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# SMALL CITIES IN THE DEVELOPMENT POLICY OF WARMINSKO-MAZURSKIE VOIVODESHIP

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#### Abstract

The article focuses on indicating the interpenetration of the development policy of the Warminsko-Mazurskie voivodeship and the development policy of small cities situated in the region. It aims to identify the development opportunities of small cities, within the context of voivodship development policy, and to assess the use of opportunities from this regional level of governance and administration. The study was based on the results of a survey conducted among representatives of urban gminas and urban-rural gminas as well as analysis of strategic and operational documents developed at the regional level. Development problems of small cities in the Warminsko-Mazurskie Voivodeship, identified from the local and regional levels, are very similar. However the differences are visible in terms of the effects of the expected intervention. In the regional documents – both strategic and operational ones, there is no special recognition of issues related to the development of small cities, but they can be found indirectly in some preferences that small towns have in applying for funds from the Regional Operational Program. Unfortunately, not all cities benefit from the opportunities offered by this Program.

## MAŁE MIASTA W POLITYCE ROZWOJU WOJEWÓDZTWA WARMIŃSKO-MAZURSKIEGO

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Słowa kluczowe: polityka regionalna, wymiar terytorialny, miasta, polityka miejska.

#### Abstrakt

W artykule skoncentrowano się na wskazaniu wzajemnego przenikania się polityki rozwoju województwa warmińsko-mazurskiego i polityki rozwoju małych miast usytuowanych na jego obszarze. Skonfrontowano obraz małych miast, tj. ich problemów i możliwości rozwojowych, widziany zarówno z ich poziomu, jak i samorządu województwa. W artykule dokonano próby identyfikacji możliwości rozwojowych małych miast jakie daje im polityka rozwoju województwa oraz oceny wykorzystania tych możliwości. Opracowanie powstało na podstawie wyników badania ankietowego przeprowadzonego wśród przedstawicieli urzędów gmin miejskich i miejsko-wiejskich oraz analizy dokumentów strategicznych i operacyjnych opracowanych na poziomie regionalnym. Problemy rozwojowe małych miast z województwa warmińsko-mazurskiego identyfikowane z poziomu lokalnego i regionalnego są podobne. Różnice natomiast są widoczne w zakresie efektów oczekiwanej interwencji. W dokumentach strategicznych i operacyjnych na poziomie regionalnym brakuje szczególnego ujęcia kwestii związanych z rozwojem małych miast, pośrednio można jednak je znaleźć w pewnych preferencjach, które małe miasta mają w zakresie aplikowania o środki regionalnego programu operacyjnego. Niestety nie wszystkie miasta korzystają z możliwości jakie daje im ten program.

### Introduction

Evolution in thinking about development policy, observed in recent years both in Europe and in Poland, has resulted in a reformulation of directions and approaches to programming of public intervention. The essence of these changes is the growing importance of the territorial dimensions of development policy. Territory goes beyond the administratively designated boundaries, and the identification of common potentials and challenges as well as the exchange of experiences between entities participating in the process of planning projects in a given area becomes a key factor (*Strategie ponadregionalne* 2015, p. 3). In this context, an integrated approach to development (integration of the socio-economic dimension with the territorial dimensions) is very important and is a *sine qua non* condition for the development of Europe and Poland. It may enable harmonious development in a manner consistent with the assumed

long-term goals, and thus avoid the civilization drift. An integrated approach to development is to increase the effectiveness of public actions *in toto*. This means, above all, the departure from the limitations brought by the sectoral or domain approaches to development towards a horizontal approach, combining multiple policy dimensions (including the territorial dimension) for more effective public interventions. Directions of intervention are determined by territorial specificities and functional arrangements of the EU-country, country-region, city-village, and also in the context of global challenges of the EU – other megap spaces (*Rozwój regionalny, polityka...* 2011, p. 113).

In the context of the growing importance of the territorial dimension in development policy, the urban dimension is also gaining in importance. Increasing percentages of the global human population live in urban areas. This density of human population in a major city can result in the negative effects of crowding, such as traffic congestion, pollution, and poverty. At the same time, the results can beneficial, including increased business and cultural activity that serve neighboring cities in the region (LEVER 1997, p. 230). Therefore, the development of cities has significant regional importance, which may explain why regional authorities intermediating between national and municipal forms of government, such as voivodships, produce development policies that offer guidance and support to cities in their territories.

For example, in the United States, states and county administration divisions operating below the federal government may produce a Comprehensive Economic Development Strategy (CEDS), which provides a regional development policy while also providing default guidance and standards for cities that seek to produce their own local development strategies. Meanwhile, in European Union (EU) cohesion policy, development of the cities has emerged as a key element. In the 1990s, it was noticed that both the main problems and potential development opportunities of the European Union are located in cities (*Rozwój regionalny w Polsce* 2010, p. 261). In Poland, urban policy is also gaining importance in the system of managing national and regional development. In the Strategy for Responsible Development, a critical document for Poland development as a nation, the subject of urban policy is now included.

Due to the growing importance of the territorial dimension in development policy (including urban policy) the article focuses on identifying the interpenetration of the policy for the development of small cities with the voivodeship development policy. In the literature, you can successfully find articles on the interrelation of urban policy with national or European policy. But there are not too many that confront the situation of small cities, with their problems and development opportunities, as seen from the level of these cities and the voivodship level. This article addresses this gap with a study of development policies among the small cities of the Warminsko-Mazurskie Voivodeship.

<sup>&</sup>lt;sup>1</sup> A concept taken from original thought of KUKLIŃSKI (2006).

### Methodical assumptions of research

There are many definitions of 'small cities' in the literature. For the purpose of the article, one of the most popular ways of dividing cities was adopted. It based on the number of inhabitants. A popular three-stage approach has been applied (for example Sekula 2012, p. 163–175, Bartosiewicz 2016, p. 234–244, Gibas 2017, p. 114–126), according to which small cities live up to 20,000 people, in average cities the number ranges from 20,000 to 100,000, while in large ones it exceeds 100,000.

The main source of information was the primary data collected during the survey (postal-internet survey) conducted among representatives of cities and gminas offices in Warminsko-Mazurskie Voivodship. The research was carried out in January 2018 in a group of 38 gminas (including: 5 urban and 33 urban-rural) meeting the adopted size criteria. Completed questionnaires sent back 17 respondents, which gave a return rate of 44.74%. The results of the survey made it possible to identify problems and development opportunities that are noticed by the small towns of the Warminsko-Mazurskie Voivodeship.

The analysis of primary data was supplemented with a desk research analysis of strategic and operational documents of the Warminsko-Mazurskie Voivodship, as well as secondary data from the Marshal's Office of the Warminsko-Mazurskie Voivodship in Olsztyn on the current state of implementation of the Regional Operational Program of the Warminsko-Mazurskie Voivodship for 2014–2020. The results of the desk research analysis provided information on the problems and development opportunities of small towns identified by the voivodship self-government.

# Small cities in the Strategy of socio-economic development of the Warminsko-Mazurskie Voivodeship

As part of work on the *Strategy of socio-economic development of the Warminsko-Mazurskie Voivodship until 2025*, a problem diagnosis under the name *Competitiveness of Warmia and Mazury* was developed. This diagnosis was the stage of building a strategy consisting in obtaining information about the region, analyzing this information and drawing conclusions helpful in formulating goals. Diagnosing the regions and cities is one of the most difficult stages of planning their socio-economic development. It requires extensive and comprehensive economic, social, environmental and technical knowledge. At the same time, it should be remembered that every diagnosis is a political 'commodity'. Accurate and useful diagnosis of development areas goes beyond the sphere of exclusive science competence (Dutkowski 2004, p. 11).

According to the adopted assumptions, the spatial scope of the diagnosis must give the basis for the purpose of territorialisation, which is why analytical activities were carried out at the level of gminas (not subregions or poviats) for which the development potential was estimated. With the help of the developed synthetic index<sup>2</sup>, the gminas of the Warminsko-Mazurskie Voivodship were grouped into three sets – gminas with high, average and low development potential (DZIEMIANOWICZ, SZLACHTA 2012, p. 52). In the group with high development potential, there were 14 small cities in the Warminsko-Mazurskie Voivodship, moderate – 19 cities and 5 in the group with low potential.

As part of the work on the diagnosis, 9 areas of strategic intervention (ASIs)<sup>3</sup>, were identified, according to the regional policy philosophy presented in the National Strategy of Regional Development 2010–2020: regions, cities, rural areas (NSRD) (DZIEMIANOWICZ, SZLACHTA 2012, p. 9). They have been included in the *Strategy of socio-economic development of the Warminsko-Mazurskie Voivodship by 2025* and they are ASIs: Warminsko-Mazurski Tiger<sup>4</sup>, Olsztyn and its functional area as the main pole of growth, Subregional centers, Modern Village, Areas of social periphery economic, Areas with poor access to public services, Border areas, Areas requiring restructuring and revitalization, Areas with extremely low communication accessibility. These areas overlap, hence one city may belong to several ASIs.

In ASI – *Warminsko-Mazurski Tiger*, there were 17 small cities from the Warminsko-Mazurskie Voivodship (45%). The criterion of choosing gminas for this ASI was the location of the gmina center within a maximum of 15 km from national road No. 7 and 16. According to the provisions of the Strategy, the expected effects of intervention for this area are primarily the dynamization of economic processes, development of network cooperation – including in the field of innovation, increase of investment attractiveness, increase of quality of life, increase of domestic and international cooperation (*Strategia rozwoju...* 2013, p. 50).

<sup>&</sup>lt;sup>2</sup> To construct the synthetic index, a number of indicators were used, which were divided into three thematic areas: the level of affluence, the level of modernity and the level of competitiveness. The development potential of the communes of the Warminsko-Mazurskie Voivodeship was calculated as the sum of three areas. The analyzes used the method of distance from the standard, which was used both to calculate the position of the commune in each dimension, and to calculate the synthetic index.

<sup>&</sup>lt;sup>3</sup> According to the NSRD, these are areas in which (a) government intervention is required, due to the burden that the region alone can not cope with, and (b) areas which, for social, economic or environmental reasons, exert or are likely to exercise in the future. significant impact on the country's development.

<sup>&</sup>lt;sup>4</sup> In the course of work on the Strategy, members of the teams involved (the *Team for the update of the Social and Economic Development Strategy of the Warminsko-Mazurskie Voivodship by 2020* and the *Task Team for Strategic Planning at the Marshal's Office of the Warminsko-Mazurskie Voivodship in Olsztyn*) established a name for this area strategic intervention. The name comes from the shape of the axis, which resembles a tiger.

To ASI – *Modern Village* has been included 35 small cities from the Warminsko-Mazurskie Voivodship (92%). The criterion for selecting units for this ASI, was valorisation of the voivodship's area due to the directions of agricultural development made by the Warminsko-Mazurskie Office of Spatial Planning in Olsztyn. This valorisation takes into account both the possibilities of multifunctional development of agriculture (including the ecological one) and the direction of intensive development of agriculture coinciding with the best parameters of the agricultural production space. The expected effects of intervention in this area include an increase in the specialization in the production of high quality food based on regional natural resources, supporting the income of the region's inhabitants, increase of business cooperation, as well as promotional and trade activities, growth of entrepreneurship (*Strategia rozwoju...* 2013, p. 53).

In ASI – Areas with poor access to public services, there were 21 small cities from the Warminsko-Mazurskie Voivodship (55%). To delimit this ASI, a statistical criterion was used, based on 11 indicators characterizing public services. The expected effects of interventions in this area are the increase in access to public services, social activation, improvement of transport connections with local growth centers, increase in entrepreneurship (*Strategia rozwoju...* 2013, p. 55).

To ASI – Areas requiring restructuring and revitalization were qualified 20 small cities from the Warminsko-Mazurskie Voivodship (53%). The delimitation of this area was carried out on the basis of the administrative and statistical criterion (municipalities and cities in urban and rural communes with more than 5,000 inhabitants). The expected effects of intervention in this area include the increase of social capital, improvement of education quality, increase of entrepreneurship, urban revitalization, increase of quality of life, increase of inter-municipal cooperation, improvement of communication connections with the environment (labor markets), specialization of cities and towns and increasing investment attractiveness of the area (Strategia rozwoju... 2013, p. 57).

In ASI – *Border areas* were included 17 small cities from the Warminsko-Mazurskie Voivodship (45%). The delimitation of this area was based on the solution proposed in the NSRD (National... 2010, p. 103), based on the network of poviats and taking into account the distance of the capital of this unit from the state border (up to 50 km). The expected effects of interventions in this area are the intensification of international cooperation, the use of opportunities resulting from local border traffic, the growth of entrepreneurship, improvement of communication links in the border zone, creation and promotion of tourism products ( $Strategia\ rozwoju...\ 2013$ , p. 56).

The small cities of the Warminsko-Mazurskie Voivodship, due to the multitude and diversity of development problems, belong to different ASI. The largest number (six) is entered Pasłęk, while the smallest one (one) – Mikołajki, Pasym and Ruciane Nida.

Voivodship development strategy indicate that the consequence of the determination of ASI is, among others, territorial approach to operational programs

co-financed by European Union funds, implemented by the Regional Government. As a rule, the fact of including certain units in ASI favors them in the scope of implementing activities assigned to a given ASI (eg in the Regional Operational Program) (*Strategia rozwoju...* 2013, p. 49).

# Problems and development opportunities of small cities in the Warminsko-Mazurskie Voivodship

The research shows that the vast majority of small towns in the Warminsko--Mazurskie Voivodship (94%) have a development strategy or another document in which development directions are described. Therefore, it can be concluded that the authorities of these cities have diagnosed development problems and planned actions to enable their elimination. This is confirmed by the adopted strategy development model. Surveys indicate that the vast majority of strategic documents were prepared by city office employees (88% of responses), together with representatives of residents (70% of responses), with the support of external experts, representatives of entrepreneurs and non-governmental organizations (over 64% of responses). This means that strategies for the development of small cities have been prepared with the participation of people who know their specificity and development problems best. In the few small towns of the voivodship, the preparation of the strategic document was outsourced to specialists from outside the city office (17% of responses). By creating development strategies for all small cities in the Warminsko-Mazurskie Voivodship, the provisions of the development strategy were taken into account.

According to respondents of the survey, the strategy of development takes into account the issues concerning small cities mostly in the area of protection of environment and nature and water management (70% of responses), waterworks and water supply, removal and treatment of urban waste water, maintenance of cleanliness and order and sanitation (52%), tourism (47%), social assistance (41%), infrastructure (roads, squares) (41%). Promotion of gminas, attracting of investors, building of partnerships, and stimulation of cooperation were found in further places. Despite the fact that the respondents indicated the above mentioned areas as those in which the regional development strategy takes small cities into account in the best way, similar areas were indicated as those in which the Voivodeship development policy should address small cities in a special way. Respondents pointed communal roads, streets, squares, bridges and road traffic organization (58% of responses), waterworks and water supply (52%), promotion of the gminas (47%), attracting of investors (47%), spatial order and real estate management (45%), protection of environment and nature (45%), water management (45%) and culture (41%).

The vast majority of small cities in the Warminsko-Mazurskie Voivodeship (64%) struggle with many developmental problems, while 6% of cities do not identify such problems at all.

Representatives of small cities inform the institutions responsible for the development policy of the Warminsko-Mazurskie Voivodeship about existing problems, but they do so in various ways.

Most of them use their informal contacts with regional administration (60% of responses) and they take part in public consultations of various strategic documents (11%)

Moreover, city representatives are members of formal bodies set up by the voivodeship self-government (eg. the Panel on the updating of the Development Strategy, etc.). During the discussion on these kind of groups they also have the opportunity to report problematic issues or development problems (11%).

The authorities of small cities undertake a number of actions aimed at eliminating the identified barriers. The vast majority of them (70% of responses) implement projects financed from the external funds and this is the main way to tackle development problems.

Furthermore, cities take part in bottom-up initiatives, associations, formal groups etc. (eg Association of Polish Cittaslow Cities) (64% of responses), implement investments financed with own resources (58%) and establish cooperation with partner cities and use their experiences (41%).

In the respondents' opinion, a significant part of projects (over 71% of responses) was implemented with quite positive effects. Some issues have been solved, but in many cases the problems are large and there is a need of time and substantial financial resources for further improvement.

According to the survey, the most important investment needs indicated by the respondents are related to the expansion/modernization of the basic infrastructure (roads, sewers, waterworks), enhancing of entrepreneurship and economic development of the city (eg creating economic zones, counteracting problems on the labor market and activating the local community (eg actions for young people, anti-exclusion, etc.).

# The use of ROP WM funds by small cities in Warminsko-Mazurskie Voivodship

According to the collected empirical evidence, small cities tackling development problems, first of all implement projects financed from EU funds. For more than half of the small cities of the Warminsko-Mazurskie Voivodship, the main financial source for European projects is Regional Operational Program. The Program's provisions include preferences for Areas of Strategic Intervention (ASIs).

The program includes thematic objectives and corresponding investment priorities selected by the voivodeship and agreed with the European Commission. It covers 10 thematic objectives and 32 investment priorities. In 10 investment priorities (about one third of all priorities), preferences for areas of strategic intervention have been identified. One priority can be implemented only on the ASIs listed in the Program. These priorities include:

- increase of commercialization of R&D results;
- increase of the availability and quality of pre-school education;
- increase of the use of advanced information and communication technologies;
- preservation, protection, promotion and development of natural and cultural heritage;
  - increase of regional mobility;
  - increase of railway accessibility;
- support for physical, economic and social revitalization of poor communities in urban and rural areas;
  - improving of the quality and effectiveness of health and social services;
  - development of education and training infrastructure;
  - access to labour market.

It is worth emphasizing that preferences in ROP WM do not concern only one ASI identified in the voivodship's development strategy, ie rural areas. This is due to specificity of the Program, which is not addressed in a particular way to rural areas. Preferences for other ASIs have been specified in the Program with varying frequency. Mostly they apply to ASI – Areas with low access to public services (preferences in 7 out of 10 investment priorities in which ASI is indicated) and ASI – Areas of social and economic peripherisation (6 out of 10). It means that the in the ROP WM in particular included ASI delimitated according to criteria of negative socio-economic phenomena.

The preferences for particular ASIs included in the Regional Operational Program give eligible entities the opportunity to intensify the use of EU funds to eliminate identified development barriers. However, the activity and effectiveness of entities (including small cities) in applying for these funds is a different issue.

The analysis was based mainly on the activity of gminas of the Warminsko-Mazurskie Voivodeship in calls, the effectiveness of their applications and the value of contracts signed by small cities under the ROP WM. Among small cities in the voivodeship, only one city, ie Tolkmicko, did not submit any application under the regional program. As to the other small cities, their activity in applying for funds is various. They have submitted applications from 1 to even 20 (Lidzbark Warmiński) for co-financing. The average was about 8 projects per one small city in the region. This result is close to the average of all local authorities. Figure 1 shows the activity of local government units in applying for funds under the ROP WM.

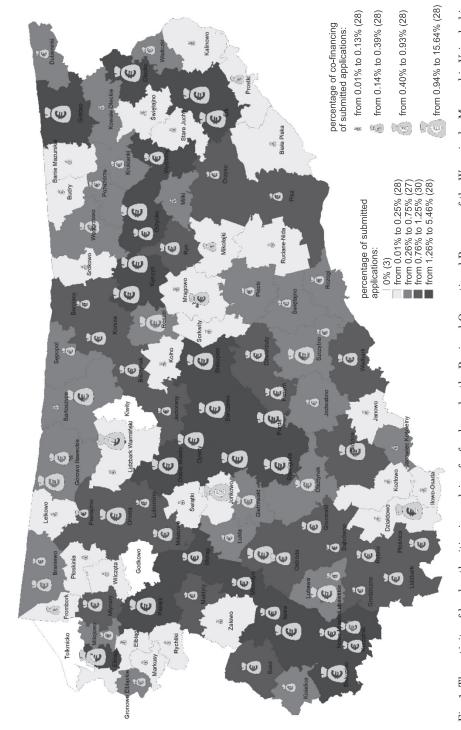
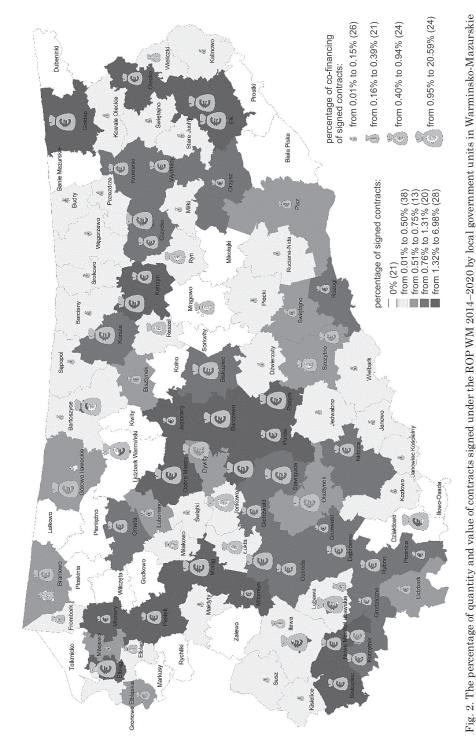


Fig. 1. The activity of local authorities in applying for funds under the Regional Operational Program of the Warminsko-Mazurskie Voivodeship for 2014–2020 (the percentage of quantity and value of submitted applications for co-financing) as at 19.02.2018. Source: authors' own analysis based on figures published by Warminsko-Mazurskie Marshall Office.



Source: authors' own analysis based on figures published by Warminsko-Mazurskie Marshall Office. voivodship as at 19/02/2018.

Beside the activity in applying for funds under the ROP WM, efficiency is also important. The average effectiveness of small cities is around 39% and is close to the average efficiency of all local authorities in Warminsko-Mazurskie Voivodeship. Three small cities in the region (Jeziorany, Lubawa, and Pasym) have achieved the effectiveness above 70% and that was the highest result. So far, four small cities have not yet signed any contract for the implementation of the project under the Program. As to the other small cities, the number of implemented projects ranges from 1 to 10, with an average of 4 projects per 1 city. This differ in the negative way from the average for all local authorities. Figure 2 shows the territorial distribution of the quantity and value of contracts signed under the ROP WM.

When analyzing the value of contracts signed by small cities of the Warminsko-Mazurskie Voivodeship, significant differences can be noticed. The total value of contracts signed under the ROP WM for one small city is between PLN 400 thousand to over PLN 39 million, with the average value for one project about PLN 1.7 million. Therefore significant discrepancies can be noticed both in the activity of small cities in getting funds under the ROP WM, but also in the amount of funds received.

### Summary and conclusions

The small cities of the Warminsko-Mazurskie Voivodeship set their development goals in strategic documents. When creating strategic documents, they take into account the regional development strategy. This is an example of interaction between development plans at the local and regional level and at the same time a confrontation of the image of small cities (ie their problems and development opportunities) seen from the level of these cities and the voivodeship. The study confirmed that the picture is very similar.. On the stage of diagnosing development problems, both small cities and regional self-government identify similar development problems of small cities. Discrepancies can be seen in identifying development opportunities. Small cities implement mainly infrastructure investments. However, the regional self-government in the development strategy indicates a wider range of effects of intervention in individual ASI. Although small cities identify a number of social problems, they focus on the projects aimed at reducing problems at the economic and spatial-environmental interface. This was confirmed during the meeting organized by Marshall Office on July 13, 2017. The aim of the meeting was discussion on the possibility of intensifying applying for funds from the Regional Operational Program. It must be noticed that large and expensive infrastructural projects (roads, water and sewage network) involve significant funds for own contribution. Thus, there is less the possibility of generating own contribution for the other projects (eg 'soft projects'). Small cities try to tackle identified development problems, mainly through the implementation of projects co-financed with EU funds. Every second small city indicates ROP WM as a source of funding for these projects. The preferences for ASIs in this Program strengthen its territorial dimension. At the same time it gives preferences to stimulate local development of areas that are part of a ASI, including small cities. This is an example of identifying and indicating the development opportunities of small towns that have been considered strategic by the voivodship authorities. This can be also considered as an indirect impact of regional policy for urban development. Both in the regional development strategy and the operational program there are no explicit indications or the inclusion of urban development policy in a special way.

It should be noticed that unfortunately, not every small city in the Warminsko-Mazurskie voivodship use the chances given in the ROP WM with the preferences for the ASIs in which they are located. While the activity of small cities in applying for funds from the program is similar to the average activity of all local authorities, the number and value of projects per one small city is lower than the average. One small city has not applied for funds under ROP WM so far, and three cities have not yet signed any financing agreements.

In conclusion, this article provides further evidence and examples of how the development policy of a voivodeship and the development policy of small cities interpenetrate. This study of the Warminsko-Mazurskie voivodeship shows that regional development policy is often recognized as relevant by small cities in the territory, but small cities will vary about if and where they will make use of advantages which voivodeship development policy offers. At the same time, the expense and wide territorial scope of some development efforts (large infrastructure projects) are beyond the means of small cities to address, thus pointing to where regional development policy is most critical to the survival or progression of smaller cities within the voivodeship.

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