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INTEGRATED PLANS OF CITY DEVELOPMENT AS A TOOL OF LOCAL DEVELOPMENT, ON THE EXAMPLE OF ÚSTÍ NAD LABEM

Summary: The text deals with the problem of Integrated Plans (IPCD) of city development. There is a discussion of their contribution to the city development. The main aim of IPCD is to coordinate activities and to concentrate sources for solving the most serious identified problems and for using economic and further development potential of cities. The case study is elaborated for Usti nad Labem city (The Czech Republic) which in long-term horizon faces significant development problems that are primarily caused by negative heritage of the state which was shaped before 1989. Nowadays the city has new experience within the implementation of integrated plan of city development.

1. Introduction

A very current and emphasized topic in present discussions about the local and regional development question is the necessity to concentrate strength (and funds of course) for key development priorities in some areas, to have mutual synergy and to carry out measures in a complex way. On the other hand the basic characteristics of local and regional situation are: distinct diversification of participants and the diversification of their motives and preferences. It influences a wide spectrum of carried out and considered projects. Therefore it is needed to support tools which help to select priorities and concentrate sources on important goals. This reflects also long-term orientation in goals within the EU policy of economical and social solidarity (for more see e.g. [Wokoun 2008; Blažek, Vozáb 2004]). Integrated Plans of City Development (“IPCD”) are a conceptual reaction to these challenges.

2. Primary bases for the question of Integrated Plans of City Development

To define the term Integrated Plans of City Development (IPCD) it is possible to use more general point of view and to consider IPCD to be a long-term strategic document – a tool of urban policy that reflects real problems and needs and aims at

reaching a common target (common targets) of the city. From the narrower point of view IPCD is a list of carried out (and viable) projects in certain time horizon funded from specific financial sources. IPCD in both cases reflects distinctively (and overlap) the philosophy of creation and the realization of strategic plans of the locality.

In reality IPCD is a “tool for drawing the funds from EU (especially within regional operational programs or integrated operational program) that is linked to the overall vision and strategy of city development with the purpose of problem identification and solving the city development in connection to drawing the support from EU Structural Funds 2007-2013.” This linkage between IPCD implementation and Policy of economical and social solidarity is emphasized also in e.g. project bonuses. It applies for the projects that are included in local IPCD and in nationally carried out thematically chosen operational programs. As far as the operational programs point of view is concerned the necessity of elaborated IPCD is important for the following city-size categories:

- **Cities over 50 thousand inhabitants** – obligation of the city to prepare IPCD if it wants to draw funds from urban support area (development of regional centres) in individual regional operational programs (e.g. in ROP Severozápad – Regional Operational Program Northwest it is support of 1.1). The support of development poles of regions,
- **Cities over 20 thousand inhabitants** – obligation of the city to prepare IPCD if it wants to draw funds from intervention 5.2 area within integrated operational program (housing – revitalization of problematic blocks of flats),
- **Cities up to 50 thousand inhabitants** – through IPCD they can draw funds from operational programs (OP) if the rules of the chosen OP enable this (or if individual OP gives bonuses within their evaluation of projects listed in IPCD).

An important aspect of IPCD concept implementation in the Czech Republic is its methodical securing (it is different from strategic planning which does not have clear methodology for strategic plans elaboration) that is done by the Czech Ministry of Regional Development. The methodology itself was created in cooperation with solidarity regions and ministries that would manage the concerned operational programs (the representatives of the union of cities, towns and municipalities in Czech took part in the preparation of the methodology to a great extent as well). The methodology for Integrated Plans for City Development (IPCD) published on the basis of government resolution n. 883 on 13th August 2007 is one of the most important coordination mechanisms and it creates the cooperation of ministries in question and solidarity regions in the implementation of chosen EU operational programs funded by structural funds.

The main aim of IPCD is to coordinate activities and to concentrate sources for solving the most serious identified problems and for using economic and further development potential of cities. Effectiveness is especially in meaningful sequence and synergy (cooperation) effect in particular activities and measures. This integrated approach brings important multiplication effect that mobilizes public as well as private

sources. Generally the following positive aspects of the concept can be discussed (also on the basis of long-term realization of this concept abroad):

- IPCD can hinder uncoordinated and purposeless projects,
- realizing IPCD enables to concentrate funds for solving key problems of the city,
- effectiveness of integrated approach is given above all by the purposeful sequence of individual projects,
- IPCD supports multiplication effect, especially because of the mobilization of public and private sources.

From previous (very short) experience with the creation and realization of IPCD within the cities in the Czech Republic certain weak points of the concept can be stated as well. They are for example:

- IPCD is very often considered to be a tool of project realization not a reaction to development problems. It leads basically to “turning” in the situation and concept. Projects are chosen in the first place and only when the need for their realization is emphasized,
- infrastructural investment projects predominate very often over soft noninvestment projects in the list of projects within IPCD,
- creating the increased potential for non-transparent or corruption atmosphere, in which other criteria than pure quality of the projects and their contribution for the regional development can be decisive for the listing of the individual project in IPCD.

Taking all previously mentioned facts it cannot be considered as a weakness of the concept itself, but rather only as a deformation within the practical realization of the concept in the specific atmosphere of the Czech Republic.

3. Practical realization of IPCD on the example of the city of Ústí nad Labem

In the long-term horizon the city of Ústí nad Labem, the regional centre of Ústí nad Labem region, faces significant development problems that are primarily caused by the negative heritage of the state and the image of the city from before 1989 (for more see e.g. [Šašek 1998; 2000; Anděl, Balej, Oršulák 2006; Jeřábek et al. 2000]). After 1989 the dynamics of the development has been distinctively limited besides other factors by the disunity of interests, unambiguous setting of priorities and non-conceptual solution of chosen development projects made in the city. It is necessary to put the development projects carried out in the city into practice in the context of development needs of the city and in logical sequence so it can be thought about positive synergic impact of their realization (see e.g. [Rumpel 2002]). Generally speaking the idea of the integrated development of the city can be considered as a meaningful tool for systematizing and conceptuality within the city development.

The city of Ústí nad Labem has worked out Integrated Plans of the City Development (IPCD) for two operational programs (OP) that means IPCD in regional operational program (IPCD in connection with ROP) and IPCD in integrated operational program (IPCD in connection with IOP). IPCD in connection with ROP is made for a specifically set zone of the city centre. IPCD in connection with IOP is made for a specific area of the city (Neštětice, Mojžíř) where it is necessary to solve development problems within the regeneration of the local block of flats in an integrated way.

The following text focuses on a brief introduction and evaluation of IPCD in connection with the city centre (IPCD and ROP) because this development document is more important than IPCD and IOP from the point of view of funds, spatial impact and its more complex characteristics.

The Integrated Plan of the City Development in Ústí nad Labem – centre was ratified by the committee of regional executive on 5th September 2008 and it was first in quality evaluation among other cities preparing IPCD in NUTS II Northwest. In the ratified IPCD the allocation of 917 million CZK was set for the projects localized in specifically determined zone covering the majority of the area of Ústí nad Labem – centre. In Ústí nad Labem region the Committee of regional executive of NUTS II Northwest has also ratified Integrated Plans of City Development of Děčín, Chomutov and Karlovy Vary.

Table 1. The basic frame of IPCD in the city of Ústí nad Labem

Specific goal		
A. Urbanistically valuable city centre.	B. Good infrastructure for leisure time activities and social sphere.	C. "Smart governance" – high-quality achievement of municipal government (better service for inhabitants).
Measures		
A.1. Regeneration and revitalization of some area within the city. A.2. Solving the brownfields problem.	B.1. Regeneration and revitalization of public service facilities. B.2. Modernization of social infrastructure.	C.1. Improvement of the conditions for effective municipal government achievement of the city magistrate. C.2. Creating organisation structure of IPCD management.
Activities		
A.1.1. Revitalization of the city centre. A.1.2. City green areas. A.2.1. Regeneration and revitalization of brownfields in the city.	B.1.1. Finishing of a building and reconstruction of cultural and leisure time facilities. B.2.1. Modernization of facilities for seniors and handicapped citizens.	C.1.1. Construction adjustments and modernization of the city magistrate building. C.1.2. Modernization of technical and technological equipment. C.2.1. Personal and technical securing of the IPCD management.

Source: document of IPCD Ústí nad Labem – centre.

Setting IPCD – centre comes out of a basically formulated vision: “**Attractive centre is the basis of a prospering and safe city**”, which is followed by a global goal: “**Increasing urbanity value and attractiveness of the city centre and the improvement of life quality of the city inhabitants**”. The executers of IPCD worked according to classical methodology and defined specific goals, measures and activities. For more see the following table 1.

The very importance of the Integrated Plan for the City Development can be evaluated on the basis of individual projects put into practice. In this phase there is only an indicative list of acceptable projects within chosen activities (e.g. cable car to the chateaux Větruše or the reconstruction of the city magistrate building). The advisability of priority setting cannot be doubted because it is necessary to support the attractiveness of the city centre. The city centres of developed regions of the world become key areas for economic growth stimulation and the quality of life improvement. It is necessary to put an emphasis on mutual complementarities of physical infrastructure and soft investments to the human potential development. IPCD Ústí nad Labem – centre is distinctively orientated on the physical area transformation (physical infrastructure). The only specified activity aimed directly at the human sources development is the increasing of personal capacities of the city magistrate. Other key aspect of the final success of IPCD Ústí nad Labem – centre in long-term horizon is not only quantitative change within regenerated area but also to what extent it will be possible to secure the qualitative (esthetical, functional) parameters of the newly established physical infrastructure (set indicators of IPCD Ústí nad Labem – centre are primarily quantitatively orientated).

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ZINTEGROWANE PLANY ROZWOJU MIASTA JAKO NARZĘDZIE ROZWOJU LOKALNEGO, NA PRZYKŁADZIE ÚSTÍ NAD LABEM

Streszczenie: Artykuł odnosi się do problemu Zintegrowanych Planów Rozwoju Miasta (IPCD) oraz ich wpływu na jego rozwój. Głównym celem IPCD jest koordynacja działań i koncentracja zasobów mogących wpływać na rozwiązywanie najważniejszych problemów oraz wykorzystywanie ekonomicznego i rozwojowego potencjału miast. Zaprezentowane studium przypadku odnosi się do Usti nad Labem w Republice Czeskiej, które to miasto zmaga się w dłuższej perspektywie czasowej ze znacznymi problemami rozwojowymi. Wspomniane problemy spowodowane zostały głównie przez odziedziczenie negatywnego wizerunku, który ukształtował się przed 1989 r. Obecnie miasto ma nowe doświadczenia w ramach wdrażania IPCD.