regional Operational Programme 2014-2020. Its implementation began in 2016.

The main objective of the project was to improve the quality of residents' lives by developing environmentally friendly collective and bicycle transport systems in the BFA area. The project work was carried out simultaneously in nine municipalities. One of the project objectives was to build cycling routes (approx. 48 km) or pedestrian and cycling paths and the auxiliary infrastructure in order to create a coherent system of inter-municipal connections. The emerging infrastructure was to expand and connect bicycle trails leading to the region's capital to the existing cycling network. This, in turn, would enable bikers to transfer to a train or other public transport. The project partnership allowed better coordination of implemented public policies, including creating a coherent network of cycling routes. Before that, bike tourists were forced to travel part of their journey by private transport. The implementation of the project at least partially met the needs of a modern society: one that is increasingly aware of climate change and using a bicycle as a means of everyday transport and not only as favourite pastime.

Besides, 140 bicycle parking spaces were created. The total value of the project was ca. PLN 148.5 million.

Building cycling infrastructure is very expensive. Having limited financial resources, municipalities more often chose projects or investment schemes of higher priority. The discussed project is an excellent example of cooperation between Białystok and its suburban fringe, including a significant financial contribution of Białystok County. With such a large project and a considerable number of partners, a major risk was timely project settlement and joint and several liability of all partners in the event of delays. Białystok made the grade as the project leader. Regular coordination meetings were also held by the Office of Management Board of the Białystok Functional Area Association.

A significant part of the infrastructure was developed as a side-effect of other investment schemes, e.g. construction of a voivodeship or county road. The development of bicycle paths stimulated demand for an agglomeration development city bike solution. As a result, a complementary system of Białystok Bicycle Transport (BiKeR) stations was deployed also across the BFA localities. Now, residents of any of the BFA municipalities are able to travel by the same bike across the city of Białystok and its adjacent localities.

## Sustainable Urban Mobility of the Białystok Functional Area

Białystok and its functional area are planning joint undertakings in the future. More needs are being identified that require further investment in the cycling infrastructure. With this end in view, in 2019, the BFA Association took part in a pilot action aimed to prepare the ground for the Sustainable Urban Mobility Plan for the Białystok Functional Area. The pilot was organised by the Ministry of Investment and Development (currently the Ministry of Development Funds and Regional Policy), in cooperation with the Ministry of Infrastructure, the European Commission, the Jaspers initiative and the Centre for European Union Transport Projects, as a run-up to another EU perspective 2021-2027.

The Sustainable Urban Mobility Plan is being designed in cooperation with experts of the Jaspers initiative. Meetings and workshop sessions are being held as part of the pilot programme. The aim of the joint plan is to grow transport infrastructure, including for bikers, adapted to residents' needs as well as ensuring cooperation between Białystok and the neighbouring municipalities regarding public transport and greater urban mobility of the BFA residents.

## EU CYCLE Project

Another noteworthy initiative relevant for further development and cooperation in the field of agglomeration city bike is EU CYCLE, a project co-financed under the Inter-reg Europe programme. The leader of the project is the Hungarian organisation West Pannon Regional and Economic Development Public Nonprofit Ltd., and the partners are: the Białystok Functional Area Association (Poland), European Cyclists Federation asbl (Belgium), Euregio Rhine-Waal (Germany), and Puglia (Italy). The implementation period is 48 months (until 31 July 2023). The budget is over EUR 1 million.

The project was undertaken because of the absence of comprehensive and up-to-date guidelines and criteria for the financing of innovative bicycle transport solutions. It aims to improve the enforcement of regional development policies and programmes, in particular facilitating economic growth and employment and, in certain cases, ETC programmes stimulating transition to a low-carbon economy. EU CYCLE contributes significantly to the decarbonisation of transport by promoting cycling as a sustainable and low carbon means of travel across urban areas when commuting to work, both in town and in the countryside, and as a form of tourism.



## Recommendations:

- » to join forces to create a network of bicycle routes but under the leadership of one entity;
- » to distribute the cost of financing bicycle infrastructure among several entities;
- » to offer alternative means of transport based on ecological solutions;
- » to improve the quality of residents' lives.

## Keywords:

sport, bike lanes, activity, BiKeR

## Abstract:

Before 2016, cycling routes in Białystok County had been regarded as secondary infrastructure developed in parallel with the construction of local roads. Everything changed with the cooperation of Białystok and nine municipalities: together they established the Białystok Functional Area Association. In the first place, a coherent plan was drawn up leading to the development of an integrated network of inter-municipal bicycle routes. As part of the EU partnership project, Development of Low-emission Collective and Bicycle Transport in the BFA, some municipalities began to invest in cycling paths. A total of 48 km of paths and 140 bicycle parking spaces were built, and today there are even more of them. Białystok and its several fringe municipalities have implemented Poland-first agglomeration-wide city bike system (BiKeR). Just jump on a bike and hit the roads of Białystok and its charming surroundings.



*Białystok is friendly for people who practice sports. Physical activity is key to a healthy society. Cycling routes are a vital component of Białystok's investment in sports and recreation infrastructure.*

*Tadeusz Truskalaski*  
Mayor of the City of Białystok



# RZESZÓW

## Rzeszów Smart Transport System or How to Meet the Needs of a Modern City

As the largest growth centre in the region, Rzeszów has a significant socio-economic impact on its neighbouring localities. The city has been developing rapidly for several years due to human migration and increased mobility of the society. Therefore, the local authorities decided to develop a modern public transport system.





## City transport programme

Collective public transport in Rzeszów and in neighbouring localities is provided by buses. Due to the declining number of passengers, chronic congestion of the city centre, the negative impact of exhaust emissions on the natural environment, noise and vibrations, the most urgent challenges of the public transport system were identified and studied. The following were reported as the key problems:

- » lack of infrastructure solutions giving priority to public transport vehicles;
- » unsatisfactory technical condition of the fleet;
- » lack of effective passenger information and public transport management system;
- » inability to manage traffic distribution dynamically and provide dynamic information about it.

In order to improve the functionality of public transport in the Rzeszów agglomeration, thus enhancing its development prospects, attractiveness and mobility of the population, the authorities of Rzeszów decided to design and implement a Transport Programme for the City of Rzeszów. Analysis of the as-is condition showed that the reconstruction and expansion of the local public transport system and the purchase of modern bus fleet would be insufficient, and that the key investment focus should be the deployment of an electronic traffic control system that would support and optimise private vehicle traffic flow and the operation of public transport. At the early stage of the programme, apart from investment in the infrastructure and fleet, a Rzeszów Smart Transport System (RIST) was designed and implemented. Originally, it consisted of:

- » Public Transport Management System to enable fleet management, including control of service quality standards, vehicle identification and geolocation;
- » Dynamic Passenger Information System (E-info) to provide real-time timetable information for passengers on stationary bus stop displays and on-board passenger information displays, as well as operating ticket machines, to make it easy for commuters to check departure times and plan their trips;
- » Electronic Public Transport Ticket System (E-ticket) to enable previously unknown means of ticket purchase via stationary and on-board ticket machines;

- » Area Traffic Control System to support traffic management throughout the city with priority given to collective public transport vehicles thanks to the capacity of dynamic optimisation of traffic control depending on traffic levels and thanks to updating drivers on delays, disruptions, and weather conditions by means of overhead variable-message boards.

At consecutive stages of the programme, the RIST was expanded with:

- » Vehicle Dynamic Weighing System (WIM) to improve road safety and protection of the road infrastructure of the city as well as ensuring supervision of heavy-duty vehicles and the share of overloaded vehicles in urban traffic;
- » Paid Parking Zone Management System to improve the management of parking spaces designated within street lanes and toll charging in the paid parking zone.

Due to the ambitious scope of the investment scheme, which exceeded the financial capacity of the local self-government, the implementation of the programme was phased. Until the end of 2019, four projects co-financed by the EU had been implemented under the Transport Programme for the City of Rzeszów: Development of a System Integrating Public Transport in the City of Rzeszów and Its Suburbs, Improvement of the Functionality of Public Transport in the Centre of Rzeszów by Limiting Transit Traffic and Introducing a Paid Parking Zone, Expansion of the Smart Road Transport System in the City of Rzeszów, and Development of the Public Transport System in Rzeszów.

In the years 2020-2023, two projects will be carried out under Eastern Poland Regional Operational Programme 2014-2020: Integration of Various Forms of Collective Public Transport in Rzeszów, and Expansion of the Public Transport System in Rzeszów.

The first stage proved the most demanding, i.e. the one covering the project, Development of a System Integrating Public Transport in the City of Rzeszów and Its Suburbs, because the implemented innovative solutions had not been used on such a large scale in any other city in Poland before. Moreover, the city of Rzeszów had not previously operated any smart system to support public transport management. The implementation period, subject to time limits provided for in EU funding agreements, also constituted a major challenge. The management of individual implementation stages and contracts had to be particularly smooth. And it was thanks to carefully selected, highly qualified personnel perfectly fit for their tasks. They were recruited both from municipal institutions participating in the RIST as well as from external companies. Another success factor was quick decision-making and alignment with prior arrangements.





## Traffic and public transport control and management centres

In order to implement such a complex project, a special team was set up. The city delegated 20 staff to the project. They were employees of various levels enlisted from the Fund-raising Department, the IT and Telecommunications Service Bureau, the Municipal Public Transport Authority, the Municipal Marketplace and Parking Administration, and the Municipal Road Administration. All important issues were agreed with contractors during regular working meetings. In addition, the cooperation between the principal and external contractors was facilitated by an external specialised supervision team. By adopting such an approach and by delegating carefully selected and empowered representatives of the city authorities to the project team, all critical issues were addressed on an ongoing basis.

The personnel involved in the RIST implementation were trained on the capabilities of the new system. Other cross teams were also assembled within the framework of three mutually complementary and redundant centres of control and management of traffic and public transport. The centres are the core of the entire system and permit integration of all subsystems operating within the RIST.

Lessons learned from the implementation of the RIST enabled Rzeszów Municipality to continue with subsequent projects aimed to expand the system with new functionalities.

## Recommendations:

- » to perform a comprehensive diagnosis of public transport system issues;
- » to grow city's development potential by providing efficient public transport services;
- » to implement a smart public transport system that is scalable and open-ended in technology terms (open protocols and interfaces);
- » to prepare and install the systems and have it operated by a properly trained and experienced team.

## Keywords:

capital of innovation, transport, smart transport, smart city, IT, public transport

## Abstract:

A wireless network operating under the Rzeszów Smart Public Transport System serves as a platform of data exchange between an area traffic light control system, a passenger information system at bus stops, and an e-ticket system in public transport. It also allows the control of variable-message signs, bus ticket machines, and weather information. The network enables operators to monitor the city buses in motion, collect data on the operation of on-board installations (controlling the operation of on-board computers), monitor bus occupancy, and transmit information from buses to the traffic light system in order to enable public transport priority at intersections (the green wave).



*Rzeszów used to struggle with transport challenges. The congestion in the city centre worsened, the bus transport was not separated from private vehicle traffic, and the economic efficiency of public transport services decreased. To resolve these and other issues, the local authorities took steps to introduce a smart public transport system in the city.*

*Tadeusz Ferenc*

Mayor of the City of Rzeszów



# KATOWICE

## Culture Counts!

Each city's history knows past events that marked its development milestones. For Katowice, the opening of the Culture Zone was undoubtedly such a watershed moment.





## Transformation of city's image

Several years ago, most visitors would arrive in Katowice with a stereotypical image of the industrial capital of Silesia in their mind. Katowice was associated with bleakness, industry, and coal. No wonder, for years the cityscape was overwhelmed by industrial plants and collieries. One of them, Katowice Coal Mine, operated in the very heart of the city, not even one kilometre from the main market square. Katowice Coal Mine was closed in 1999 and its mine wasteland was transformed into the Culture Zone, which is a symbolic narrative of how Katowice has been changing.

Formerly a mining city, present-day Katowice has become the capital of a metropolis with a population of over two million, which has given priority attention to culture.

Katowice, like many post-industrial cities, had to cope with socio-economic changes. The then mayor of Katowice, Piotr Uszok, understood that prospectively business tourism and culture would play a major role in the development of cities such as Katowice. He believed that it would be a unique opportunity for Katowice, which was then seeking ways to stand out on the map of Poland and Europe. After a few years, Piotr Uszok's decision to create the Culture Zone proved to be a motive force for the transformation of the entire capital of Silesia.

## Culture Zone

In the years 2008-2009, the whole world struggled with the economic slowdown. It also trimmed the budgets of local self-governments, which are generally highly dependent on the overall economic situation. The city was not able to satisfy the expectations of all residents, and social research showed that cultural investment was not a priority for urban growth. In the first phase of the entire cultural project, part of the public opinion, including some mass-media, demanded the Culture Zone project to cease and give way to other investments. In their opinion, culture was not the most urgent domain to be addressed in a developing city (especially a concert hall with 1,600 seats or a large convention centre). The previous mayor of Katowice, however, took the risk.

The Culture Zone is an area stretching from the well-known Spodek convention and sports arena to Bogucki Park. Between 2014 and 2015, three facilities opened in the zone that attract hundreds of thousands of visitors each year today. One of them is the International Congress Centre (ICC) erected in the immediate vicinity of Spodek. The two facilities offer the largest convention space in Poland. The Culture Zone is also the seat of the Polish National Radio Symphony Orchestra (NOSPR) with a state-of-the-art concert hall designed by the Japanese company Nagata Acoustic. Music experts and enthusiasts consider it one of the best in the world. The Culture Zone also boasts the new seat of the Silesian Museum, which offers a narrative of the industrial history of Silesia. Much of its collection is to be seen underground, and some of the former mine buildings were renewed and converted into exhibition space. The former mine shaft structure, now an impressive observation deck, is exceedingly popular among visitors. Not only do all these facilities perfectly fulfil their functions but they have also been awarded in many architectural competitions.

The opening of the new seat of the Polish National Radio Symphony Orchestra helped Katowice obtain the prestigious title of UNESCO City of Music at the end of 2015 and appear on the global map of music. The International Congress Centre has driven a rapid growth of business tourism. The number of attendees of congress events is







growing year-to-year: in 2013 it was 512,000 people while the figure for 2018 was the impressive 757,000.

The convention facilities and organisational experience put Katowice in a position to run for hosting the Climate Summit (held in 2018) and the World City Forum (to take place in 2022). These are the two largest global events organised by the United Nations Organisation. It is hard to imagine a better promotion opportunity for the city.

Today, Katowice hosts numerous regularly held events. Some of the noteworthy ones are the European Economic Congress and the most important business even in the country, Intel Extreme Masters (world championship in computer gaming combined with high-tech fairs), which attracts about 170,00 e-sports fans annually. Katowice is also home to many well-known and celebrated music festivals, such as Tauron New Music, Rawa Blues, and OFF Festival. Many of them would not be held without the prowess of the Culture Zone.

Changing the city's image as a mining conglomerate still remains a challenge, but certainly the residents have noticed the change, and many visitors leave the city with a different picture in mind. Culture and business tourism, not very closely related on the face of it, have allowed the city to move to the top gear on the road to development and create a new image of Katowice as a modern, creative, and innovative urban space.

## Recommendations:

- » to keep in mind that even the most stereotypical perception of a city can be altered;
- » to take a closer look at various aspects of the city and to discover its non-obvious advantages;
- » to acknowledge that an image change may lead to the strengthening of other segments/industries.

## Keywords:

culture, Culture Zone, industry, music, business tourism, transformation, UNESCO

## Abstract:

Although the decision to establish a Culture Zone in Katowice at the cost of over PLN 1 billion seemed controversial, after a few years the site proved to be a driving force for the development of the entire city, in particular culture and business tourism.



*The former mayor of Katowice, Piotr Uszok, understood that prospectively business tourism and culture might play a major role in the development of cities such as Katowice. He believed them to be a unique opportunity for Katowice, which was seeking ways to stand out on the map of Poland and Europe. After a few years, the idea of creating the Culture Zone became a motive force for the transformation of the entire city.*

*Marcin Krupa*  
Mayor of the City of Katowice





# ŁÓDŹ

## The Capital of Urban Regeneration

For almost 10 years, Łódź has been a gigantic construction site. The urban renewal programme covers hundreds of historic buildings and palaces and even the entire quarters of the city. Łódź leads the country in urban regeneration projects, also thanks to its comprehensive municipal regeneration and revitalisation programme.





## The unique character of the city

The downtown of Łódź is the historic heart of the city and its best developed section in urban planning terms. It actually determines the identity of the city, as it abounds in stately residential and industrial buildings as well as regularly and thickly built-up quarters. It occupies the largest area compared to other downtowns in Polish cities, i.e. ca. 1,400 ha. The big-city area of Łódź has over 10,000 buildings erected before the Second World War, including 3,800 valuable townhouses, 200 factories and workshops, 27 palaces of former factory owners, and 47 urban villas. All these buildings testify to the multinational and multireligious history of Łódź and make it Poland- and Europe-unique in terms of architectural cityscape.

Decay of the historic tissue of the city, the effects of which the local self-government and community must face today, lasted for decades. The collapse of the local textile industry and mass unemployment made city renewal priorities recede into the background. The 1993 draft economic revival programme for Łódź and the Łódź region was abandoned, and the city failed to receive any thorough financial support from the state budget.

## The first Municipal Urban Revitalisation Programme in Poland

Thanks to existing legal solutions, mainly the Act on Revitalisation, as well as the EU funds available in the 2014-2020 financial perspective, Łódź has initiated a comprehensive process of regeneration of the big-city area known as the Mia100 Kamienic programme (Eng. "A City of a Hundred Historic Houses").

In order to be able to proceed to thorough and extensive renewal and revitalisation activities, the first Municipal Revitalisation Programme (MRP) was developed. It was adopted as a strategic municipal document based on careful identification and description of degraded areas and areas intended for revitalisation (they are actually the same in Łódź), at the same time highlighting some negative phenomena that affect them in the social, economic, environmental, material, and spatial dimensions. The main goal of the MRP is to unlock the potential of downtown Łódź and its inhabitants and to trans-



form the core of the big-city area into an attractive place to live, work, and rest by 2026. This is planned to be achieved through a wide range of projects supporting social and economic development and implemented by forging local partnerships.

Łódź has also taken advantage of the legal instrument of designating a Special Revitalisation Zone (SRZ). It simplifies administrative procedures linked to the implementation of the MRP and opens access to special legal solutions, such as the right of pre-emption, temporary relocation of a municipal housing tenant, expropriation for municipal housing or subsidies granted to owners or perpetual users the real property located within the SRZ for construction, conservation, and restoration projects within the meaning of the Act on the Protection and Guardianship of Monuments.

## Expensive regeneration activities

Most of the current project of the city of Łódź are financed from public funds: co-financed by the EU (a large share of the funds comes from Łódzkie Voivodeship Regional Operational Programme 2014-2020) with a significant contribution from the municipal budget but some support from the central budget. Among the basic regeneration projects included in the MRP, there are also initiatives of non-public actors with private capital.

The projects already commenced will undoubtedly be continued as the implementation is planned for several years. To ensure continuity of the revitalisation process in Łódź, possible avenues are explored in terms of raising external funds for further investments, e.g. under new EU financial perspective 2021-2027.

An environment-friendly part of the process is the comprehensive energy renovation of revitalised buildings, improvement of the quality and accessibility of green areas, including, in particular, the greening of the central areas of the city by setting up new garden squares, pocket parks, green spots and by introducing street greenery. Moreover, there is a large-scale expansion and upgrade of low-emission public transport. The revitalisation process is expected to increase the attractiveness of the downtown and bring residents back to the big-city area, thus reducing suburbanisation along with its cost and negative impact on the environment.

### Pilot projects and social revitalisation

Under two pilot revitalisation projects implemented in the years 2014-2019 at the request of the Ministry of Investment and Development (currently the Ministry of Development Funds and Regional Policy), ready-to-implement solution models were developed to allow the continuation of revitalisation processes in the long term:

- » Poland-first model of the operation of Area Host and Community Lighthouse Keeper;
- » Poland-first Programme of Setup and Operation of a Multigenerational House;
- » a model for the Łódź Social Services Centre (currently the Social Assistance and Development Centre in Łódź);
- » a model for social participation in designing public space for municipal investment projects;
- » a model of settlement of townhouses renovated in the Area Revitalisation of the Centre of Łódź programme.

As regards social activities, Łódź focuses on long-term projects. Many educational projects have been implemented (178 projects for schools at all levels of education; adult and senior education), their value totalling almost PLN 180 million. There have been projects for people at risk of social exclusion and training sessions for the unemployed (18 projects for unemployed and professionally inactive people), the total value of which was over PLN 45 million. The projects cover various courses and training activities aimed to raise professional competence and qualification. Support is provided for assisted employment or starting a business in the area of revitalisation. In total, under agreements concluded in the years 2016-2019, 1,405 residents of the revitalised area benefited or will benefit from assistance available in the near future. 60 new companies

have already been set up, and another 554 are planned to be started in the near future. Owing to the revitalisation scheme targeted at the social and economic domain, from March 2017 to October 2019 Łódź reported a major decrease in unemployment among the residents of the revitalised area:

- » from 1,564 down to 587 in the 30-39 age group;
- » from 1,457 down to 577 in the 40-49 age group;
- » from 1,655 to 837 in the 50+ age group.

### Social initiatives: area host, community lighthouse keeper

Next to infrastructure projects, Łódź undertakes in social activities for the inhabitants of the revitalised areas. The city keeps them well-informed about any upcoming renewal projects and offers various support. During the second pilot project, a dedicated team was recruited to assist the inhabitants when moving out. The team is composed of the so-called area hosts (eight) and community lighthouse keepers (eight). The entire team works in the field where selected projects of the Area Revitalisation of the Centre of Łódź are implemented.

An area host is responsible for coordinating removals, sharing information, identifying problems related to relocation and assistance in solving them. They also show how to obtain legal and financial assistance, for example, they facilitate contacts with the Debt Collection Department of the Municipal Housing Administration, encourage participation in debt work-off programmes or debt repayment in instalments if a tenant is in arrears. When indebtedness is not the only tenants' problem, but they also struggle with a complicated life situation, a community lighthouse keeper intervenes. Łódź's community lighthouse keepers support residents (who are or will be "moved" due to advancing revitalisation) ahead of a major change in life, removal being just the beginning of it. Tenants can seek lighthouse keepers' assistance regardless of their economic status: no income criteria apply, as in the case of eligibility for standard social aid. The lighthouse keepers help make a decision, dispel doubts, or look for answers to difficult questions. They can accompany a resident during his or her visit to the labour office to review job offers together, they offer assistance while at a social welfare centre, e.g. when applying for care services. The same lighthouse keeper can take care of many individuals at the same time (families or single people). In practice, each keeper has an average of 100 "communities" to take care of.

The area host and the lighthouse keeper are at the heart of the support team. Thanks to their cooperation, it is easier to reach residents who are in need and offer them a consistent support scheme. The work of the entire team is coordinated by an elected team member, who is also responsible for liaison with municipal aid and welfare institutions.

## Coordination of the revitalisation effort: support team

The Łódź support team reports to a unit coordinating the revitalisation work of the Revitalisation Bureau of the Łódź Municipal Office. Area hosts and lighthouse keepers can work within the structure of the revitalisation coordination unit (as in Łódź), join a unit handling removals or a unit managing social projects in the revitalisation process. All in all, it is crucial that the community lighthouse keepers, the area owners, and the person coordinating their work operate in the region of the institutional structure. This promises a more effective operation. The team should develop procedures of cooperation with other units, in particular with social welfare centres, the department responsible for housing policy, and the unit implementing social projects in the revitalisation program.

## The use of best practices from revitalisation lessons

Łódź does not only progress with urban regeneration, but it also shares its experience on the national and international forum. The exchange of best practices is a two-way process and also serves to improve, refine, and expand existing undertakings. Łódź is involved in the following international partnership projects: Urban-Regeneration-Mix, euPOLIS, and T-Factor.

The practice of recent years has revealed deficiencies of certain solutions available in Polish law. By Resolution No. XVI/652/19 of the City Council in Łódź of 20 November 2019, the Ad hoc Commission was appointed for the development of a draft law on specific rules for the preparation and implementation of investment projects in the field of housing and regeneration of Łódź. The commission prepared recommendations and workable solutions.

Application of the proposed solutions is expected to contribute to faster and more effective renewal of the historic municipal resources, achieving social cohesion by preventing spatial segregation, and creating a diverse community within the city limits. Additionally, it will be possible to expedite the development of social housing, the current inventory of which does not meet the housing needs of the municipality.

## Recommendations:

- » to identify revitalisation priorities in a municipal revitalisation programme;
- » to secure various sources of financing;
- » to focus not only on infrastructure projects but also on support for residents;
- » to establish a unit coordinating the revitalisation process within in the structure of the municipal office;
- » to have cooperation procedures with other organisational units in place;
- » to build on experience gathered in revitalisation projects when designing future amendments to the legislation.

## Keywords:

revitalisation activities, Municipal Revitalisation Programme, community lighthouse keeper, area host

## Abstract:

Revitalisation is becoming a key element in the development of many Polish cities, including Łódź. Its main goal is to reverse a negative socio-economic impact as well as preventing unfavourable infrastructural and spatial changes. The goal of revitalisation is not only to renew or adapt buildings, enhance public spaces or boost the economic attractiveness of the city; above all, this process aims to solve social problems and improve the quality of residents' lives.



*For almost 10 years, Łódź has been a gigantic constriction site. The urban renewal programme covers hundreds of historic buildings and palaces and even the entire quarters of the city. We are the undisputed leader of urban revitalisation in Poland. No other city has achieved as much as we have. In recent years, owing to the Mia100 Kamienic programme, we have fully renovated over 200 buildings. The revitalisation programme is running owing to EU funds, but this is not enough. We are proud of what we have managed to accomplish because the city has changed its face and how it is perceived by visitors dramatically.*

*Hanna Zdanowska*  
Mayor of the City of Łódź





GDAŃSK

## Regeneration of Gdańsk Districts in Public-Private Partnership

Like every other vibrant city, Gdańsk undergoes dynamic changes. Unfortunately, some areas are subject to fast urban decay. The process of regeneration of the most degraded districts started already in 2008. For this purpose, EU funds were obtained, and the public-private partnership formula was followed.



## Early urban regeneration initiatives

The process of revitalisation of Gdańsk's districts started in 2008. It covered infrastructure investment and renovation of buildings as well as a rich package of social and economic projects. The goal of the Gdańsk authorities was, and still is, to trigger a real change in the quality of life of local communities.

The early revitalisation phase focused on four areas of the city: Letnica, Nowy Port, Dolny Wrzeszcz, and Dolne Miasto. The work began with the reconstruction and expansion of infrastructure, renovation of municipal buildings, and renovation and alteration of property intended for social and cultural purposes. The idea was to improve the aesthetics and overall quality of the area while increasing the investment attractiveness of the target districts. The multi-layered process overlapped with initiatives intended to better the economic and social condition of the residents, stimulate professional activity, and ensure a better start for young people.

The financial base for the revitalisation activities planned at that time were the city budget resources and funds from the European Regional Development Fund under Pomorania Voivodeship Regional Operational Programme 2007-2013. The total value of funding agreements exceeded PLN 104 million, including about PLN 59 million from the EU.

## New phase, new challenges

In 2017, the Gdańsk City Council adopted Municipal Revitalisation Programme for the City of Gdańsk 2017-2023. Four areas with a total population of 34,000 were selected for the regeneration programme, which accounts for 7.4% of the city's population. As in the case of previous urban renewal processes, the Gdańsk authorities intend to achieve a sustained improvement in the quality of life of the inhabitants of these districts through investment schemes and social and economic activities.

The main objectives under the new revitalisation programme are:

- » to re-settle green areas and public spaces;
- » to convert and renovate premises to be used for social and resident activities;
- » to redevelop streets and their civil engineering infrastructure;

- » to upgrade residential buildings and their surroundings;
- » to initiate programmes supporting families with upbringing and educational difficulties;
- » to improve access to nursing services;
- » to integrate local communities.

At the end of June 2017, the Marshal of Pomerania Voivodeship and the mayor of Gdańsk signed as many as eight agreements on co-financing the regeneration of Gdańsk districts. The total budget provided for in the agreements was PLN 120 million, including PLN 76 million of EU funds, and the period of implementation was set for the years 2018-2023.

### Public-private partnership aiding urban renewal

Given the limited availability of EU funds, the city's limited capability of financing the second stage of regeneration of its districts, and the scale of needs, the Gdańsk authorities decided to seek new sources of financing. The most cost-intensive were infrastructure projects. Participation of external investors became a new practice in the revitalisation processes in Gdańsk.

When planning the second stage of revitalisation, some infrastructure investments were planned as public-private partnership projects. The decision was undoubtedly influenced by the successful implementation of two previous large infrastructure projects in Gdańsk, Forum Gdańsk and Granaria. They have both transformed the degraded areas of downtown Gdańsk into vibrant places attracting new residents and visitors.

This time, the authorities pointed to the district of Dolne Miasto (Lower City), one of the most beautiful 19th-century parts of Gdańsk located in the immediate vicinity of world-only 17th-century earth and water fortifications. In Gdańsk, only six out of several dozen bastions overlooking the waterfront in the 17th century have remained almost intact. Dolne Miasto has four of them.

After a three-year-long search for a private partner for the project of Development of the Area of the Former Tram Depot in Dolne Miasto of Gdańsk, in November 2019 a public-private partnership agreement was signed with the GGI Dolne Miasto consortium established by Inopa and Euro Styl.

Under the agreement, the private partner will design, finance, and implement public and commercial investment in Dolne Miasto, which will complement projects implemented under the revitalisation programme financed by the EU. In addition, the partner will be required to manage and maintain the public purpose facilities for a specified period

of time. Within eight years, an area of approx. 11 ha will be re-developed. In accordance with the terms of the local spatial development plans and respecting the historical values of the site, new residential buildings, service, and commercial premises, as well as recreational and green areas will be built. Several of the existing derelict and unused buildings will also be renovated to restore their past splendour. A new kindergarten with a jungle gym will be built along with a multi-functional sports ground next to a local school. Also, a local activity centre will be made available. In addition, to meet other public objectives, a total of 2 km of roads and pedestrian routes will be redeveloped, and over 5.5 ha of green areas will be rehabilitated.

The value of the entire project is estimated at no less than PLN 277 million net, including PLN 51 million net for the public investment component. The commercial part of the investment will be developed on a landed property that the city of Gdańsk will sell to a private partner as its own contribution to the project.

### Recommendations:

- » to include revitalisation activities in a municipal revitalisation programme;
- » to take advantage of public-private partnership in implementing revitalisation projects;
- » to combine investment and social and economic activities in order to improve the quality of residents' lives in revitalised districts.

### Keywords:

revitalisation, sustainable development, public-private partnership

### Abstract:

Revitalisation is a complex urban process that renews decayed areas of the city and restores their potential while instituting important social changes. The revitalisation programme for Gdańsk districts perfectly shows how all activities defining sustainable development converge.

The full-time process of revitalisation of Gdańsk districts started in 2008. It covered infrastructure investment and renovation of buildings as well as a rich package of social and economic projects. The goal of the Gdańsk authorities was, and still is, to trigger a real change in the quality of life of local communities. The revitalisation effort translates into a higher comfort of everyday life and better relations within local communities, but most of all, it affords opportunities for future development, both for residents and investment areas.



*Public-private partnership has proven to be an effective way to solve the most urgent needs of residents of revitalised districts. Participation of a commercial partner means extra financing for infrastructure projects, new opportunities to pursue ambitious projects serving old and new residents, and access to new functions that boost the social and economic attractiveness of the target districts. Our experience shows that the involvement of private partners also makes positive changes gather pace.*

*Aleksandra Dulkiewicz*

Mayor of the City of Gdańsk



## WROCLAW

### **Urban Renewal: the Wrocław Way**

One of the essential elements of revitalisation projects is their social context, i.e. talking to residents and learning their needs, habits, and limitations. Without this dialogue, even the basic objectives of urban regeneration cannot be met.





## Dialogue with residents as a pre-condition for revitalisation

Wrocław's urban revitalisation schemes are supervised by the city's Social Affairs Service. For several years, it has run a unit responsible for broadly understood participation, the Department of Social Participation. It supervises and encourages Wrocław's cooperation with non-governmental organisations, oversees the process of participatory budget, is responsible for public consultation, and supports housing estate councils. This organisational structure also enables efficient and effective management of the revitalisation effort.

Urban regeneration activities can be divided into two areas. Currently, the projects launched in previous years are drawing to a close. The other area is new projects, including designation of revitalisation boundaries, development of a municipal revitalisation programme. The new activities also focus on attracting social partners and finding new sources of funding.

An important component of the revitalisation projects in Wrocław is the focus on dialogue with residents. This dialogue is not only confined to consulting future plans but is also an inclusion tool inviting residents to co-create revitalisation processes. This is to be achieved by strengthening the competence of and providing extra tools to housing estate councils and by creating new local activity centres managed by NGOs. Performing tasks commissioned by the municipality, NGOs should offer local communities elbowroom and tools to strengthen local leaders and forge further links of active citizenship. All these activities should have an impact on residents' shared space, its renewal and revitalisation.

Today, it is impossible to imagine a programme intended for residents but not consulted with them beforehand. One of the options of efficient communication is a web portal with information that all partners and concerned residents may find useful. Quick contact with local administration can also be established via social media profiles where important and urgent information is published officially.

## Local Activity Centres

Communication with residents does not have to be channelled through the Internet or traditional media only. There should also be room for personal meetings, workshops, discussions, and education through culture and supporting active citizenship. The Local Activity Centres are seen as a response to such needs. They are established in new developments but also in a temporary setting, such as mobile containers (e.g. Emotion-s-Sport-Culture pavilions) or in schools, libraries, housing estate councils, and cultural institutions.

The Local Activity Centres are run for residents by NGOs commissioned by Wrocław Municipality. They are not only free premises to pass the time but also create local leaders, provide meeting space, as well as create ambience for cultural and civic activity. They are also intended to respond to the needs of the growing number of ethnic minorities. The largest facility of this type opened in Przedmieście Oławskie. It will be managed by the Lower Silesian NGO Federation.

## Other regeneration initiatives

Revitalisation Anew is an original idea for the revitalisation of Wrocław housing estates that, for formal reasons, are not covered by urban regeneration schemes provided for in the Act on Revitalisation. Wrocław's suburban fringe is made up former villages or localities that have been gradually incorporated into the city. They also call for revitalisation. Details of the Revitalisation Anew project are decided together with the residents. Active local councils are particularly helpful.

In 2017 Przedmieście Oławskie, one of the revitalised areas in Wrocław, started a project called 4 kąty na trójkącie (Eng. "Housing in the Triangle," by reference to the Bermuda Triangle as this part of Wrocław is often referred to pejoratively due to its notoriety). The main theme of the project was the improvement of housing quality, with particular emphasis on innovative housing models, heritage conservation, conversion of the development and infrastructure to satisfy contemporary expectations, creating conditions for socio-cultural and economic activation, proper management of the neighbourhood, inclusion of many participants in the revitalisation process, and implementation of the most effective methods of revitalisation management.

Creating a programme or drawing up a strategy is not enough. This know-how should be disseminated. This is one of the roles of the regenerated Przedmieście Oławskie area.

In order to promote model solutions, a series of project-related publications was prepared that can be used in projects pursued in other estates, districts, or cities facing similar challenges. Another initiative aimed to update residents on the results of activities carried out under the projects 4 kąty na trójkącie and Model Urban renewal was a conference held in November 2019. The conference gathered representatives of the local community, institutions, and organisations based in Przedmieście Oławskie. Cooperation was established with an NGO operating the so-called Pre-Room H13 space. Pre-Room H13 is another initiative in the revitalisation process in Przedmieście Oławskie which creates synergy between local organisations that wish to launch interesting and creative activities for the local residents. This space will also promote acquired know-how, inform about revitalisation progress, and encourage the inhabitants of Przedmieście Oławskie to propose their project ideas.

New places need hosts, especially when many different entities coexist in a small space.

Ruska 46 abc: Culture Space is not only the name of a location but also a project which has transformed one of the urban backyards into a hub for creative activities. The project advocated the idea of Spaces for Beauty, which was Wrocław's motto as European Capital of Culture 2016. An arcade renovated in 2019 has become a popular destination for cultural initiatives that attract residents and visitors. This unique place is filled with cultural institutions, has a gallery of old neon signs, and even commercial space. At the end of 2019, a new action plan for 2020 was drawn up together with the operator, the Wrocław Culture Zone. A municipal cultural institution, the Wrocław Culture Zone, is the host and administrator of this creative space. The institution is installed in the Reception, a bistro located in the arcade. It will take care of new and future initiatives implemented at Ruska 46 abc and will seek to provide best possible conditions for work and development. Their activities primarily focus on the local community, but they are open to all residents of Wrocław and visitors who wish to take a look at this place.

## Recommendations:

- » to establish in a dialogue with residents as a key element of the revitalisation process;
- » to strengthen the capacity of housing estate councils;
- » to promote revitalisation know-how;
- » to involve non-governmental organisations in revitalisation processes.

## Keywords:

revitalisation process, dialogue, urban regeneration, housing estate council

## Abstract:

It goes without saying that regeneration and revitalisation of cities, especially large and old ones, is absolutely necessary. This kind of activity should not close with just a renovation of a building; quite the contrary, it should trigger a revival of the target area, meaning also the social revival achieved with the participation of residents. Revitalisation should be rested on legal regulations, sufficient funds, and dialogue with residents.



*Urban renewal in Wrocław means, first of all, a dialogue with the residents aimed to learn their needs, habits, and limitations. It is extremely important for me personally to renew our city while respecting its residents and its past. Together we can do more, which is why revitalisation projects are now supervised by the Social Affairs Service. We also work closely with housing estate councils and non-governmental organisations. Success of our Local Activity Centres, a flagship project combining revitalisation, social participation, and energy of our residents, shows that we have taken the right path.*

*Jacek Sutryk*

Mayor of the City of Wrocław

# METROPOLIS MANAGEMENT

**Prof. Bogdan Dolnicki,  
LLD University of Silesia in Katowice**

One of the remarkable achievements of the political transformation after 1989 was the establishment of territorial government in Poland. Subsequent reforms led to the formation of municipal, county, and regional self-governments. However, the question of the governance system of metropolitan areas has remained unsolved hitherto.





## 1. Assumptions underlying the creation of metropolitan areas

The constantly growing residents' needs and a desire to improve the quality of life have a significant impact on the selection of urban space management strategies. "The ever-faster pace of transformation of the urban environment and the increasing complexity of the factors influencing the operation of urbanised regions call for coordinated and comprehensive action that takes account of the broadest possible range of such factors and involves the users of a specific site, who use it in accordance with the principles of sustainable development, in decision-making processes. This call is mirrored in the idea of integrated space management."<sup>1</sup> Under the Lisbon Treaty, a territorial component was added to the two previous dimensions of the EU cohesion policy (social and economic) (Treaty of Lisbon amending the Treaty on European Union and the Treaty establishing the European Community, signed at Lisbon, 13 December 2007, OJ C 306, 17.12.2007). Since its adoption, implemented development goals should be sensitive to the target territory and should consider its specific socio-economic situation, cultural context, geographical conditions, and the dynamics of existing processes.<sup>2</sup> Therefore, the cohesion policy prioritises territorial cohesion understood as the capability for regions and local systems to cooperate.<sup>3</sup>

In this view, the subject of influence is territory understood as a dynamic system of various connections, changing in time and space, and going beyond the existing administrative boundaries. "For 'territorialisation' is about defining an identified development problem that must be resolved irrespective of existing administrative boundaries."<sup>4</sup>

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<sup>1</sup> D. Mantey. "Potrzeba zintegrowanego zarządzania miastami i obszarami metropolitalnymi." *Samorząd Terytorialny* 6(2013), p. 5.

<sup>2</sup> Cf. P. Żuber. "Terytorialny wymiar w polityce rozwoju – potrzeba zmian systemowych w świetle nowej generacji dokumentów planistycznych." In T. Markowski, P. Żuber. *System planowania przestrzennego i jego rola w strategicznym zarządzaniu rozwojem kraju* (Warszawa: Komitet Przestrzennego Zagospodarowania Kraju Polskiej Akademii Nauk 2011), pp. 7-24).

<sup>3</sup> Cf. G. Gorzelak. "Rozwój polskich regionów a polityka spójności Unii Europejskiej." In: G. Gorzelak, ed. *Polska regionalna i lokalna w świetle badań EUROREG-u* (Warszawa: Wydawnictwo Naukowe Scholar), p. 12ff.

<sup>4</sup> D. Mantey, "Potrzeba zintegrowanego zarządzania...", p. 6.

Such a territorial-centred approach forces integration, thus creating conditions for cooperation of local self-governments exceeding the traditional and formal administrative divisions.<sup>5</sup> “More and more often local initiatives go beyond administrative units and embrace the so-called functional areas. Therefore, territory, as defined earlier, does not have to fit within human-made borders that divide functional areas into separate and independently managed spatial domains.”<sup>6</sup>

It is now a commonly acknowledged view that the territorial approach to development and the related integration should lead to the creation of comprehensive strategies and to coordinated effort by all individuals and institutions involved in urban development that will go beyond the boundaries of individual cities. The coordination should cover various territorial, sectoral, and technical plans and strategies so that, at the end of the day, state, regional, urban, civic, and economic interests could be aligned. To do so, it is necessary to rely on the knowledge and experience of various actors and to concentrate their financial resources to enable a more effective use of limited public funds.<sup>7</sup>

Each large city is part of a larger functional and spatial whole, as it is usually fringed by localities of different nature and interacts with them on many layers. These localities, along with the core city (or several such cities of an equal status) form an interconnected, functional urban complex (region). Such a complex exists objectively, regardless of whether it is formally acknowledged in the system of governance of the local administration and in the official administrative division. As an objectively existing functional system, this complex (urban region, urban agglomeration/centre) requires an appropriate policy that helps eliminate adverse phenomena and coordinate the development of the entire spatial system. Such a policy can be pursued under various models of metropolitan governance, and the choice of such a model always depends on the specific conditions, e.g. legal and systemic, political, cultural, historical, etc., existing in a given country.<sup>8</sup> The urban region follows its own development rules that should be taken into account when designing its governance system. The challenge of designing a governance model

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<sup>5</sup> Cf. T. Markowski. “Funkcjonowanie gospodarki przestrzennej – założenia budowy modelu zintegrowanego planowania i zarządzania rozwojem.” In: T. Markowski, P. Żuber. *System planowania...*, pp. 25-44.

<sup>6</sup> D. Mantey, “Potrzeba zintegrowanego zarządzania...,” p. 6.

<sup>7</sup> Leipzig Charter on Sustainable European Cities, adopted at the Informal Council of Ministers responsible for urban development and territorial cohesion held in Leipzig on 24-25 May 2007, [www.mrr.gov.pl](http://www.mrr.gov.pl)

<sup>8</sup> Cf. B. Dolnicki. “Ustrój metropolii – współczesne koncepcje.” *Administracja Publiczna. Studia krajowe i międzynarodowe* 2(16)2010 WSAP w Białymstoku, pp. 187-206.



for a metropolis lies in a specific mixture of social, economic, and spatial issues, which, in this case, should be regarded as interacting simultaneously. In such an area, local functions, always fundamental for administrative units and, above all, for individual localities of an “urban” (urbanized) or “rural” character, interfere with metropolitan functions, not infrequently of national or international importance.<sup>9</sup>

The term “metropolis” is known from the literature on the subject. It is commonly linked to a large city, yet, in science, it refers not only the “central city” as such but also to the surrounding jurisdictions, which together make a metropolitan area or agglomeration.

“In principle, large cities develop and function in close connection with their immediate neighbourhood and create agglomeration systems. In other words, large cities could as well be referred to as agglomerations.”<sup>10</sup> In territorial terms, a metropolis is considered more than a city. A metropolis is made up of cities, and cities are made of localities.

The metropolitan or central character of the core is determined not only by its strength or impact but also by the complexity of its functions. Some point out that only the so-called diversified cities deserve to be referred to as metropolises, i.e. cities performing more complex and higher-order functions.<sup>11</sup>

Metropolitan areas form an extremely complex structure with numerous territorial communities (municipalities, towns, counties) and many actors representing the regional and central authorities. Their development involves the functional integration of new areas and the “thickening” of the core area as a result of developing economy and rising number of jobs. The scale and importance of these phenomena for the state necessitate appropriate methods to be employed and force integration of agglomeration governance mechanisms.

The scale of agglomeration varies: different phenomena, and thus also public tasks, have a different territorial reach. This means that governance integration should be as flexible as possible. Therefore, it is necessary to consider which public tasks require voluntary or even statutory cooperation of local self-government units and which ones would require a special metropolitan governance structure.

<sup>9</sup> M. Niziołek. *Problemy ustroju aglomeracji miejskich* (Warszawa: Wolters Kluwer 2008), pp. 21-22.

<sup>10</sup> E. Wysocka. “Planowanie strategiczne wielkich miast.” *Samorząd Terytorialny* 5(1994), p. 3ff.

<sup>11</sup> Cf. J. Purchla, J. Sepiół. “Metropolie a rozwój regionalny Polski.” In: *Metropolitalne funkcje Krakowa*. J. Purchla, ed. (Kraków: Międzynarodowe Centrum Kultury 1998), p. 16.

Agglomeration areas also differ in terms of spatial structure. There are generally three types of agglomeration areas in Europe:

- » “metropolis” which also includes neighbouring localities, often referred to as satellite towns; this type of agglomerations struggle mainly with the harmonisation of the public transport systems, the rules of exchange of inter-municipal services, and cooperation in spatial planning; the degree of coherence of an agglomeration depends on the degree of standardisation of the above; in Poland, the largest metropolises are Łódź, Kraków, Wrocław, and Poznań, each with the population of over 500,000; until 1975 they had enjoyed the rank of urban centres excluded from administrative provinces (voivodships);
- » “dual-centre agglomerations, or the so-called two-city; integration is hindered by competition between the two cores; they share many problems with “radial” agglomerations (“metropolis”);
- » “conurbation” is a group of cities of similar size, however, without a clearly definable core city; European conurbations are Silesia and the Ruhr region; such spatial structures perform tasks that largely overlap, i.e. the individual conurbation cities, which are spatially integrated, perform public tasks separately, e.g. as regards water supply, sewage collection (sewage treatment plants), spatial development, public transport; the more tasks of a similar type, the greater the need for cooperation because it is much more economical and rational to perform these tasks in cooperation, and sometimes it is even absolutely necessary, e.g. in public transport, inter-city (regional) transport, water supply; the extent and intensity of cooperation mean that the general legal instruments governing inter-municipal cooperation employed to enhance the ability to perform public tasks by smaller municipalities have become largely insufficient, especially in relation to the spatial structure of the Silesian conurbation.<sup>12</sup>

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<sup>12</sup> E. Knosala, A. Gołuch, R. Stasikowski. “Uwagi w sprawie koncepcji ustrojowej aglomeracji śląskiej wraz z projektem ustawy o Regionalnym Związku Komunalnym ‘Silesia’.” *Samorząd Terytorialny* 12(2007), pp. 41-42.

## 2. A governance reform needed for the Upper Silesian agglomeration

Local authorities of the Upper Silesian cities have long considered more effective management of the Upper Silesian conurbation a compelling need. The Upper Silesian agglomeration meets the criteria of a metropolitan region framed in Concept of National Spatial Development 2030 (CNSD 2030), adopted by the Polish parliament on 15 June 2012. Due to its structure, the Upper Silesian agglomeration is a unique metropolitan area with 14 cities with county rights and the surrounding land counties. It has no core city but more than a dozen urban centres of similar size and potential scattered within a short distance from one another. Its distinguishing features are: very high population density and dense development, extensive network of road infrastructure and public transport services, large daily migration between the agglomeration cities. A significant challenge is the degradation of the natural environment due to industrial development and extraction of mineral deposits as well as regeneration of brownfield sites.

How to manage the agglomeration more efficiently and satisfy the collective needs of its inhabitants have been discussed among the local self-governments of Silesia for several years. In 1991 11 municipalities established the Public Transport Municipal Union of the Upper Silesian Industrial District (PTMU) to re-organise the local public transport. The union was registered on 16 December 1991 in the Register of Inter-municipal Unions under no. 46. In the following years, the union expanded its territorial range to include the total of 25 members. The PTMU manages public transport in the majority of municipalities forming the Upper Silesian agglomeration.

Based on lessons learned from the operation of the PTMU, local self-government actors decided to establish a multi-task municipal union that would focus on improving the efficiency of agglomeration management. July 2005 saw a draft project of a new entity, the Upper Silesian Metropolitan Union (USMU). On 31 January 2007, the founding mayors signed an application for registration of the Upper Silesian Metropolitan Union, which was submitted to the Governor of Silesian Voivodeship. The Ministry of Internal Affairs and Administration laid down a requirement that only cities with the status of county seats should be eligible to join the union. Ultimately, the USMU included 14 cities with county status: Bytom, Chorzów, Dąbrowa Górnicza, Gliwice, Jaworzno, Katowice, Mysłowice, Piekary Śląskie, Ruda Śląska, Siemianowice Śląskie, Sosnowiec, Świętochłowice, Tychy, Zabrze. The union was registered on 8 June 2007 in the Register of Inter-municipal Unions under no. 284.

The main goal of establishing the USMU was to create a strong metropolitan centre composed of the largest cities of the Upper Silesian agglomeration that would streamline the management of the agglomeration through joint performance of administrative tasks and collective problem solving. According to the Charter of the USMU, it was obliged to perform the following public tasks:

- » to formulate a shared development strategy for the union cities in accordance with the Act on Spatial Planning and Development and include the strategy in the studies of the conditions and directions of spatial management of the cities;
- » to implement tasks listed in the joint development strategy of the union cities and submitted by the member municipalities under relevant agreements;
- » to raise funds from domestic and foreign earmarked instruments for the implementation of the union's objectives;
- » to manage roads transferred to the union for administration by the member municipalities under relevant agreements;
- » to prepare applications for public funds from the European Union budget for the implementation of public tasks within the union's competence;
- » to reinvigorate the labour market within the union cities by raising and managing funds allocated to this goal, and to promote innovative economic programmes increasing the level of competitiveness of the union cities to the extent agreed by the union members under relevant agreements;
- » to perform analyses and draw up reports on shortage professions and make assessments on the labour market and to support public education, in particular focusing on training in shortage professions, to the extent agreed by the union members under relevant agreements;
- » to express opinions on legislative and decision-making processes in matters of interest to the union given the tasks performed by the union at the national and regional level;
- » to cooperate with territorial government units, including local and regional communities of other countries, as well as government administration bodies.

Unfortunately, the Upper Silesian Metropolitan Union did not meet the expectations of its founders. This formula failed because of legal constraints imposed on municipal unions by the law and due to the specific character and structure of the Upper Silesian agglomeration. Some of the legal constraints include: lack of a stable source of income, procedure of election of union authorities, lack of capacity to plan and carry out investment projects of metropolitan importance, no possibility of cooperation with local

self-government actors at different levels. The union's structural problems result from the lack of a strong central core: it is made up of more than a dozen urban centres of comparable potential. The largest city in the agglomeration, Katowice, has a population of only 306,000 compared to 1,953,000 residents of other union cities. The area of Katowice is 165 km<sup>2</sup> versus 1,218 km<sup>2</sup> of the entire union. Of the 14 union cities eight have over 100,000 residents.<sup>13</sup> The structure of the Upper Silesian agglomeration creates a constant sense of competition between the neighbouring local self-governments.

"It became clear that the mere establishment of a metropolitan union and the drawing up of its development strategy is not enough. What is needed are decent legal instruments, fair financing rules, and an efficient governance apparatus. By legal instruments, of course, we mean a key law that would enable the integration of various systems in a permanent and sustainable manner."<sup>14</sup>

The formula of a voluntary municipal union actually failed in the Upper Silesian agglomeration. However, the analysis of metropolisation processes existing in the contemporary world reveals some universal trends. Attempts to appoint metropolitan governing bodies to control the development of functional areas have been made in many European countries. However, they would meet with reluctance, above all, of the part of smaller communes defending their own prerogatives.<sup>15</sup>

Similar phenomena and trends can be observed in Poland. Past experience shows, however, that solutions of establishment of the institution of a municipal union do not produce expected results. This is evident especially in such a specific area as the conurbation of Upper Silesia and the Dąbrowa Basin. Therefore, a proposal was brought forward to create a unit of basic territorial division in the form of a "metropolitan county," i.e. a special category of county. However, it would be necessary to make a law that would clearly define the terms of establishing and organising such a unit. Such a law should also list "metropolitan tasks" of the unit, among them that of programming the development of the metropolitan county by making planning arrangements that would be binding upon all its municipalities.

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<sup>13</sup> The population and area figures after the Chief Statistical Office, Statistical Yearbook of the Republic of Poland 2011.

<sup>14</sup> B. Maciejewska, B. Kozek. "Czy metropolia Silesia może się rozwijać w sposób zrównoważony." In: D. Szwed, B. Maciejewska. *Zrównoważony rozwój metropolii Silesia* (Gdańsk: Fundacja Przestrzeni Dialogu 2011), p. 23ff.

<sup>15</sup> Cf. B. Dolnicki. "Ustrój metropolii – współczesne koncepcje." *Administracja Publiczna, Studia krajowe i międzynarodowe* 2(16)2010, pp. 187-206.

The draft law laid the foundations for the introduction of metropolitan counties in Poland (yet no consensus was reached as to its ultimate name; some of the proposals were “Katowice metropolitan county” or “SILESIA metropolitan county”). The aim of the authors of the draft (Prof. B. Dolnicki, Prof. J. Gumińska-Pawlic, Prof. Cz. Martysz of the University of Silesia in Katowice) was to create a legal framework that would allow for the adjustment of the system of metropolitan regions to their actual structure and local specificity. The proposed model was envisaged to be employed for administration of the most integrated Polish agglomerations. In the authors’ view, at the time of proposing the bill to the Polish parliament, metropolitan county should incorporate the central cities of the Upper Silesian agglomeration.<sup>16</sup>

1 January 2016 saw entry into force of the Act of 9 October 2015 on Metropolitan Unions (Journal of Laws of 2015, item 1890 as amended). The rationale for its adoption was the need, arising from practice and the doctrine, to supplement the current structure of the public administration apparatus in its local self-government component with new elements: actors capable of effectively and efficiently satisfying the collective needs of the population of municipalities combined with their neighbouring local self-government units into a single body by forming a web of mutual dependencies in the functional, social, economic, and cultural dimensions.

Metropolitan union was to be established by the Council of Ministers through a regulation issued ex officio or following an application of the council of any municipality located within the metropolitan area. The application should go with a justification and any necessary documents, including maps. The Council of Ministers were to define, by way of a regulation, the procedure for submitting applications and the scope of documents to be attached, also taking into account the time limits provided for in the act, the efficiency of the procedure and the need to document the circumstances and conditions relevant for the examination of applications. However, no single regulation of this kind was ever adopted. Therefore, no metropolitan union was established on the basis of the provisions of the Act on Metropolitan Unions.

However, an effort was made in June 2016 to draft a new law on the metropolitan union in Silesian Voivodeship. The enactment on 9 September 2017 of the Act on the Metropolitan Union in Silesian Voivodeship (Journal of Laws of 2017, item 730)

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<sup>16</sup> B. Dolnicki, “Założenia ustawy o powiecie metropolitalnym Aglomeracji Górnośląskiej.” *Przegląd Prawa Publicznego* 12(2013); B. Dolnicki. “Koncepcja powiatu metropolitalnego.” *ST* 7-8(2014).

should be considered a great success. Entry into force of this law closes the long-term process of creating a legal framework for the operation and governance of metropolises.

### 3. Legal character of a metropolitan union

The legislator uses the term “metropolitan union.” In practice, this may lead to some controversies because of similarity to “municipal union.” However, the metropolitan union is an “additional entity,” the establishment of which will not change the operation of the units of the basic territorial division within the boundaries of the Silesian agglomeration. Therefore, it should pursue new tasks of a supra-municipal nature that have not been carried out to date. The metropolitan union was granted legal personality, however without empowering local communities at the same time. Therefore, in governance terms, the metropolitan union is deprived of the subject of a local self-government, i.e. the population. However, it holds the remaining three attributes of local self-government,<sup>17</sup> i.e.:

- » object – it is established in order to perform public tasks;
- » tasks – the Act on the Metropolitan Union in Silesian Voivodeship points to the union’s own tasks directly;
- » supervision – the union is subject to supervision pursuant to the provisions of the Act on Voivodeship Self-government.

The literature on the subject highlights many similarities between the construct of “metropolitan union” and “communal union” contained in the provisions of the Act on Municipal Self-government or the Act on County Self-government,<sup>18</sup> which reinforced an argument that a metropolitan union could be classified as a special type of union of local self-government units.<sup>19</sup> However, it seems that, given the regulations contained in the Act of 9 March 2017 on the Metropolitan Union in Silesian Voivodeship, this argument is no longer legitimate.

<sup>17</sup> See B. Dolnicki, *Samorząd terytorialny*. 7th ed. (Warszawa: LEX 2019), pp. 24-34.

<sup>18</sup> See Chapter 7 (Articles 64-73b) of the Act of 8 March 1990 on Municipal Self-government (Journal of Laws of 2020, item 713) and Chapter 7 of Articles 65-72c of the Act of 5 June 1998 on Country Self-government (Journal of Laws of 2020, item 920).

<sup>19</sup> See T. Bąkowski in T. Bąkowski, ed. *Ustawa o związku metropolitalnym. Komentarz* (Warszawa: LEX 2016), pp. 17-18.

The differences between a metropolitan union and a municipal union are shown in the table.

DIFFERENCES		
	Metropolitan union	Municipal union
<b>Establishment</b>	metropolitan union is established by a regulation of the Council of Ministers at the request of the minister responsible for public administration; application to establish a metropolitan union is submitted by the Katowice City Council	municipal unions are established through resolutions of municipal councils or county councils; they are submitted to the voivodeship governor and the registration authority, i.e. the minister responsible for public administration
<b>Public consultation and issuing opinions</b>	establishment of a metropolitan union requires consultation with residents, followed by an opinion issued by the decision-making body of the municipality that is to join the union; in addition, the voivodeship governor and the Silesian Voivodeship Assembly must express their opinion on the establishment of the union	procedure for establishing municipal unions does not impose the obligation of public consultation and of involving actors other than local self-government units that are to join the union
<b>Rationale for establishment</b>	application for the establishment of a metropolitan union in Silesian Voivodeship should go with a justification; in addition, the municipalities of the future union must have a total population of 2 million	neither the Act on Municipal Self-government nor the Act on County Self-government provide for any conditions for the establishment of a municipal union
<b>Type of legal regulation and statute-making freedom</b>	regulation contained in the Act on the Metropolitan Union in Silesian Voivodeship is comprehensive; provisions of the act regulate in detail the method of establishing and operating a metropolitan union	Act on Municipal Self-government and the Act on County Self-government regulate only the basic matters concerning the functioning of municipal unions; many relevant matters are to be resolved in the union charter



DIFFERENCES		
	Metropolitan union	Municipal union
<b>Voluntary entry and exit</b>	membership in a metropolitan union is compulsory; there is no possibility for municipalities to exit the union	municipal unions are formed voluntarily; the voluntary principle also applies to the right to exit the union
<b>Tasks/objectives</b>	Article 12(1) of the Act on the Metropolitan Union in Silesian Voivodeship lists the union's own tasks, which is a novelty because a metropolitan union is not a local self-government unit	municipal unions do not perform any tasks assigned by law; they only perform local tasks provided for in the charter
<b>Financing</b>	a metropolitan union is funded in a special procedure	municipal unions are financed from members' fees and earn profit from their activities
<b>Composition of the decision-making body</b>	in accordance with Article 21(1) of the Act on the Metropolitan Union in Silesian Voivodeship, the assembly body of the union consists of delegates, one from each municipality	municipality may have more than one representative in the assembly of an inter-municipal union; the assembly of a county union consists of two representatives of the union counties
<b>Adoption of resolutions</b>	resolutions of the assembly of a metropolitan union are adopted in a special procedure, i.e. by double majority of votes	resolutions of the decision-making bodies of municipal unions are generally adopted by an absolute majority of votes
<b>International cooperation</b>	metropolitan union is empowered to establish international cooperation with metropolitan entities in other countries	municipal unions are unable to establish international cooperation

Based on the facts provided in the table, metropolitan union is not a municipal union within the meaning of the law governing local self-governments. It does not fall under the provisions on inter-municipal unions, county unions, or county and municipal unions. Therefore, it should be considered a new institution of local self-government. Determining the legal nature of metropolitan union will require further research.

Only municipalities can join the union formed in Upper Silesian agglomeration. The legislator assigned a special role to the city of Katowice and its authorities. Not only is it the only municipality that has to participate in the union obligatorily, but its organs also play a central role in the union formation process.

Pursuant to the provisions of the Act on the Metropolitan Union in Silesian Voivodeship, the metropolitan union performs public tasks on its own behalf and on its own account, and its independence is subject to judicial protection (Article 2(1) and (3) of the act). The principle of independence and the related principle of judicial review of independence are the two basic guarantees of the smooth functioning of all bodies governed by public law operating within territorial government. They apply not only to municipalities, counties, and voivodeships but also to municipal unions. Hence, it was also necessary to apply these principles to the functioning of metropolitan unions.

Entrusting the union with tasks specified in Article 12 of the Act on the Metropolitan Union in Silesian Voivodeship, which until now have been reserved for local self-government bodies, is a novelty. According to the traditional concept, the so-called own tasks concern the collective needs of the community, which a municipality, country or voivodeship perform on behalf of and in the interest of the local self-government corporation.<sup>20</sup>

Given that a metropolitan union is not a local self-government unit but performs statutory tasks assigned to it, it is doubtful whether such tasks can actually be considered its own. Still, aware of any terminological issues that arise at this point, the answer should be affirmative. It seems that the tasks of a metropolitan union constitute a special type of own tasks.

Following the assignment of the tasks in question, the legislator provided for their special financing. According to Article 51(1) of the Act on the Metropolitan Union in Silesian Voivodeship, the source of union's income is the share in personal income tax

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<sup>20</sup> Cf. M. Tetra in *Samorząd terytorialny. Ustrój i gospodarka*. Z. Niewiadomski, ed. (Bydgoszcz-Warszawa: Oficyna Wydawnicza BRANTA 2001), p. 57.

collected within the territory of the union. In the year of establishment of the union, the share is 0.2% and reaches 5% in the following years.

The legislator does not explicitly indicate that metropolitan unions are compulsory, however, having reviewed the specific provisions of the act, this fact cannot be denied. The content of Article 4(1)(1) of the Act on the Metropolitan Union in Silesian Voivodeship is particularly noteworthy. It reads that the Council of Ministers establish a metropolitan union by a regulation and determines its area and boundaries by indicating the union municipalities. This provision unambiguously shows that the Council of Ministers, based on the application of the minister in charge of administration and the general establishment criterion contained in Article 4(1), decide *in fine* independently which municipalities will form the union. Moreover, pursuant to Article 7(4) of the Act on the Metropolitan Union in Silesian Voivodeship, even municipalities that are not interested in joining the union may be connected to it.

The act does not provide for the procedure of exiting the union, thus *de facto* depriving municipalities of this option. Indeed, Article 4(1)(2) of the act envisages a mechanism of redrawing the union boundaries, however, it serves the purpose of attaching new entities to the union rather than offering an opt-out option to the current members.

#### 4. Criteria for delimiting a metropolitan area

The metropolitan character of the urban centre is determined not only by its strength or impact but also by the complexity of its functions. The Upper Silesian agglomeration forms an extremely complex structure with numerous territorial communities and many actors representing the regional and central authorities.

Following the formula adopted in the Act on the Metropolitan Union in Silesian Voivodeship, the Council of Ministers, by way of a regulation, establishes the area and boundaries of the union. In other words, delimitation of a metropolitan area is bound by statutory criteria. Pursuant to Article 1(2) of the said act, the established metropolitan union, as an association of municipalities of Silesian Voivodeship, must embody the following attributes:

- » strong functional links;
- » advanced urbanisation processes;
- » spatially coherent area;
- » at least 2 million inhabitants.

A detailed analysis of the content of Article 1(2) of the Act on the Metropolitan Union in Silesian Voivodeship shows that the legislator was at least partially inspired by the wording of Article 5 of the Act on Metropolitan Unions and its definition of metropolitan area. Both referred provisions mention functional connections between municipalities forming a metropolitan union, the advancement of urbanisation processes, as well as a minimum number of inhabitants required of form a union.<sup>21</sup>

Article 1(2) of the Act on the Metropolitan Union in Silesian Voivodeship applies functional, morphological, and demographic criteria to delimit the area of the Silesian union. Given the existing characteristics of the Upper Silesian agglomeration, it seems that in practice the third criterion has the greatest impact on the ultimate shape of the union and in fact imposes a formula of 20+ members. Keeping in mind that the 13 agglomeration cities with the county status do not have a total population of 2 million, smaller towns and even the neighbouring rural municipalities will have to join in (the mayor of Jaworzno, however, has already announced that the municipality would not join the union) .

The obligation to demonstrate that the created metropolitan union meets the requirements of the act rests with the applicant, i.e. the city of Katowice. The application should justify the establishment of the union as well as providing statistical data on the population and area of the union. According to Article 5(4)(2) of the Act on the Metropolitan Union in Silesian Voivodeship, the aforesaid justification should describe, in particular, the forms of cooperation of the union municipalities, the functional connections and advancement of urbanisation processes, and the settlement and spatial system allowing for social, economic, and cultural bonds.

## 5. Tasks of a metropolitan union

The three-tier system of local self-government, finally established on 1 January 1999, provides for a dual division of tasks of local self-government units into local and regional. The former ones are performed by municipality and county and aim to satisfy the basic needs of residents by rendering public services. The latter ones are carried out by voivodeship self-governments which secure and organise an appropriate standard of living of the population.

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<sup>21</sup> For more on the definition of a metropolitan area, see R. Gajewski in T. Bąkowski, ed. *Ustawa o związku metropolitalnym. Komentarz* (Warszawa: LEX 2016), pp. 36-42.

Lessons drawn from everyday life show that the division of tasks into local and regional does not correspond to the character of metropolitan areas. Functional links existing between local self-government units cause the tasks of individual municipalities to merge into shared metropolitan tasks that should be performed by all municipalities. This phenomenon is particularly visible in collective public transport: it cannot be organised efficiently if it is done by individual municipalities of the metropolis in isolation. Unlike the “standard” tasks of local self-government units, public transport objectives are not to satisfy the needs of indwellers of a particular municipality or county but of the entire metropolis, or rather of all people currently staying within the metropolis or even living in a neighbouring locality influenced by the metropolis. The previous legal setting was not conducive to designing proper instruments to allow the efficient performance of metropolitan tasks.

Such tasks combine the elements of both local and regional objectives. A detailed list of “metropolitan tasks” is provided in Article 12(1) of the Act on the Metropolitan Union in Silesian Voivodeship. Metropolitan union is to perform public tasks in the following areas:

- » shaping the spatial order;
- » social and economic development within the union area;
- » planning, coordination, integration, and development of public transport, including road, rail, and other rail transport, as well as sustainable urban mobility;
- » metropolitan passenger transport;
- » cooperation in determining the course of national and regional roads within the union area;
- » promotion of the union and its area.

## 6. Authorities of a metropolitan union

The bodies of a metropolitan union are the assembly and the management board. A closer look at the detailed legal solutions regulating the rules of operation of the authorities of a metropolitan union reveals many new institutions that were previously unknown to Polish local self-government law.

### Metropolitan union assembly

The assembly of a metropolitan union is the union’s decision-making and controlling body. Its exclusive competence includes:

- » adoption of a development strategy for the union;
- » adopting the charter of the union;

- » adoption of a framework study of the conditions and directions of spatial development of the union;
- » approval of the budget of the union;
- » review of budgetary implementation reports of the union and its financial statements;
- » selection and dismissal of the management board members and determination of remuneration of the chairperson of the management board
- » adoption of resolutions on giving or not giving a vote of approval to the management board for the union's budget execution;
- » adoption of resolutions on property matters of the union;
- » appointment and dismissal of the union treasurer at the request of the chairperson of the management board.

The assembly is not a body enjoying unlimited competence; quite the contrary, the list of its tasks is not open-ended.

Controlling competence of the assembly is set out in Articles 24 and 30 of the Act on the Metropolitan Union in Silesian Voivodeship. The assembly discharges its responsibilities indirectly through an audit committee. The audit committee consists of at least three delegates. Membership in the audit committee cannot be combined with the function of the chairperson and vice-chairperson of the assembly. To date, no law on local self-government has stipulated the minimum composition of the audit committee. Besides, the audit committee reviews the operation of the management board and organisational units created by the union and may perform other controlling-related tasks assigned by the assembly. The assembly of a metropolitan union also performs a direct control function over the management board. It adopts an annual resolution on giving or not giving a vote of approval to the management board (pursuant to Article 30(2) of the Act on the Metropolitan Union in Silesian Voivodeship, failure to adopt a resolution on giving a vote of approval to the management board is equivalent to refusing such a vote).

The aforesaid resolution on not granting a vote of approval to the management board is tantamount to submitting a request for dismissal of the management board unless the management board is dismissed for other reasons after the end of the financial year. The assembly examines the request mentioned above at a meeting convened not earlier than after 14 days from the date of adopting the non-approval resolution.

The assembly is a collegiate body composed of delegates of the union municipalities. Each municipality, regardless of its size, can be represented in the assembly by one delegate. The delegate can be the municipal executive body, or a person authorised

by them. This solution prompts criticism. It is likely to perpetuate local particularism. The assembly members should be empowered to represent the interests of the entire agglomeration and not the interests of individual jurisdictions. The formula of a voluntary municipal union actually failed in the Upper Silesian agglomeration. Also, the analysis of metropolisation processes existing in the contemporary world reveals some universal trends. Attempts to appoint metropolitan governing bodies to control the development of functional areas have been made in many European countries. However, they would meet with reluctance, above all, of the part of smaller communes defending their own prerogatives.<sup>22</sup>

The union assembly is its legislative body. Pursuant to Article 25(1) of the Act on the Metropolitan Union in Silesian Voivodeship, resolutions of the assembly are adopted by a double majority of votes unless the law provides otherwise (a double majority is provided for in the Treaty of Lisbon). The requirement of obtaining a double majority is met if a resolution is adopted both by the majority of the legally required composition of the assembly and the number of delegates representing the municipalities whose inhabitants constitute the majority of the population of the metropolitan union. This solution is intended to prevent the scenario of municipalities with smaller number of inhabitants but more numerous in the assembly opposing resolutions. Taking into account the number of inhabitants in the procedure of adopting resolutions will practically result in the possibility of blocking each resolution by five most populous cities of the agglomeration operating in concert, i.e. Katowice, Sosnowiec, Gliwice, Zabrze, and Bytom. According to Article 25(3) of the Act on the Metropolitan Union in Silesian Voivodeship, the number of inhabitants referred to in Article 25(2)(2) is determined on the basis of data provided by the Central Statistical Office and valid on 30 June in the year preceding the voting year.

Any matters not provided for in the act are governed by the provisions on the operation of voivodeship assembly. These provisions will govern the election of the chairperson and vice-chairperson of the union assembly and the convention of its meetings.

### Metropolitan union management board

The management board of a metropolitan union is its executive body. It is composed of five members elected by the assembly in a secret ballot. This election procedure is borrowed from the Act on Voivodeship Self-government. First, the assembly delegates

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<sup>22</sup> Cf. B. Dolnicki. "Ustrój metropolii – współczesne koncepcje." *Administracja Publiczna, Studia krajowe i międzynarodowe* 2(16)2010, pp. 187-206. Similar phenomena and trends can be observed in Poland.

elect the chairperson of the management board and next, at the chairperson's request, the other members of the management board (this is a reference to the concept of management board in the Act on County Self-government and the Act on Voivodeship Self-government). Contrary to the voivodeship board, all members of the metropolitan union management board are elected in the same manner, i.e. by a double majority. The Act on the Metropolitan Union in Silesian Voivodeship does not impose any time limit for appointing the management board, nor does it foresee any consequences in the event of failure to appoint it. The provisions of Articles 37-40 of the Act on Voivodeship Self-government apply directly to the procedure of dismissal of the management board for reasons other than failure to be given a vote of approval and to the resignation of the entire management board or its individual members, however, the relevant assembly resolutions must be adopted by a double majority.

The management board performs the tasks of the union that have not been restricted to its assembly, in particular:

- » it executes resolutions of the assembly;
- » it manages the property of the metropolitan union;
- » it prepares a draft budget and executes it;
- » it manages and coordinates the organisational units of the metropolitan union and controls their activities, including the hiring and dismissal of their managers.

The rules and procedures of operation of the management board are laid down in the charter of the union. Resolutions of the management board are adopted by a simple majority in the presence of at least half of the legally required composition of the management board in an open ballot unless the law provides otherwise. Any matters not provided for in the Act on the Metropolitan Union in Silesian Voivodeship, the operation of the management board and the rights and obligation of the board members are governed by the provisions on the voivodeship management board and its members.

The management board of the metropolitan union, as in the case of the executive bodies of local self-government units, performs its tasks assisted by a relevant office, in this case, a metropolitan office.<sup>23</sup> The organisation of the metropolitan office is defined in the rules of procedure of the office adopted by the management board (the powers of the voivodeship management board regarding the adoption of its rules of procedure are similar). Since the provisions governing the operation of the marshal's office apply also to

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<sup>23</sup> For more on the concept of office, see J. Boć in J. Boć, ed. *Administracja publiczna* (Wrocław: C.H. Beck 2002), pp. 172-177.



the metropolitan office, it should be assumed that the chairperson of the management board is the head of the metropolitan office and the official superior of the office staff. The tasks of the union's management board and, more broadly, of the union as such may also be performed by other organisational units of the union, with the exception of the aforesaid metropolitan office. Under Article 36(1) of the Act on the Metropolitan Union in Silesian Voivodeship, the organisation and operation of the organisational units of the metropolitan union is defined in the rules of procedure adopted by the management board unless separate regulations provide otherwise. Provisions on local self-government personnel, i.e. the personnel of the marshal's office and of voivodeship self-government organisational units (Article 36(2) of the Act on the Metropolitan Union in Silesian Voivodeship) apply accordingly to the employees of the metropolitan office and other union's organisational units.

The Act on the Metropolitan Union in Silesian Voivodeship also regulates the status of treasurer of the union. They are appointed and dismissed by the union's assembly at the request of the chairperson of the management board (Article 37(1) of the Act on the Metropolitan Union in Silesian Voivodeship). The scope of their competence mirrors the solutions used in the self-government laws referred to elsewhere. Pursuant to Article 42(3) and (4) of the act, if a legal transaction may result in the creation of financial obligations, it requires the countersignature of the treasurer of the metropolitan union or a person authorised by them in order to be effective. If the treasurer refuses to countersign, they are obliged to do so upon a written instruction of the chairperson of the management board. They must notify the union's assembly and the Regional Audit Board about it. The treasurer of the metropolitan union in an advisory capacity may participate both in the work of the management board and in assembly meetings (pursuant to Article 39 of the Act on the Metropolitan Union in Silesian Voivodeship, the provisions on voivodeship treasurer apply to the treasurer of a metropolitan union if not provided for in the act).

The law also provides for the position of secretary of the metropolitan union. However, their powers are not set out in the act, which only mentions that the person may participate in the work of the management board and assembly meetings in an advisory capacity. In matters not provided for in the act, provisions governing the office of voivodeship secretary apply to the secretary of the metropolitan union accordingly. According to Article 38(1) of the act, members of the management board, the treasurer and the secretary of the metropolitan union are required to submit a declaration of financial interests.

## 7. Procedure for establishing a metropolitan union

The procedure for establishing a metropolitan union is complicated. It involves many factual and legal actions. In the case of the Upper Silesian agglomeration, it requires the participation of many entities, including:

- » municipal councils and residents of the municipalities to form the future metropolitan union;
- » Katowice City Council and mayor of Katowice;
- » Silesian Voivodeship Assembly, Governor of Silesian Voivodeship;
- » minister in charge of public administration;
- » Council of Ministers.

By the virtue of the law, the authority responsible for preparing an application for the establishment of a metropolitan union in Silesian Voivodeship is the Katowice City Council.

According to Article 5(1) of the Act on the Metropolitan Union in Silesian Voivodeship, the regulation on establishing a metropolitan union in Silesian Voivodeship may only be adopted pursuant to a request of the minister in charge of public administration submitted to the Council of Ministers, which, in turn, must be predated by the aforesaid application filed by the Katowice City Council via the voivodeship governor.

The only body legally authorised to initiate the procedure of establishing a metropolitan union in Silesian Voivodeship is the Katowice City Council. Pursuant to Article 5(5) of the act, the application for the establishment of a metropolitan union must include:

- » the name of the metropolitan union, indication of the seat of its authorities, and the delimiting of its boundaries;
- » justification for the establishment of the union, indicating, in particular, the forms of cooperation between the union municipalities, functional connections and advancement of urbanisation processes, and a description of the settlement and spatial system having regard to the social, economic, and cultural bonds;
- » statistical data on the population and the area covered by the application;
- » results of consultation with residents in individual municipalities;
- » information that the requirements referred to in Article 7(4) of the act have been fulfilled;
- » determination of estimated costs resulting from the regulation;
- » plans of the union's estimated revenue and expenditure for the next two financial years following the regulation.

Pursuant to Article 5(6) of the act, the following must be attached to the application:

- » resolutions of municipal councils regarding consultation with residents;
- » resolutions of the decision-making bodies of local self-government units containing the opinions referred to in Article 7(1) of the act;
- » a topographic map showing the boundaries of the municipalities covered by the application.

Based on Article 4(1) of the Act on the Metropolitan Union in Silesian Voivodeship, a metropolitan union may be established pursuant to a regulation adopted by the Council of Ministers. The word “may” used in the act means that the Council of Ministers have discretionary powers to decide whether the union should be established or not, even though all the formal requirements have been met by the municipalities concerned, the voivodeship governor, and the minister in charge of public administration. In no other law on local self-government, the legislator uses this kind of wording. Both in the case of making broadly understood territorial changes concerning municipalities and the content of Article 4(1) of the Act on Metropolitan Unions, the legislator rules categorically that, for example, “the Council of Ministers shall establish, merge, divide, and dissolves municipalities.”

According to Article 4(1) of the Act on the Metropolitan Union in Silesian Voivodeship, the legal and factual acts falling within the procedure of “establishing” a metropolitan union are:

- » determination of the name and seat of the union’s authorities;
- » determination of the union’s boundaries by indicating municipalities entering the union.

Interestingly, this solutions resembles the procedure of making broadly understood territorial changes to municipalities, granting them the city status or determining and changing their names and seats of their authorities, as provided in Articles 4, 4a and 4b of the Act on Municipal Self-government.

Based on Article 4 of the Act on the Metropolitan Union in Silesian Voivodeship, the Council of Ministers are empowered, by adopting a relevant regulation, to:

- » establish a metropolitan union in Silesian Voivodeship, determine its name and seat of its authorities, and determine its area and boundaries by indicating the municipalities that are members of the union,
- » change the area and boundaries of the metropolitan union by indicating the municipalities that are members of the union.

The regulation is adopted at the request of the minister in charge of public administration. The minister submits their request based on the prior application by the Katowice City Council to establish a metropolitan union. The Katowice City Council submits the application to the minister via the Governor of Silesian Voivodeship.

Before the regulation is adopted, the Council of Ministers hold consultation with and hear the opinions of:

- » councils of the municipalities to be included in the union preceded by consultation with their residents;
- » Silesian Voivodeship Assembly;
- » Governor of Silesian Voivodeship.

However, if the opinions are not expressed within two months from the date of relevant request, the requirement to collect opinions is deemed to be met. More importantly, issuing the regulation establishing the metropolitan union in Silesia requires a positive opinion of councils of at least 70% of the municipalities expected to join the union. This means that municipalities that return a negative opinion on their membership may be “incorporated” into the union anyway. This is relevant given the fact that no municipality is able to exit the union. Undoubtedly, therefore, the regulation establishing a metropolitan union and changing its boundaries should also be considered a normative act of an individual nature.<sup>24</sup> The principle of judicial protection of independence of local self-government does not apply here, either. For the law does not provide for any form of defence against the said regulation establishing a metropolitan union.

## 8. Recommendations

Based on the analysis of the material discussed in this study and its comparison with the solutions adopted in the Act on the Metropolitan Union in Silesian Voivodeship, several recommendations can be put forward:

- » when drafting laws regulating the organisation and operation of other metropolitan areas in Poland, the legislator should draw on experience of the Metropolitan Union of Upper Silesia and Dąbrowa Basin; it will help avoid legislative errors, especially regarding the procedure of establishment of new metropolises and defining their tasks and rules of operation;

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<sup>24</sup> B. Dolnicki, “Indywidualny akt normatywny.” *Przegląd Prawa Publicznego* 6(2017).

- » a specific type of agglomeration (i.e. metropolis, a dual-centre agglomeration, conurbation) requires separate legal regulations; one piece of legislation will not solve all problems (a failed attempt was already made – not a single union was established under the Act on Metropolitan Unions);
- » among the tasks of a metropolitan union, the following should be given precedence: the shaping of the spatial order, the planning, coordination, integration, and development of public transport, including road, rail and other rail transport, as well as sustainable urban mobility and a struggle for the clean natural environment, especially air.



## PAWEŁ ADAMOWICZ UNION OF POLISH METROPOLISES

The members of the Union of Polish Metropolises are the main urban centres of Polish historical districts (regions), such as Greater Poland (*Polonia Minor*), Masovia, Pomerania, Silesia, Lesser Poland (*Polonia Maior*), or of administrative macroregions, i.e. Central, Capital, etc. They are also the capitals of their respective voivodeships.

The history of partnership between the cities of the Union of Polish Metropolises dates back to 1990 when a few months after the first elections to municipal councils, the mayors of five cities: Gdańsk, Kraków, Poznań, Wrocław, and the Capital City of Warsaw decided to collaborate inspired by a project launched by the City Institute and entitled, *How Much State in the City Is Enough*. Initially, the collaboration was limited to mayors' conferences. In 1993 the Union of Polish Metropolises was registered as a foundation and ever since has been representing of the common interests of: Białystok, Bydgoszcz, Gdańsk, Katowice, Kraków, Lublin, Łódź, Poznań, Rzeszów, Szczecin, Wrocław, and Warsaw – the largest Polish cities. The guiding principle of the Union is the optimum development of its member cities and their metropolitan areas.

The Union members are 12 largest Polish cities which occupy less than 1% of the country's territory, although they are homes to about 18% of the Polish population. On the other hand, their metropolitan areas, delimited by the Union according to the NUTS classification, occupy 19% of the territory of Poland, and their residents constitute about 41% of the country's population. Most of Poland's GDP is generated in these metropolitan areas, and their core cities concentrate the basic institutional and human development potential of the nation.

As before, for 30 years of the Union's operation, and in the coming years, the master action plan is going to remain unshakeable: to support the development of territorial and economic self-government, to promote initiatives and activities aiding the establishment and operation of regional and local structures, to solve the problems of large cities together, to cooperate with central administration bodies and to liaise with national and

international organisations to champion the metropolitan cause in the state and its contribution to European integration.

The Union works closely with Poland-wide local self-government organisations: the Union of Polish Cities, the Union of Rural Municipalities of the Republic of Poland, the Union of Polish Counties, the Union of Polish Voivodeship, and the Union of Polish Towns to speak the same voice when entering in a dialogue with the Government of the Republic of Poland within the Joint Commission of the Government and Territorial Government, whose establishment was the fruit of Union's cooperation and with the Polish parliament. The Union forges partnership with regional unions, associations, and federations of local self-governments. The Union representatives are active in the Committee of the Regions of the European Union in Brussels and the Congress of Local and Regional Authorities of Europe (CLRAE) in Strasbourg. These contacts and partnerships are used for bottom-up advocacy of the interests of self-government communities.

In 2020 the Union of Polish Metropolises, and every local self-government institution in Poland alike, celebrates its 30th anniversary. Although the recent years have not always been favourable and auspicious for local self-government units, and sometimes have even been tragic (the murder of Mayor of Gdańsk Paweł Adamowicz on 14 January 2019), they have managed to develop and make progress against all odds.

With this experience, memory, and optimism, the Paweł Adamowicz Union of Polish Metropolises is looking towards the next decades of its activity.

The current composition of the Council of the Union of Polish Metropolises:

- » Mayor of Białystok, **Tadeusz Truskolaski**, President of the Management Board
- » Mayor of Bydgoszcz, **Rafał Bruski**
- » Mayor of Gdańsk, **Aleksandra Dulkiewicz**, Member of the Management Board,
- » Mayor of Katowice, **Marcin Krupa**
- » Mayor of Kraków, **Jacek Majchrowski**
- » Mayor of Lublin, **Krzysztof Żuk**, Member of the Management Board,
- » Mayor of Łódź, **Hanna Zdanowska**
- » Mayor of Poznań, **Jacek Jaśkowiak**, Member of the Management Board,
- » Mayor of Rzeszów, **Tadeusz Ferenc**
- » Mayor of Szczecin, **Piotr Krzystek**, Secretary of the Management Board,
- » Mayor of Warsaw, **Rafał Trzaskowski**, Chairman of the Council,
- » Mayor of Wrocław, **Jacek Sutryk**

More information about the history of the Union and its current operations is available at [www.metropolie.pl](http://www.metropolie.pl), Facebook @UniaMetropoliiPolskich and twitter @UniaMetropolii. Thank you for your cooperation to date. Please, feel free to contact us in the future.



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### Captions to images

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- » p. 87 Intercultural Dialogue Team at the Wrocław Centre for Social Development; photo by Wrocław Municipal Office

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**DEVELOPMENT DRIVERS: RESEARCH AND INNOVATION**

**Katowice** E-sport in Katowice: City's Image and Finances Enhanced

- » Author: Maciej Stachura, head of the Social Communication Department, Katowice Municipal Office
- » Acknowledgements to: Piotr Uszok, Mayor of Katowice between 1998 and 2014, Marcin Krupa, Mayor of Katowice from 2014, Deputy Mayor between 2010 and 2014; Danuta Kamińska, City Treasurer between 2001 and 2017, Waldemar Bojarun, Deputy Mayor of Katowice since 2015, Michał Jędrzejek, Katowice councillor between 2006 and 2014

**Rzeszów** Municipal ICT Network

- » Author: Rzeszów Municipal Office
- » Acknowledgements to: All members of personnel of the Rzeszów Municipal Office involved in the project

**Białystok** [Modern Technologies in Białystok's Silicon Forest](#)

- » Author: Dorota Mierzyńska, Dorota Perło – Białystok Functional Area
- Acknowledgements to: Anna Daszuta-Zalewska, Director of BSTP

**Poznań** [Open City Data](#)

- » Author: Grażyna Sworek, Agata Materna
- » Acknowledgements to: Stanisław Tamma, Secretary of the City of Poznań; Wojciech Pelc, Director of the Reference Service Department of the Poznań Municipal Office, Michał Łakomski, Mayor's Plenipotentiary for Smart City, Deputy Director of the Organizational Department, Beata Skrzypczak, Manager of the Reference Service Department, Iwona Matuszczak-Szulc, Director of the City Development and International Cooperation Department, Konrad Zawadzki, Director of the Poznań Kontakt Office, Jarosław Zawadzki, Deputy Director for Spatial Information at ZGIKM GEOPOL; Michał Michałowski, Head of the Department of Development and Implementation of Spatial Information at ZGIKM GEOPOL

**FORGING TIES WITH LOCAL SELF-GOVERNMENTS**

**Bydgoszcz** [Suburban Communities on Their Way to Bydgoszcz](#)

- » Author: Rafał Grzegorzewski
- » Acknowledgements to: Jacek Witkowski, Director of the Municipal Roads and Public Transport Authority in Bydgoszcz, Rafał Grzegorzewski, Deputy Director for Transport at the Municipal Roads and Public Transport Authority in Bydgoszcz, Tomasz Brzuchalski, Chief of the Transport Organization Department at the Municipal Roads and Public Transport Authority in Bydgoszcz, Anna Koźlińska, Chief of the Tariff and Ticket Department at the Municipal Roads and Public Transport Authority in Bydgoszcz, Andrzej Graczyk, Head of the Research and Analysis Section of the Municipal Roads and Public Transport Authority in Bydgoszcz

**Warszawa** [Integrated Territorial Investments as a Tool for Enhancing Cooperation between Local Self-governments in the Warsaw Metropolitan Area](#)

- » Author: Office of the Capital City of Warsaw
- » Acknowledgements to: All members of personnel of the Warsaw Municipal Office involved in the project

**Wrocław** [Agglomeration: Working for Business and Local Community](#)

- » Author: Wojciech Koerber, Department of Social Communication, Wrocław Municipal Office
- » Acknowledgements to: All members of personnel of the Wrocław Municipal Office involved in the project



- Poznań** [Metropolitan Cooperation as a Response to Contemporary Challenges of Large Cities](#)
- » Authors: Anna Aleksandrak, Piotr Wiśniewski
  - » Acknowledgements to: Board of the Association, including: Jacek Jaśkowiak, President of the Board of the Poznań Metropolis, Mayor of Poznań; Piotr Wiśniewski, director of the Association secretariat, Anna Aleksandrak, Mayor's Plenipotentiary for Institutional Relations, Bogdan Frąckowiak, Board's Plenipotentiary for Metropolitan Railway

## **GREEN CITY**

- Bydgoszcz** [Green and Blue Solutions Strategy](#)
- » Author: Municipal Water and Sewage Company in Bydgoszcz
  - » Acknowledgements to: Experts from the Municipal Water and Sewage Company who jointly completed the Rainwater project, in particular to the President of the Management Board of the company, Stanisław Drzewiecki

- Lublin** [Electromobility Leader](#)
- » Author: Grzegorz Malec, Director of the Municipal Transport Authority in Lublin
  - » Acknowledgements to: Personnel of the Municipal Transport Authority in Lublin, Miejskie Przedsiębiorstwo Komunikacyjne Sp. z o.o. in Lublin, the Energy Management Office, the Department of European Funds and the Department of Environmental Protection

- Szczecin** [Ecoports! This is it!](#)
- » Author: Paweł Adamczyk, Department of Waste Management, Szczecin Municipal Office
  - » Acknowledgements to: All members of personnel of the Szczecin Municipal Office involved in the project

- Kraków** [Countering Smog](#)
- » Author: Kraków Municipal Office
  - » Acknowledgements to: All members of personnel of the Kraków Municipal Office involved in the project

## **INFRASTRUCTURE AS A KEY TO DEVELOPMENT**

- Białystok** [Cycling through Białystok and Neighbouring Localities](#)
- » Author: Dorota Mierzyńska, Dorota Perło – Białystok Functional Area
  - » Acknowledgements to: All members of personnel of the Białystok Municipal Office involved in the project

**Rzeszów** Rzeszów Smart Transport System or How to Meet the Needs of a Modern City

- » Author: Rzeszów Municipal Office
- » Acknowledgements to: All members of personnel of the Rzeszów Municipal Office involved in the project

**Katowice** Culture Counts!

- » Author: Maciej Stachura, head of the Social Communication Department, Katowice Municipal Office
- » Acknowledgements to: Piotr Uszok, Mayor of Katowice between 1998 and 2014, Marcin Krupa, Mayor of Katowice from 2014, Deputy Mayor between 2010 and 2014; Krystyna Siejna, Deputy Mayor of Katowice between 2002 and 2014; Bogumiła Sobuła, Deputy Mayor of Katowice from 2014; Stanisław Podkański, City Architect; Adam Kochański, Chief of the Investment Department, Katowice Municipal Office

**Łódź** The Capital of Urban Regeneration

- » Acknowledgements to: All members of personnel of the Łódź Municipal Office involved in the project

**Gdańsk** Regeneration of Gdańsk Districts in Public-Private Partnership Author: Przemysław Rot

- » Acknowledgements to: All the members of the Urban Regeneration Committee in Gdańsk

**Wrocław** Urban Renewal: the Wrocław Way

- » Author: Bartłomiej Świerczewski, Director of the Department of Social Affairs, Wrocław Municipal Office
- » Acknowledgements to: All members of personnel of the Wrocław Municipal Office involved in the project



BIAŁYSTOK



BYDGOSZCZ



GDAŃSK



KATOWICE



KRAKÓW



LUBLIN



ŁÓDŹ



POZNAŃ



RZESZÓW



SZCZECIN



M.ST. WARSZAWA



WROCLAW

