

# PRACE NAUKOWE

Uniwersytetu Ekonomicznego we Wrocławiu

# RESEARCH PAPERS

of Wrocław University of Economics

Nr 334

## Local and Regional Economy in Theory and Practice

edited by  
Małgorzata Markowska, Dariusz Głuszcuk,  
Beata Bal-Domańska



Publishing House of Wrocław University of Economics  
Wrocław 2014

Copy-editing: Elżbieta and Tim Macauley

Layout: Barbara Łopusiewicz

Proof-reading: Barbara Cibis

Typesetting: Adam Dębski

Cover design: Beata Dębska

This publication is available at [www.ibuk.pl](http://www.ibuk.pl), [www.ebscohost.com](http://www.ebscohost.com),  
Lower Silesian Digital Library [www.dbc.wroc.pl](http://www.dbc.wroc.pl),  
and in The Central and Eastern European Online Library [www.ceeol.com](http://www.ceeol.com)  
as well as in the annotated bibliography of economic issues of BazEkon  
[http://kangur.uek.krakow.pl/bazy\\_ae/bazekon/nowy/index.php](http://kangur.uek.krakow.pl/bazy_ae/bazekon/nowy/index.php)

Information on submitting and reviewing papers is available on  
the Publishing House's website  
[www.wydawnictwo.ue.wroc.pl](http://www.wydawnictwo.ue.wroc.pl)

All rights reserved. No part of this book may be reproduced in any form  
or in any means without the prior written permission of the Publisher

© Copyright by Wrocław University of Economics  
Wrocław 2014

**ISSN 1899-3192**

**ISBN 978-83-7695-496-7**

The original version: printed

Printing: EXPOL, P. Rybiński, J. Dąbek, sp.j.  
ul. Brzeska 4, 87-800 Włocławek

## Contents

<b>Preface</b> .....	9
<b>Beata Bal-Domańska:</b> Convergence of Central and Eastern European regions – spatial aspect.....	11
<b>Barbara Dańska-Borsiak:</b> The determinants of migration outflows from Polish sub-regions in both internal movement and abroad – identification and comparison.....	22
<b>Anna Golejewska:</b> Rethinking regional competitiveness. The role of productivity.....	33
<b>Małgorzata Golińska-Pieszyńska:</b> Intellectual capital as an important element of knowledge management.....	43
<b>Piotr Hajduga:</b> Special economic zones in the Lower Silesia region as a regional development stimulator during the crisis .....	56
<b>Petr Hlaváček:</b> Analysis of the development processes of the city of Ústí nad Labem as an example of the social and economic transformation of cities in the Czech Republic.....	66
<b>Anna Jasińska-Biliczak, Jan Buleca:</b> Participation of economic self-government in the process of the promotion of entrepreneurship – case study of Poland, Germany and Slovakia.....	78
<b>Małgorzata Karczewska:</b> Diversity of the gross expenditure on R&D in GDP by sources of funds in Poland against the background of the European Union .....	89
<b>Artur J. Kożuch, Janusz Sasak, Kamilla Noworól:</b> Target costing and participatory budget in Territorial Self-Government Units.....	97
<b>Alina Kulczyk-Dynowska:</b> National park as an element fostering the sustainable development of the region – the example of the Tatra municipalities.....	108
<b>Iwona Ładysz:</b> The regional dimension of economic security in the age of globalisation using the example of the Lower Silesian Voivodship .....	118
<b>Krzysztof Malik:</b> Smart specialisation and Key Enabling Technologies in the New Regional Development Policy .....	128
<b>Štefan Marsina, Pavol Oravský:</b> Utilization of geothermal energy as a renewable source.....	141
<b>Anna Mazurek-Kusiak, Julia Wojciechowska-Solis:</b> Noticeability and effectiveness of tourism promotion in Lublin province .....	149
<b>Grygorii Monastyrskiyi, Tetyana Monastyrska:</b> Modernization of local self-government in Ukraine.....	160
<b>Alicja Olejnik:</b> Prospects and frontiers of Multidimensional Panel Spatial Autoregressive Models .....	170

<b>Pavol Oravský, Štefan Marsina:</b> Infrastructure of energetics and its diversification .....	180
<b>Alina Piątyszek-Pych:</b> The cluster development policy in Poland .....	190
<b>Zbigniew Piepiora:</b> Occurrence of natural disasters in Africa and international cooperation in the field of counteracting their effects .....	200
<b>Renata Pisarek:</b> The importance of passenger air transport and high-speed rail for regional development.....	210
<b>Małgorzata Rogowska:</b> The quality of public space in the development of urban areas.....	223
<b>Joanna Szafran:</b> Public-private partnership in Poland and the European Union .....	231
<b>Ewelina Szczech:</b> Is there a creative city in Poland? Defining and measuring the concept in Poland .....	242
<b>Andrzej Sztando:</b> Twelve rules for the construction of planning documents prepared by self-government units .....	252
<b>Maciej Turala:</b> Institutional capacity in Polish communes. Strategic, financial and spatial planning dimension .....	264
<b>Alla Vasina:</b> Management of the investment potential of Ukraine's regions in the process of regional structural policy realization .....	275
<b>Svitlana Veleshchuk:</b> Strategic development of the region in the context of the branding concept.....	285
<b>Marcin Bogdański, Wioletta Wierzbicka:</b> Socio-economic potential of Polish voivodship cities.....	295
<b>Marcelina Zapotoczna, Joanna Cymerman:</b> Application of selected synthetic measures in the assessment of the level of satisfied housing needs in Poland.....	306

## Summaries

<b>Beata Bal-Domańska:</b> Konwergencja regionów (NUTS-2) Europy Środkowo-Wschodniej – aspekt przestrzenny .....	21
<b>Barbara Dańska-Borsiak:</b> Determinanty krajowych i zagranicznych odpływów migracyjnych z podregionów – identyfikacja i porównanie .....	31
<b>Anna Golejewska:</b> Rozważania na temat konkurencyjności regionalnej. Rola produktywności.....	42
<b>Małgorzata Golińska-Pieszyńska:</b> Kapitał intelektualny jako ważny element zarządzania wiedzą.....	55
<b>Piotr Hajduga:</b> Specjalne strefy ekonomiczne na Dolnym Śląsku jako stimulator rozwoju regionalnego w dobie kryzysu .....	65

<b>Petr Hlaváček:</b> Analiza procesów rozwojowych miasta Ústí nad Labem jako przykład społecznych i ekonomicznych transformacji zachodzących w miastach Republiki Czeskiej .....	77
<b>Anna Jasińska-Biliczak, Jan Buleca:</b> Partycypacja samorządu gospodarczego w procesie wspierania przedsiębiorczości – analiza przypadku Polski, Niemiec i Słowacji .....	87
<b>Małgorzata Karczewska:</b> Zróżnicowanie udziału wydatków na B+R w PKB w Polsce według źródeł finansowania na tle krajów Unii Europejskiej ....	96
<b>Artur J. Kożuch, Janusz Sasak, Kamilla Noworól:</b> Rachunek kosztów docelowych a budżet partycypacyjny w JST.....	107
<b>Alina Kulczyk-Dynowska:</b> Park narodowy jako element wspierający równowagę rozwoju regionu – przykład gmin tatrzańskich .....	117
<b>Iwona Ładysz:</b> Regionalny wymiar bezpieczeństwa ekonomicznego w dobie globalizacji na przykładzie województwa dolnośląskiego.....	127
<b>Krzysztof Malik:</b> Specjalizacje inteligentne i technologie wiodące w Nowej Polityce Rozwoju Regionalnego .....	140
<b>Štefan Marsina, Pavol Oravský:</b> Utylizacja energii geotermalnej jako źródła odnawialnego.....	148
<b>Anna Mazurek-Kusiak, Julia Wojciechowska-Solis:</b> Zauważalność i skuteczność promocji turystyki w województwie lubelskim .....	159
<b>Grygorii Monastyrskyi, Tetyana Monastyrska:</b> Modernizacja samorządu lokalnego na Ukrainie .....	169
<b>Alicja Olejnik:</b> Perspektywy i ograniczenia panelowego wielowymiarowego autoregresyjnego modelu przestrzennego .....	179
<b>Pavol Oravský, Štefan Marsina:</b> Infrastruktura energii elektrycznej i jej dywersyfikacja.....	189
<b>Alina Piątyszek-Pych:</b> Polityka rozwoju klastrów w Polsce .....	199
<b>Zbigniew Piepiora:</b> Występowanie katastrof naturalnych w Afryce i międzynarodowa współpraca w zakresie przeciwdziałania ich skutkom .....	209
<b>Renata Pisarek:</b> Znaczenie pasażerskiego transportu lotniczego i kolei dużych prędkości dla rozwoju regionalnego .....	222
<b>Małgorzata Rogowska:</b> Jakość przestrzeni publicznej w rozwoju aglomeracji miejskich.....	230
<b>Joanna Szafran:</b> Partnerstwo publiczno-prywatne w Polsce i w Unii Europejskiej.....	241
<b>Ewelina Szczech:</b> Czy w Polsce istnieje miasto kreatywne? Próba definicji i pomiaru zjawiska w Polsce .....	251
<b>Andrzej Sztando:</b> Dwanaście zasad budowy dokumentów planistycznych jednostek samorządu terytorialnego.....	263
<b>Maciej Turała:</b> Sprawność instytucjonalna polskich gmin. Wymiar planowania strategicznego, finansowego i przestrzennego .....	274

---

<b>Alla Vasina:</b> Zarządzanie potencjałem inwestycyjnym regionów Ukrainy w realizacji regionalnej polityki strukturalnej .....	284
<b>Svitlana Veleshchuk:</b> Strategia rozwoju regionu w kontekście koncepcji branding.....	294
<b>Marcin Bogdański, Wioletta Wierzbicka:</b> Potencjał społeczno-gospodarczy miast wojewódzkich w Polsce.....	305
<b>Marcelina Zapotoczna, Joanna Cymerman:</b> Wykorzystanie wybranych miar syntetycznych do oceny zaspokojenia potrzeb mieszkaniowych w Polsce .....	316

**Maciej Turała**

University of Lodz, Faculty of Management

---

## **INSTITUTIONAL CAPACITY IN POLISH COMMUNES. STRATEGIC, FINANCIAL AND SPATIAL PLANNING DIMENSION**

---

**Summary:** Local and regional development are the key objectives for any national, regional and local development strategy. Local and regional authorities, which are key actors in drafting and implementing such strategies, are to a large degree responsible for the success or failure of the undertaken actions. The outcome of strategic planning and management in territorial units thus depends on the institutional capacity of local authorities. This paper analyses the notions of institutional thickness, institutional capital and institutional capacity. Approaches and definitions are given first, dependencies and relationships between these concepts are then explained and illustrated with an example from Polish local governments (communes).

**Keywords:** institutional capacity, institutional thickness, local government.

DOI: 10.15611/pn.2014.334.25

### **1. Institutional capacity – general discussion**

The discussion of institutional capacity in the context of local, regional or even national governments should start with setting a clear praxeological background. Analyses of local government performance often relate to concepts of efficiency, effectiveness, economy. Yet the precise understanding of these terms becomes difficult when dealing with an entity as complex as a territorial unit. In other words, the performance of the territorial unit is not the same as the performance of local authorities (i.e. local administration), although – admittedly – the two can be inter-dependent.

A territorial unit may be defined as efficient if it is effective (i.e. it has the ability of reaching goals and objectives), economic (i.e. it maximises the ratio of results of activities and policies to their costs) and beneficial or profitable (i.e. it maximises the number of stakeholders who benefit from the undertaken activities and policies). This broad approach to understanding a territorial unit's efficiency requires that efficiency is assessed in two dimensions – one based on the local community and its potential for performing local government functions (static approach), and the other based on the outcomes of the activities and policies which the local government undertakes (dynamic approach) [Władyka 2008].

Other researchers emphasise that the efficiency of territorial units may be approached either from an organisational perspective or from a financial one. The organisational perspective on efficiency emphasises the quality of management in local government administration, the ability of reaching objectives and the capacity for adjusting strategically to changes in the environment. The financial perspective on efficiency emphasises transaction costs, economising and selecting the most appropriate financial instruments serving the purpose of distributing locally produced goods and services [Skica 2012]. The financial perspective on efficiency and the general praxeological concepts are also reflected in the concept of 4Es of public spending (economy, efficiency, equity and effectiveness) [Bailey 2004].

In general terms, these approaches fit well to the discussion on institutional thickness and institutional capacity which emphasises a number of factors related to the institutional framework and their importance for regional development. The first of the factors is *institutional thickness*, defined as the existence of multiple and varied institutions which all play a part in ensuring local and/or regional development (the concept was first put forward by Amin and Thrift [1994, 1995]). The second factor is a *coordinating network*, which ensures the cooperation of multiple and functionally different institutions [Hausner 2001]. The third and final factor is the *institutional capacity* of all the institutions in the network, especially of the local government and/or regional government administrations.

A discussion of institutional thickness (a characteristic which is more quantitative in nature) and institutional capacity (a more qualitative characteristic), leads to the conclusion that socio-economic development depends not only on a narrow set of economic or financial factors but, on the contrary, the ability of all stakeholders (i.e. local and/or regional authorities) to initiate and sustain the development processes in a given territory. This ability depends, more and more, on many factors of a social, cultural or indeed institutional nature [MacLeod & Goodwin 1999]. Thus the existence of appropriate institutional thickness and institutional capacity is one of the key conditions for development [Evans & Harding 1997, Raco 1999, Gibbs et al. 2001], especially so in the lagging regions [Amin 1999], and through increasing the regions' competitiveness [Hausner 2001]. Some of the more recent contributions to this discussion have raised issues of sustainability, claiming that building institutional capacity makes it possible to focus on long-term tasks within a framework of cross-sector and multi-level governance rather than on solving the immediate social as well as environmental problems [Polk 2011].

## **2. Measuring institutional capacity in local government administration**

Institutional capacity, as a qualitative feature of independent organisations, may be measured in different ways, depending on the type of institution, its objectives and



general context. Insofar as local and regional socio-economic development is concerned, it is reasonable to assume the key impact of local (regional) government administration.

One of the approaches to measuring the institutional capacity of local government administration was put forward by Swianiewicz et al. [2000]. According to this approach, institutional capacity may be assessed in seven dimensions: (1) the quality of services offered by the local government administration, (2) fair conduct, (3) innovativeness, (4) financial planning and management, (5) quality of legislation, (6) political stability and economic development policy.

Another approach emphasises the role of the management control system as a means of improving the practice of public management and the institutional capacity of local government administration. This concept underlines five key dimensions which ought to be taken into account when assessing institutional capacity: (1) organisational culture (including organisational structure, appropriate delegation of competences, identification of sensitive tasks, qualifications and attitudes of staff), (2) approaches to risk management, (3) information and communication systems, (4) internal control mechanisms and (5) internal audit and assessment [Stec (ed.) 2005].

Other researchers refer to institutional capital. The institutional capacity in this approach depends firstly on the institution's capacity for learning and using expert knowledge, secondly on cross-departmental working and creativity in policy making and thirdly on vision and strength in implementing development policies [Luhde-Thompson 2004].

Alternative approaches to measuring the institutional capacity of local, regional and national government administration are put forward by the administration itself. The Ministry of Regional Development in Poland published a report [Pogorzelski 2011] whereby the institutional capacity of public administration is reflected in the quality of public services, the degree of independence from political influence, the quality of the formulated and implemented policies and public infrastructure. The usage of ICT and *smart* solutions in public administration is another prominent factor in deciding about institutional capacity mentioned in the report.

In an attempt to combine all the approaches to measuring institutional capacity which were mentioned above, a five-dimensional method of measurement has been put forward [Turała 2013] emphasising the following dimensions: (1) strategic management and spatial planning, (2) financial management, (3) relations with the environment, (4) organisational structure and procedures and (5) human resources.

### **3. Research methodology and research findings**

Strategic management and spatial planning dimension of institutional capacity relates to formulating and updating strategic documents, including development strategies, local development plans and spatial planning documents. The financial management and planning aspect of the analysed dimension relates to the existence

of multi-annual financial plans and multi-annual investment plans and their coherence with the development strategies.

The research results which are described in this paper are based on an extensive questionnaire which was forwarded to all communes in Poland (2.479 territorial units) in cooperation with the Ministry of Regional Development in May 2012. The response rate was 25.90% (642 complete questionnaires were submitted by the end of 2012). The questions covered, amongst others, issues related to the analysed dimension of institutional capacity. The research concentrated on analysing the completion of strategic planning and strategic management documents, their coherence and other related issues.

The local development strategy was the first of the analysed aspects of local governments' institutional capacity in the strategic management and spatial planning dimension. Table 1 presents a summary of the research results in that respect.

**Table 1.** Local Development Strategies or Local Development Programmes in Polish communes

	Urban communes		Urban-rural communes		Rural communes		All communes	
	no.	%	no.	%	no.	%	no.	%
No local development strategy or local development programme	4	4.0	15	9.49	37	9.64	56	8.72
Local development strategy or local development programme for a period of less than 10 years	52	52.0	75	47.47	224	58.33	351	54.67
Local development strategy or local development programme for a period of at least 10 years	43	43.0	65	41.14	118	30.73	226	35.20
No data collected	1	1.00	3	1.90	5	1.30	9	1.40
Communes in total:	100	100,0	158	100,00	384	100,00	642	100,00

Source: prepared by the author.

The first observation which can be made is that almost 90% of all communes have either a Local Development Strategy or Programme in place. Most of these strategies and programmes are mid-term documents whose time frame does not exceed 10 years. Many of them have been prepared solely for the purpose of applying for EU funds with 7-year horizons, reflecting the EU's programming period. Longer-term strategies tend to be prepared in cities (also in relatively small, urban-rural communes) rather than in rural communes. What is more, markedly more rural and urban-rural communes do not have such documents in place at all.

Multi-Annual Investment Plans are another of the strategic planning documents which may serve as a basis upon which the institutional capacity of local government administration is assessed. Table 2 presents information in that respect.

**Table 2.** Multi-Annual Investment Plans in Polish communes

	Urban communes		Urban-rural communes		Rural communes		All communes	
	no.	%	no.	%	no.	%	no.	%
No multi-annual investment plan	21	21.00	56	35.44	152	39.58	229	35.67
A multi-annual investment plan exists	78	78.00	99	62.66	226	58.85	403	62.77
No data collected	1	1.00	3	1.90	6	1.56	10	1.56
Communes in total:	100	100.00	158	100.00	384	100.00	642	100.00

Source: prepared by the author.

Interestingly, more than a third of the communes in Poland do not have a multi-annual investment plan. Similarly to the previous aspect, and perhaps not surprisingly, the institutional capacity of cities as reflected by their capacity to draft a long-term investment plan seems to be greater than that of rural communes or even urban-rural ones. It needs to be emphasised that many communes which have drafted strategies or local development plans have stopped short of furnishing them with coherent multi-annual investment plans. This may be interpreted twofold: a) the programs included in the strategy have not been thought through in terms of funding and implementation and thus remain empty phrases which stand little or no chance of being implemented; b) strategies have been drafted as a required attachment to the application for EU funding and are not ‘live’ documents.

Multi-Annual Financial Plans are the third key document for strategic and financial management in local governments. It is essential that local governments have a comprehensive and coherent set of strategic planning and financial documents – the strategy may outline strategic objectives, the multi-annual investment plan sets out the investment priorities necessary for the completion of strategic goals, while the multi-annual financial plan gives an indication of the financial capacity for carrying out the planned investments and a time frame for them [Turała 2003]. Table 3 gives a breakdown of the research results with respect to the presence of multi-annual financial plans and their relation to the multi-annual investment programmes.

In general terms, one in six communes (16.98%) does not have a multi-annual financial plan. What is more, more than one in three communes (36.92%) have a financial plan whose time frame is shorter than that of the multi-annual investment plan. In only 44% of cases the multi-annual financial plan covers the entire period set out in the multi-annual investment plan. This suggests that long-term planning is often characterised by wishful thinking and not based on facts. The situation is markedly better in urban communes, yet even in this group only 60% of the cities have a multi-annual financial plan of a sufficient – from the view point of strategic management requirements – duration.

**Table 3.** Multi-Annual Financial Plans in Polish communes

	Urban communes		Urban-rural communes		Rural communes		All communes	
	no.	%	no.	%	no.	%	no.	%
No Multi-Annual Financial Plan exists	11	11.00	21	13.29	77	20.05	109	16.98
A Multi-Annual Financial Plan exists; its time frame is shorter than that of the investment plan	27	27.00	63	39.87	147	38.28	237	36.92
A Multi-Annual Financial Plan exists; its time frame is at least as long as that of the investment plan	60	60.00	70	44.30	154	40.10	284	44.24
No data collected	2	2.00	4	2.53	6	1.56	12	1.87
Communes in total:	100	100.00	158	100.00	384	100.00	642	100.00

Source: prepared by the author.

Strategic management requires coordinating the financial and investment aspects of development with spatial planning. That is why it may be assumed that communes with a high institutional capacity will have a coherent and comprehensive set of spatial planning documents, as well as a development strategy and the other plans outlined above. The first of the spatial planning documents is the so-called study of conditions and directions for spatial development. This is a general document outlining the existing features of space and the general directions of spatial development. The spatial development plan is another, more important document, in that it outlines specific regulations and limitations with regard to locating specific functions and types of spatial development in space. Tables 4 and 5 give a general outlook on the existence of these documents in communes, while Table 6 offers more detailed information on the degree of coverage with spatial development plans.

**Table 4.** Study of conditions and directions for spatial development in Polish communes

	Urban communes		Urban-rural communes		Rural communes		All communes	
	no.	%	no.	%	no.	%	no.	%
No study of conditions and directions for spatial development exists	4	4.00	9	5.70	30	7.81	43	6.70
A study of conditions and directions for spatial development has been prepared	96	96.00	147	93.04	352	91.67	595	92.68
No data collected	0	0.00	2	1.27	2	0.52	4	0.62
Communes in total:	100	100.00	158	100.00	384	100.00	642	100.00

Source: prepared by the author.

**Table 5.** Spatial development plans in Polish communes

	Urban communes		Urban-rural communes		Rural communes		All communes	
	no.	%	no.	%	no.	%	no.	%
no spatial development plan exists	0	0.00	9	5.70	74	19.27	86	13.40
A spatial development plan exists (covering any percentage of the commune's surface)	100	100.00	147	93.04	307	79.95	551	85.83
No data collected	0	0.00	2	1.27	3	0.78	5	0.78
Communes in total:	100	100.00	158	100.00	384	100.00	642	100.00

Source: prepared by the author.

**Table 6.** Spatial development plans in Polish communes, percentage of surface covered

	Urban communes		Urban-rural communes		Rural communes		All communes	
	no.	%	no.	%	no.	%	no.	%
0%	0	0.00	9	5.77	74	19.22	86	13.42
( 0%, 1%)	3	3.00	7	4.49	4	1.04	8	1.25
[ 1%, 5%)	3	3.00	42	26.92	68	17.66	116	18.10
[ 5%, 10%)	4	4.00	18	11.54	15	3.90	37	5.77
[10%, 25%)	12	12.00	26	16.67	40	10.39	78	12.17
[25%, 50%)	33	33.00	10	6.41	29	7.53	72	11.23
[50%, 75%)	13	13.00	4	2.56	19	4.94	36	5.62
[75%, 100%)	10	10.00	17	10.90	19	4.94	46	7.18
100%	22	22.00	19	12.18	108	28.05	149	23.24
No data collected	0	0.00	4	2.56	9	2.34	13	2.03
Communes in total:	100	100.00	156	100.00	385	100.00	641	100.00

Source: prepared by the author.

The vast majority of communes (92.78%) has a study of the conditions and directions for spatial development (in the case of urban communes/cities the percentage is as high as 96%). However, the problems with spatial planning may be seen much more clearly when it comes to spatial development plans. Even though cities (urban communes) all have spatial development plans, most of them cover less than half of their surface with them. Spatial planning seems even more challenging in smaller, less urbanised communes – nearly 6% of urban-rural communes have no spatial plans at all, just like almost 20% of rural communes. On the other hand, the greatest percentage of communes which are covered by spatial development plans in full may be observed amongst rural communes (over 28% of the analysed territorial units).

The general conclusion which may be drawn based on the conducted research is that spatial development plans are prepared selectively for chosen plots of land and on a limited scale. This creates numerous problems in terms of controlling urbanisation

processes, leads to numerous conflicts in space and often results in increased public spending on the provision of public services in sparsely populated areas.

The final aspect to be analysed with regard to strategic management and the spatial planning dimension of institutional capacity, is the capacity of territorial units to cooperate and coordinate their activities in terms of spatial planning and development. Communes were asked whether or not they cooperated with neighbouring territorial units when preparing their studies of conditions and directions for spatial development and in what respect. Table 7 shows the results of the research in that respect.

**Table 7.** Cooperation between communes on preparing a study of conditions and directions for spatial development

	Urban communes		Urban-rural communes		Rural communes		All communes	
	no.	%	no.	%	no.	%	no.	%
No cooperation with neighbouring communes declared	22	22.00	58	36.94	155	40.47	235	36.72
Cooperation with neighbouring communes declared	76	76.00	95	60.51	224	58.49	395	61.72
No data collected	2	2.00	4	2.55	4	1.04	10	1.56
Areas of cooperation:								
Public transport infrastructure (incl. Bicycle lanes)	52	52.00	64	40.76	151	39.43	267	41.72
Private transport infrastructure	42	42.00	43	27.39	89	23.24	174	27.19
Communal infrastructure: sewage collection	40	40.00	35	22.29	88	22.98	163	25.47
Communal infrastructure: water provision	37	37.00	36	22.93	94	24.54	167	26.09
Communal infrastructure: electricity provision	34	34.00	37	23.57	81	21.15	152	23.75
Communal infrastructure: waste management	34	34.00	34	21.66	64	16.71	132	20.63
Communal infrastructure: sewage treatment	33	33.00	32	20.38	76	19.84	141	22.03
Residential construction	25	25.00	26	16.56	48	12.53	99	15.47
Environmental protection	41	41.00	51	32.48	96	25.07	188	29.38
Other areas of cooperation	14	14.00	11	7.01	36	9.40	61	9.53
Communes in total:	100	100.00	157	100.00	383	100.00	640	100.00

Source: prepared by the author.

This aspect of analysis shows that communes in Poland are willing to cooperate – over 90% of communes of all types declare that they cooperated with at least one of their neighbours in at least one field, although in seven cases no fields of cooperation were highlighted following the claims of cooperation... The top three

fields in which cities cooperated are: public transport infrastructure (52.0%), private transport infrastructure (42.0%) and environmental protection (40.0%), followed closely by communal infrastructure for sewage collection (40.0%). In the case of urban-rural communes, the most frequent areas for cooperation are: public transport infrastructure (40.8%), environmental protection (32.5%) and private transport infrastructure (27.4%). In rural communes the top three are almost identical and include: public transport infrastructure (39.4%), environmental protection (25.1%) and communal infrastructure for water provision (24.5%). Insofar as the scope of cooperation is concerned, the results show that it is rather low or moderate (Table 8).

**Table 8.** Scope of cooperation between communes on preparing a study of conditions and directions for spatial development

	Urban communes		Urban-rural communes		Rural communes		All communes	
	no.	%	no.	%	no.	%	no.	%
Limited scope of cooperation (one or two fields)	18	18.00	40	25.48	96	25.07	154	24.06
Moderate scope of cooperation (three or four fields)	20	20.00	24	15.29	58	15.14	102	15.94
Broad scope of cooperation (five or six fields)	9	9.00	10	6.37	25	6.53	44	6.88
Extensive scope of cooperation (seven or more fields)	26	26.00	20	12.74	42	10.97	88	13.75

Source: prepared by the author.

In most cases cooperation is limited to just one or two fields. Only in the case of urban communes is the tendency to cooperate extensively (i.e. on more fields) more visible.

#### 4. Conclusions

The general conclusions arising from the research may be summarised as follows:

- the institutional capacity for strategic management and spatial planning declines together with decreasing levels of urbanisation – it is highest in urban communes and lowest in rural ones;
- the time frame of strategic planning tends to be insufficiently long, with just one development strategy or development programme being prepared for a period of ten or more years;
- approaches to strategic planning may be characterised as incoherent and not sufficiently comprehensive – as shown by the lack of documents supporting the development strategy (such as multi-annual investment and financial plans);

- there is significant will to cooperate on spatial planning issues with neighbouring territorial units, although cooperation is usually performed in a limited or moderate scope of fields;
- institutional capacity with regards to spatial planning remains the weakest facet of all those analysed – even though nearly all communes have a study of conditions and directions for spatial development, nearly 40% of them have no more than 10% of their territory covered with a spatial development plan.

There is a great opportunity to improve the institutional capacity of Polish communes in terms of strategic and spatial planning. The research results highlighted in this paper clearly suggest that most emphasis should be placed on smaller, rural communes which is where the development potential may be used inefficiently due to the relatively low levels of the institutional capacity of local government administrations.

## References

- Amin A., *An institutionalist perspective on regional economic development*, International Journal of Urban and Regional Research, 1999, Vol. 23.
- Amin A., Thrift N., *Globalisation, institutions and regional development in Europe*, Oxford University Press, Oxford 1994.
- Amin A., Thrift N., *Globalisation, "institutional thickness" and the local economy*, [in:] *Managing cities*, P. Healey (ed.), Wiley, Chichester 1995.
- Bailey S.J., *Strategic public finance*, Palgrave Macmillan, 2004.
- Evans R., Harding A., *Regionalisation, regional institutions and economic development*, Policy and Politics, 1997, Vol. 25.
- Gibbs D., Jonas A., Reimer S., Spooner D., *Governance, institutional capacity and partnerships in local economic development: theoretical issues and empirical evidence from the Humber sub-region*, Transactions of the Institute of British Geographers, 2001, Vol. 27, Issue 1.
- Hausner J., *Modele polityki regionalnej w Polsce*, Studia Regionalne i Lokalne, 2001, No. 1 (5).
- Luhde-Thompson N., *Governing sustainable cities*, Local Environment, 2004, Vol. 9, No. 5.
- MacLeod G., Goodwin M., *Reconstructing an urban and regional political economy: on the state, politics, scale and explanation*, Political Geography, 1999, Vol. 18.
- Pogorzelski K., *Sprawność instytucjonalna państwa 2011*, Instytut Badań Systemowych, 2011.
- Polk M., *Institutional capacity-building in urban planning and policy-making for sustainable development: success or failure?*, Planning Practice & Research, 2011, Vol. 26, No. 2.
- Raco M., *Competition, collaboration and the new industrial districts: Examining the institutional turn in local economic development*, Urban Studies, 1999, Vol. 36.
- Skica T., *Efektywność działania jednostek samorządu terytorialnego*, Prace Naukowe UE we Wrocławiu, 2012, nr 271, pp. 306-316.
- Stec M. (ed.), *Bariery prawne efektywnego i skutecznego funkcjonowania lokalnej i regionalnej administracji publicznej oraz propozycje ich likwidacji lub ograniczenia*, Samorząd Terytorialny, 2005, nr 1-2, pp. 83-88.
- Swianiewicz P., Dziemianowicz W., Mackiewicz M., *Sprawność instytucjonalna administracji samorządowej w Polsce – zróżnicowanie regionalne*, Instytut Badań nad Gospodarką Rynkową, Warsaw 2000.



- Turała M., *Rola budżetów prorozwojowych w zarządzaniu finansami jednostki samorządu terytorialnego*, [in:] *Zarządzanie organizacjami publicznymi – wybrane zagadnienia*, B. Piechowicz (ed.), Fundacja Współczesne Zarządzanie, Białystok 2003, p. 40-47.
- Turała M., *Analiza sprawności instytucjonalnej gmin w województwie łódzkim*, Prace Naukowe UE we Wrocławiu nr 284, 2013, pp. 99-113.
- Władyka A., *Sprawność funkcjonowania jednostek samorządu terytorialnego – studia z zastosowaniem podejścia prakseologicznego*, Samorząd Terytorialny, 2008, No. 1-2, p. 18-21.

## **SPRAWNOŚĆ INSTYTUCJONALNA POLSKICH GMIN. WYMIAR PLANOWANIA STRATEGICZNEGO, FINANSOWEGO I PRZESTRZENNEGO**

**Streszczenie:** Rozwój lokalny i regionalny stanowią kluczowy cel każdej strategii rozwoju, niezależnie od poziomu, na jakim jest ona opracowywana (lokalny, regionalny, krajowy). Skuteczność tych dokumentów zależy w znacznej mierze od sprawności instytucjonalnej władz lokalnych i regionalnych, które są głównymi aktorami w procesie opracowywania i późniejszego wdrażania strategii. Niniejszy artykuł podejmuje zagadnienia zaplecza instytucjonalnego, kapitału instytucjonalnego oraz sprawności instytucjonalnej. W pierwszej kolejności omówione zostały definicje kluczowych pojęć, dalej opisano zachodzące między nimi zależności i relacje, które zostały następnie zilustrowane analizą sytuacji w zakresie sprawności instytucjonalnej polskich gmin.

**Słowa kluczowe:** sprawność instytucjonalna, zaplecze instytucjonalne, samorząd terytorialny.